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STRENGTHENING GOVERNANCE CAPACITY AND PUBLIC ADMINISTRATION AMIDST PANDEMIC AND NEW NORMAL ERA

NOVEMBER 11TH, 2020

PROCEEDING

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IAPA Annual Conference 2020

"Strengthening Governance Capacity and Public Administration Amidst Pandemic and New Normal Era"

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Listyaningsih Dewi Pamungkas, Kismartini, Retno Sunu Astuti

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Indonesian Association for Public Administration

Yogyakarta, 11 November 2020

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Preface

Welcome to the 2020 Annual Conference of the Indonesia Association for Public Administration (IAPA) organized by the Indonesian Association for Public Administration in collaboration with Asian Association for Public Administration (AAPA), Asian Group for Public Administration (AGPA), Philippine Society for Public Administration (PSPA), Universitas Brawijaya, Universitas Padjadjaran, and Universitas Palangka Raya. We gather here to share and discuss an important issue on "Strengthening Governance Capacity and Public Administration Amidst Pandemic and New Normal Era". The covid-19 pandemic leads to change and impacted various fields and sectors. To deal with the pandemic in new normal era, it requires an adaptive, responsive, and agile government faceing various challenges faced. Therefore, strengthening governance capacity is a critical agenda. This year's conference raised four sub-theme namely: (1) Leadership and Crisis; (2) Public Administration and Digital Transformation; (3) Agile Bureaucracy and Dynamic Governance; (4) Changing in PASTEL (Politics, Economic, Social, Technology, and Law). All for the purpose of inciting productive and insightful discussions, which would hopefully contribute to the wider public sector.

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

Yogyakarta, 14 Desember 2020
Chairman of Indonesian Association for Public Administration

Prof. Agus Pramusinto, MDA.

Table of Content

Preface i

Table of Content ii

Sub-Theme: Agile Bureaucracy and Dynamic Governance 1

Critical Analysis on The Effectiveness of Bandung Corruption Court
Kristian Widya Wicaksono 1

Public Administration 4.0 : Theoretical Exploration of Disru¬ptive Governance Paradigm
Ahmad Syakrani Bunasim 15

Ecotourism Governance Based on Community Participation
Rita Rahmawati, Afmi Apriliani 44

New Face of Local Government: Synergy of Handling the Spread of Covid-19 Between Local Governments and Indigenous Villages in Bali
I Putu Dharmanu Yudartha 57

Local Government Innovation in Agriculture Development: A Case Study of Bantaeng Regency, Indonesia
Badu Ahmad, Andi Ahmad Yani, Rakhmat 66

The Analysis of Organizational Capacity Factors in Government Division of Regional Secretariat as A Determinant of Government Performance at Batang Regency
Listyaningsih Dewi Pamungkas, Kismartini, Retno Sunu Astuti 80

Program Corporate Social Responsibility Pertamina Aviation Hang Nadim "Desa Berdikari" in Batam
Alexius, Dadang Mashur, Dedi Kusuma Habibie 101

Implementation of Protection Services for Women and Children Victims of Violence at Daerah Istimewa Yogyakarta: An Institutional Studies Review
Muhammad Khozin, Nur Faidati, Gerry Katon Mahendra 119

Analysis of The Effect of Peer's Compliance Information on Tax Compliance Decisions
Irwan Aribowo, Nadia F., Laily Rofi'ah, Agus Suryono, Khairul Muluk, Andy Fefta Wijaya ... 133

Democratic Governance: Civil Society Participation in Migrant Worker Advocacy
Achmad Nur and Dwi Harsono 155

Dynamic Governanc e Pekanbaru City in Policy Implementation About The New Normal in Pandemic Covid-19 Era
Resa Vio Vani, Dedi Kusuma Habibie, Mayarni 173

Analysis of Government Collaborative Action on Covid-19 Disaster Management in Lampung Province
Simon Sumanjoyo Hutagalung and Eko Budi Sulistio 194

Media Effect About Corruption News To The Community Trust on Village Performance
Ike Wanusmawatie, Mahandhika Hendy Firmanda, Rendra Eko Wismanu 207

Tax Literacy and Leadership Agility: Indigenous Peoples Awareness in Paying Taxes
Jamaluddin Ahmad, Hardianti, Firmansya, Hariyanti Hamid, Erfina 224

Relations between Levels of Government in Handling the Covid-19 pandemic in Indonesia: A Study on Relations between the Central Government and the Provincial Government of DKI Jakarta
Achmad Lutfi and Desy Hariyati 236

Dynamic Governance and The Strengthening Community Participation in Countermeasure Coronavirus Disease
Ahmad Sururi and Rostiena Pasciana 254

Bureaucratic Innovation and Motivation in Implementing Programs and Activities (Study on the Implementation of Activities with a Limited Budget at the General Election Commission of the City of Probolinggo)
Dwi Putranto Riau and Rukin 265

Public Accountability through Merit Values on Civil Service Management in Central Java Province
Septiana Dwiputrianti 275

Examining the Internet Quota Subsidy Policy in Indonesia
Sajida and Ranjani 298

Strengthening Collaborative Governance in Efforts to Reduce The Mortality Rate of Mother And Baby
Farida Nurani 320

Collaborative Governance : Revitalization of Citrus Village Tourism in Malang in the New Normal Era
Erna Setijaningrum 328

The Dynamics Transformation of Public Policy Making in Indonesian Democracy
Andy Al Fatih 338

Sub-Theme: Changing in PESTEL (Politic, Economic, Social, Technology and Law)..... 350

Determinants of Financial Performance in Banking Securitization in Southeast Asian
Gos Ishak, Farah Margaretha Leon, and Bahtiar Usman 350

Business Strategy for Religious Tourism in Mount Haruman, Indonesia
Dini Turipanam Alamanda, Ikeu Kania, Rahyuniati Setiawan, Selvi Silfiani Rahayu 369

SiBakul Jogja Free Shipping: Empowerment to Turn on the Economy of Yogyakarta's MSMEs in Pandemic Era
Nur Faidati, Muhammad Khozin, Gerry Katon Mahendra 385

Poverty Alleviation Strategy Policy Formulation in Toba Regency, North Sumatra Province
Marlan Hutahaean, Dimpos Manalu, Johnson Pasaribu 395

Supervision Strategies for Improving Community Welfare Program in East Indonesia Area
Herlina Sakawati, Sulmiah, Novayanti Sopia Rukmana, Widyawati 422

Sub-Theme: Leadership and Crisis 437

Implementation of Smart Governance in Realizing Tomohon Smart City
Marthinus M. Mandagi, Jeane Mantiri, Sisca B. Kairupan 437

Regional Innovation: Regional Leadership in Empowering the Aceh Community during the Covid-19 Pandemic
Agatha Debby Reiza Macella 449

Strategy for Improving The Work Discipline of Village Apparatus in Sidenreng Rappang Regency
Pratiwi Ramlan, Sapri Tajuddin, Khaeriyah Adri, Mardhatillah, Devi Febrianti 469

The Fall and Rise of The Contingency Theory of Leadership
Ary Suharyanto and Rizky Dwi Lestari 479

Sub-Theme: Public Administration and Digital Transformation 497

The Resolution of Ojek Online Vs. Traditional Public Transportation Conflict
Ikeu Kania, Dini Turipanam Alamanda, Mila Karmila, Ahmad Kurniawan 497

Population Administration Service Innovation in Indonesia During the Covid-19 Pandemic
Wisber Wiryanto 512

Opportunities to Develop Enterpreneurial-Based Development Economy in The Era of Globalization
Andi Cudai Nur, Slamet Riadi Cante, Risma Niswaty 524

Comparative Study of a Cybersecurity Curriculum To Support Digital Transformation in The Public Sector
Dhoni Kurniawan and Ratih Mumpuni Arti 547

Strategy for Sustainable Village Status Improvement in Kundur Village Kepulauan Meranti District
Dadang Mashur, Yuni Novita Putri, Risky Arya Putri 577

The Use of Information Communication and Technology (ICT) to enable Transparency, Accountability, and Participation in Indonesia
Asmiar Reza Agustina and Tutik Rachmawati 589

Understanding Civil Servants Readiness to Work from Home: The Roles of Demographic Factors
Dyah Ayu Febriani, Fitria Ariyanti, Reza Fathurrahman 608

Teacher's Readiness Level in Implementing Work from Home Policy in Indonesia
David Malchiel Ravanelli, Riezky P. E. Putri, Zahra K. Putri, Lina Miftahul Jannah 637

The Analysis of Employee Performance at Semarang Religious Training Center
Rukhana Fitriati 662

Telework During Pandemic: Comparing Readiness between Local and Central Government Employees
Muhamad Azami Nasri, Muhammad N. Alamsyah, Doni Ramadhan, Reza Fathurrahman 677

Sub-Theme: Agile Bureaucracy and Dynamic Governance

Critical Analysis on The Effectiveness of Bandung Corruption Court

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Abstract

This study seeks to understand the extent to which the Bandung Corruption Court (Bandung Tipikor Court) has accomplished the authority's enforcement. This research's scope includes two crucial aspects: (a) the capacity of resources to sustain the existence of Bandung Tipikor Court, and (b) Supervision and control over Bandung Tipikor Court by various judicial institutions. The method used in this analysis is a systematic literature review. The collected data are secondary data from a compilation of various literary works related to this paper and the results of observations on Bandung's Tipikor Court. The data obtained were then analyzed qualitatively by assessing the findings' accuracy and strength from various studies and comparing the results from those studies. This study's findings show that the Bandung Tipikor Court has not achieved the optimum standard for the enforcement of its authority since the funding for services and oversight and control is not adequate to enable the application of the authority held by the Bandung Tipikor Court.

Keywords:

corruption courts; effectiveness; monitoring; resource capacity

Introduction

Corruption has always been a highly debated topic because it has had a very complex impact. Indonesia is one of the countries struggling to escape the corruption problem. A set of rules has been formulated and implemented to address the problematic corruption in Indonesia. The results have begun to be seen though it can not be said to be highly significant. Thus, there is a need for consistent and continuous improvement of the implementation process of anti-corruption policies.

By definition, corruption is the act of any person unlawfully committing an activity of enriching themselves or others or a corporation that might harm the state financial or economy (Undang-Undang Nomor 20 Tahun 2001 Tentang Perubahan Atas Undang-Undang Nomor 31 Tahun 1999 Tentang Tindak Pidana Korupsi). The definition asserts that corruption can be

practiced in both the public and private sectors, including the interaction between actors in the public sector and actors in the private sector.

The World Bank describes corruption as the abuse of public office to achieve a personal advantage. It occurs when an official accepts bribes and blackmails. Office bribery may also be accomplished when private sector companies are providing bribes to circumvent public policy commitments, receiving outstanding facilities to be accessed via the procurement process, and some other benefits. The public office may also be corrupted without corruption, i.e., through bribery and nepotism, theft of state properties, or transfer of state income (World Bank, 1997, p. 8). It indicates corruption is pervasive and complex despite its emphasis on officials performing abuses of their positions.

The good news is that the number of corruption cases in Indonesia has diminished in terms of quantity. Indonesia ranked 85th out of 180 with 40, a 2-point rise from the previous year with 38. Indonesia is in fourth place, relative to other ASEAN member states (Transparency International, 2019). It indicates the positive progress of the battle against corruption in Indonesia. However, it does not means that we can ignore the problem of corruption. We must admit that there is some homework related to the corruption issue to be faced.

As stated earlier, Indonesia is making a range of efforts to tackle the corruption issue through a relatively complex regulatory system. One such initiative is to create a judiciary that focuses on fighting corruption crimes. Article 5 of Law No. 46/2009 on Corruption Court (Tipikor Court) states that Tipikor Court is the only court that can investigate, prosecute and solve cases of corruption (Undang-Undang Nomor 46 Tahun 2009 Tentang Pengadilan Tindak Pidana Korupsi). Furthermore, Article 6 of Law No. 46 of 2009 stipulates that the cases investigated, prosecuted, and determined by the Tipikor Court include: (a) corruption, (b) money laundering, and (c) Criminal activities that classified as corruption crimes. Articles 5 and 6 of Law No. 46 of 2009 affirm that the Tipikor Court has a strategic authority to investigate, prosecute and solve corruption cases (Undang-Undang Nomor 46 Tahun 2009 Tentang Pengadilan Tindak Pidana Korupsi).

In keeping with public standards, the current phenomenon demonstrates that the Tipikor Court has not entirely demonstrated the efficacy of exercising their authority. If we examined it from resource support, particularly infrastructure, it is known that Tipikor Court

is only established at the provincial level. Nevertheless, Law No. 46 of 2009 mandates that the Municipals/Regencies level of the Tipikor Court must be created (Undang-Undang Nomor 46 Tahun 2009 Tentang Pengadilan Tindak Pidana Korupsi). The existence of the Tipikor Court at the provincial capital level is also still somber since, generally speaking, the court office is still in one location with the District Court building that had previously occupied the facility. Besides, the Tipikor Court located in the province's capital city could cause costly expenditure and time-consuming, particularly in islands such as the Riau Islands and the Maluku Islands, from the side of its financial resources and the time it takes to hold a court case. This finding is in line with the findings of research carried out by the Prosecutor's Office's Research and Development Department in 2012 against 399 respondents composed of prosecutors, judges, and lawyers in 7 representatives of the Prosecutor's Office (Kejati) at the province level and 43 districts of the Prosecutor's Office (Kejari) at municipal/regency level. Based on the study results, the following fact is known:

a. 335 or 83.96 percent of respondents claimed that the Tipikor Court was ineffective in the provincial capital
b. Three hundred eighteen respondents, or 79.70%, indicated establishing a Tipikor court in each municipal/regencies should be made immediately (Hukum Online, 2013).

The incidence of Tipikor Judge being enmeshed in bribery cases is another troubling matter. The details about this can be found in the table below:

Table 1.
Bribery Case for Tipikor Judge

No.	Judge	Case
1.	Tipikor Judge in Semarang and Ad Hoc Tipikor Judge in Palu	The two judges became suspects in the bribery case of Grobogan Parliament, Central Java, when they handle the corruption case of car maintenance. They were named as suspects by the Tipikor Court of Semarang.
2.	Ad Hoc Judge of Semarang Tipikor Court	The Judge was sentenced to eight years in prison for having allegedly taken bribes from a relative of Chairman of the Local Parliament at Grobogan. Bribes were supposedly given to manipulate the final decision at Tipikor Court in Semarang.

3.	Ad Hoc Tipikor Judge of Pontianak, West Kalimantan Province	Semarang case also involved Ad Hoc Tipikor Judge of Pontianak, who was subsequently sentenced to six years in jail. The Judge is believed to have been convicted of bribing Ad Hoc Judge of Semarang Tipikor Court to manipulate the verdict of a case concerning the Grobogan Local Parliament's Chairman.
4.	Tipikor Judge from Bandung West Java	The Corruption Eradication Commission (KPK) arrested the Tipikor Judge from Bandung West Java for accepting 150 million rupiahs in bribes relating to the handling of suspected corruption cases of social, financial assistance in the Bandung City government

Source: www.antikorupsi.org (2013)

According to the indications above, academic research is required to examine the Corruption Court's effectiveness as a form of commitment to strengthen and enhance the efficiency of implementing anti-corruption policies in Indonesia. Therefore, this paper aims to review the Tipkor Court's effectiveness in Bandung carry out its authority and provide recommendations for future effectiveness improvements.

Effectiveness is also called "doing the right thing" (Starling, 2008, p. 19). It refers to the consistency of the actions carried out within an organizational institution to attain its intended objectives. Effectiveness is also a term widely utilized to assess the accomplishment of an objective by revisiting the relationship between the result of the process and its original intent. Specifically, an organizational process or program may be considered adequate if the effects align with its objectives (Sherman, 2009).

In this article, the calculations are intended to examine the degree of the Bandung Tipikor court's effectiveness so that the organization's effectiveness is conceptually calculated. According to Federman in Ashraf and Abd Kadir (Ashraf & Abd Kadir, 2012, p. 80), Organizational effectiveness is a term that refers to the organization's capacity to access and consume resources to attain its goals. Meanwhile, according to Balduck and Buelens (2008, pp. 5-8), the effectiveness of the organization concerns with four approaches, namely:

a. Objective approach. This approach emphasizes success in the fulfillment component of the goal, assuming the goal's degree of accomplishment is higher than the predefined organizational purposes.
b. Resource system approach. The resource system approach examines the degree to which the sum of resources allocated to organizational production has resulted in a more efficient output.

c. Process approach: The process approach emphasizes the organization's effectiveness as a complete task conducted within the organization can be carried out efficiently, adequately, and accurately in line with the preparation that was previously planned.
d. Strategic constituent approach. This approach is more of an evaluation of the user's satisfaction with the organization's goods and services.

Methods

A literature review is the research method used in this paper. This approach relies on researchers' efforts to gather and synthesize the related research findings that have been done before (Snyder, 2019). The literature review process includes three methods: a systematic approach, a semi-systematic approach, and an integrative approach (Snyder, 2019). This research was conducted using a semi-systematic analysis of the literature. Synder clarified that the semi-systematic literature review reviews the research area and monitor progress over time (Snyder, 2019). Through this design, it is hoped that this paper can provide a good overview of the effectiveness of Bandung Tipikor Court.

The data collected are secondary data from many literary works related to this paper and the findings of observations on the Tipikor Court of Bandung. The data obtained were then qualitatively analyzed by evaluating the findings' consistency and intensity from different studies and comparing the results from those studies (Snyder, 2019).

Results and Discussions

Centered on the organization's definition of effectiveness, the key focus of the Bandung Tipikor Court's investigation lies in the achievement story of the authority operationalization held by the Bandung Tipikor Court, which is examined from two important aspects (a) Resource Support Capacity; and (b) Supervision and Control.

The capacity of Support Resources

The degree to which organizational goals are accomplished is determined by the willingness to manage the available resources. It is integrated into a management system that aims to organize the right utilization of resources in achieving its objectives (Vasu, Stewart, & Garson, 1998, p. 286). Starling (2008, p. 19) argues that the success of a thaan entity depends

opublic officials' capacity of the public's public capacity to control their capital. That is, enforcing the Bandung Tipikor Court authority may be considered successful if the process of establishing its resources will help the achievement of the goals. In general, capital can be divided into two main categories, Human Resources (HR) and Non-Human Resources.

Human Resources

Management of public sector human resources is also balanced by the term of handling staffing (Horton, 2009, p. 121). Denhardt and Denhardt (2012, p. 285) claimed that public sector workers' hiring and care are closely linked to the legislation regulating those workers' positions. Therefore, to assess the degree of efficacy of enforcing The Bandung Tipikor Court's authority from the human resource support perspective, it is important to recognize current employees' configuration and their respective positions within the organization.

Regulation Number 01 the year 2010 of the Supreme Court concerning the Organizational Structure of Clerks and the Composition of the Panel of Judges and Transparency to the Court of Corruption identified several employees at the Court of Tipikor. It regulated them within the organizational framework of the Court of Justice.

In general, the arrangement specifies that the workers who play a central role in the Bandung Tipikor Court include the Bandung Court's Chairman and Vice-Chairman, Career Judges, and Ad Hoc Judges, as well as the Young Clerk of Criminal Corruption. The discussion in this paper will focus more on the role and status of the Career Judge and Ad Hoc Judge and the Young Clerk of Criminal Corruption.

Article 1 of Law No. 46 of 2009 affirms that judges of the Tipikor Court consist of Judges of the Profession and the Ad Hoc. Moreover, article 2 of Law No. 46 of 2009 ratify that Judge Profession is a district court judge, high court judge, and the Supreme Court-appointed as a criminal judge for misconduct. The definition of Judge Ad Hoc is explained in the next article, namely article 3, a person appointed based on the requirements specified in Law No. 46 of 2009 as Tipikor Judge.

Currently, the Tipikor Court of Bandung has six ad hoc judges and seven career judges. Thus, the total number of judges in Bandung Tipikor Court is thirteen persons. Considering the number of cases handled from January 2013 to November 21, 2013, reached 127 cases, the number of Tipikor Judges in Bandung Corruption Court as many as 13 individuals are

considered too small. That is to say, if the Tipikor Court is expected to be able to handle all such cases within one year, then a minimum of one Judge handles 32 to 33 cases in a year with a one-trial scheme presenting five judges. In reality, one single case can be tried over twenty times. Thus, on average, one Judge will attend 660 hearings a year, or about 55 hearings a month. If an average daily assuming the working day is five-day in a week, then a Tipikor Judge will be charged with investigating as many as two or three cases a day. Indeed, the number of hearings is excessive since the amount of job concentration for judges is very high, which may degrade the quality of the verdicts they make. Meanwhile, we know that the court's reputation as a law enforcement body should be prioritized by ensuring the validity of the Judge's decision should remain impartial and fair.

Besides judges, the Tipikor Court in Bandung also has a Young Clerk of Corruption Crimes. Article 9 Regulation Number 01 of 2010 of the Supreme Court of the Republic of Indonesia provides detail of the primary duties and roles of the Young Clerk of Corruption Crimes, namely:

a. Received filing Tipikor 's case from the Public Prosecutor's (KPK and Kejari in West Java);
b. Conduct case registration and maintain case register at Tipikor;
c. Managing the information system of tipikor case administration;
d. Prepare a monthly activity report;
e. Prepare electronically and print files;
f. Conduct appeals administration, cassation, and review of Tipikor's case; and
g. Carrying out other matters relating to Tipikor's administration.

Based on the findings of an interview with the Young Clerk of Corruption Crimes at Bandung Tipikor Court, it is understood that he does not have a definite letter of appointment as the Young Clerk of Corruption Crimes, and the same thing happens in other Indonesia's Tipikor Courts. This situation will have a less beneficial effect on the Bandung Tipikor Court as an operational institution since it does not have a legitimate certificate from Supreme Court, which stated him as a state agency performing a judicial function. Only the Head of Bandung Court issues the appointment of The Young Clerk of Corruption Crimes so that the negotiating role in the office is still considered very weak. It has made it impossible for the Young Clerk of Corruption Crimes to guide the Head of Bandung Court to promote the work

process on the unit he headed. Moreover, the Young Clerk of Corruption Crimes prefers to conduct only strenuous job activities because creativity is not considered to bring benefits, and there is no certainty about his role and function.

The absence of legal recognition from the Supreme Court for the office of Young Clerk of Corruption Crimes also had an uncertain career effect. Whereas in the upper echelons of IV is Young Clerk, who should always have the chance to launch a career at a higher level.

In terms of remuneration, the allowance for Young Clerk of Corruption Crimes is three hundred thousand rupiahs per month, and a hearing of seventy-five thousand rupiahs is granted from one time to the court of case. It is not balanced by the amount of duty and function load that has to be carried out, particularly compared to the number of cases entered in the Tipikor Court of Bandung and the number of hearings that have to be held.

The ambiguous status of an appointment for Young Clerk of Corruption Crimes significantly affects work motivation because Maslow (1987, p. 10) claims that the need for trust and self-realization are two things that affect one's work motivation.

In terms of trust, the Young Clerk of Corruption Crimes has no clarity of rank related to the position he holds, whereas the Young Clerk of Corruption Crimes has no specific career level within the organization from the self-actualization angle. It will decrease the motivation to work to impact the duty and function implementation. In reality, the Young Clerk of Corruption Crimes' duty and function are very strategic in supporting key activities and daily activities at the Bandung Tipikor Court.

These ironic conditions indicate a weakness in policy-making, especially concerning the organizing process. Ideally, if a position is established in the organization's framework, then acknowledgment of the office status should have been prepared. Thus the fine structure demands that its sub-coordinates conduct the work only in compliance with the standards defined. If Indonesia's Government is severe and puts the target of reducing and removing corruption as the main agenda of political reform in Indonesia, the troubling circumstances that hit the Young Clerk of Corruption Crimes across Indonesia should not continue.

The Young Clerk of Corruption Crimes has five employees composed of two civil servants and three honorary employees. If we checked from the composition, then the employee who has clarification of personnel status is as many as two employees named civil servants, while the other three are honorary only. If reviewed from the burden of

employment, in terms of the quantity of staff, as many as five persons are not yet worth the work volume to be carried out. Meanwhile, the Young Clerk of Corruption Crimes earns a salary of three hundred thousand rupiahs per month in terms of honorary employees' renumbering. This figure is well below the regional minimum wage applicable to Bandung city. Simultaneously, the skill and competence requirements held by Honorary Officers are not being checked because the recruiting process is not being carried out in a usual manner.

Non-Human Resources

The means and infrastructure are the critical non-human resource elements in promoting the Bandung Tipikor Court authority's introduction. Until now, Bandung's Tipikor Court did not have its site. Most Tipikor Courts in Indonesia witnessed the same situation. The Bandung Tipikor Courthouse and the Bandung District Court remain unified in one area.

The District Court in Bandung has six courtrooms. Two rooms away are the courtroom, which is also used to investigate, convict, and hinder corruption cases. It feels uncomfortable because 2,540 trials can be performed in one year with the number of 127 cases to be dealt with in 2013, and on average, one case will be tried as many as 20 times. It means that 211 to 212 trials are conducted in one month, and if working time in a week is five working days, then 10 to 11 trials are conducted in one day. Although the courtroom offered by the Bandung District Court is as many as two courtrooms, it means that the trial can be held 5-6 times in one courtroom every day, so that the typical trial process is completed at 9 or 10 PM every day.

Besides the problems of limited courtrooms, another means is that the Tipikor Clerk's room also retains a variety of problems. The room currently accessible to the tipikor clerk is composed of two floors. The first floor is filled with the Young Clerk of Corruption Crimes workspace, and the second floor is filled with workspace for the workers and archive room. If evaluated in terms of adequacy, then the situation is still insufficient, so it can not optimally facilitate work execution in the Tipikor Court setting. Based on the findings, it is understood that three honorary workers do not have a work desk, so they only sit in the first-floor room hallway because two civil servant personnel have already used the 2nd floor for their working space, and the other parts have been filled with archival.

The Tipikor Court of Bandung also holds three computers, a laptop, and three printers. The facilities are unbalanced with a workforce of five and a large amount of work. If we refer to the 2012 Supreme Court letter number 4 relating to the recording of proceedings, there must also be a camera for carrying out the specified activities. The existing facilities are still limited to perform the job. This situation is essential to be regarded by the government as if we want the Tipikor Court to exercise its jurisdiction effectively, and then the supporting facility should also be adequate. To promote the job process, it should also be for computers to connect to the Internet network.

Overall, the limitations of the Tipikor Court of Bandung support facilities and infrastructure can not be separated from the allocation of the state budget that is still restricted to satisfy the public expectation that the Bandung Tipikor Court can effectively exercise its authority it still seems complicated to carry out optimally.

Supervision and Control

Supervision and control are essential to ensure that the technical and secretariat's administrative activities align with the correct procedures. Supervision is undertaken to collect information about the causes and effects of an operation within the organization (Dunn, 2018, p. 335). We try to examine, by observation, whether the nature of the company's activities is the crucial factor that brings out the effects of those activities.

What the researcher meant by control is to comply with the organization's guidelines for all workers (Vasu, Stewart, & Garson, 1998, p. 34). Administrative rules are prepared to ensure that organizational operations can be coordinated efficiently and systemically and that all members of the organization are given certainty.

Internal Supervision of Bandung District Court

The Bandung District Court carries out internal oversight. The supervised elements shall include substantive and secretariat administrative duties. The supervision process shall be carried out by holding monthly meetings attended by institutional officials, technical officials, and all staff members of the Bandung District Court. Internal monitoring focuses on assessing the function of the secretarial and clerk sections and the assessment of the handling of cases carried out by the replacement of Clerk Judge and the bailiff in the previous month.

The findings are discussed in the monthly meeting. Therefore, all technical and institutional officials can be optimally tracked for the performance of their duties and established details on the constraints in the performance of those tasks.

Oversight by the Supreme Court

Law No. 48 of 2009 on the judiciary's authority Article 39 paragraph 1 provides that the Supreme Court shall control the judicial powers of all judicial bodies under the Supreme Court. In other words, the Supreme Court has a legal authority to oversee Tipikor Judge in Bandung. There is a Supervisory Board in the organizational framework of the Supreme Court. The Bandung Tipikor Court is under the Inspectorate of Region II, which includes Banten, DKI Jakarta (including the Supreme Court organizational units), West Java, Central Java, Yogyakarta, East Java, and Bali.

The supervision carried out by the Supreme Court against the Tipikor Court of Bandung has not been entirely carried out. It is due more to the degree of monitoring that is not carried out thoroughly daily. The decision of the Supreme Court of the Republic of Indonesia Number KMA/080/SK/VIII/2006 on the Guidelines for the Regulation of Internal Oversight of the Judicial Institutions also outlines the authority of the Supreme Court to oversee the execution of administrative and financial responsibilities, including those of the Court of Tipikor. To date, no significant infringement has been reported in applying the supervision of administrative and financial duties.

Oversight by the Judicial Commission

Contemporary Public Administration studies show more interest in the recent discussion of public servant ethics (Denhardt, Denhardt, & Blanc, 2012, p. 127). This review's primary focus is to ensure that public servants run their professions independently and professionally and side with the public interest. Establishing an independent agency in the arrangement of a state agency that then acts as a supervisor is one of the recommendations of the enforcement of public service ethics.

In Indonesia, attempts are made to maintain public servants' integrity by setting up various independent commissions to oversee public servants in carrying out their duties. One of the independent commissions founded in Indonesia is the Judicial Commission (KY),

responsible for overseeing judges' conduct, including Tipikor Judge, for preserving independence and fairness in evaluating and dismissing the case. It is outlined in Article 40 of Law No. 48 of 2009 on the authority of the judiciary.

In general, therefore, the regulation of the Judge's conduct was carried out elaborately by both the Supreme Court and the Judicial Commission. The complex surveillance system can ensure that judges, in particular Tipikor Judge, always make reasonable and rational decisions on the issues at hand. The supervision shall be carried out in compliance with the Code of Conduct of Judges.

There are at least three prerequisites for the surveillance effect: (1) the distance between the supervisor and the supervised target is at an extreme range; (2) the duration of regular and continuous surveillance; and (3) the number of supervisors is proportionate to the number of supervised parties. Based on the distance between the supervisor and the supervised object, it appears that the Tipikor Judge's supervision has not been carried out optimally. It is due to the lack of judicial commission members at the regional level so that the second part of the degree of supervision is affected. The lack of members of the judicial commission in the region has led to a low degree of oversight by Tipikor Judge. Consequently, the Judicial Commission's working pattern tends to be reactionary, i.e., to respond after problems occur in the conduct of Tipikor Judge, which differs from public reports or news in the mass media. Ideally, if the Judicial Commission is genuinely placed as a supervisor, the problem's observations begin with intense, constant, and continuous monitoring, resulting in reliable, accurate, relevant, and accountable information.

Based on the number of supervisors factor, which is proportionate to the number of supervised members, the supervision mechanism of Tipikor Judge has not been successful. The absence of judicial commissions in the local area contributed to fewer supervisors than the number of Tipikor Judges had to supervise in Indonesia.

In addition to the three aspects listed above, it is also necessary to ensure that, if Tipikor Judge is found to be in breach of the Code of Conduct, the administrative punishment provided is strictly executed to promote discipline and adherence to the Code of Conduct. The practice of penalties for judges who breach the Code of Conduct is not subject to strict penalties, so that the establishment of discipline and adherence to the Code of Conduct has not been optimally established among judges in Indonesia. In the medium term, this will affect

the decrease of public confidence of judges and judicial institutions and will, in the long term, reduce public faith in the judiciary.

Conclusion

Based on the outcomes of the debate, it can be concluded that the Bandung Corruption Court (Tipikor) has not achieved the optimum stage for the application of its jurisdiction. The development of resources and knowledge and control by the Court of Tipikor Bandung is not adequate to enable the enforcement of the authority held by the Bandung Tipikor Court.

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Public Administration 4.0 : Theoretical Exploration of Disruptive Governance Paradigm

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Abstract

For a long time, public sector was trapped in a false belief; a myth that it did not need to change, that it did not need to be strong, wiser, agile, dynamic, and adaptive to an everchanging environment as it became an inevitable factor for corporations, who had to maintain their competitive advantage in order to always to be more excellent than other corporations. This paper will trace that in the era of Fourth Industrial Revolution, the public sector has to earnestly get out of this trap and need to inject new DNA; not only entrepreneurship DNA, but also disruptive governance DNA that inducts on innovative disruption, agility, and dynamic governance so that it will not only carry out the routinized governance responsibilities, but it can also be present in the middle of the public with strong, wiser, agile, adaptive, and humane presence. This paper concludes with an offer of a model of disruptive governance that is the core of Public Administration 4.0.

Keywords:

public sector; the fourth industrial revolution; agility and dynamic; disruptive governance DNA; the public administration 4.0

A False belief

In the trias politica concept, the executive institution is only one of three branchs of power but it is better known as the main state institution involved in governmental affairs to realize the nation-state visions through the formulation and implementation of public policy in order to help and serve public or citizens (Willoughby, 1927). These affairs denote the narrowest sense of all governmental affairs that he called as administrative branch of government. They are implemented by the executive body with its public sector institutions that formed public administration.[1] In the United States (USA) or Indonesia for example it was called as Obama Administration or Jokowi Administration. The association of such

[1]In this paper, this concept will be more widely used as a science and government practice by adding the word praxis.

work with executive body is even more prominent in a country that implements a presidential system of government and which is experiencing an executive-heavy.

By definition, the public sector institutions -- or more commonly known as public bureaucracy -- are the public institutions governing of governmental affairs under the government sponsorship [funds and employees]. Therefore, they have a formal obligation to be accoutable for their resposibiltiy to the government (Lane, 2000; Rainey, 2019).

The problem is, for long ago all of us believed that these institutions would never lose and bankrupt. In the era of New Public Management Movement (NPM Movement) this belief is understood as a false belief. It was only a myth that makes public generally, bureaucrats and government feel totally immersed in the myth for a long time. This myth is very detrimental to the public as whole. There are many indicators indicate them. For example is the foreign debt.

Almost all countries in the world have foreign debt, not except rich countries such as the US and Saudi Arabia, including Indonesia. I don't need presenting these data, but obviously the number is always going up.

The question is, how many social development programs for public services and for increasing the public prosperity should be delayed due to its installment payments? How long do public as whole have to delay for getting more quality public services because the installments suck up most of the state budget?

We haven't calculated any other indicators. For example environmental degradation. How much natural resources are left to support development programs through modernization or industrialization?

Its early warnings were well narrated in Our Common Future (1987). But we have not been moved to truly healthy ways of thinking in designing the development policies and strategies through the utilization of natural resources. Senge et al. (2008) insinuases that we -- even in terms of science and technology mastery more advanced -- are not as smart and wise as traditoinal people in maintaining ecological balance. We turn out to put our greedy first rather than fulfillment our needs. Gandhi said that the earth and its entire richs are enough to meet our needs, but not for our greedy.

Another one, corruption. If we refer to the global corruption perceptions index, the phenomena is actually global. The difference is only at its level of the scandalousness and law enforcement.

This practice clearly is detrimental to anyone both materially and morally. The question is the same: how many hospitals, basic health centers, educational institutions, and economic development programs can be realized by corrupted funds to improve our human development index? How many people and public officials have imitated that practice both in the regional and village levels of government, because they are starting to see that the practice is not wrong both legally and morally (cooruption banality both legally and morally)?

Just another one, the low absorption of development budget. It denotes the weakness and sluggishness of the public sector spending funds already provided by the state. What if this sector for example were asked for earning money as envisioned by Osborne and Gaebler (1993), not from rent-seeking? But to be sure, the absorption can be used as an indicator of the loss of the government and the people as whole.

There's sometihing more visible. Caiden (1991) wrote an article on What is Really Maladministration? He discussed more than 150 burea-pathologies that he thought that they are are universal. Drucker (1980) also wrote about The Six Deadly Sins In Public Administration.[2] He calculated that over 40% of the country's money doesn't know where and what the people really feel due to the six deadly sins? Is this not detrimental to anyone? Why we still do held this false belief?

Generally, all countries and governments everywhere are now under stress. Kettl (2013) wrote The System Under Stres. This stress was not just a new condition faced by the government and the public sectors, but this new condition comes with the past ones. They made the pressure stronger and more detrimental. In this case, it was not just the government that is under stress, but the people as whole, who are then manifested in movement of no longer trust in the state or government.

In the UK, it was manifested in a politically hostile attitude towards the state and government. Through political entry point of **slimming the state**, the movement wanted to

[2]This the six deadly sins consist of: [1] lofty (unspecified) objectives without clear targets; [2] doing several things at once without establishing and sticking to priorities; [3] believing that fat is beautiful; [4] being dogmatic, not experimental; [5] failing to learn from experience and feedback; [6] and assuming immortality and being unwilling to abandon pointless programmes.

slim the *fat deposits* on the state and government. Their roles and functions were reduced as much as possible for sliming down. The slimmed roles and functions are then handed over to the private sector.

This entry point is guided by the pluralist state ideology. The main belief of this ideology is "there-is-a-state-within-a-state." The others state are private sectors which are always ready to perform the slimmed functions, including public service functions provision. The privatization or commercialization is the best choise. TINA -- there is no alternatives -- turned into the ideological jargon of this movement.

The US choosen another entry point: **strengthening the state**. Rather than were slimmed, fats deposit in the state or government are instead transformed into muscles to produce new DNA as discoursed by Osborne and Gaebler (1993) in Reinventing Government. This entry point was built on trust in the government and the state, and on the the belief that civilized society is only possible when the state or government is strong and healthy.

The Ketll's Stateless Public Administration Model

The burden of the state and government is getting heavier. They now are under stress. This condition is result from the implementation of Administrative State Model designed by Waldo. Kettl utilizes the Ostrom's criticism of this model to design a new model: The Stateless Administration Model. He elaborates more seriously on Stillman's offer (Perry and Christensen, 2015) after responding positively to Ostrom's criticism.

Ketll's view of the new model needs to be discussed here as it will be used as an entry point for the development of a newer model, The Public Administration 4.0, albeit with a somewhat different theorical basis. At least for three reasons why it needs to be discussed.

First, Kettl ideas could be put into a counter-thought stream of The Waldo's Administrative State, but not in calculation of constitutional imperatives. Instead it is very pragmatical choices. Second, Ketll belongs to a new generation of experts or scholars of public administration who give their own thoughts in the development of the theories of public administration, which may also be included in the lines of The NPM Movement.

Third, as part of the movement, he certainly hold the ideology of the pluralist state; an ideology that believed in "there-is-a-state-within-a-state." The ideology, as mention above, historically turned later into as theorical basis for New Public Management in the UK and in the US better known as the Reiventing Government.

There are some pragmatical calculations that Ketll put forward to reject Waldo's Administrative State Model. These calculations boil down to the ever-changing environment, which has implications for the demands to transform governance that apply today. His criticism of Waldo's model focuses on the "all-embracing" characteristic of public administration.

Kettl said that Waldo defined public administration as a series of integral and cross-community collective activities, as a larger-enterprises, which accommodate as large a range of social, economic and political activities as possible. It is vast and will always be directly proportional to the population and its dynamics.

> "Public administration is integral to collective action across-societies. Public administration is indeed a large-scale social activity; it is larger enterprises."

According to Kettl, it has the limit, but at the same time has no limit. This was criticized by Ketll. This governance model will be harmful if it is maintained, because the model will be slow in meeting the demand of changes, especially if the they are escalated by public expectation explosion. Rapid changes must be answered by eliminating the monopoly of government power [another term of limited "all-encompassing"].

Along with rapid change, he identified three other major forces for the inevitability of transformation from the old model to the new one: [1] evolutionary transformation,[2] the erosion of the boundaries of public administration with other areas of life, and [3] challenges to accountability and public law. Some of the interesting calculations he presents are worth looking at, for example:

1. Fiscal pressures and the collapse of US financial markets in the fall of 2008, as well as the collapse of several investment banks.
2. The decline of public trust in government.
3. The increasing public cynicism towards the government due to pressure on the system of government is slow to be overcome.

These three factors escalated into a major evolutionary transformation of governance; not only in the US, but also in other countries in various forms of transformation, such as:

1. Privatization and contracting out.
2. Implementation of customer-driven, citizen-centered government.
3. Implementation of open government.

4. Implementation of public performance management.
5. Fiscal reforms.
6. Professionalism deepening and human capital development.
7. Implementation of networked governance.

According to Kettl, it was these transformations of governance that formed the new face of 21st century government, which he called as the Public Administration for Twenty-First Century and the Beyond. This is a new model according to him and other supporters of the NPM *Movement* that is suitable for governing for the collective actions of the 21st century and the beyond.[3]

Kettl's new model is interesting, but we should keep in mind its ideological background -- the pluralist state ideology. For the sake of efficiency and effectiveness (value for money) in the implementation of public policy, the model sets the 3ES (economy, efficiency and effectiveness) as its main values. The greatest risk of applying this ideology is the silent takeover by other state [in the pluralist state ideology] through large multinational corporations for capitalist developed countries as Hertz and Korten have warned us loudly.

The model offered in this paper only agrees with Kettl's conception about transformation of governance, but it must be encapsulated it by different theoretical strands: disruptive governance. It must include at least three important elements: [1] in line with Osborne and Gaebler's model, the offer should be built on the foundation of trust in the state and government that Randers (2012) forecasted for the next forty years;[4] [2] such engagement also insisted of implementing state activism;[5] and [3] besides agile and dynamic, the Public Administration for Twenty-First Century and the Beyond requires another new DNA: disruptive innovation, innovative disruption or creative destruction.

[3]See Kettl (2008) in The Next Government of The United States; and Bell (2017) in Your Next Government?

[4]According to him, in the face of great tendencies in the future, the state must be more engaged and the government must be stronger, wiser and agile (*tregginas*).

[5]State activism, as stated by Siong and Chen (2007) about Singapore, was an imperative factor that the state was always reach the highest rank in terms of dynamic governance performance

Disruptive Governance

According to Scharmer and Kaeufer (2013), this era was disruption era; an era of great disruption. In this era, besides we will be experiencing many crises, difficulties, and great challenges, we also will find almost everything is experiencing upside down.

However, the concept of disruption here is not as understood by Scharmer and Kaeufer (2013) or even by Fukuyama (1999), but it is closer to the sense of the great shifting (Kasali, 2017, 2018) and by disruptive innovation (Christensen, 2008; Schwab, 2018). The era here is characterized by an abundance of creative destruction. It be the core force of deep change that had an unimaginable huge impact before on all aspects of human life. It then went very fast, unprompted, and impromptu, as he diffused with some technological breakthroughs. Then, it be disruptive technology (Schwab, 2018). That's the Fourth Industrial Revolution.

What is the impact of the change on the public administration as science?

This is my core idea which I will discuss in this paper by tracing a next paradigm of public administration. I name it **The Public Administration 4.0**. It will studies and examines the new DNA of disruptive governance. The DNA will have strategic implications for adapatation of the paradigm content and theories 0f this science to the new trends.

This model is based on future trends known as MegaChanges 2052 especially those are predicted by Canton (2006), Randers (2012) and Schwab (2018). Randers's global forecasts total approximately 36 trends.[6] Two of which are:

1. Stronger government.
2. A stronger role for wise government.

The most important thing to be underlined in these prediction is that state should get more involved and government should also be stronger, wiser and agile in governing all aspects of public life. The heart of these tendencies are how the state and its government should formulate and implement policies that make those changes can strengthen themselves and

[6]It is divided into five main trend groups: [1] population and consumption to 2052; [2] energy and CO_2 to 2052; [3] In 2014, the government food and footprint to 2052; [4] the nonmaterial future to 2052;and[5] the nonmaterial future to 2052

increase the public prosperity? It's imperative trend that undoubtedly be the need for that new paradigm.[7]

Schwab's statement below justifies the urgency of the new paradigm. He said that the Fourth Industrial Revolution (RI 4.0) was a continuation of previous revolutions. But its scale, depth, speed and scope are vastly different. Its change power to all aspects of life is also great. It created a non-incremental and revolutionary impact and made historical discontinuity.

> "Of the many diverse and fascinating challenges, we face today, the most intense and important is how to understand and shape the new technology revolution, which entails nothing less than a transformation of humankind. We are at the beginning of a revolution that is fundamentally changing the way we live, work, and relate to one another. In its scale, scope and complexity, what I consider to be the fourth industrial revolution is unlike anything humankind has experienced before."
>
> "We have yet to grasp fully the speed and breadth of this new revolution. Consider the unlimited possibilities of having billions of people connected by mobile devices, giving rise to unprecedented processing power, storage capabilities and knowledge access. Or think about the staggering confluence of emerging technology breakthroughs, covering wide-ranging fields such as artificial intelligence (AI), robotics, the internet of things (IoT), autonomous vehicles, 3D printing, nanotechnology, biotechnology, materials science, energy storage and quantum computing, to name a few."

The urgency of new paradigm in the public administration is not a dream. It is very urgent need. Let's look at his opinion again,

> "We are witnessing profound shifts across all industries, marked by the emergence of new business models, the disruption of incumbents and the reshaping of production, consumption, transportation and delivery systems. On the societal front, a paradigm shift is underway in how we work and communicate, as well as how we express, inform and entertain ourselves. Equally, governments and institutions are being reshaped, as are systems of education, healthcare and transportation, among many

[7]The author wrote two three-piece books discussing Towards a Next Paradigm of Public Administration. The first, titled Tracing the Public Administration 4.0, has been published. The second, titled Tracing a Next Paradigm of Public Administration, is still in print, while the third, titled Toward a Next Paradigm of Public Administration, is still in the process of writing.

others. New ways of using technology to change behavior and our systems of production and consumption also offer the potential for supporting the regeneration and preservation of natural environments, rather than creating hidden costs in the form of externalities. The changes are historic in terms of their size, speed and scope."

Some important things we can rewrite from the above opinion, which can be used as a justification for the anticipation of the new paradigm, as follows:

1. Profound shifts across all industries, marked by the emergence of new business models, the disruption of incumbents and the reshaping of production, consumption, transportation and delivery systems.

   The concept of industry means two aspects: industrial sector and all affairs. Regardless of which one to refers, it has serious implications for state and government.

   In the context of first meaning, state or government should have the ability to anticipate the birth of new industries which based on RI 4.0 tenhnological breakthrough with policy and or regulation that give life to them. These policies and regulations should be are able to facilitate the development of start-up business that are much more technological, competitive, and cheap. In this case, there will be many incumbent resistances who fear falling out. They seek government protection to maintain their businesses existence and viability that are starting to be threatened by the start-ups.

   These policies and regulations should not also turn off the start-ups creativity because government want to protect incumbents, or vice versa. They are generally slow in implementing RI 4.0 technological breakthrough. They will collapsed and went bankrupt because of these changes. Workers in the incumbent businesses or industries will lose their jobs.

   On the other hand, the government must have the ability to revitalize state-own industrial sectors, such as those under BUMNs or BUMDs. Industrial sectors that have difficulty in adapting to the industrial revolution must be revitalized in order not to add the burden of the state and government.

   Including in this context are state universities and collages. Which of them should be cyberized to produce appropriate new research findings, new technologies, and

human resources? Which of them must be revitalized in order for its excellence to be improved or even which to merge to optimize its roles?

Public service procurement systems (health, education, and transportation, communication, and other government services) revitalization in this regard are also important. Can these systems provide institutional support for these changes? Do existing rules or policies now support the systems that will be burdened by future demands? Does the public bureaucracy still be bottlenecks for the acceleration of the service?

The word industry can also means all business or social affairs, which can include the concept of public with its problem. There will be more societal affairs that require different types and forms of government regulation than they are now. There will be public affairs or services that must be digitalized and not digitalized. The application of advanced technology is not the main goal in itself; it is just an instrument. Its final measure is the improvement of people's well-being.

2. On the societal front, a paradigm shift is underway in how we work and communicate, as well as how we express, inform and entertain ourselves.

   The integrity of the nation state depends heavily on social resilience at the societal level; not just on the National Armed Forces (TNI) and the State Police.

   Social resilience is key. Thus, the RI 4.0 technological breakthroughs in the field of communication and information technologies (ICT) that is deep into daily life has to be an important part in the life of citizens. These should be part of all the links that strengthen the integrity.

   The flow of information due to the implementation of ICT will be abundant with a very fast level of sharing. Is it all useful or just a hoax?

   We learn from the presidential election how hoax power was able to create strong political segregation and dangerous social conflict? Government should have the ability to manage the flow of information through the policy of improving the ICT literacy without any limiting the use of advances or breakthroughs in RI 4.0 technology.

3. Equally, governments and institutions are being reshaped, as are systems of education, healthcare and transportation, among many others.

> The public sectors should be reshaped. We can say proudly who says elephants can't dance (Gerstner, Jr., 2002). As an organization, they can be as agile as the Exponential Organizational (ExO) model. As a public services provider, they can be more efficient, entrepreneurial, creative, innovative, cheap, and accessible. As a regulator, they can be more adaptive and anticipatory. As an economic actor, they can be increasingly more disruptive. As a political stabilizer, they must be stronger, wiser and fairer. And as a guardian of the state constitution and sovereignty, they can be increasingly more authoritative, and so on. Reshaped or public sector reform is a focus of study of public administration as a science. Of course the reformation does not just include the institution dimension, but the culture, mindset and the processes dimensions in it.

Schwab, Canton, Randers, Christensen, and other thoughts formed a momentum for the birth of disruptive governance paradigm. They have great relevance to the science of public administration, especially in some ways. For example, if we try to associate disruptive innovation with why nations fail theory, Christensen's disruptive innovation and Acemoglu and Robinson's theory are very relevant. According to Christensen, disruptive innovation does not happen in a vacuum context.

In Chapter of So Close and Yet So Different, Acemoglu and Robinson said that North and South Korea were so closed, but still so different. If the answer is disruptive innovation (Christensen), then the next problem is, doesn't this innovation only fit with a certain type of regime: inclusive economic and political institutions (Acemoglu and Robinson). Their answers complemented Christensen's answer.

Christensen warned that innovation can't always boost social justice. For one country or a specific segment of the population, it can improve the quality of life, but not for others. Innovation itself only thrives in an inclusive economic and political institutions (Acemoglu and Robinson). In fact, they said, these regimes are an important factor in creating sustainable prosperity. But their potential to create social inequality in a country is also very high, because they occur in an economic system that relies on market mechanisms and competition, that also have potential for widening socioeconomic inequality. Thus, Randers's answer as described above -- state engagement and stronger government – should be the solution.

The regime model offered by Acemoglu and Robinson is only closely related to innovation that Christensen says that it is a factor in increasing the ability of a nation to get

out of poverty, while Randers's offer -- state engagement and stronger government -- is an important factor preventing potential socioeconomic inequality due to innovation and inclusive economic and political institutions regimes.

All of the above theories – Christensen, Acemoglu and Robinson and Randers theories – are at heart of the science of public administration. Inclusive economic and political institutions must be selectively sterilized from the market mechanisms and free markets; the power of innovation as a creator of prosperity must be fortified from its anti-thesis on socioeconomic justice with the public policies that vertically can make opportunities for public bureaucracy to hold unbottlenecking roles for the development that must be competitive and can increase the competitiveness of the nation. Horizontally, they should be able to support the sectors that control the all of the grass-roots' economy.

Randers's thinking has been realized in India in the 2007. Using the tagline of Farming 4.0, the nation transformed the agricultural sector, especially in the smallholder subsector into digitalized one. McKinsey and Company (2017) reported that for increasing the production, productivity, and income of economic actors of these subsectors, they applied digital innovation.

The report explains that the agricultural sector in India is full of contradictions. The agricultural sector production covers 11% of all the world's agricultural sector production. However, at the same time, it is precisely describing that population in the sectors were the most malnourished population in the world. The agricultural sector provides jobs opportunity for half the population, especially in smallholders, but government subsidies are widely enjoyed by large-scale plantations. The digital innovation of these subsectors and state engagement can change the image of the culprit. The production, productivity, and welfare of these subsectors increased sharply. Forbes (2014) revealed that there are six digital transformations that can be implemented in the agricultural sector, namely:

1. IoT and sensors in the field.
2. IoT and sensors in equipment.
3. Drones and crop monitoring.
4. Farming and robotics.
5. RFID sensors and tracking.
6. Machine learning and analytics.

According to Newman (2018), the author of an article in this magazine,

> "People in the industry—farmers, food producers—must embrace the digital transformation trends in agriculture. By using technology as a sustainable and scalable resource, we will be able to take agriculture to new heights, keeping farm to fork in our future."

Learning from India's success, it is not impossible to digitize the agricultural sector in Indonesia in the next time. Of course, it has to be done gradually starting from the problem of land reform and the change in peasant work ethic. This requires the presence of state an government in the stronger and wiser mannes as put forward by Randers.

According to the report, there are 25 things that demonstrate the readiness of governments -- stronger state and government involvement -- for the success of the digital transformation of the agricultural sector. That readiness is in all layers of stakeholders; not only farmers, but also politicians who provide political support and a legal framework so that the government and its public bureaucracy can transform the sector digitally.

One of the RI 4.0 technological breakthroughs was the application of e-government. According to Ojo and Millard (2017), in some parts of the earth it marks our entry into the Era of *Government* 3.0. The technology infrastructure supports and its rapid progress helped Government 3.0 developed increasingly.

They said that public policymakers and academics are already aware of the importance of their presence so that the public sector has a fresh vision of innovating.

> "Policymakers and academics largely recognise the need for a fresh vision for public sector innovation and the use of technology in government given the challenging and turbulent contexts in which most public administrations operate. In response, recent studies have sought to better understand the forces that will shape the future evolution of the public administration environment."

In the next time from now, we only have to evaluate its efficiency level (Rodríguez-Bolívar, 2014), its sustainability (Paulin et al., 2017), and degree of the openness of the government (Gascó-Hernández, 2017) after implementing e-gov.

Healthcare services have the most potential to undergo technological and digital transformation. State and government should implement policy and regulation which can accelerate the improvement of the quality of services, health technology, medical personnel

and health workers immediately based on the RI 4.0 technological breachthrough. Thuemmler and Bai (2017) warns that in the era of Health 4.0, the rapid development of visualization and big data technologies will revolutionize healthcare.

> "During the nineteenth and twentieth centuries the art of medicine was advanced, especially with regard to therapeutic interventions. Now the focus has shifted over recent decades, we are able to look deeper and deeper into the micro-cosmos, observing and analyzing molecular structures, such as DNA, and even go beyond this looking at atomic and sub-atomic level, our ability to foresee is growing stronger. While the elders could only treat conditions they could grasp with their hands, digital imaging became the ultimate diagnostic weapon of the twentieth century, making smaller and smaller structural changes recognizable.

It's an incredible development. At first it was only about technological transformation. But now, they creeps into the question of service, namely public services that inevitably required quality and digitized services.

Public Administration and Information Technology now is conducting a global review to respond to the impact of technological developments on public services in healthcare services. Le, Van Le, Tromp, and Nguyen (2018) revealed that the development of virtual reality, augmented reality, artificial intelligence, internet of things, and robotics in the RI 4.0 era is optimized by the field of medicine and healthcare services.

Table 1
Smartphones HealthCare Applications

No	Apps	Description
1.	Finger Print Thermometer	It used to determine body temperature with the help of finger print
2.	iOximeter	Calculates oxygen intake that is SpO2 and pulse rate
3.	Calorie Counter	Keep track of used food intake and his/her weight and relationship among them
4.	Eye Care Plus	Monitors and tests eye vision
5.	Period tracker	Helps to track periods and forecast fertility
6.	Blood Pressure Watch	Tracks, analyses, shares and collects blood pressure data
7.	Cardiomobile	Remotely monitors cardiac rehabilitation on real time basis
8.	On Track Diabetes	Helps to monitor and track blood glucose for medication to manage diabetes

No	Apps	Description
9.	Noom Walk	It acts as pedometer to count user's steps in daily routine work
10.	Monitoring Hearth Rate	Used for real time hearth rate monitoring and tracking
11.	Google Fit	It is used to track cycling, walking and running for the user
12.	Asthma Tracker and Log	Used to track asthma for patient

Source: Le, dkk. 2018.

> "With the current advances in technology innovation, the field of medicine and healthcare is rapidly expanding and, as a result, many different areas of human health diagnostics, treatment and care are emerging. Wireless technology is getting faster and 5G mobile technology allows the Internet of Medical Things (IoMT) to greatly improve patient care and more effectively prevent illness from developing."

But the digitalization of healthcare services was in fact not only about the application of advanced technology alone. Patient empowerment is also a critical dimension. Technology has the potential to ignore the patient's feelings.

> "Patient empowerment is facilitated by the wide availability of medical information via the internet and the ability to share reliable medical information, personal experiences with medicines and medical assessments via social media, in social groups established based on shared interests and a desire to support each other. This enables patients to have a voice in their healthcare procedures and exert more control and influence on healthcare worldwide, making it a very powerful technology-enabled medicine and healthcare improvement."

Again, it is warned that we do not discuss only about health technology and its development (e.g. the use of smartphones for some service or healthcare applications), but the impacts and implications for public services in the field of health, as well as the science that must support it, namely the science of public administration.

And again, we must keep mind Kasali's opinion: doctors or physicians as work are irreplaceable and even more important, but how and what they do when treating and serving patients *(*as jobs*)* will be affected by the RI 4.0 technological breakthrough as have been studying by Health 4.0.

Ethical and empathetic dimensions in serving patients was the other side that should not be ignored. Treating and providing services to patients involves two dimensions of human

activity at once (Habermas, 1971), namely technical and interactional dimensions. Therefore, ethics is a future skill for doctors and other professionals. It implied that there must be moral and ethical awareness in carrying out our profession (Habermas, 2007).

Tapol as the author of Deep Medicine (2019) was a victim of medical treatment that has undergone shallowing in serving the patience. He called the phenomena as shallow medicine. This model ignores the human side in medicine, because it has been technological-centric.

Tapol is a doctor; he even was a leading medical expert in the field *of* artificial intelligence (AI). Citing the opinion of William Osler, the father of modern medicine, he said, "… just listen to your patient; he is telling you the diagnosis."

> "Despite whatever impression you might get from my interest in new technology it has always been a dream of mine to galvanize the essential human element of medical practice."

Just listen to your patient. It's very important.

What is more important in this case is to provide quality and empathic services to a group of people who are socially and technologically far behind. They are experiencing the technological gap. They formed a social group that we well known as disadvantaged groups. Development of medical technology are only related to instruments. The men, women, and their interests, needs and aspirations behind it were the ultimate indicators of anything, including in health technology and healthcare services.

The technological breakthrough also has been disrupting the world of education. In the field of health we speak about Health 4.0. In the education one, we should prioritize Higher Education 4.0: Higher Education of Public Administration 4.0. This idea will ultimately revolve around the idea of encouraging the College or University to function a locomotive of change, being a future trendsetter through the excellence of research findings, technologies, theories, brilliant ideas, and development models that are desperately needed by many stakeholders. Revolution or disruptive innovation in curriculum, technology and education and learning, collaboration, research and development, and of course human resources, are the must factors.

A few years ago, Riady (2004) wrote NanoTechnology Management Style. His idea of College or Universitie in the era of nanotechnology I think is very interesting and needs to be

addressed again, because it's still very relevant. He envisions they can achieve university excellencies with a management style that fits with the era of globalization, digitization, and futurization.

Now, we hope they may realize those hopes. Instead of being a problem, we expect them to be the solution of problems facing by the nation. According to Sri Mulyani as Minister of Finance, corruption is a serious problem for our nation. But the real role of universities in development is also as serious as problem of the corruption. We should be ashamed to hear this judgment.

Creative Destruction

Actually, disruption is not a new concept. Conceptually, it deals with innovation. In the theoretical framework of Christensen the innovation is divided into two types, namely the evolutionary and revolutionary. The evolutionary innovation does not cause disruption, while the revolutionary causes disruption.

The concept of innovation of Schwab and Christensen is revolutionary. It is not only new, but creative and destructive in the sense that it change or replace totally the old product (incumbent) and systems that support it.

In the future it is not impossible for state and government to provide public services provided digitally. Roborts have repalced the workforces. Even in this state there is a robot that can deliver mail faster. The robot is named CarriRo. With GPS technology, they is guided to the addresses in question. In Indonesia, some jobs have been taken over by technology using sensor technology, such as ATM for banking, e-toll for toll, e-ticket for parking.

Kasali warned us that disruptive innovation only has eliminated certain jobs, but not the work. Therefore, disruptive innovation presents new opportunities for businesses actors that prioritize the platform. Application of sophisticated technology and information is a necessity. The key is the development of human resources.

There are jobs that are irreplaceable by computers or automation technology, namely:

1. Mental health and substance abuse social workers.
2. Choreographers.
3. Physicians-surgeons.
4. Psychologists.
5. Human resources managers.

6. Computer systems
7. Anthropologists-archaeologists.
8. Marine engineers-naval architectures.
9. Sales managers.
10. Chief executives.[8]

Brodjonegoro in the same article revealed that the skills that skill relevant to the era of RI 4.o are as follows:

1. Social skills.
2. Engineering knowledge.
3. Problem analysis.
4. Design/development of solutions.
5. Investigation.
6. Modern tool usage.
7. The engineer and society.
8. Environment and sustainability.
9. Ethics.
10. Individual and teamwork.
11. Communication.
12. Project management and finance.
13. Lifelong learning.

Seven of them are soft skills, while the rest are hard skills.

14. Doctors (physicians) and surgeon for their ability to handle unique and complex patients.

WEF (2015) predicts 10 top skills needed in 2020 and 2030. Although the era is very technological, but the skills needed are, for the most part, soft skills with highly critical thinking.

[8]Harian Kompas, Satryo Soemantri Brodjonegoro: Kecakapan Era 4.0, 14 Februari 2018

Table 2.
Top Ten Skills in 2020 and 2030

Top Ten Skills 2020	Top Ten Skills 2030
– *Complex problem solving.* – *Critical thinking.* – *Creativity.* – *People management.* – *Coordinating with others.* – *Emotional intelligence.* – *Judgment and decision making* – *Service orientation.* – *Negotiation.* – *Cognitive flexibility.*	– Complex problem solving. – Coordinating with others. – People management. – Critical thinking. – Negotiation. – Quality control. – Service orientation. – Judgment and decision making. – Active learning. – Creativity.

Source: WET (2015)

All educational institutions, especially higher education, must reorient their platforms (vision, curriculum, learning and social service, research and development) in order to equip their students *with highly critical* thinking. Such high-level thinking-based expertise is needed in the ERA of RI 4.0.

Closing Remarks: Disruptive Governance Paradigm

The description above discuss wide story about some future trends, about the global forecast, about the future organization, about megachanges 2050, about future employees 2050, and about vision 2050. And, as mentioned above, the public administration as a science needs a new DNA to adapt to theses trends.

The concept of disruption in disruptive governance paradigm does not connotate deconstructing old governance or government but adds a number of characteristics that correspond to its era. The governance and government actions remain and are even stronger and wiser, but the platforms are different, both:

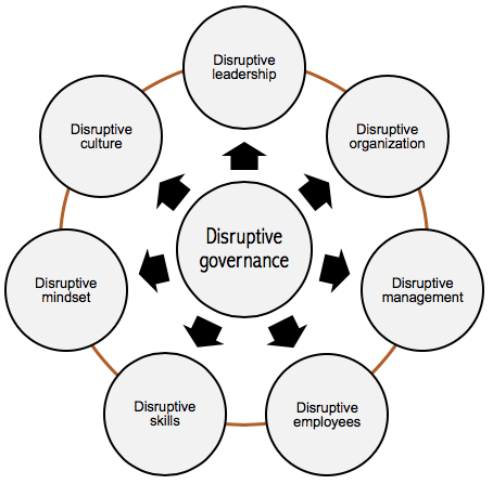
1. Leadership – disruptive leadership.
2. Management – disruptive management.
3. Organization – disruptive organization (ExO).
4. Employees (ASN) – disruptive employees.

5. Skill – disruptive skills.

and:

6. Way of thinking or mindset – disruptive mindset.
7. Work culture -- disruptive culture.

Picture 1



Let's we try exploring these characteristics one by one with some important notes: [1] we are in line with Kettl's concept of transformation, but we have to reject his ideological background; [2] the scope of state, government and public sector responsibilities will be as large as the region and population, as well as its dynamics; [3] which has consequences for the scope of its activities that must be all-embracing; [4] although in its implementation it cannot be done alone; [5] state activism became a necessity, which then insisted its presence in *trengginas*, agile, disruptive, adaptive, and humane manner (pro-poor, prosocial equity, and pro-sustainable development) through the formulation and implementation of public policy, development programs, public services and community empowerment; and [6] the necessity to present in such a noble presence gathered all the characters, images and core values of all the paradigms that preceded it.

We start from the global forecasts compiled by Randers that we relate them with the other thoughts. He mentioned that the state engagement and stronger government as two of the trends he predicted until 2052. From the point of view of public administration, the presence of a stronger state and wiser and government will determine other tendencies. Two tendencies determine 36 other ones.

Randers began with a statement that the next 40 years of the world will experience resource scarcity, environmental crises, while humans want to continue to meet their needs. The solution he offer is we must have a lot of funds - for investment -- needed to address scarcity and environmental crises, as well as meet human needs.

The question is, where will the money come from? This question is the starting point of his prediction that the state would get more involved with more quality engagement or involvement.

Although the funds and other resources needed for the investment can be accumulated with private and social sectors, it requires a skill of partnership or collaboration for state or government. The state and government engagement must be in the corridors of state activism. It requires a disruptive government to build partnerships with any party, which is able to improve the living standards of citizens without hegemonizing the state and government by the other sectors.

Partnership or collaboration like this need new bold platform and require disruptive leadership and skills within the framework of stronger government, so that partnerships are not structured to appropriate state sovereignty (silent takeover) and hinder the development of grass-roots' economy. A stronger and wiser government is important for law enforcement, when for example, private and other sectors involved in collaborations violate the rules of the partnership or collaboration, especially in maintaining the sustainable environment and the citizens welfare.

Thus, more intensive state engagement and stronger government are an important component in disruptive government, which may only be resulted from of disruptive leadership and skills, namely the altrocentric model (Vielmetter and Sell) or Swarm Leadership model (Kelly). Most of the skills in these models are soft skills, the skills that are very relevant for the era of RI 4.0. Stronger government in disruptive government paradigm should have all these characteristics: disruptive employees with disruptive skills and work ethos supported by disruptive management.

Second, population and workforces will peak earlier. It's also a trend that will happen in the future. The population is growing. Labor forces is increasingly hoarding its numbers. They will be fighting for getting more decent jobs. Competition will be inevitable with the risk

of some not getting a share or out of competition. The conditions can lead to inequality and social inequality.

Innovation as solution is like a knife. We can use it to peel food, but it can also injure a person. Disruptive innovation has leverage effects to overcome poverty, but its potential to bring destitution and poverty to certain segments of the population is also no less great.

In facing these situations, the state is not just hand-on and the government is not just stronger. They should be wiser. In this era we need a government who is not only strong, clean, professional, neutral, and independent, but wiser and good. There are additional demands for them to be better or wiser in the sense of they is pro-poor, siding with disadvantaged groups having limited access to public services and development program.

Sometimes certain social groups in society have to face development violence (Mowforth, 2014): marginalization, impoverishment, discrimination, and socioeconomic injustice. Strong and good government equipped by disruptive governance is expected to implement the affirmative actions or policies for overcoming social problems facing by these groups. This science should benefit as much as possible from social justice theory (Rawls, 2001 and Sen, 1997) so that this science can focus not only on the 3Es, but also on social justice through distributive justice policies, procedural and affirmative policies.

Distributive justice, procedural and affirmative policies is exactly the same as slipping handyplast on wounds on the body. It was needed only at the time of the injury. So, it only short-term. The state and governments in an era of disruptive governance also need long-term solutions that do not create dependency. Helping people to help themselves. It's the main value of the decentering governance paradigm.

Community empowerment is a theoretical foothold for disruptive conceptual platforms to replace the **No! to Life Development Paradigm**, which empirically led to environmental crises, social inequality, neglect of people's human rights, and the life rights of Indigenous people. This concept carries a new conceptual platform, namely **Yes! to Life Development Paradigm**.

On another case. Katadata.id (2019) reports that the number of internet user in Indonesia as of 2018 has reached about 160 million more, while the habit of surfing in social media with smartphones ranks third in the world. This means that quantitatively the nation

can already be involved in digitizing the embodiment of democracy values in every form of transaction (social, economic, political, and cultural), especially in political transactions, such as general elections, done *by e-voting* (Reddick et al., 2012).

Disruptive platform also have consequences on the assessment of the theme of decentralization and multi-layer governance. Collaboration, partnership, synergy, co-management, or networking skills are the skills of the future that must be transformed into curriculum and leaerning processes of this science.

The disruptive governance paradigm with its seven disruptions rests on a trim-tab. There are two types of trim-tab. The first is put forward by Covey, while the second refers to Christensen's view. In Covey's version, a trim-tab is the small rudder that turns the big rudder. It turns the entireship. Something small, but decisive overall. Trim-tabers are employees who have disruptive skills, leadership, and disruptive work ethos within an organization. Their number is small, but it is very decisive in determining the public sector organizational excellence.The innovation needed by the dynamic governance should be built on the basis of these characteristics.

According to Christensen, innovation in disruptive governance paradigm nedes different innovations, which are not just new things. It requires conceptual and praxis different platforms. According to Kasali (2017), innovation is just doing and making something new, but dirsuption is doing all things differently, so the others will be obsolete.

Singapore made disruptive innovations. This case inspires benchmarking for the formation and development of disruptive governance and at the same time inspires the design of disruptive governance paradigm. Neo and Chen have an interesting story about this nation.

> "Many observers attribute Singapore's success to the strength of its political leadership. But there is an entire administrative body working quietly behind the scenes to create, develop, review and translate policies from perception to paper to practice."

The disruptive innovation -- a trim-tab of the second type --in public service made the nation into the top 10 in the business convenience rankings and the highest ranking in the global achievement. Take a look at what they think about Singapore,

> "Our study of Singapore's government institutions highlights how a foundation of cultural values and beliefs can work synergistically with strong organizational

> capabilities to create a dynamic governance system that enables continuous change. Institutional culture can support or hinder, facilitate or impede dynamism in policy-making and implementation. Institutional culture involves how a nation perceives its position in the world, how it articulates its purpose, and how it evolves the values, beliefs and principles to guide its decision-making and policy choices. In addition, strong organizational capabilities are needed to consider thoroughly major policy issues and take effective action."

That is what I called doing things differently. Here's a new disruptive platform. Not just to create something new, but also doing things with a new value and institutions. These then formed a system of thinking and culture, new conceptual and praxis platform. On these foundations the principles of managing a nation were built. Then, everything formed the living culture, namely cultures, values, beliefs, and principles which function in:

1. Catalyzing the new ideas to be realized.
2. Confronting the problems to be solved.
3. Constrainting disturbances, challenges and adversties to be opportonities.

Neo and Chen also suggested, "… there is an entire administrative body working quietly behind the scenes to create, develop, review and translate policies from perception to paper to practice." They also said, "... there is an entire administrative body working quietly behind the scenes to create, develop, review and translate policies from perception to paper to practice." The formula is simple: Change = Culture plus Capability (3Cs). Here's an important part underlying what they've achieved so far.

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Ecotourism Governance Based on Community Participation

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Abstract

Sukagalih Village is one of the Conservation Village Models in the Mount Halimun Salak National Park area, which is a form of community participation in culture-based tourism management. Its location in the Mount Halimun Salak National Park area makes this location a potential ecotourism village. The purpose of this study was to determine the governance of Ecotourism Development based on community participation in Sukagalih Village. The research method used is descriptive with a qualitative approach. The data collection technique used interviews and participant observation. Based on the research results, the management of Sukagalih Ecotourism uses the CBE (community-based ecotourism) approach. The community-based ecotourism pattern recognizes the rights of local communities in managing tourism activities in areas they traditionally own or as managers. Through local institutions, the community is very actively involved in ecotourism management, namely through the provision of homestays for every tourist, community involvement through the management of outbound and camping ground. However, there are still various obstacles, so it still requires local government intervention to develop this ecotourism.

Keywords:

governance; ecotourism; institutional; community-based ecotourism

Introduction

Indonesia has the potential for natural beauty and cultural wealth that are of high value in the ecotourism industry market. The natural potential can be in the form of biological natural resources and their ecosystems, diversity of flora, fauna, and natural phenomena with unspoiled scenic beauty. For culture, Indonesia has a system of religion, arts, regional languages, cultural rites, knowledge, and social organization. Based on a report from the World Travel Tourism Council (WTTC) in 2000, ecotourism grew by an average of 10 percent per year. This figure is higher than the average growth per year for tourism in general, which is 4.6 percent per year. As a form of tourism, ecotourism has its own specialties, namely prioritizing environmental conservation, environmental education, the welfare of local residents, and respecting local culture.

In Law Number 10 of 2009 concerning Tourism, tourism development is needed to encourage equal opportunity to do business and get benefits and be able to face the challenges of changing local, national and global life. One of the goals of tourism development is to increase economic growth; improve community welfare; eradicating poverty; overcoming unemployment; conserving nature, environment and resources; as well as preserving and advancing culture. Ecotourism development will provide benefits in boosting community welfare through the development of tourism potential by raising local wisdom. With implication as follows:

- Tourism destination development must be based on sustainability
- Social and economic benefits may derived from tourism area without destructing the environment and local cultures.
- Tourist behavior and code of ethics of tourism form an integral part in realization of sustainable development

Sukagalih Village is one of the conservation village models (MKK) located in the Mount Halimun Salak National Park (TNGHS). The Conservation Village Model is a translation of the Conservation Village Model (a conservation area management approach carried out by the Directorate General of PHKA) which is implemented by the Mount Halimun Salak National Park. MKK appears as a management model to respond to changes in the paradigm of conservation area management by collaborating with the surrounding community and in the area to manage and maintain the GHSNP area which is supported by three pillars of activities, namely participatory observation, restoration / rehabilitation, and income generating / increasing the community's economy.

The Conservation Village Model is a village model in which it can carry out protection activities independently, maintain a good ecosystem and can economically provide welfare for the community. The vision that was carried was that the community lived with the National Park. Based on the results of interviews with the Sukagalih MKK Manager, he said that there was a positive impact with the existence of the Conservation Village Model. One of the efforts to increase income generating is to promote the concept of ecotourism.

Ecotourism is part of sustainable tourism. Sustainable Tourism is an economic sector that is broader than ecotourism which includes sectors that support tourism activities in

general, including marine tourism (Beach and sun tourism), rural tourism (rural and agro tourism) or, business travel (business travel). According to the Ministry of Culture and Tourism of the Republic of Indonesia, ecotourism is a concept of sustainable tourism development that aims to support efforts to conserve the environment (nature and culture) and increase community participation in management, thereby providing economic benefits to the community and local government (Zalukhu, 2009).

Meanwhile in the Minister of Home Affairs Regulation No. 33 of 2009 concerning Guidelines for the Development of Ecotourism in the Regions provides a definition of ecotourism, namely natural tourism activities in the regions that are responsible by paying attention to elements of education, understanding, and support for natural resource conservation efforts and increasing local community income.

As one of the Conservation Committees in Mountain Halimun Salak National Park area, Sukagalih village has diverse ecotourism potential, namely the charm of natural beauty and unique cultural values that exist in the community, where all Sukagalih residents are given an understanding of the importance of improving their performance. The residents there have been patterned to maintain the beauty of their village. The houses of residents are also arranged in such a way that on weekend many tourists, both domestic and foreign, rent a house to spend the week end in their village. They are not only limited to providing their houses for rent, they also provide breakfast, lunch and dinner services.

Purpose of Study

The purpose of this study was to determine the Management of Ecotourism Based on Local Culture in the Sukagalih Conservation Village.

Methods

The research method used is qualitative research with a qualitative descriptive approach. Qualitative analysis was carried out on data on Ecotourism Governance in Sukagalih Village, where data was obtained from observations, literature studies, reports and supporting documents. The location taken is Sukagalih Village, Cipeuteuy Village, which is directly adjacent to TNGHS in Sukabumi district. The reason for choosing the village was because it was one of the villages that was used as the Pilot Project for the Development of

Conservation Villages. The Mount Halimun Salak National Park area also has unique natural tourism potential, values and culture in the community.T the researchers determined Sukagalih Village as the research location. In this study the researchers obtained data from 15 informants consisting of officers from Mount Halimun Salak National Park, village officials, person in charge of MKK and a number of selected villagers.

Result and Discussion

As an effort to support the preservation of the National Park, Mount Halimun Salak National Park has a special management for ecotourism activities. Several areas in the utilization zone are used for ecotourism activities. Mount Halimun Salak National Park made the "Halimun Salak Mountain National Park Ecotourism Development Action Plan." The Ecotourism Development Action Plan (RAPE) was prepared as a reference material for collaborative ecotourism development that is being implemented by TNGHS. It is stated in the GHSNP management plan that management related to the implementation of natural tourism includes many things that must be realized. The management plan aims at the sustainable use of natural resources. Mount Halimun Salak National Park divides the area into several categories in its use as a tourist area. The management model is exclusive tourism, eco-tourism, and mass tourism / recreational tourism.

The International Ecotourism Society defines ecotourism as responsible travel to natural areas that conserves the environment and sustains the well-being of local people (cited in Honey, 1999a). Ecotourism has been promoted as a non-consumptive use of nature and as a possible win–win development strategy, especially for underdeveloped areas (a.o. Boo, 1990; Honey, 1999b; Weaver, 2001). Ecotourism should not only conserve the envi-ronment, but also improve the welfare of local people (Edwards et al.1998). It should generate money in an ecologically and socially friendly way than other forms of land exploitation.

Ecotourism in Indonesia defined as “activities of responsible travelling in intact areas or in areas which are named according to the role of nature”

The purpose of such activities are:

- being to enjoy natural beauty
- involving education, understanding, and supports conservation,
- as well as increasing the income of the local communities

One of the ecotourism locations developed by BTNGHS is the ecotourism of Sukagalih Village, Sukagalih Village, Cipeuteuy Village, Kabandungan District, Sukabumi Regency which is a village located in the Mount Halimun Salak National Park (TNGHS). Administratively, Kampung Sukagalih, Cipeuteuy Village is located in Kabandungan District, Sukabumi Regency, West Java Province. Kampung Sukagalih is not only located around the area but directly adjacent to the GHSNP area. Several villages are located in the vicinity of the area, namely Purwabakti Village to the north, to the south of Cimaherang Village, to the west of Malasari Village and to the east of Kabandungan Village.

Institutionally, the Mount Halimun Salak National Park Agency (BTNGHS) is responsible for ecotourism management, but the technical management is left to the community, management is carried out by a community group called KOPEL (Nature Conservation Group). strives to improve welfare both materially and non-material (spiritual) through educational activities, agriculture, fisheries, animal husbandry and exploring the potential of natural resources and the use of environmental services, non-timber forest products and other supporting activities. The area of the settlement is about 5 hectares with a population of 115 people, 40 heads of families (KK) and 37 houses. Sukagalih community groups are oriented towards welfare, care, awareness and togetherness that are tied to kinship and mutual cooperation.

The ecotourism area of Sukagalih village includes an enclave that connects the Mount Halimun area with Mount Salak. The number of unique sites that have the potential to be developed as tourist sites, including camping ground, resin plantations, bamboo forests, riparian areas / along rivers (Cimelati River, etc.), agro-tourism (rice, chilies, tomatoes, vegetables, coffee, bananas), etc.), medicinal plants area, birdwatching area, observation area for primate mammals (surili and apes). Besides that, it is also supported by inherent local wisdom values such as hospitality, strong mutual cooperation. The supporting facilities for ecotourism in Sukagalih village include a meeting hall, 1 mosque and 2 toilets.

Based on the results of interviews with the managers of Sukagalih Village, it was stated that Sukagalih Village had a unique habit, which was known as arisan Tenaga, where all residents would help other residents' hard work. For example, if a resident has several rice fields to be processed and planted with rice, all residents will work together to plow, plant, and harvest the fields of the residents who need assistance. Likewise, in the construction of

house buildings, residents do not need to pay coolies or builders to complete their dwellings, all Sukagalih residents will work together to help, as a condition is that the people who are assisted have debts (are obliged to) help the work of those who have helped them when needed.

Community involvement is very full in ecotourism management both from planning, implementing, and managing ecotourism businesses and all the benefits obtained show that the management of Sukagalih Ecotourism uses a CBE (community-based ecotourism) approach. The community-based ecotourism pattern recognizes the rights of local communities in managing tourism activities in the areas they have traditionally or as managers.

Based on the Regulation of the Minister of Home Affairs Number 33 of 2009, the principles of ecotourism development include: (1) compatibility between types and characteristics of ecotourism; (2) conservation, namely protecting, preserving, and making sustainable use of natural resources used for ecotourism; (3) economic, namely providing benefits to the local community and being a driving force for economic development in the region and ensuring that ecotourism business can be sustainable; (4) education, which contains elements of education to change a person's perception in order to have concern, responsibility and commitment to environmental and cultural preservation; (5) provide satisfaction and experience to visitors; (6) community participation, namely community participation in planning, exploiting, and controlling ecotourism activities by respecting the socio-cultural and religious values of the communities around the area; and (7) accommodating local wisdom.

Referring to the book of principles and criteria for community-based ecotourism by the Directorate of Tourism Products, Directorate General of Tourism Destination Development, Ministry of Culture and Tourism in collaboration with WWF-Indonesia January 2009, it is stated that community-based ecotourism is an ecotourism business that emphasizes the active role of the community. This is based on the fact that the community has knowledge of nature and culture which are potential and selling points as a tourist attraction, so that community involvement is absolute. The community-based ecotourism pattern recognizes the rights of local communities in managing tourism activities in the areas they have traditionally or as managers.

Furthermore, it was conveyed that community-based ecotourism can create job opportunities for local communities, and reduce poverty, where the ecotourism income is from tourism services for tourists: guide fees; transportation costs; homestay; selling crafts, etc. Ecotourism has a positive impact on the preservation of the environment and local indigenous culture which in the end is expected to be able to foster an identity and a sense of pride among local residents that has grown due to the increase in ecotourism activities.

Some of the key aspects of community-based ecotourism are:

- The community forms a committee or institution to manage activities ecotourism in the area, with support from government and organizations community (the value of community participation and education)
- The principle of local ownership (management and ownership by local communities) is applied wherever possible to ecotourism facilities and infrastructure, ecotourism areas, etc. (value of community participation)
- Homestay is the main choice for accommodation in tourist locations (value economics and education).
- The guide is a local person (value of community participation)
- Pioneering, managing and maintaining tourism objects is the responsibility local communities, including determining fees for tourists (economic and tourism value).

Impact of Ecotourism

The impact is a change that occurs as a result of an activity (Soemarwoto, 1989). Ecotourism is an important sector in development. Good ecotourism management will yield several benefits in various aspects. However, if not managed properly, then ecotourism can potentially cause problems or negative impacts. Based on a macroeconomic perspective, ecotourism has several positive impacts (Yoeti, 2008), namely:

1. Creating business opportunities;
2. Creating job opportunities;
3. Increasing income as well as accelerating the distribution of people's income, as a result of the multiplier effect that occurs from relatively large tourist expenditures;
4. Increase government tax revenue and local user fees;

5. Increase the national income or Gross Domestic Gross (GDB);
6. Encouraging increased investment from the tourism industry sector and other economic sectors;
7. Strengthening the balance of payments. If the balance of payments experiences a surplus, it will automatically strengthen Indonesia's balance of payments, and vice versa.

Development of ecotourism not only has a positive impact but can also have several negative impacts, among others (Yoeti, 2008):

1. Biological resources are damaged, which causes Indonesia to lose its attractiveness in the long term;
2. Littering which, apart from causing an unpleasant odor, can also kill the surrounding plants;
3. There is frequent commercialization of arts and culture; and
4. There was a demonstration effect, the personality of the young people was damaged. The way children dressed was worldwide wearing t-shirts and oversized trousers.

The Effect of Ecotourism Development on Socio-Culture

Ecotourism as tourism industry is part of a cultural industry that involves the entire community. Although only part of the community is involved, social influence is wider, such as the occurrence of social inequality/disparity in society. The influence of tourism on society includes changes in social processes in which there is cooperation and competition between tourism actors. Social processes are reciprocal relationships between individuals, individuals, and groups, and between groups, based on their respective potentials or strengths (Abdulsyani, 1994).

The social process is a dynamic aspect of community life where there is a process of human relations in the form of social interactions that occur in human life continuously. The formation of social interactions when there are social contact and social communication. Social processes can take various forms, namely, cooperation, competition, contention/conflict, and accommodation (Tafalas, 2010).

The Effect of Ecotourism Development on the Economy

According to Sedarmayanti (2005), ecotourism activities that attract many tourists have contributed to foreign exchange for the country and have also opened job opportunities for the surrounding community. The community not only gets jobs and increases in income but can also create new jobs that support tourism activities. The standard of living is quoted from BPS data for 2005 in Rahman (2009) as the poverty variable, namely the area of the floor of a residence, the type of floor of a residential building. defecation facilities, household lighting sources, drinking water sources, cooking fuel, consumption of meat/chicken/milk / per week, buying new clothes for each household member every year, frequency of meals per day, ability to pay for medical treatment at a health center or doctor, occupation of the head of the household, the highest education level of the head of the household and ownership of movable and immovable assets/assets. Standard of living is the level of ability to meet the needs of life.

Based on the results of interviews with one of the communities and ecotourism managers, it is stated that the community is very actively involved in ecotourism management, namely through the provision of simple homestay facilities for each tourist, there are 15 homestays available which also provide special food for tourists who want to visit Sukagalih village, besides that the community involvement through Outbound and Camping Ground management, planting of endemic species and attractions of village community activities in managing agricultural land and protecting forests.

Culture-based ecotourism management in Sukagalih Village can be said to be quite successful in providing a positive impact both for the villagers, the social life of the villagers, improving the economy of the Sukagalih village community and preserving the environment and local culture. The community since playing an active role in the management of Sukagalih village in an ecotourism manner has increasingly understood the importance of preserving the environment. The management of tourism areas by means of ecotourism is proven to be able to provide new jobs for villagers through the provision of homestays and local culinary delights.

Following Stern et al. (2003), we expect that scale has an influence upon the impacts of tourism. We presume that a larger scale will give greater benefits, but also more draw-backs.

In the end, we expect the drawbacks to dominate the benefits in case of large-scale tourism. A second presumption is that we expect a larger involvement of the local population to result in greater benefits and lesser drawbacks. This expectation stems from the view point that sustainable tourism requires the involvement of local residents in its operations (Barkin, 2003; Lindberg et al., 1996; Wunder, 2000). Finally, we believe that a greater institutional capacity of a region will result in more sustainable tourism, because this allows for a better planning of the ecotourism facilities.

However, on the other hand, the management of ecotourism in Sukagalih Village still has obstacles, including: the lack of knowledge of residents about ecotourism management; still low accessibility and infrastructure for environmental management of tourist sites; Tourism facilities and infrastructure such as based on the results of interviews with Cipeutey village officials, it was found that in the management of Sukagalih ecotourism, the constraints faced were the lack of budget and information resources. The source of the ecotourism operational budget is from the results of accommodation packages such as culinary delights and homestays, however this is so small that the development and maintenance of ecotourism facilities is considered insufficient.

Another obstacle, as mentioned by the tourism manager, is the low accessibility of tourist attractions. To get to the village of Sukagalih village, the roads are uphill and winding, you can use four-wheeled or two-wheeled vehicles. Sukagalih Village is 1 km from the Cipeteuy village office with a travel time of 10 minutes using a vehicle, 4 km from the District with a travel time of 25 minutes using a vehicle, 57 km from the district with a travel time of 120 minutes using a vehicle, 136 from the Province with a travel time of 5-6 hours using a vehicle and 107 km from Jakarta with a travel time of 3-4 hours using a vehicle. The road structure is damaged especially during rainy conditions. this reduces the convenience of visitors to Sukagalih Village.

In addition, ecotourism managers really need a special place (secretariat) for acceptance or an information center for Ecotourism in Sukagalih Village for every tourist. So far, tourist admission is still carried out at the Meeting Hall or the house of one of the residents. As for the Marketing / Promotion of Sukagalih Ecotourism, according to one of the officers of the Mount Halimun Salak National Park, it is considered still lacking, especially Promotion through Digital Media. For example, there are several websites that review Sukagalih Village

Tour, but information is rarely updated, even though through digital promotions it can be faster and easier.

Conclusion

Culture-based ecotourism management in Sukagalih Village can be said to be quite successful in providing a positive impact both for the villagers, the social life of the villagers, improving the economy of the Sukagalih village community and preserving the environment and local culture. The community since playing an active role in the management of Sukagalih village in an ecotourism manner has increasingly understood the importance of preserving the environment. The management of tourism areas by means of ecotourism is proven to be able to provide new jobs for villagers through the provision of homestays and local culinary delights.

However, on the other hand, the management of ecotourism in Sukagalih Village still has obstacles, including: the lack of knowledge of residents about ecotourism management; still low accessibility and infrastructure for environmental management of tourist sites; Tourism facilities and infrastructure such as a special place (secretariat) for the reception of every tourist and a special track for outbound. Thus the recommendations of this study are strengthening local institutions, increasing the budget, improving infrastructure, and increasing accessibility.

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New Face of Local Government: Synergy of Handling the Spread of Covid-19 Between Local Governments and Indigenous Villages in Bali

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Abstract

Province Bali province seeks to build synergy in addressing the spread of covid-19 with the involvement of indigenous villages. This is certainly a big question about its effectiveness and provides a new perspective in government governance at the local level. The purpose of this research is to analyze the dimensions of synergy between local governments and indigenous villages in Bali Province and their impact on the handling of covid-19 in Bali. The results showed that the cultural and social dimensions were able to position the indigenous village into an important pillar in the pattern of governance in Bali. Through the policy of the scope of indigenous villages (such as awig-awig and perarem) and pecalang as a security party in the scope of indigenous villages are able to synergize with local governments, especially in overseeing the implementation of health protocols. The synergistic with good local governance concept, such as : dimension of the economic aspect shows that through indigenous village funds, the local government provides the same space for indigenous villages involved in the handling of covid-19. The political dimension related to synergy is further strengthening the commitment of the Governor of Bali to reposition the indigenous village as part of governance in Bali. The synergistic impact is to provide great space for various parties, especially indigenous villages in the participation of each policy in the region. This synergy also relieves the free local government in its handling of covid-19.

Keywords:

Synergy; local government; indigenous villages

Introduction

Governance in Bali province has different uniqueness and dynamics when compared to other regions. Bali has historically had a indigenous village (pakraman) that has been around since the time of the kingdom. Until now, the existence of indigenous villages in Bali has an interesting dynamic. The civility of the indigenous village that juxtaposes the village service (village government) gives its own 'color' in the governance order in Bali. Enactment of law no. 6/2014 on Villages, providing fundamental changes to governance especially between village services (village government) and indigenous villages. The law positions the village government into a registered village, because in article 6 of law no. 6 of 2014 requires

that to prevent the spillage of territory, authority, institutional duplication then in 1 (one) area there are only villages or indigenous villages. Then institutionally the government, prior to the enacting of law number 6 of 2014, the position of the indigenous village in various activities is generally aligned (coordination relationship) with the village office (Windia, 2017). After the enactment of law number 6 of 2014 the existence of indigenous villages inclined to be under (sub-coordinating relations) of village government.

The village's legal policy provides polemic to indigenous villages in Bali, where the existence of indigenous villages experiences 'degradation' of values and relationships especially between service villages and indigenous villages. These conditions encouraged strengthening the policy on indigenous villages in Bali. In 2019, the emergence of local regulations of Bali province number 4 of 2019 on indigenous villages in Bali. By definition the indigenous village as a unit of indigenous legal people based on the philosophy of Tri Hita Karana rooted in local wisdom Sad Kerthi, imbued with Hindu teachings and local cultural values and wisdom living in Bali, is so big a role in the development of people, nations, and countries that it needs to be protected, fostered, developed, and empowered to realize the life of the politically sovereign, economically cultivated, and personal Balinese Krama in culture. The governance of the law, the indigenous village can conduct relations with the central government up to the level of non-governmental organizations and community organizations. The governance in question is authoritative, coordinated and consultative. In general the relationship between the village and the indigenous village performs almost the same task, Only the thing that indigenous village distinguishes is in the implementation of the origin, related to the value, culture, customs and arrangement of the implementation based on the original arrangement (Mulyanto, 2015)

The existence of indigenous villages in Bali Province is about 1,488 compared to the number of village services (village government). These conditions provide their own uniqueness but also challenges and opportunities in positioning indigenous villages as part of governance especially in supporting policies or programs in the scope of Bali Province. The covid-19 pandemic in Bali demands optimal and effective performance in suppressing the spread and implementing health protocols. Technically enactment of Local Regulation of Bali Province No. 4 of 2019, providing opportunities for indigenous villages involved in supporting the policies of the Provincial Government of Bali and the district or city in Bali.

By definition in terms of governance, according to Rhodes (1996) offers a baseline definition leaning on Sammy (1970), "government is defined as: the activity or process of governing or governance, a condition or ordered rule, those people charged with the duty of governing or governors, and the manner method or system by which a particular society is governed" (Al-habil, 2011). Relations or intergovernmental relations are essentially in line with the concept of decentralization based on several characteristics (Wijayanti, 2016), namely:

Territorial decentralization, submission of government affairs or the granting of authority to conduct a government matter from a higher government to a lower unit of government organizations based on regional aspects.

1. Functional decentralization, i.e. the surrender of government affairs or the granting of authority to conduct a government matter from a higher government to lower government units based on aspects of its purpose.
2. Political decentralization, i.e. the immunization of authority that gives rise to the right to take care of the household's own interests for political bodies in the regions chosen by the people. It is also related to territorial decentralization.
3. Cultural Decentralization, i.e. granting rights to certain groups to organize their own cultural activities.
4. Decentralization of the economy, i.e. the immunization of authority in the implementation of economic activities; Administrative decentralization, i.e. the immunization of some authority to self-government tools or units in the region. His understanding is synonymous with deconcentration.

The relationship of the governance of the Government of Bali Province with the indigenous village becomes an interesting study for analysis. Especially in conducting a critical analysis of the role and authority given to indigenous villages in countering the covid-19 pandemic. Based on the above statement, the formula of the problem is how the pattern of relations and synergy between the government in Bali and the indigenous village.

Methods

The research approach of this exploratory study is the critical analysis in relations between local government and indigenous villages. Focus research seeks to analyze related to

the handling of covid-19 pandemic, especially the authority of indigenous village. Secondary data-driven data collection through library studies.

Results and Discussion

The findings in the field show that the pattern of relationship between indigenous villages and the Government of Bali Province, refers to local regulation number 4 of 2019 on indigenous villages. The local regulation is the actualization of law number 23 of 2014 on local government. This shows that in policy, the position of indigenous villages becomes part of the local government specifically in the government of Bali Province. This means that the position of the indigenous village is not part of village law number 6 of 2014, so the position of the indigenous village is not part of the village government (village service). Indigenous villages have an equal position in the context of coordination and supporting in policy implementation.

The position of the indigenous village becomes an interesting study if it takes a good governance perspective or perspective. Discussing good governance is very complex because of the diverse perspectives, criteria and meanings regarding good governance. Consequently establishing a good governance and brought in the autonomy of indigenous villages in Bali becomes a challenge in itself. The perspective that the authors use is certainly related to the response to the covid-19 pandemic, especially in Bali Province. Surely every indigenous village in Bali has different policies based on local values, culture and wisdom (awig-awig and perarem). It becomes interesting if the concept of good governance is associated with synergy carried out by the Balinese provincial government and indigenous villages in Bali. Surely, there are differences in perception and meaning in building commitment and opening up the participation of all elements in the region to be obstacles not to mention the cultural or cultural problems of our society because good *governance develops* in developed countries that are not necessarily appropriate or can be created here. Apart from the various polemics that exist let's look at the view of Garry Stocker who was called the first founder of good governance. With five concepts about *good governance* (Putra, 2005:74) namely:

1. Utilization of a set of institutions and actors both inside and outside government; In this rule, it is stated in local regulation number 4 of 2019, where indigenous villages are given authority in working with government agencies ranging from central to

community groups, as well as vice versa. This means there is a large space for indigenous villages in particular to build indigenous villages based on synergy with a set of institutions. In relation to the handling of covid-19, the Bali provincial government engaged all components of the indigenous village to be involved in handling health protocols, especially to indigenous villagers (krama).

2. The combined power of government, private sector and society;

   This has explicitly been done by indigenous villages in Bali, especially in the field of tourism. Indigenous villages develop a lot of tourism potential by engaging private parties in the provision of accommodation as well as the community as the party that manages the tourist attractions. Especially in the handling of covid-19, indigenous villages are included in local organizations and have a cultural and communal attachment to indigenous peoples. This caused the implementation of health protocols to run properly, where the indigenous village positioned the security of indigenous villages (pecalang) in assisting the duties of health workers and police.

3. The Mutual relationship hangs between the three powers; The relationship between local governments including indigenous villages, with private parties and communities is an opportunity to suppress the spread of covid-19 in Bali. For example, in every religious activity involving many people, the indigenous village council in Bali Province issued a circular. The call through the circular seeks to regulate the ritual implementation technique in order to maintain health protocols (Balipost, 2020). On the other hand, indigenous villages cooperate with private parties, especially the managers of tourist attractions, hotels, restaurants and other accommodation located in the area of the indigenous village in the implementation of health protocols. This aims to suppress the spread of covid-19, especially from tourists visiting tourist attractions in Bali.

4. The formation of a separate network between the three forces;

   Author according there are three dimensions or networks between the three forces in the response to the covid-19 pandemic in Bali. The first dimension is the economy, which through the customary village funds provided by the Provincial Government of Bali. This is in line with Bali Governor Wayan Koster program to provide Rp 50 million in aid per indigenous village for the handling of the Covid-19 pandemic,

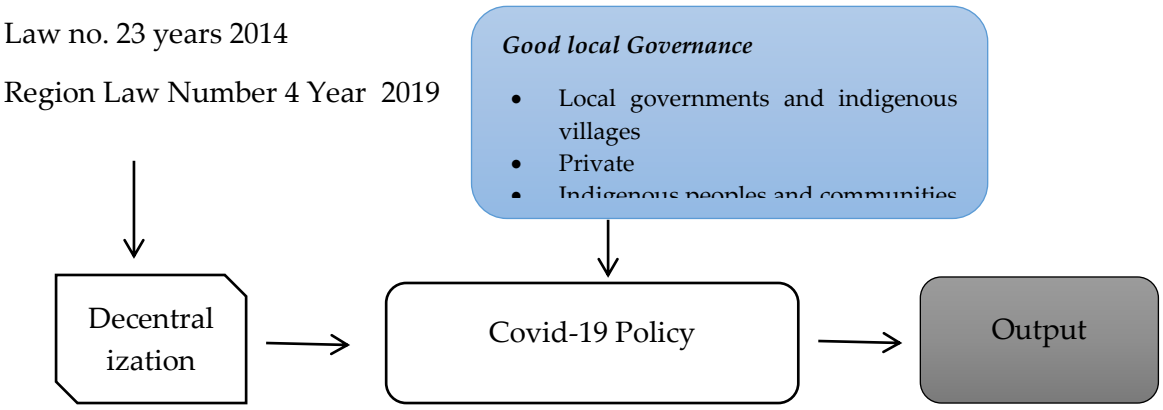
escaping without a hitch. Because, the Bali Parliament agreed to a total budget of Rp 74.65 billion for 1,493 indigenous villages throughout Bali plotted in the 2020 Change Budget, considering that indigenous villages are the vanguard of the Covid-19 pandemic (Tribunbali, 2020). The second dimension is politics. Politically, the existence of indigenous villages was strengthened in 2019 when local regulation number 4 in Bali Province was enacted. Positioning the indigenous village as the vanguard in the handling and supervision of the implementation of health protocols is an interesting thing. The third dimension, is the social dimension. The Provincial Government of Bali considers that culturally and culturally, indigenous villages have values that can govern indigenous people in accordance with Hinduism and customs in Bali. This strength is evident where some indigenous villages in Bali, carrying out large-scale social restrictions (PSBB) in the scope of the indigenous villages area in the event of a positive case against the indigenous people.

5. The government is quite a *catalytic agent* who gives directions, there is no need to run on its own. Related to this, the Provincial Government of Bali gives authority and budget (fiscal) for the indigenous village as a guard of health protocol supervision in Bali Province. These heavy and diverse loads and tasks are able to be decentralized well in accordance with the capacity of indigenous villages in supporting the revitalization and enforcement of health protocols. Optimization of local government performance is expected to be better realized, along with the division of authority and function in anticipation of the spread of covid-19 in Bali Province.

The five concepts try to reflect the implementation of synergy between the provincial government of Bali and the indigenous village in order to create good governance. The roles of actors are also tried to synergize positively, namely government, private and public. The third relationship must be balanced should not cause inequality on the one hand only. Local governments play a role in opening up a conducive and legal political environment. This is done When there is a polemic related to the position of indigenous villages to be part of the village government (village office), of course there will be inequality of authority than before especially to the indigenous villages. So it is expected to produce output in accordance with

the creation of good governance in the region, especially in Bali. This can be explained in the scheme as follows:

Figure 1.
Good local governance model



The authority given to The Indigenous Village is the duty and authority and the right to manage and take care of its own household. If attributed in the scheme, it is clear that good governance in the region is a form of implementation of autonomy based on indigenous villages in Bali. The formulation of a policy in the region is the result of good governance, namely the role of 3 domain (local governments including indigenous villages, private and indigenous peoples). As a monitoring of the performance of indigenous villages there are institutions that are attended by the indigenous village council at the provincial level of Bali. The role of the Indigenous Village Council as a "bridge" of aspiration for indigenous peoples across the local government, especially Province of Bali relates to aspirations, hopes and demands. Then it did not get there the role of the Indigenous Village Council acted as a check and balances against the indigenous village government. The actualization of the concept of good governance in the synergy of the Balinese provincial government with the indigenous village raises two strategic issues (Sidik, 2015). First, the issue of democratic governance, which is the village government derived from community participation, is managed with accountability and transparency by the community, and then utilized best for the responsiveness of the community itself. The village government referred more to the indigenous village, and the community in question is as an indigenous people. This communal bond became a force in supporting every policy carried out by the Bali provincial government, and vice versa. So when covid-19 pandemic management policy is given to

indigenous villages as a leading cluster, it tends to be more effective. Second, the relationship between the governance elements in the village is based on the principles of alignment, balance, and trust in conducting village development collectively to achieve common good. The authority granted by the Bali provincial government to indigenous villages aims to provide balance, alignment and trust for the indigenous village government. The indigenous village government is no longer just related to indigenous affairs, culture, and Hinduism, but is also part of the implementation of local government policy to be more effective.

Conclusion

Based on the analysis that has been done, it provides a conceptual picture that indigenous villages, especially in the handling of covid-19 have a leading position in supporting the policies of the Bali provincial government. The relationship between the Bali provincial government and the indigenous village, more to the perspective of good local governance. The synergy that is awakened consists of various elements. First, the indigenous village as an institution and indigenous figure as an actor is involved in the policy of tackling covid-19. Second, the Bali provincial government is able to synergize power at the level of regional government in Bali, private parties, indigenous villages, communities and indigenous peoples in Bali. Third, build mutual support between local governments in Bali, indigenous villages, as well as indigenous peoples, for example with the supervision of health protocols. Fourth, the formation of a network based on economic dimensions, political dimensions and social dimensions. Fifth, the Government of Bali province became catalytic in the handler of covid-19, where synergies were awakened by giving authority to indigenous villages making rules in the sphere of indigenous areas. Surely that is in line with the covid-19 confectionery, where the Bali provincial council is involved in surveillance.

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Local Government Innovation in Agriculture Development: A Case Study of Bantaeng Regency, Indonesia

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Abstract

The study of local government innovation in arts development aims to comprehensively reveal and explain the forms of innovation applied by the Bantaeng Regency Government in accelerating agricultural development in the fields of horticulture, plantations and animal husbandry. This study uses a descriptive qualitative approach with phenomenological research to describe and explain the contribution of agricultural innovation in improving farmer welfare and food security in Bantaeng Regency. To obtain valid information, informants are determined by *purposive sampling*.To government officials and farmer groups involved in the fields of horticulture, plantations and animal husbandry with the hope that the interviewed informants and the implementation of the FGD understand the substance of the problem. The results of the study show that there are two main reasons for local governments to innovate in the agricultural sector, including the increasing population of 187,626 people. and agricultural land is increasingly limited, covering an area of 27,074.45 hectares. There are thirteen innovations implemented in accelerating agricultural development in Bantaeng Regency. these agricultural innovations include: regency producing seed technology based movement cropping systems legowo-21, agro-area development, enterprises owned by village , agricultural products processing, development engineering insemination cattle, utilizing waste livestock for biogas in rural areas, utilizing food waste for livestock feeding, breeding Bantaeng taro, cultivating special durian without aroma and season, cattle business insurance, rice planting insurance, guaranteed availability of fertilizers and seeds.

Keywords:

local government; development; government innovation; agriculture

Introduction

The population of Bantaeng Regency in 2019 is 187,626 people and agricultural land is increasingly limited to an area of 27,074.45 hectares and in general people work in the agricultural sector, the local government of Bantaeng Regency must make various

breakthroughs in the development of the agricultural sector. Based on data from the National Labor Force Survey in August 2019, the working age population (15 years and over) of Bantaeng Regency in 2019 was 136,680 people and the labour force participation Rate (TPAK) reached 71.78 percent. Meanwhile, the total workforce in the open unemployment category was 3,903 people, so that the unemployment rate reached 3.98 percent. The population of working age who are included in the open unemployment has the most recent education as Not / Never Going to School and Not / Not / Completing Elementary School, namely 1,566 people, then Senior High School, which is 1,424 people. Meanwhile, based on their main employment status, the population who work as farmers is 46,705 people, civil servants have 4,041 people, work as independent businesses 14,613 people, work in the informal sector including agricultural laborers, 61,319 people.

Strategies to overcome unemployment and increase farmers' income, the local government of Bantaeng Regency has made various innovations and breakthroughs in regional development, especially the agricultural sector. There are eight sub-district regions that excel in the agricultural sector. For this reason, the local government has a mission "Bantaeng as a center for technology-based seed development. Innovations that are quite popular are corn seeds, 'lokana' brand onion seeds, potato seeds and rice seeds. This nursery technology innovation can increase farm income because it can be sold to farmers from areas in South Sulawesi. Apart from innovation in nurseries, local governments are also making innovations in the livestock and plantation sectors. Local government innovations in the agricultural sector have turned out to be many changes for Bantaeng Regency. This is in line with the concept of Osborne and Brown (2011) and William and Singh (2009), that the public sector innovations contribute to the improvement of compliance and quality of community. One of the strategies for sustainable agricultural development by local governments is the construction of reservoirs to control floods and function to meet the water needs of farmers and aquaculture. Currently Bantaeng is the center of economic growth, especially the agricultural sector in the southern part of South Sulawesi Province. The infrastructure development is complete enough that it is consciously starting to build its economy. Land that was not optimal has become optimal. The local government continues to encourage the capacity of farmers and related government officials and strive to meet the various needs of farmers.

Literature Review

Regional Government Management

Understanding the various issues in local government management is very important in examining more deeply about the innovations practiced by a local government. Watson and Hasset (2003) suggest several important aspects in local government management (a) the relationship between officials and employees in a professional manner, (b) transparent and accountable financial and budget management, (c) public apparatus management (d) more regional government, productive and responsive, (e) citizen participation in local government. The local government understands and proactively studies and analyses the needs of its people, not that the people continuously convey their wishes to the government. In Watson and Hasset (2003), it is stated that the importance of involving citizens to participate in local government is based on the assumptions of the democratic governance paradigm, which states that individuals who are elected by citizens as political officials represent the interests of the government to solve problems currently facing society. Furthermore Stewart (1995), management in local government is part of the public domain theory which has the characteristics of certain objectives, conditions, tasks that must be understood in local government management.

The characteristics of the area indicate its name and identity, the area where it carries out functions in a focused manner, the area provides boundaries in order to achieve effectiveness and efficiency. Local authorities linked to the external environment, carry out open organizational tasks so that management is multi-contact. The main task of the local authority is to exercise the power of public government so that it must have accountability that is assessed by the public. Local authorities are given duties and obligations by law as providers of public services. Local governments are not only required to fulfil economic, effective, efficient principles but the principles of equity and equality must also be considered.

Local governments are faced with an increasing population, limited agricultural land, increasing people's basic needs and must be fulfilled, forcing public sector organizations to innovate as an integral part of government management strategies to be superior to other local government management in Indonesia. According to Porter (1998), that an organization to outperform, innovation should be an important part of excellence. **Beaver and Prince (2002),**

nature, composition and quality of management are central to the innovation and performance of any organization, where performance is defined and measured in terms of its relationship to increased income and social welfare. The role of regional leaders is very decisive for economic growth and the improvement of community health. As Deschamps (2005) argues that transformational leadership is a factor that influences innovation in organizations. Tricahyadinata (2013) also points out that effective leadership includes skills and competencies, the ability to listen, the ability to motivate and the ability to learn are prerequisites for being creative and innovative in advancing the organization according to its vision, mission and goals.

United Nation through the Department of Economic and Social Affairs (UNDESA) in 2006 stated that generally innovation in government is a creative idea which, if implemented successfully, will help solve urgent public problems. Government innovation is the implementation of new ideas and new ways to achieve maximum results in doing work. Furthermore, Vigoda-Gadot, et al. (2006) on the relationship between innovation and public administration thinking, that the position of the concept of innovation in the development of public administration is on the new public management doctrine. Innovation studies are developed in line with efforts to maintain and even develop the ability to compete or compete in an organization.

Innovation and Bureaucracy

Hannu (2010), view that innovation does not only produce quality products, but also produces new products that keep up with the changes and tastes of the community that are constantly evolving. Furthermore Jasfar (2012), innovation as a process and result of the development and mobilization of knowledge, skills and experience to create or improve new products (goods and services), work processes and systems, which provide meaningful and significant value for socio-economic improvement. Public. In line with Mulgan & Albury's view in Muluk (2008), successful innovation is the creation and implementation of new processes, service products and service methods which are the result of real development in terms of efficiency and effectiveness. Service product innovation comes from changes in the form and design of a product or service, while process innovation comes from a continuous quality renewal movement and refers to changes in the organization, procedures,

and policies needed to innovate. Innovation in strategy or policy refers to a new vision, mission, goals and strategies and their reasons for departing from existing realities.

Henry (1988) suggests that the ability to make change, innovation, adaptation is very important in every form of organizational life. Organizational change is strongly influenced by technological, environmental, and human interaction factors with technology and the environment (Ahmad, 2018). According to Osborne & Gaebler (1992), public sector managers are encouraged to find new ways of working and innovations in order to obtain maximum results in privatizing government functions. Hirotaka Takeuchi in Muluk (2008) states that innovation can be understood in the context of behavior change and is closely related to an organizational environment that is dynamic and developing . Furthermore, Rogers (2003) explains that innovation is a creative idea, practice, object that is considered new by certain individuals or work units and is adopted by others. Can be explained that an innovation can be either new products or new services, technologies and prose s new production, system and structure and the new administration, a new plan for the members of the organization. Innovation is needed in the public sector because the public sector has the task of running the country which is related to the interests and touches the lives of many people (Wijayanti, 2008).

The concept of bureaucracy is interpreted as a process and system that is created rationally to guarantee an orderly, definite and easily controlled work mechanism and system (Sa'id, 2010). Max Weber in Sa'id (2010) argues that bureaucracy is a routine administrative system that is carried out in uniform, organized in certain ways, based on written rules by people who are competent in their fields. Furthermore, Sa'id (2010) argued that the bureaucracy is a government institution that carries out state duties including government duties as a public servant, and implementing development for the welfare of society. Based on the various theories described above, the Bantaeng Regency Government as a public bureaucracy needs to continue to innovate in order to make it easier to achieve predetermined goals and solve agricultural problems in the regions.

Methods

In this study using a qualitative approach (Huberman, 2014). This type of research is descriptive to describe and analyze agricultural sector innovation as an effort to accelerate

agricultural development and farmer welfare in Bantaeng Regency. Determination of informants in the study was carried out by *purposive sampling* in the field with the criteria that the informants were believed to have good and valid data. Key informants *(key informants)* are the Head of the Agriculture Office and related leadership elements, the Head of the Food Security Agency, the sub-district heads, village heads, extension agents, farmer group heads, and community leaders. The data collection techniques in this study are: Observation, In- *depth interview* and *Focus Group Discussion (FGD,* documents that support the analysis and presentation of the objectives of this study.

Results and Discussion

The results showed that there are three main reasons the local government of Bantaeng Regency has made innovations in the agricultural sector, among others, the population has increased by 187,626 people and agricultural land is increasingly limited to an area of 27,074.45 hectares, and farmers' income has not been maximally impacted on the level of welfare of the unstable farming community, poverty rate is quite high. The innovation implemented by local governments is in line with Terziovski's (2007) view that innovation in the application of resources creates added value for society and organizations by developing and improving new products, work processes and high quality services. Furthermore, Wijayanti (2008) suggests one indicator of the success of local governments in developing their regions the ability to create innovations and breakthroughs in increasing the income and quality of life of the community.

Borins (2001), argues that the development of innovation in the public sector and global public management is driven by: (a) demands for people's rights through the election mandate, (b) the emergence of a regional leader who brings new ideas and concepts for regional improvement and progress, (c) there is a crisis that must be anticipated for the possibility that will occur in the future. Borins' view regarding the crisis has appeared in Uluere Subdistrict that 90% of the debt area has been converted into horticultural land, so that every time there is prolonged rain there is flood in Bantaeng City because water infiltration in the mountains is decreasing.

In the context of national development, especially in the agricultural sector, innovation in the public sector is essential because it requires acceleration or acceleration in advancing

the economy and social welfare. However, the challenge faced by regional level government is the difficulty of some government officials and society in adapting to environmental changes. In terms of innovation, local government is very much needed to get the best solutions to various problems faced by the community, business actors, and the government. The results of research by Ahmad (2018) show that the toughest challenges in implementing innovations created by the government are field executing officers and people having difficulty leaving conventional old work patterns. In addition, some government officials and society as objects of innovation have difficulty adapting to modern technology (Ahmad et al, 2020).

According to Kholillullah (2013) the government in Indonesia continues to innovate in the agricultural sector in realizing national food security. Furthermore, Sangkala (2013) emphasized that local government has a creative idea that is implemented to resolve internal and external pressures. The right innovation will bring about changes in policies or programs that lead to recent improvements in the organization (Rogers, 2003). Bantaeng Regency under Nurdin Abdullah's ten-year leadership (2008-2018) and the current regent continue to carry out various agricultural development innovations as a superior strategy and program to open new jobs and increase farmers' income and welfare.

The goals and benefits of regional innovation include: (1) Increasing regional competitiveness, (2) Increasing the welfare of local communities, (3) Realizing better services for local communities, (4) Realizing good governance, (5) Strengthening local government institutions (6) Maintained loca wisdom . • Bantaeng Regency Government needs innovation to advance its region so that it can compete with other regions in Indonesia. Therefore, the innovations made by the Bantaeng Regency Government include :

1. Independent Village Acceleration Program

   In the Bantaeng District Mid-Term Development Plan 2008 - 2013, the Desa Mandiri program is a village capable of producing specific commodities that have market share at the local, domestic and global levels. The underlying assumption of this strategy is that with the development of each country to manage the potential in their own way, then automatically the development goals such as growth of the economy, the level of income of the state and society, as well as improving the welfare of the community and others will be met in accordance with the conception kemandirian location which is the academic

reference for the long-term development approach of South Sulawesi. This concept is a valuable lesson from Japan's Oita Prefecture, which in 1979, as stated by Teguh Prasojo and Eko Kurniawan from the Faculty of Social and Political Sciences, University of Indonesia, created the concept of "One Village, One Product" (OVOP), which proved able to change the previously economically backward Oita become an economically successful area.

Based on the results of the FGD which was attended by the Secretary of the Agriculture Service, agricultural extension agents and farmer groups, during the ten years the leadership of the regional head (Nurdin Abdullah) was able to change the management of less productive agricultural areas to be more productive according to the superior commodities that have been clustered. All villages in Bantaeng District have been independent, despite different levels of income and community welfare. Farmers horticulture located in the Villages in the District Uluere with leading commodity onions, potatoes, carrots, cabbage have an income sufficient height and welfare better. Likewise, lowland rice farmers who are supported by superior rice seeds with a harvest period twice a year are quite significant in supporting self-sufficiency and food security and have an impact on increasing farmers' income. Meanwhile, plantation farmers in Tompobulu Subdistrict plant superior coffee commodities, cultivating durian without aroma and seasonlessness and various other long-term tree crops which are significant in increasing farmers' income and welfare. Meanwhile, cattle, goat, horse, and poultry (broilers, laying hens, and village) business farmers support the fulfilment of the needs of the Bantaeng and surrounding communities and contribute to increasing farmers' income and welfare. In addition, an independent village can be realized by the existence of a significant allocation of village funds with the acceleration of rural development. Government policies related to the use of village funds for village road development, empowerment of village communities are able to encourage farmers to implement programs to accelerate agricultural development.

2. Technology-Based Seed Producing District

Since 2012 the government has provided a budget of Rp. 2 billion to buy seeds from farmers which will then be managed by the Agriculture Service and other related

agencies. The Department of Agriculture has the function and task of breaking down the seeds, then printing the seeds through a tissue culture laboratory in collaboration with the Southeast Asian Regional Center for Tropical Biology. The seeds produced from the laboratory were not cut off. Not only used by farmers in Bantaeng, but almost all areas in South Sulawesi hope to use superior seeds from the decomposition in Bantaeng. The seeds that are popular with farmers are certified shallots, superior rice seeds, G1, G2, G3 potatoes, superior corn seeds, taro, and carrots.

3. Movement of the Legowo-21 Planting System,

To increase agricultural productivity in Bantaeng Regency, innovation is needed in its development and cropping patterns. The land for paddy fields in Bantaeng Regency in 20 1 8 was only 7,523 ha (18.32%) of the total area of Bantaeng Regency, namely 395, 83 km2 which required the Bantaeng Regency Government to seek efficient cropping patterns in terms of land use while maximizing agricultural production. Thus, the planting pattern of Legowo 21 is considered the most suitable with the contours and conditions of land availability in Bantaeng Regency. As a result, farmers can produce half more rice than usual. Based on the results of the interview with the head of the farmer group, it was stated that the advantages of the Legowo 21 planting system were the wider open space between groups of plant rows, making it easier for farmers to fertilize and water. Besides that, as long as this system is implemented, it can increase crop productivity which has an impact on increasing farmers' income and welfare. Even so, there are still members of farmer groups who are accustomed to the scatter crop system, so that the growth of rice plants is not optimal and productivity is lower.

4. Development of Agro-tourism Areas in Uluere,

Development of Agro-tourism (Apple and Strawberry Farms) In view of the success of apple and strawberry farmers in Batu Malang, East Java Province and in Lembang Bandung, West Java Province, motivates the Bantaeng Regency Government to do the same. It is more convincing to Regency Government after knowing the climate and weather in Bantaeng the same as in the two regions of the apple and strawberry. So, the Bantaeng Regency Government then took the initiative to develop agro-tourism by developing the two types of fruit commodities on a community-based basis. The farmers are then expected to prepare the land and the seeds to be prepared by the Bantaeng

Regency Government. As a result, the community's strawberry and apple gardens have provided economic value . With this new source of income for the community, it is hoped that their income and economic conditions will also increase which of course will affect the PDRB per capita of the people of Bantaeng Regency. Based on the results of field observations in September 2020, the condition of the Agro-tourism Area did not show any significant development, because farmers considered the existing plants to be less productive . Farmers prefer to plant vegetables in the area, especially shallots, potatoes, carrots and cabbage because of their higher economic value.

5. Developing Enterprise owned by Village (BUMDes)

Is an agency that manages the potential of the village for the welfare of villagers. The Bantaeng Regency Government has succeeded in encouraging the growth and development of BUMDes well. All villages have BUMDes, even in 2010 each BUMDes has received capital assistance of 4.6 billion, or each village received 100 million in assistance. This development has improved the economy of the Bantaeng community to the village level.

6. Developing Industry, Agricultural Product Processing

The policy for the development of the agricultural product processing industry includes the development of the product packaging and packaging industry to bring something new to the Bantaeng community. The development of a marine product canning industry was also carried out so that the development of a carrot product processing industry such as SNEWOTO chips. The products of the Bantaeng agricultural processing industry have even entered a number of markets outside Bantaeng Regency and can be found in mini markets.

7. Development of Cow Insemination Techniques

The innovation aims to improve the quality of cattle through artificial insemination technology and laser punching. The technology applied has been able to increase the number of cows since 2009 until now with superior quality. Many regions have come to study in Bantaeng for the development of cow insemination technology.

8. Utilizing Livestock Waste for Biogas in Rural Areas

Villages with a lot of livestock use waste as alternative energy. The utilization of this biogas indirectly helps reduce the community's need for gas, which is quite expensive and

varies in remote villages. Besides being used as alternative energy, livestock waste is also used as solid and liquid organic fertilizer.

9. Utilizing Food Waste into Feed

In addition to using livestock waste to be useful for society and agriculture, food waste is transformed into something meaningful for animal feed. The breakthrough utilizes food waste from coffee, cocoa, kapok seeds and other plantations to become animal feed.

10. Bantaeng Taro Breeding

Kampung Bokara as a taro breeding center. Areas that are above the height of 300 meters above sea level are considered suitable as breeding grounds. Taro breeding is equipped with a tissue culture laboratory, so it can accelerate the need for export-based plant seeds. Taro is currently a major concern because of the increasing demand from overseas.

11. Cultivating Durian Without Aroma and Without Season,

At any time, durian fruit in Bantaeng can be enjoyed. Durian fruit that is developed has low cholesterol levels. This durian is the result of engineering developed with fertilization technology so that the results are better than the original. Although initially durian cultivation was still on a small scale, the impact was enormous. This durian plantation is located in Kacidu Village, Tompobulu District, with an area of 2 hectares. However, until now, durian cultivation is increasingly in demand by farming communities in neighbouring villages.

12. Cattle Livestock Business Insurance

The number of insured cows is 3000 heads or (100%) according to the target. Insurance Provides protection to breeders who suffer losses due to their livestock having the risk of dying from illness, dying from childbirth, dying from poisoning or accidents, and being lost due to theft. In addition, the insurance company provides premium payment assistance to breeders of IDR 40,000 / livestock / year.

The benefits of cattle insurance for the community include: (a) the number of livestock is well identified, (b) availability of livestock cards, (c) monitored by animal health officers, (d) availability of online livestock data collection.

13. Rice Planting Business Insurance

There are 2,036 ha (67.89%) of the target 3,000 ha which is covered by the insurance. The insurance provides protection to farmers when they experience crop failure due to

drought, floods and attacks by plant pests. In addition, the insurance company provides premium payment assistance to farmers of IDR 36,000 / hectare / planting season. The farmers are satisfied to join the insurance because of the availability of water sources in the paddy fields that are registered with the insurance

14. Guaranteed availability of fertilizers and seeds.

The local government of Bantaeng Regency is trying to provide subsidized fertilizer for farmers, although it is supported by organic fertilizers. Besides guaranteeing the availability of fertilizers and seeds, the government strives to distribute powder fairly according to the needs of farmers every planting season. Although the budget allocated to the Agriculture Service Office is quite limited, the Agriculture Service Office tries to ensure that the fertilizer allocation for Bantaeng Regency can meet farmers' needs. In addition, the Department of Agriculture guarantees the availability of seeds and seeds to farmers and farmer groups every planting season.

Of the four dozen innovations in agriculture in Bantaeng, only the development of agro area that cannot be grown in accordance with its mission. This is because the community does not get direct and sustainable economic benefits

Conclusion

The innovation of the local government of Bantaeng Regency in agricultural development in the horticulture, plantation and livestock sector contributes to the creation of new fields, increased income and welfare of farmers, especially those sourced from unhulled rice (rice), seeds, shallots, potatoes, beans, coffee, cocoa, cengkeh, laying hens, broilers, chicken, goat, cow meat. However, farmers really expect assistance from extension agents in intensive planting and post-harvest periods to increase the quality and quantity of production. In addition, the household business group expects extension services and financing in the processing of agricultural products in order to produce quality products so that they can compete in the market. In addition, farmers expect government policies to guarantee price stability for agricultural products, especially horticulture. To encourage the growth of innovation in the public sector, especially the acceleration of agricultural development in Bantaeng Regency, several resources are needed such as farming capital,

skilled human resources according to employment, technology utilization, and research and development of seeds and seeds, as well as post-harvest market orientation.

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The Analysis of Organizational Capacity Factors in Government Division of Regional Secretariat as A Determinant of Government Performance at Batang Regency

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Abstract

As the leader of the implementation of governmental affairs which become the authority of regional government, based on the mandate of Law Number 23 Year 2014 on Regional Government, the Head of regional government is obliged to prepare Regional Government Administration Report (RGAR) which by the central government will be used as material for evaluation and guidance to implement the administration of regional government. Batang Regency is the only Regency which for the last respective three years (2016, 2017 and 2018) has been in the 5th rank (the lowest five) in Central Java. The results of this evaluation are used as material for the Ministry of Finance in determining the Regional Incentive Fund and for the Ministry of Home Affairs in approving additional income for state civil apparatus. However, Batang Regency has not yet optimized its reporting system and Evaluation of Regional Government Administration Performance. Due to this unoptimal evaluation results on the implementation of regional Government, organizational capacity and the evaluation of the Governmental Division at Batang Regency regional Secretariat as the division who conducted the report preparation activities became the focus of this research. Qualitative descriptive method was used to describe all the symptoms / conditions which exist during the research. Moreover, the analysis was carried out through data reduction, display data and conclusion drawing / verification. Based on the results of this research, it can be concluded that the Organizational Capacity of the Government division of the Regional Secretariat of Batang Regency which involves some resources (human resources, infrastructure, technology and financial resources) and management (leadership, program and process management as well as cooperation and relationships among organizations) needs to be improved, such as conducting job analysis, increasing the quantity and quality of human resources, making more detail activities planning and budgeting as well as defending them during budget discussions, making Terms of Reference and improving effective communication skills.

Keywords:

organizational capacity; regional government administration report; performance determinants; regional government performance

Introduction

Batang regency as a regional government, based on the mandate of Law of the Republic of Indonesia Number 23 Year 2014 on regional Government, has implemented one of the obligations of the head of regional government to prepare Regional Government Administration Report (RGAR, in Indonesian term: *Laporan Penyelenggaraan Pemerintah Daerah [LPPD*]), Accountability Statement Reports (ASR, Indonesian term: *Laporan Keterangan Pertanggungjawaban [*LKPj]) and Summary of Regional Government Administration Report (RGAR), in which RGAR covers the Government Agency Performance Report (GAPR, Indonesian term: *Laporan Kinerja Instansi Pemerintah [*LKjIP). Moreover, RGAR will be used as the source material for the central government to conduct evaluation and guidance for regional government. Then, the results of the evaluation will be used by the Ministry of Finance as one of the bases for determining regional (regency) Incentive Fund. In addition, the Ministry of Home Affairs will also use the results of the evaluation as a consideration to approve the amount of additional income for state civil apparatus (SCA, Indonesian term: *Aparatur Sipil Negara [ASN]*) in the regional (regency) Government.

Batang Regency, for 3 (three) years, i.e. 2016, 2017 and 2018 respectively, has always been in the 5th (fifth) lowest rank in the ranking of Regional Government performance status based on Central Java provincial RGAR. The complexity of the problems in making RGAR and the process of evaluating the performance of regional government along with other abundant main tasks and functions of the Government Division of the regency Regional Secretariat (Indonesian term: *secretariat daerah [Setda])* has become the advantage of this research. The Government Division of Batang Regency Regional Secretariat as the leading section in writing Batang Regency Regional Government Administration Report has a significant role in reporting and evaluating the performance of regional government.

This research focused on organizational capacity of government division at the Regional Secretariat of Batang Regency which included: How were the capacity of human resources; infrastructure, technology and financial resources; strategic leadership; program and process management; cooperation and internal relations as well as relations with stakeholders in the government division at the Regional Secretariat of Batang Regency as the officers whose responsibilities for reporting and conducting evaluation of regional government performance?

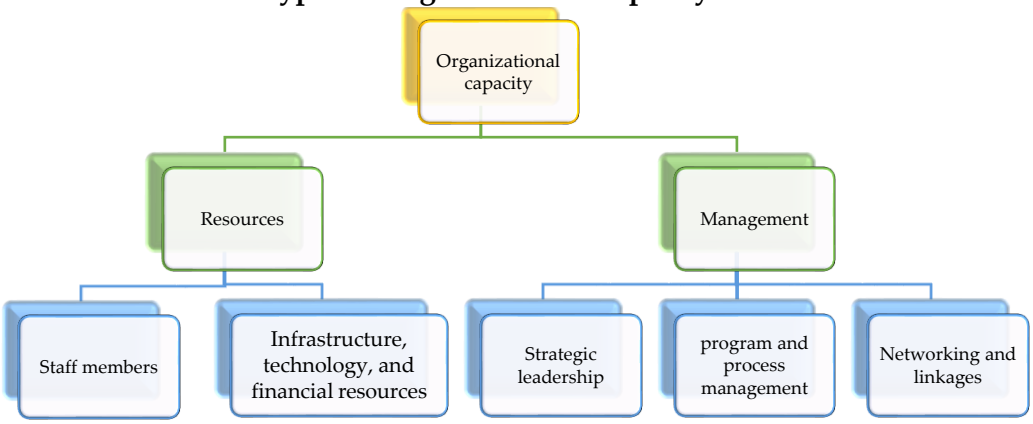
Methods

Qualitative descriptive method was used in this study to describe everything related to the performance of Batang Regency administration based on the facts, circumstances and symptoms in the research object. Qualitative descriptive research aims to describe all the symptoms / conditions which exist during the research (Nawawi & Martini 1996: 73). This is used to conduct research on the conditions which occur at the research locus and will further describe it with the focus on what has been studied.

This study focused on the analysis of organizational capacity factors as a determinant of regional government performance. Furthermore, the locus in this study was the officers whose responsibilities for reporting and evaluating the performance of regional government administration, i.e. government division at the regional Secretariat of Batang Regency.

Organizational capacity according to Horton (2003) includes resources (human resources, infrastructure, technology and financial resources and management (leadership, program and process management as well as cooperation and relationships among organizations).

Figure 1.
Types of Organizational Capacity



Source: Horton, 2003:24

Harel and Tzafrir (1999) formulated human resource management activities which affect organizational performance through skill development and human

resources. In addition, there is also a model developed by Ali, Zairi and Mahat (2006) in AlDamoe (2013) stating that organizational performance is determined by 2 (two) factors, employee satisfaction and employee performance. The components of human resource or personal factors which organizational performance include knowledge, skills, abilities, self-confidence, motivation and commitment possessed by each individual (Mahmudi, 2010: 22)

Fisher, Schoenfeldt, and Shaw (1990) stated that organizations which may win the competition are those prioritizing on physical, financial, marketability, and human resources. Organizational members in working to achieve their organizational goals require both physical and non-physical supporting equipments which will support the implementation of the organization's main tasks and functions. In economics, infrastructure is a form of public capital originated from government investment (Mankiw, 2003: 38). Facilities or infrastructures are any equipment used to carry out all management activities to achieve the goals of the organization (Djoyowirono, 2005: 24). The amount of assets or capital or other financial resources owned by the government to be used or allocated to carry out any activities to achieve the goals of organization in this study is specified to one of the achievement of organizational goals related to the work performance evaluation of Batang regency government.

Leadership has an important role to direct and influence human resources to work well, to achieve organizational goals. George R. Terry in Kartono, Kartini (2006: 57) stated that leadership is a psychological process in accepting responsibility, requiring knowledge in order to carry out his duties to lead (Bangun, 2012: 337). The character of a leader is highly influenced by his communication skills, intelligence and vision.

Performance or work performance can be defined as a process of activities carried out to achieve organizational goals of which the results achieved were gained from collaborative activities among organizational components. In other words, performance is a product of administrative activities, i.e. collaborative activities done to achieve the goals whose administration is commonly referred to management. To

achieve organizational goals with good results, it is necessary to carry out performance management through a preparation of an agreed framework of goals, standards and requirements / attributes. Performance management is defines as a process to encourage the development and improvement towards better and hi-quality performance through continuous communication between leaders and employees based on the organizational goals (Suharsaputra, 2010).

Several studies showed that 'networking' affects organizational performance as conducted by Stam *et al.* (2006) on social capital which stated that networks as the bonds connecting companies have an effect on company performance. Research conducted by Ahuja (2000) argued that social capital in the form of networks can increase organizational innovation and has an impact on the improvement of company performance.

The data used in the research analysis consisted of primary data from primary sources obtained through in-depth interviews with informants and relevant parties and secondary data obtained from documents and records about the performance achievements of the Regional Government and other literature used to complement the research data such as from literacy studies, scientific works, printed media, journals, laws and regulations, state gazettes and other relevant sources related to the research problem. Field data collection from the informants was carried out using snowball techniques, i.e. identifying and determining the informants in the network of RGAR preparation and evaluation activities in Batang Regency. Meanwhile, Miles and Huberman model was used to analyze qualitative data, i.e. data collection, data reduction, data presentation and making conclusion.

Results and Discussion

Batang regency, one of the 35 (thirty five) Regencies / Cities in Central Java province, has 78,864.16 Ha area which is geographically located between 6º 51' 46' and 7º 11'47' South Latitude and between 109º 40' 19' and 110º 03' 06' East Longitude. In addition, the border areas surrounding this regency are Java Sea (South), Kendal

Regency (East), Wonosobo and Banjarnegara Regencies (South), Pekalongan Regency and Pekalongan City (West).

The regional government of Batang regency has 39 (thirty nine) Regional Work Units to carry out concurrent government affairs (24 functions) and optional government affairs (8 functions). Government division which is one of the nine divisions in the organizational structure of Batang Regency regional secretariat is the leading sector for the preparation of Regional Government Administration Report that is considered as the main material for evaluating the performance of Regional Government. The Government Division of Batang Regency Regional Secretariat has some duties, i.e. to prepare regional policy formulations, to coordinate the formulation of regional policies, to implement regional apparatus duties, to monitor and to evaluate the implementation of regional policies, to implement training and coaching to government administration, territoriality, cooperation and regional autonomy subdivisions. This division has 3 (three) Sub Divisions; they are Government Administration; Territorial Administration; Cooperation and Regional Autonomy).

One of this division main tasks is to prepare and write 3 (three) very important and strategic reports of the Regional Head (regency head or regent), i.e. Regional Government Administration Report (RGAR), Accountability Statement Report (ASR) and Summary of Regional Government Administration Reports, in which RGAR includes Government Agency Performance Report (GARP) and Summary of RGAR that should be published for public. This task is only one part of the Government Division duties which in total cover 44 detailed tasks in all Sub-Divisions in the Government division of Batang Regency Regional Secretariat.

Organizational capacity analysis of the Government division at Batang Regency Regional Secretariat as the officers in charge of reporting and evaluation of regional government performance activities whose strategic role for Regional Government involves the following aspects:

1. Human Resources

Based on the results of the research, it shows that there is still a lack of human resources quantity in the Government division at Batang Regency Regional Secretariat compared to the details of their duties and functions. With a quite high work load and similar deadlines for several types of work (three months after the end of the fiscal year), at the end of 2019, until mid-2020, the core activities of preparing the Regional Government Administration Report will be the main material for evaluating regional government performance has just been started and the deadline is at the end of March 2020. The composition of human resources at the Government division in Batang Regency Regional Secretariat is extremely minimal. When viewed particularly from the position analysis of each technical staff assigned, i.e. 1 (one) analyst in general government and regional autonomy affairs t and 2 (two) general administrators. Due to the fact that the proposal for additional human resources which has been submitted several times has not been approved and can't yet be realized, as one of the efforts to carry out the task of preparing Regional Government Administration Report of Batang Regency, the report can still be properly arranged and can eventually meet the predetermined deadlines. Thus, a steering team and an RGAR reporting team from Batang Regency Work Unit (or Indonesian term: *satuan kerja perangkat daerah [*SKPD]) were formed to become a team in the reporting process.

Table 1.
List of Personnel and Main Tasks and Functions of Government Division of Batang Regency Regional Secretariat

Data of the Personnel in 2019 (during the arrangement of RGAR Year 2019)	Main Duties & Functions
Head of Government Division Drs. SUPRIYONO, M.Si First Class Administrator Level.I/IVb Highest education: Master (S2) government science	- Formulating, coordinating the formulation of regional policies, coordinating the implementation of regional civil apparatus duties, monitoring and evaluating the implementation of regional policies, implementing the administrative guidance for government administration, territorial administration, and cooperation and regional autonomy administration

	- Implementing other functions assigned by government assistants and the community welfare related to their duties.
SubDivision Government Administration BAMBANG SETYO HARSONO, S.IP First Class Superintendent Lv.I/IIId Bachelor (S1) in Political science SUHARDONO General administrator First Class Supervisor Lv.I/IId Senior High School	- Preparing the materials for making work plans and programs - Preparing materials and implementing the efforts to improve public services - Preparing the materials for the implementation of regional policies - Preparing materials for the formulation of regional policies - Preparing materials for coordinating the implementation of tasks in population and civil registration, national integrity and domestic politics, and peace, Public order and protection. - Facilitating forum for Regional Government Coordination - Preparing the materials for monitoring and evaluating the implementation of regional policies - Coordinating the schedule of Regional (Regency) house of representatives (Indonesian term-DPRD) plenary meeting sessions and meetings with the regional officials - Coordinating, facilitating and organizing ceremonial of birthday events of the Republic of Indonesia, Provinces and Regencies - Conducting monitoring, evaluation and preparation of reports on the implementation of activities to subdivision - Carrying out other official duties assigned by the leader/head
Subdivision of Territorial Administration MUHAMMAD YASIN, S.STP, MM First Class Superintendent Lv.I/IIId Master (S2) in Management SUPRAPTO General Administrator First Class Junior Superintendent Lv.I/IIIb Senior High School	- Preparing the materials for writing work plans and programs - Preparing materials and implementing the efforts to improve public services - Conducting facilitation and coordination of the formation, elimination, merging and expansion of sub-districts and/or village. - Conducting coordination for confirming the borders of the region, sub-districts, villages and other names and/or relocation of sub-district capitals. - Conducting facilitation for toponimy and area mapping

	- Preparing the materials for policy on delegating some of the regent's authority to the sub-district heads - Preparing the materials for policy on village fund management - Carrying out monitoring and evaluation of the implementation of regional policies in territorial administration - Facilitating the management of village assets which have turned into '*kelurahan'* (village level with some difference in authority, policy and regulation) - Facilitating problems on SubDistrict and Regency borders - Facilitating land issues which become regional assets - Carrying out monitoring, evaluation and preparation of reports on the implementation of activities in the sub-division - Conducting other official duties given by the leader/head
Subdivision of Cooperation and Regional Autonomy Drs. FAKHRUROZI First Class Superintendent Lv.I/IIId Bachelor (S1) in Communication ETIK SUGIYARTI, S.Pd Analyst in general government and regional autonomy First Class Supervisor Lv.I/IId Bachelor (S1) in Education	- Preparing the materials to make work plans and programs - Preparing materials and implementing the efforts to improve public services - Preparing materials for the preparation of work plans and programs - Preparing materials and implementing efforts to improve public services - Preparing the materials for making Regional Government Administration Report (RGAR) and Accountability Statement Report (ASR) of the head of regional government (regent) - Collecting Information of Regional Government Administration Reports (ILPPD) - Coordinating and facilitating the preparation of Minimum Service Standards (Indonesian Term: *standar pelayanan minimal [SPM]*) for regional apparatus - Facilitating and coordinating the process of proposing the appointment and the dismissal of the Regent and Vice Regent - Facilitating proposal of permits and leave for the Regent and vice Regent - Preparing End of Service Term (EST, Indonesian term: *akhir masa jabatan* [*AMJ]*) report for the Regent and Vice Regent

	- Facilitating and coordinating the preparation and the implementation of general election. - Facilitating and coordinating the administrative process of changes between the time of leader/head and legislative members - Conducting monitoring and evaluation of the implementation of regional autonomy policies - Preparing materials for the implementation of policy formulation for domestic cooperation - Conducting data processing of domestic regional cooperation - Conducting controlling and data formulation of the results of domestic regional cooperation - Implementing activities to facilitate regional government forums and associations - Conducting coaching and supervising domestic regional cooperation implemented by regional officials within the Regional Government - Conducting making reports on the results of the implementation of domestic regional cooperation - Conducting monitoring, evaluation and writing the reports of the implementation of activities to sub-division - Conducting other official duties given by the leader

Source: Government Division Of Regional Secretariat At Batang Regency

The preparation activities of making RGAR 2019 began at the end of 2019 and the deadline was at the end of March 2020 on which the report ought to have been sent to the central government through the Governor of Central Java province. Meanwhile, the evaluation process started in around August or September. From the time span between the preparation and the evaluation process, there have been changes in the formation of human resources in the Government Division as follows:

Table 2.
Composition of Personnel in Government Division of Batang Regency Regional Secretariat

Personnel of 2019	Personnel of 2020
Head of Division	Ad interim. Head of Division

Subdivision of Government Administration - Head of Subdivision - General Administrator	Subdivision of Government Administration - - - General Administrator - General Administrator - General Administrator
Subdivision of Territorial Administration - Head of Subdivision - General Administrator	Subdivision of Territorial Administration - Head of Subdivision - -
Subdivision of Cooperation and Regional Autonomy - Head of Subdivision of General Government and Regional Autonomy Analyst	Subdivision of Cooperation and Regional Autonomy - - - General Government and Regional

Source: Government Division of Regional Secretariat at Batang Regency

Such human resource crisis conditions which occur certainly affected the quality of the work produced, as supported by the study of Mansur (2016) stating that human resource capacity affects organizational performance as it is related to the ability of the individuals, institutions or systems to carry out their functions and authorities in achieving organizational goals effectively and efficiently. According to Tjiptoherijanto (2001), as quoted by Indriasari and Nahartyo 2008), the capacity and quality of human resources can be assessed in the way they carry out their function, seen from the level of responsibility and competence of the human resources. The job description reflects responsibility since it is the basis to carry out the duties properly. Without any clear job description, these resources cannot properly carry out their duties. Furthermore, competence can be seen from educational background, trainings attended, and from the skills shown in the implementation of the tasks.

In addition to the need of conducting analysis on positions in the Government division at Batang Regency Regional Secretariat to improve human resources mapping and to submit proposals for additional human resources to the Regional

Civil Service Agency (Indonesian term: *Badan Kepegawaian Daerah [*BKD]) required to approach its ideal conditions for carrying out its main duties and functions properly. If the addition of human resources with SCA status is difficult since it is related to the quota and authority of the central government, it is necessary to make some efforts to add non-SCA human resources or government employees with a work agreement (State Employee with Work Agreement or in Indonesian term *Pegawai Pemerintah dengan Perjanjian Kerja [*P3K]) financed by the regional government (regency) budget (Indonesian term: *Anggaran Pendapatan Belanja Daerah [*APBD]) which is attached to activities carried out in the Government Division.

2. Infrastructure, Technology and Financial Resources

Based on the status of the asset inventory of the Government Division at Batang Regency Regional Secretariat, it can be seen that there are still many items which are no longer usable. There has been a proposal to asset write-off but it has not yet been realized. Moreover, the results of the study show that it is urgently necessary to upgrade such assets as computer devices, internet connections, printers and digital file storage media to support the work so it can run well and without any problems.

Table 3.
Inventory of Transportation Facilities and Computer Equipment Government Division of Batang Regency Regional Secretariat

No.	Types/Names of Goods	Years of purchasing	Description
1	MPV car / Toyota Avanza	2006	Good/usable
2	Motorcycle /Honda WIN MCB	1997	Broken
3	Motorcycle /Yamaha Crypton T105	1999	Broken
4	Motorcycle /Honda WIN MCB	2005	Broken
5	Motorcycle /Honda NF100 SLD	2006	Good/usable
6	Motorcycle /Honda REVO/NF100TD	2007	Good/usable
7	Computer /PC/Samsung	1997	Broken

8	Computer /PC/Samsung	2006	Broken
9	Computer /PC/Acer	2009	Quite Good/usable
10	Computer /PC/Samsung	2012	Quite Good/usable
11	Computer /PC/Samsung	2015	Good/usable
12	Computer PC/HP	2016	Good/usable
13	Laptop/Dell	2009	Broken
14	Laptop/Lenovo	2011	Broken
15	Laptop/Lenovo	2014	Quite Good/usable
16	Laptop/Lenovo	2014	Quite Good/usable
17	Printer/Canon	2009	Quite Good/usable
18	Printer/Canon LBP 2900	2010	Quite Good/usable
19	Printer	2015	Broken
20	Printer/EPSON/L405	2018	Good/usable

Source: Government Division Of Regional Secretariat At Batang Regency

The results of the study showed that not all the work equipment which supports the work of RGAR reporting requiring high mobility to coordinate with many agencies and the location of the agencies is within the Regent's office complex, apart from the computer equipment used to type the draft of the report as well as the digital data storage. Accordingly, regarding the currently available equipment conditions, it needs to be improved or added. Although some of the available transportation equipment and computer equipment can still be used, their performance has a lot decreased, due to their age and service life (measured from the year of purchase), most of which are more than 5 (five) years old.

It is necessary to give compensation for the personnel of RGAR reporting team as well as the data contributors from all work units to improve their performance and to give them appreciation since those who get additional assignments by becoming the RGAR reporting team must also still carry out their main duties in their own work units. Performance and attitude assessment can be done by

comparing their contribution to work and the benefits derived from their contributions to the contributions and benefits of others (Mondy, 2008: 5).

Providing compensation will create good formal cooperative relationship between the government division and the personnel who contribute the required data from other institutions and/or agencies. Such compensation may also lead to job satisfaction because by doing additional work, they will also get additional income to meet their physical, social and egoistic needs. If the compensation given is large enough, we can get personnel with who are qualified, high motivated and consistent with the given job. Appropriate compensation can facilitate the disciplinary process since it will create greater awareness to understand the work and the valid regulations.

3. Leadership

Leadership is a management function. According to Koontz (1990), leadership is an art or an ability to influence others to be willing and enthusiastic in trying to achieve organizational goals (Bangun, 2012: 339). A leader's commitment to facilitate the arrangement will be useful to direct and influence all team members so that there will be a high willingness and motivation for the team members to complete the task. Ad interim person of Regional Secretary is held by Dra. Lani Dwi Rejeki, MM. who definitively served as the Inspector of Batang Regency was directly involved and concerned about the evaluation process of regional government administration besides coordinating and instructing all regional work units' leaders to assist in providing the required data as requested by the evaluator regarding the performance evaluation of Batang Regency regional government.

Leaders in carrying out human resource management functions according to Schuler, Dowling and Smart (1998) in Taufik Sadikin (2018) should achieve the objectives of human resource management. Thus, they are supposed to be able to attract, to retain and to motivate the employees. When these goals are achieved, the strategic goals of the company or organization will eventually be achieved.

Work culture and environment which motivate and stimulate good quality performance is required to build commitment and to maintain stable relationship with the employees (Amstrong, 2003). The role of the highest leader of Batang Regency Regional Secretariat determines the success in mobilizing the commitment from unit leaders under him/her. The commitment of regional work units (SKPD) leaders as the officials in charge to implement government affairs in Batang regency needs to be improved by publishing the results of evaluation, especially those with low or moderate achievements. Consequently, it must be noted by them to improve future achievements. Thus, SKPD leader is expected to be more aware of the importance of reporting and evaluation system of regional government performance through RGAR and to possess great commitment to improve performance outcomes based on key performance indicators reported through RGAR.

4. Program and Process Management

To meet the work deadline, i.e. handing over RGAR to the Central Government through the Governor at a maximum of 3 (three) months after the end of the fiscal year, the work of making RGAR usually starts in December of the current fiscal year by evaluating the work process of the previous year, observing the existing potential, and correcting any shortcomings which occur in the previous the completion of the work activities to anticipate and prepare plans to conduct the reporting activities better. Administrative preparations for the arrangement of the reporting team were also carried out in December. This is conducted until RGAR could be completely written based on the technical instructions of RGAR arrangement and sent to the Governor without being late from the scheduled deadline (March 31st).

Time schedule is arranged and implemented to organize all program activities. This aims to ensure that the work and their main tasks and functions can be carried out properly with various limited resources. The evaluation of the activities is

carried out at the end of the fiscal year to analyze the strengths and weaknesses of last year's activities. Accordingly, any future obstacles can be minimized by anticipating or making alternative plans to overcome weaknesses in last year's activities. The results of the activities evaluation are given to higher level leader particularly to resolve problems which require special policies or the authority from the highest leader.

5. Cooperation and Relationship among members

The goals of the organization are impossible to achieve without any harmonious relationship among the members of the organization and with other stakeholders outside the organization. Awareness and willingness to release each individual's egos in carrying out the duties for the common interests / organizational goals will result in solid integration and cooperation in order to accomplish all the tasks and responsibilities in making Regional Government Administration Report.

The limited number of personnel in the Government Division in carrying out the work requires the involvement of all personnel regardless their position and functions in the subdivision structure. All existing personnel are to be involved to do the work with the closest deadline. The personnel who are in government analyst and regional autonomy positions carries out financial administration functions for all activities in the Government Division. Meanwhile, technical activities related to the preparation and evaluation of the RGAR were conducted by general administration personnel. During evaluation activity (August-September 2020) there should be four structural positions in the Government Division; however, only 1 (one) was filled, i.e. Head of the Territorial Administration Sub Division and structurally he did not have any main tasks and functions in the making and evaluation of the RGAR. On the contrary, he ought to lead technical and operational activities of RGAR evaluation and reporting assisted by four

existing personnel who can fulfill the data required by the regional and central government evaluators.

Ahuja (2000) stated that a company which is within a network among organizations will affect the company performance. This is supported by Nurhajati (2010) stating that the quality of the network owned by an organization has a positive effect on the ability of the organization to develop organizational innovation and will have a positive effect on the performance of the organization. This also confirms Landry *et al* (2002) which found the support for network effects that increase organizational innovation and the higher the degree of organizational innovation is, the higher organizational performance will be.

Relationship among members and the relationship with the stakeholders are also determined by the level of expertise and communication skills, psychology, sociology, and anthropology. Moreover, potential problems will always exist in every relationship among humans as well as in relationships among personnel within the organization and outside the organization. For this reason, it is necessary to build motivation to willingly improve effective communication skills on each personnel of the organization.

Conclusion

Referring to the aims of this study, it can be concluded that:

1. The quantity and quality of human resources must be concerned based on job analysis and the division of tasks and functions in the work unit. The shortage of main human resources in the work units who handle the tasks including the preparation of the Regional Government Administration Report as well as the evaluation of which will result in the performance status of the Regional Government is not being optimally resolved by forming a reporting team. This is due to the fact that the team members were personnels from other work units whoso primary duties and primary responsibilities in their home work units.

2. To achieve the organizational goals or targets set, it requires supporting infrastructure, technology and financial resources which are sufficient for the activities' needs, work demands, circumstances and times. The formulation of the Work Plan and Budget must be made in more detail because policies related to the measurement of government performance are dynamic and there is frequent rotation of officials. Therefore, socialization, consolidation and coordination activities with stakeholders need to be properly scheduled.
3. Leadership is a management process which has significant role for directing and keeping organizational members to be willing and consistent in working to achieve organizational goals. If there is any position vacuums due to a promotion or the end of the leadership's service term, the position must be immediately filled and replaced so that there will be no leadership vacuum in reporting team during the critical moments as the deadline is approaching.
4. Writing what is done and doing what we write are some ways to control the work process, so that the abundant diverse works as well as the stakeholders can be carried out coherently to achieve the goals and meet the deadlines.
5. It is necessary to develop good communication and interpersonal relationship skills to improve personal work performance which can affect the improvement of the whole organizational performance. This is because the work related to reporting and evaluation requires commitment and cooperation from all work units in the Regional Government.

Based on the research conclusions, the authors would like to recommend the followings:

1. The reporting system and the process of evaluating the performance of regional government administration are urgent matters related to the assessment of regional government performance achievements of which the results will be a consideration for the Ministry of Finance in determining the Regional Incentive Fund and the Ministry of Home Affairs in approving the amount of performance allowances for regional government employees. Consequently, it

is urgently necessary to implement position analysis to obtain adequate quantity and quality of human resources mainly in the unit which handles the reporting task by proportionally concerning the main tasks and functions in their work units.

2. It is necessary to revise the arrangement of Work Plans and Budget in detail particularly on coordination, consultation, and compensation activities for the reporting team. In addition, during the budget discussions, the leader must be assisted by personnel who understand the details, complexity and impact of report arrangement and evaluation of regional government performance activities so that this budget plan can be explained in detail to the Regional Government Budget Team.
3. Publishing the evaluation results done by the Regional Team and the National Team for the Evaluation of Regional Government Performance to all levels of leaders in Batang Regency Government to increase the awareness of the importance to improve the performance reporting system and to build commitment to enhance their performance achievements.
4. It is necessary to prepare Terms of Reference which includes time schedule and details of the duties and responsibilities of the personnel assigned in the process of making reports and evaluation of regional government administration.
5. It is important to develop effective communication skills in the work team. This is necessary to increase good interpersonal relationships, such as by conducting non-formal interactions, being friendly, having discussions (two-way communication), paying attention and giving some appreciation on each personnel contributions in the team.

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Program Corporate Social Responsibility Pertamina Aviation Hang Nadim "Desa Berdikari" in Batam

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Abstract

The purpose of this article is to frame the specific role of corporate social responsibility (CSR) by taking of regional potential development through Pertamina Aviation Hang Nadim Batam. The implementation of this corporate social responsibility (CSR) activity was carried out by Pertamina Aviation Hang Nadim of Batam. Pertamina implements corporate social responsibility (CSR) activities for people, planet, and profit purposes. During the period of June 2017-June 2018, this activities has relized 4 (four) CSR activites with the main headline "Desa Berdikari" all of which were held in Batu Besar Village, Nongsa District in Batam. The impact of this CSR activities is to reduce the number of youth dropping out of school, unemployment, as well as an increase in income, and a decrease in the number of malnutrition under-five. This article is the result of research conducted with qualitative with a describtion approach.

Keywords :

Corporate social responsibility (CSR); Pertamina Aviation Hang Nadim; "Desa Berdikari"

Introduction

Corporate Social Responsibility (CSR) program is now regarded as one of innovation in improving the welfare of society (Nainggolan, A. F., and Rusli, Z., 2015). In terms of Corporate social responsibility (CSR) is an activity carried out by companies as a form of their responsibility towards the surrounding social / environment. The Corporate social responsibility (CSR) program aims to develop the potential in each region. The development of potential in each region is not only the responsibility of the government and industry, but every human being whose role is to create social welfare and manage the quality of life of the community. The need to implement the right CSR strategy to carry out Corporate Social Responsibility actions to encourage regional development (Garcia, 2018). Industry and corporations have a role to promote healthy economic growth by considering environmental factors. According to Elkington, quoted by Mashur (2019), now the business world is no

longer only paying attention to the corporate's own financial records (single bottom line), including social, economic, and environmental aspects (triple bottom line), the synergy of these three elements is key from the concept of sustainable development.

The policy of the Government of the Unitary State of the Republic of Indonesia which issued Law Number 40 of 2007 concerning Limited Liability Companies, which in article 74 contains provisions concerning "the corporate carrying out its business activities in the fields and / or relating to natural resources to carry out Social and Environmental Responsibility" Then the government issued Government Regulation Number 47 of 2012 dated April 4, 2012 concerning Social and Environmental Responsibility of Limited Liability Companies as the implementing regulation, then based on the Batam City Regional Regulation Number 2 of 2012 concerning corporate social responsibility in Batam City; that the implementation of sustainable development as an effort to realize the welfare and prosperity of the community and the preservation of environmental functions in the Batam City area is an integral part of the implementation of the Batam City Regional Government whose implementation guidelines are contained in Batam Mayor Regulation Number 18 of 2017.

In response to the policy, PT. Pertamina as one of the state-owned national energy companies in Indonesia, which runs its business related to natural resources, has contributed to implementing this policy through its corporate social responsibility (CSR) program. Local government intervention is needed to coordinate and optimize CSR programs by forming regulations related to CSR to ensure the effectiveness of the CSR program and to achieve the goals of both parties, namely the corporate and the local government (Sukmana, 2019).

According to Wirawati (2019), one of the non-financial factors that can affect corporate value is disclosure of Corporate Social Responsibility (CSR). Pertamina manages CSR programs including the Community Development (BL) program and the Partnership Program (PK). The strategic objective of Pertamina's CSR program is to improve Pertamina's reputation and credibility through CSR activities that are integrated with business strategies. To realize this goal, Pertamina implements major strategies, such as:

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

5. Effective dissemination and publication

Pertamina's commitment in implementing Social and Environmental Responsibility (TJSL) is manifested in various CSR activities that cover the fields of education, health, environment, infrastructure, community empowerment, disaster management, and special assistance. The realization of these activities is carried out by all Pertamina's CSR work units, both at the head office, operating units and subsidiaries such as Pertamina Aviation Hang Nadim Batam with the title "Desa Berdikari". Pertamina carries out these CSR activities for social, environmental and economic interests (3P). This target is the focus of Pertamina's concern for environmental sustainability, especially the earth for the interests of now and future generations (Mashur, 2019).

Figure 1.
Pertamina Aviation Hang Nadim Batam



(*Source: https://goo.gl/maps/yZLeDJN7mSZtiKCT8)*

In line with that in its commitment to implementing CSR, Pertamina Aviation Hang Nadim Batam in synergy with Rumah Zakat conduct social mapping. The term CSR by the corporate is a form of the corporate's commitment to building a better quality of life with related stakeholders, especially the community around the corporate (Anto, 2018). Rumah Zakat is a philanthropic institution that manages zakat, donations, alms and other social funds through community empowerment programs. In initiating all of these series of programs, Rumah Zakat first conducts program planning studies through social mapping, which prioritizes the active role of community participation in exploring local

potentials in the area, then reports back to Pertamina Aviation Hang Nadim Batam. The following is a table of potential development :

Table 1.
Identification the potential of Batu Besar Village, Nongsa District in Batam

Kind of potential	Present condition	Development opportunities
Human resources	The current condition of the human resources in Batu Besar Village is quite a lot, except that they are not skilled human resources and have low educational backgrounds.	Skills training needed by the world of work or entrepreneur-ship training.
Natural resources	Has an area that includes land and sea.	It is well managed and becomes a potential marine and tourism resource.
	Gonggong.	Gonggong as an icon of the Riau Islands was appointed and developed with a concept One Village One Product (OVOP), apart from being a typical culinary dish, its shell waste is also developed as unique and beautiful handycraft so it has a selling point.
	Coconut.	MSME product development with the OVOP concept of diversified processed coconut and its derivatives.
	Sand and Bauxite.	As raw material for brick, ceramics and quality materials with mining and responsible management.
Social and Cultural resources	The number of social communities that are close and active.	The existing social community is fostered to be more concerned and synergized in advancing Batu Besar Village, especially Kampung Tua.
Financial resources	CSR programs from companies that carry out business activities in and around Batu Besar Village.	The community is directed and guided to make community empowerment programs according to local resources and potential.

Kind of potential	Present condition	Development opportunities
		CSR funds are actually channeled into programs that are in accordance with the needs of the community and the surrounding environment and are empowerment that supports sustainable development.
Public infrastructure	Hang Nadim International Airport.	Well cared for and managed as vital access for the community.
	Gelora Citramas stadium.	It is well cared for and managed so that all levels of society can access it as a means of sports training and support the progress of local football clubs.

(*Source: Report the Social Mapping of Pertamina Aviation Hang Nadim Batam, 2017*)

Based on the table above shows that in fulfilling its Social responsibility, Pertamina Aviation Hang Nadim Batam, as a national energy corporate in Indonesia, created a CSR program called "Desa Berdikari", located in Kampung Tua, Batu Besar Village Nongsa District, Batam. CSR program that have been carried out by Pertamina Aviation Hang Nadim Batam in supporting sustainable development in Batam City in accordance with the potential of the area, such as: empowerment of micro knitting business groups, empowerment of business groups utilizing gonggong shells, welding business groups, and development of posyandu.

The findings show that the understanding of corporate responsibility has evolved from being limited to making profits into a broader set of responsibilities, namely the belief that the primary responsibility of the corporate is to generate shared value (Agudelo et all, 2019). This empowerment program was held as a form of awareness of Pertamina Aviation Hang Nadim Batam, that the CSR program is now a central issue for the growth and sustainability of positive synergy between the corporate, government and the surrounding community in Batu Besar Village Nongsa District, Batam. The implementation of the CSR program will improve the quality "corporate" that creates a conducive environment, this quality culture sees how the organizational values pay attention to the interactions between the corporate and the community (Habibie, 2019).

Methods

In this study, author used qualitative research with descriptive methods to explore facts or phenomena (Creswell, 2014). Descriptive-analytic research is used as a type of research that uses a pattern of depicting empirical facts and relevant arguments to examine the specific role of corporate social responsibility by developing regional potential by Pertamina Aviation Hang Nadim entitled "Desa Berdikari" in Batu Besar Village Nongsa District, Batam. Descriptive-analytic research is intended to provide an overview of the phenomena relevant to this research. This qualitative research emphasizes deeper thinking and is based on social phenomena or the paradigm of social facts. This type of research is more sensitive and able to adapt to the qualitative methods adopted by this phenomenon.

Result and Discussion

Program Corporate Social Responsibility Pertamina Aviation Hang Nadim Batam

Aircraft refueling depot or called DPPU is a network of aviation fuel business services or aviation business lines, both domestically and overseas owned by PT. Pertamina. One of the DPPU operating units included in MOR I, namely DPPU Hang Nadim Batam or terms that the author use is Pertamina Aviation Hang Nadim Batam.

CSR is a mandatory obligation and is not categorized as something that can be selected in running a business (Tamvada, 2020). The implementation of CSR activities carried out by Pertamina Aviation Hang Nadim during the period June 2017 - June 2018 has realized 4 (four) CSR activities with the main headline "Desa Berdikari" all of which were held in Batu Besar Village Nongsa District in Batam. This community empowerment program consists of several activities, including empowerment programs that lead to increasing the capacity of community groups. Empowerment that has been carried out is in the form of:

1. Training and business management of knitting business groups

To develop business potential and opportunities for housewives in Batu Besar Village, Batam City, Pertamina Aviation Hang Nadim implements a knitting training program which is attended by 11 people who live in the local area. CSR program by Pertamina Aviation Hang Nadim is targeting the development of new and independent entrepreneurs resulting from the formation of orders for less productive human resources to be more creative, innovative, and cooperative by raising the types of local wisdom in each product produced. However, the

number of participants who participated in this knitting training was not in accordance with the CSR work plan target of Pertamina Aviation Hang Nadim Batam as many as 20 fostered participants. This is due to the lack of interest in the local community towards this training program and a problem in implementing this program. Community participation in the implementation of CSR programs is influenced by internal factors that come from within the community itself including individual characteristics, willingness and abilities. Meanwhile, external factors that can encourage or hinder participation, including the role of stakeholders and opportunities (Nurbaiti, 2017). During the period October 2017 - February 2018, beneficiaries received training, business facilities and business assistance in the form of:

- Kniting skills training through the practice of making knit products, including flower brooches, cellphone bags and knit of strimin cloth images.
- Distribution of business facilities and infrastructure assistance in the form of knitting equipment and sewing machines to support the production process of the knitting group business.
- Business assistance that initiates the institutional function and role of the knitting business group in the production and marketing of products produced by its members to the market.

Figure 2.
The results of the knitting business



(*Source: Accountability report of Pertamina Aviation Hang Nadim, 2018*)

Table 2.
Realization of CSR Funds of training and business management of knitting business groups

Program	Year					
	2017			2018		
	Fund	Result (%)	Number of recipients	Fund	Result (%)	Number of recipients
Training of Knitting	75.000.000	100	11 person	57.000.000	50	11 person

(*Source: Accountability report CSR program of Pertamina Aviation Hang Nadim, 2018*)

Based on the table above shows that in the training and business management activities of the knitting business group in 2017 Pertamina Aviation Hang Nadim in the amount of Rp. 75,000,000 with the realization of Rp. 75,000,000, - or 100% with a total of 11 housewives as beneficiaries. The fund realization in 2018 was Rp. 57,000,000 with the realization of Rp. 28,500,000, - or 50% with a total of 11 housewives as beneficiaries.

Table 3.
The impact of CSR program of training and business management of knitting business groups

Program	Goal	Indicator of activity	Target for 2018	Implementation Schedule
Training of Knitting	Increased per capita income of the community / assisted community groups.	The number of assisted group housewives received training capacity	20 person	May-July

(*Source: Accountability report CSR program of Pertamina Aviation Hang Nadim, 2018*)

Based on the table above, it can be seen that the targets in training activities and business management of this knitting business group are able to increase per capita income of the community / assisted community group. The indicator in this activity is the increasing number of assisted group housewives who receive training capacity. In 2018, the implementation of this activity was carried out in May 2018, with a target of 20 housewives as beneficiaries, but seen from the realization of the budget in the previous table, the beneficiaries of this activity were only 11 housewives as beneficiaries.

2. Utilization of gonggong skin into local souvenir handicraft products

The Gonggong handicraft business group empowerment program is manifested by the CSR of Pertamina Aviation Hang Nadim through the management of shell waste which is developed as a unique and beautiful handicraft so that it has a selling value. This CSR program is carried out in the form of providing business capital, business facilities, product development and business assistance for local craftsmen groups. This program aims to improve the competence and capacity of beneficiaries in carrying out their economic business activities, as well as to increase business income.

Assistance was given to the Sanggar Melati business group located at RT.04/RW.01 Batu Besar Village Nongsa District Batam City. This group focuses on making handicrafts from gonggong shells which are characteristic of the Riau Islands. Aside from that to capital assistance to ten members of the Sanggar Melati business group, training and practice of making several products such as gonggong skin flowers and gonggong key chains have been used as souvenirs at various weddings in Batam City. In addition, with facilitation from Pertamina Aviation Hang Nadim, the products produced by Sanggar Melati have been routinely included in various regional handicraft exhibition events held inside and outside Batam City. This program shows that the corporate's involvement in carrying out CSR activities is not only in the economic sector, but the corporate is also able to be involved in preserving the environment in the community (Haris, 2017).

Figure 3.
The process of utilization gonggong skins to become local souvenir handicraft products



(*Source: Accountability report of Pertamina Aviation Hang Nadim, 2018*)

Table 4.
Realization of CSR Funds of utilization
of gonggong skin into local souvenir handicraft products

Program	Year					
	2017			2018		
	Fund	Result (%)	Number of recipients	Fund	Result (%)	Number of recipients
Training of Gonggong craft	125.000.000	100	15 person	66.000.000	50	15 person

(*Source: Accountability report CSR program of Pertamina Aviation Hang Nadim, 2018*)

Based on the table above, it shows that in the activity of utilizing gonggong skin to become local souvenir handicraft products in 2017, Pertamina Aviation Hang Nadim in the amount of Rp. 125,000,000 with the realization of Rp. 125,000,000, - or 100% with a total of 15 beneficiaries. The fund realization in 2018 was Rp. 66,000,000 with the realization of Rp. 33,000,000, - or 50% with a total of 15 beneficiaries.

Table 5.
The impact of CSR program of utilization
of gonggong skin into local souvenir handicraft products

Program	Goal	Indicator of activity	Target for 2018	Implementation Schedule
Training of Gonggong craft	Increased per capita income of the community / assisted community groups.	Percentage increase in average monthly income	10%	April-July

(*Source: Accountability report CSR program of Pertamina Aviation Hang Nadim, 2018*)

The table above shows, it can be seen that the targets in the activity of using gonggong skins into local souvenir handicraft products are able to increase the per capita income of the community / assisted community groups. The indicator in this activity is the percentage increase in the average monthly income. In 2018, this activity will be implemented from April to July 2018, with a target of 10% increase in average monthly income. One of the good effects of CSR is that it can improve social welfare (Fukuda and Ouchida, 2020).

3. Training of certified welding for a productive workforce

Commitment of Pertamina Aviation Hang Nadim in developing the competence of local human resources in the era of ASEAN free competition was transformed through a welding

skills training program for 5 (five) youth drop out of school delegation from Batu Besar Village. Welding training was held in October - November 2017 at the PT KIAT Global Batam Training Center with the material provided, namely the 3G Shield Metal Arc Welding (SMAW) welder engineering which is widely applied by various manufacturing industries spread across Batam City.

This technique is a basic skill that every professional welder must have. The target of this program is youth dropping out of school and the target to be achieved for participants who take this training is 20 young people, this is a problem during program implementation because only 5 youths are interested in this program. The small number of participants who took part in this training was due to the limited acceptance of corporate employees in Batam in the field of welding. So that the assumption of youth regarding the opportunity to work in companies after receiving this training is still very small.

All participants were declared to have passed the training program and received a certificate of proficient skills in SMAW 3G welder engineering operations. New skills acquired as a result of the distribution of CSR by Pertamina Aviation Hang Nadim besides being able to be used to work in manufacturing industries in Batam City and its surroundings; competency certificates obtained after graduation from the training program that the participants can be used as provisions to become independent welding entrepreneurs.

Therefore, through the implementation of independent welding efforts by youth in their respective areas of domicile, a process of knowledge transfer can be created, the benefits of which can be felt by other young people towards reducing the unemployment rate in the productive workforce in Batam City. Until now, the initiative of Pertamina Aviation Hang Nadim through CSR to youth of the productive workforce has shown encouraging developments where 1 (one) welding workshop has been established which is managed by alumni beneficiaries in Batu Besar Village.

Figure 4.
The process of training 3G SMAW stainless steel



(*Source: Accountability report of Pertamina Aviation Hang Nadim, 2018*)

Table 6.
Realization of CSR Funds of training of certified welding for a productive workforce

Program	Year					
	2017			2018		
	Fund	Result (%)	Number of recipients	Fund	Result (%)	Number of recipients
Training of Welding	100.000.000	100	10 person	50.000.000	50	10 person

(*Source: Accountability report CSR program of Pertamina Aviation Hang Nadim, 2018*)

Based on the table above shows that in the certified welding training activities for the productive workforce in 2017 Pertamina Aviation Hang Nadim in the amount of Rp. 100,000,000 with the realization of Rp. 100,000,000, - or 100% with a total of 10 beneficiaries. The fund realization in 2018 was Rp. 50,000,000 with the realization of Rp. 25,000,000, - or 50% with a total of 10 beneficiaries.

Table 7.
The impact of CSR program of training of certified welding for a productive workforce

Program	Goal	Indicator of activity	Target for 2018	Implementation Schedule
Training of Welding	Increased per capita income of the community / assisted community groups.	Number of out of school / unemployed youth who received	20 person	May-August

	welding training or certification

(*Source: Accountability report CSR program of Pertamina Aviation Hang Nadim, 2018*)

Based on the table above, it can be seen that the targets in the certified welding training activities for the productive workforce are able to increase per capita income of the community / assisted community groups. The indicator for this activity is the increasing number of youth dropping out of school / unemployed to receive welding training or certification. In 2018, the implementation of this activity was carried out in May 2018, with a target of 20 school dropouts / unemployed youth as beneficiaries. However, seen from the budget realization in the previous table, the beneficiaries of this activity were only 10 out of school / unemployed youth as beneficiaries. The insufficient number of participation will greatly impact the sustainability of each program implemented by the corporate. Its mean participation will influence a corporate's decision making (Muhdar, 2016).

4. Education of posyandu development

Specifically, this program is focused on the Under-five Family Development scheme which aims to help fulfill nutrition and to determine children's development properly. This activity was carried out in the Teluk Bakau area, Batu Besar Village Nongsa District Batam City. Duration of the implementation during the period October 2017 - February 2018, it has effectively and efficiently promoted Clean and Healthy Living Behavior (PHBS) with 7 (seven) cadres from the local area. The number of cadres was a problem that was found during the program implementation, because it was not in accordance with the target in the CSR work plan of Pertamina Aviation Hang Nadim which recorded as many as 50 cadres. The Education of posyandu development program also includes carrying out activities for weighing, measuring height, immunization, consultation with midwives and providing additional food such as green bean porridge, eggs, bananas, oranges, milk and biscuits for 3 months (November 2017 - January 2018) with an average number of participants of 243 people per month.

Figure 5.
The process of education of posyandu development



(*Source: Accountability report of Pertamina Aviation Hang Nadim, 2018*)

Table 8.
Realization of CSR Funds of education of posyandu development

Program	Year					
	2017			2018		
	Fund	Result (%)	Number of recipients	Fund	Result (%)	Number of recipients
Education of posyandu development	85.000.000	100	243 under-five	61.000.000	50	122 under-five

(*Source: Accountability report CSR program of Pertamina Aviation Hang Nadim, 2018*)

Based on the table above, it shows that in the education of posyandu development in 2017 Pertamina Aviation Hang Nadim in the amount of Rp. 85,000,000 with the realization of Rp. 85,000,000, - or 100% with a total of 243 beneficiaries. The fund realization in 2018 was Rp. 61,000,000 with the realization of Rp. 30,500,000, - or 50% with a total of 122 beneficiaries.

Table 9.
The impact of CSR program of education of posyandu development

Program	Goal	Indicator of activity	Target for 2018	Implementation Schedule
Education of posyandu development	Increased the degree of public health.	The number of posyandu cadres who received training	20 cadres	April-July

(*Source: Accountability report CSR program of Pertamina Aviation Hang Nadim, 2018*)

Based on the table above, it can be seen that the targets in the education of posyandu development can improve the health status of the community. The indicator for this activity is the increasing number of posyandu cadres who have received training. In 2018, the implementation of this activity will be held from April to July 2018, with a target of 50 posyandu cadres as beneficiaries.

Based on the four (4) tables for the realization of the CSR program fund above, it is one proof that the corporate is serious about helping the people of Batu Besar Village Nongsa District in Batam. The funds are used by the local community to meet needs such as facilities for embroidering equipment, sewing machines and providing business capital, business facilities, product development and business assistance for craftsmen groups, training in welding skills and to help fulfill nutrition. Socially responsible behavior is a topic of fundamental analysis in Economics and Finance which scientists are beginning to approach in a systematic and integrated manner. Such behavior is an important part of the market mechanism and the economy in general (Gomes, 2020).

However, if it is seen that the fund above has decreased per activity carried out from the previous year, the results obtained by the corporate have also decreased significantly from 100% to 50%. However, for fund recipients, in some activities the number was still the same as in the previous year, while in the education of posyandu development had decreased by 121 under-five. The decrease in budget realization and the number of recipients was based on the lack of public participation in this activity. The implementation of CSR can be interpreted as "CSR interaction", which is creating social change and increasing the dynamics between the corporate and local communities and stakeholders (Fordham and Robinson, 2018).

Conclusion

The CSR program of Pertamina Aviation Hang Nadim Batam has provided many benefits and positive impacts in developing regional potential and increasing community capacity with the theme "Desa Berdikari". The independent knitting program has provided benefits in enhancing the performance of micro-knitting business groups, through coaching and mentoring independent knitting business groups that have produced unique knitted

products that attract tourists. Even though some activities have not yet reached the target according to the planned CSR program of Pertamina Aviation Hang Nadim, in the future this program can be sustainable so that the beneficiaries of this activity will increase. The gonggong shell utilization program has helped the community in preserving the environment by utilizing the gonggong shell into attractive creative products. The education of posyandu development program has had a positive impact on posyandu management and has led to an independent posyandu. Welding training program and certified advanced skills in the 3G SMAW welder engineering operations. New skills acquired as a result of distributing CSR by Pertamina Aviation Hang Nadim apart from being used to work in manufacturing industries in Batam City and its surroundings; competency certificates obtained after graduating from the training program participated in by participants can also be used as provisions to become independent welding entrepreneurs. Even though in some activities they have not reached the target according to the CSR program plan of Pertamina Aviation Hang Nadim, we hope this program can be sustainable so that the beneficiaries this activity is increasing.

"Desa Berdikari" programs that have been implemented are able to provide business opportunities and reduce unemployment in the community. In the future, Pertamina Aviation Hang Nadim Batam will remain focused on developing regional potential in Batam City through the CSR program and can help the government in increasing community capacity.

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Implementation of Protection Services for Women and Children Victims of Violence at Daerah Istimewa Yogyakarta: An Institutional Studies Review

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Abstract

Cases of violence against women and children in Daerah Istimewa Yogyakarta (DIY) in 2019 has reached 1,469 cases. This condition requires a special attention from the Government. The implementation of protection services for women and children victims of violence in DIY is carried out by P2TPAKK "Rekso Dyah Utami". This institution has been established and served the community since 2004. However, the existence of P2TPAKK "Rekso Dyah Utami" began to be interrupted by the Regulation of the Minister of Women Empowerment and Child Protection of the Republic of Indonesia No. 9 of 2016 on Guidelines for the Nomenclature of Regional Apparatus in the Field of Women Empowerment and Child Protection which mandates that service providers for the protection of women and children victims of violence must take the form of Technical Service Unit (UPTD). This raises a dilemma for the DIY government. Then, what is the suitable institutional format for the implementation of the service for DIY government? This study employed a qualitative approach with data collection techniques using a desk study and a FGD. The parties involved in this FGD were the Office of Women Empowerment of DIY, P2TPAKK "Rekso Dyah Utami", and other stakeholders. The data were analyzed through descriptive qualitative and SWOT analysis. The study revealed that the service delivery was well established. However, the SWOT analysis found that there were still a number of problems that were not recognized by the central government as an institution. Therefore, to keep the services to the community, the DIY government is recommended to form an UPTD structure and organizational's resources engineering.

Keywords:

public services, women protection, institutional studies

Introduction

Various sensitive issues often afflict the lives of women, such as issues of violence, murder, rape and persecution. Women are very vulnerable to becoming victims of crime (Sumera, 2013 : 40). Cases of violence against women and children in the Special Region of

Yogyakarta in 2019 reached 1,469 cases (http://bappeda.jogjaprov.go.id). This condition really needs special attention from the Government of the Special Region of Yogyakarta (DIY). There are several factors cause violence against women and children. Among them is the patriarchal culture that is still adhered to by the community. This culture places men higher than women, it gives rise to unequal relationships between the two in social life. This condition is exacerbated by the misconception that violence against women and children is considered the right of the perpetrator. Because considered as a right, the victim must accept it sincerely and as if this is something that must be accepted and considered normal. The victim did not dare to report it because this was considered a disgrace and could damage the integrity of their household, making resistance is more difficult. In the end, the victims prefer allow the violence continues rather than their spouses have to deal with the law. Even though the state through the 1945 Constitution guarantees every citizen, both male and female, without exception.

The State's commitment to protecting women and children is in accordance with international commitments on the same subjects that have been agreed internationally, including international commitments such as the Convention on the Elimination of All Forms of Discrimination Against Woman (CEDAW), which regulates the issue of eliminating discrimination that results the violence, the Convention of the Right of the Child (CRC), which regulates children's rights, especially protects children from various acts of violence, the Beijing Platform for Actions (BPFA), one of which explains the problem of women with violence and the Millennium Development Goals (MDGs) which have set Gender Equality and Women's Empowerment as one of the goals.

The implementation of protection services for women and children victims of violence in DIY is carried out by the Integrated Service Center for Women and Children Victims of Violence or *Pusat Pelayanan Terpadu Perempuan dan Anak Korban Kekerasan* (P2TPAKK) "Rekso Dyah Utami". P2TPAKK "Rekso Dyah Utami" is a non-structural institution formed by the DIY government to provide services to protect women and children victims of violence. The Establishment of P2TPAKK "Rekso Dyah Utami" is a policy taken by the DI Yogyakarta Government in responding to the problem of violence against women and children in its region (Astuti, 2013: 4). This institution has been established and served the community since 2004, long before other regions had institutions with similar functions.

This institution was originally a stakeholder forum and safe house which was regulated by the DIY Governor Decree number 23 of 2004 (Keputusan Gubernur DIY Nomor 199 Tahun 2004) and the Forum for Handling Victims of Violence against Women and Children "(FPK2PA) which was regulated by DIY Governor Decree Number 199 of 2004. Over time, FPK2PA changed became the Integrated Service Center for Women and Children Victims of Violence or *Forum Penanganan Korban Kekerasan Terhadap Perempuan & Anak* (P2TPAKK) "Rekso Dyah Utami" due to the issuance of Regional Regulation Number 3 of 2012 on the Protection of Women and Children Victims of Violence in Yogyakarta. The organizational component of P2TPAKK "Rekso Dyah Utami" also refers to the Regulation of the Minister of Women Empowerment and Child Protection of the Republic of Indonesia Number 01 of 2010 concerning Integrated Minimum Service Standards (SPM) for Women and Children Victims of Violence *(Peraturan Menteri Pemberdayaan Perempuan dan Perlindungan Anak RI Nomor 01 Tahun 2010 tentang Standar Pelayanan Minimal (SPM) Bidang Layanan Terpadu bagi Perempuan dan Anak Korban Kekerasan)*, which obliges the establishment of P2TP2A in all provinces, districts and cities all over Indonesia. This Ministerial Regulation is strengthened by the issuance of Ministerial Regulation Number 5 of 2010 on the Guidelines for the Establishment and Development of Integrated Service Centers *(Peraturan Menteri Nomor 5 tahun 2010 tentang Panduan Pembentukan dan Pengembangan Pusat Pelayanan Terpadu)*.

Table 1.
Institutional Forms of Service Delivery Protection of women and children victims of violence in Yogyakarta

Year	Institutional Form	Legal Reffrence
2004	Forum for Handling Victims of Violence Against Women & Children (*Forum Penanganan Korban Kekerasan Terhadap Perempuan & Anak* or FPK2PA)	DIY Governor Decree Number 199 of 2004 *(Keputusan Gubernur DIY Nomor 199 Tahun 2004)*
2012	Integrated Service Center for Women and Children Victims of Violence (*Pusat Pelayanan Terpadu Perempuan dan Anak Korban kekerasan* or P2TPAKK "Rekso Dyah Utami")	Regulation of the Governor of the Special Region of Yogyakarta Number 67 of 2012 concerning Organization and the Work Procedure of the Women's Integrated Service Center and Child Victims of Violence "Rekso Dyah Utami" in Yogyakarta *(Peraturan Gubernur Daerah Istimewa Yogyakarta Nomor 67 Tahun 2012 tentang Organisasi dan Tata Kerja Pusat*

Year	Institutional Form	Legal Reffrence
		Pelayanan Terpadu Perempuan dan Anak Korban Kekerasan "Rekso Dyah Utami" di DIY)
2019	Integrated Service Center for Women and Children Victims of Violence (*Pusat Pelayanan Terpadu Perempuan dan Anak Korban kekerasan* or P2TPAKK) "Rekso Dyah Utami"	Yogyakarta Special Region Governor Regulation Number 5 of 2019 on the Integrated Service Centers for Women and Children Victims of Violence "Rekso Dyah Utami" *(Peraturan Gubernur Daerah Istimewa Yogyakarta Nomor 5 Tahun 2019 Tentang Pusat Pelayanan Terpadu Perempuan dan Anak Korban Kekerasan "Rekso Dyah Utami")*

Source: secondery data processing

However, the existence of P2TPAKK "Rekso Dyah Utami" began to become a problem with the Ministerial Regulation of Women Empowerment and Child Protection Number 9 of 2016 concerning Guidelines for the Nomenclature of Regional Apparatus in the Field of Women's Empowerment and Child Protection *(Peraturan Menteri Pemberdayaan Perempuan dan Perlindungan Anak Nomor 9 Tahun 2016 tentang Pedoman Nomenklatur Perangkat Daerah Bidang Pemberdayaan Perempuan dan Perlindungan Anak)*. The mandate of this regulation is that apart from regional apparatuses, a technical implementation unit can also be formed to provide services for the protection of women and children victims of violence. The P2TPAKK institutional form "Rekso Dyah Utami" has become problematic and its existence tends not to be recognized. This raises a dilemma for the DIY government, because so far the service has been running well. It raised a question of what is the institutional form of the function implementation of protection services for women and children victims of violence that best suits to the needs of the DIY government?

Methods

This study employed a qualitative approach with data collection techniques using a desk study and a mini focus group discussion (FGD). The parties involved in this FGD were the Office of Women Empowerment, Child Protection and Population Control, Organization and Management Bureau of P2TPAKK "Rekso Dyah Utami", and other stakeholders. The data were analyzed through descriptive qualitative and SWOT analysis

Results and Discussion

As stated in the methodology, the analysis technique used is SWOT analysis. SWOT analysis is one of the tools in strategic management to determine the strengths, weaknesses, opportunities and threats in the organization (Setijabudi, 2012: 22). This analysis technique begins by identifying the Strength, Weakness, Opportunity and Threat. From the results of the identification, a number of internal and external environmental conditions were found as follows;

1. Strength

The existence of P2TPAKK "Rekso Dyah Utami" as a public service institution is regulated in the Regulation of the Governor of the Special Region of Yogyakarta Number 5 of 2019 concerning Integrated Service Center for Women and Children Victims of Violence "Rekso Dyah Utami" (Peraturan Gubernur Daerah Istimewa Yogyakarta Nomor 5 Tahun 2019 tentang Pusat Pelayanan Terpadu Perempuan dan Anak Korban Kekerasan "Rekso Dyah Utami"). This regulation is an update to the previous regulation which is no longer in accordance with developments.

The capacity of P2TPAKK "Rekso Dyah Utami" in providing protection services for women and children victims of violence is beyond doubt. This institution has been established since 2004 and has experience in providing services related to various cases of violence against women. This institution is also a pioneer in the existence of similar service centers throughout Indonesia. Even the certificate now has ISO 2008-9001. This further strengthens the quality of its services to the community.

P2TPAKK "Rekso Dyah Utami" is institutionally a Non-Structural Institution (LNS), this does not reduce the quality of service to the community. LNS is a quasi of government and community organizations (Kasim, 2019: 4). In fact, this condition is considered by some managers as a strength for P2TPAKK "Rekso Dyah Utami". With the form of LNS, it actually shortens the bureaucracy in the service process, so that decision making can be faster. Given that services to protect women and children from violence are something that is unpredictable, and can happen at any time with certain handling. P2TPAKK "Rekso Dyah Utami" can make decisions faster because there is no need to coordinate with the *Dinas*.

By taking the form of an LNS, this Center is allowed to manage funds apart from the APBD, which come from other legal and non-binding sources. Although its sustainability

cannot be ascertained, the existence of activity funds from the DIY Government is very helpful in the management of P2TPAKK "Rekso Dyah Utami". Because it is not a structural part of the DIY government organization, P2TPAKK "Rekso Dyah Utami" is more flexible in managing funds from other legitimate and non-compelling sources (the manager calls it tactical funds) and does not have to follow regional financial treasury procedures. This makes the service run faster.

P2TPAKK "Rekso Dyah Utami" is managed by people who are qualified and experienced in protecting women and children victims of violence. A number of managers and volunteers who are involved in the service are practitioners and academics who are concerned about the empowerment and protection of women and children in DIY. Most of the P2TPAKK coordinators "Rekso Dyah Utami" are retirees from the work units of regional apparatus organizations in the Special Region of Yogyakarta that handle empowerment and protection of women and social affairs. Therefore they are very experienced and qualified in providing services to the community. These managers and volunteers have a genuine intention to protect victims of violence at a higher risk. In addition, they also strive for the victims to defend their rights. This intention is a strong motivation for managers and volunteers to provide sincere service to the victims.

Along with the experiences of managers and volunteers in handling cases of violence against women and children, networks are starting to build. This makes the service more complete because it gets support from stakeholders who come from networks that have been built so far. This extensive network is very helpful for P2TPAKK "Rekso Dyah Utami" in resolving cases that need to be handled. This network is strengthened in the form of the Forum for the Management of Victims of Violence for Women and Children in DIY (FPK2PA), which consists of various organizations, institutions and individuals who have concern and ability to handle victims of violence against women and children in the Yogyakarta Special Region.
P2TPAKK "Rekso Dyah Utami" so far has quite complete facilities and infrastructure, including office buildings, shelters, safe houses and operational vehicles, as well as other supporting facilities. To support good service, the P2TPAKK “Rekso Dyah Utami” office and shelter are also equipped with 24-hour standby security guards. This is prepared to maintain the sense of security of the people who are being served at P2TPAKK "Rekso Dyah Utami".

P2TPAKK Rekso Dyah Utami's existence in DIY has been recognized. However, this existence is not only due to the existence of networks, financing and personnel alone, but behind it there are figures in the P2TPAKK organizational structure "Rekso Dyah Utami" who have had many roles and become role models for the community. The figure is the Director of P2TPAKK "Rekso Dyah Utami". The director has had the consent for the empowerment and protection of women, his capacity and wide network to make P2TPAKK "Rekso Dyah Utami" increasingly felt.

2. Weaknesses

However, the capacity to provide services that is already good, currently, institutionally there are several problems. The community actually does not bother with the institutional form or the organizational structure of work, for those who are important the problems can be handled properly.

However, unlike the bureaucracy, this institutional problem becomes a problem. P2TPAKK "Rekso Dyah Utami" institutionally is not part of the regional apparatus in the Special Region of Yogyakarta, so it becomes a separate problem in the relationship between institutions, both with the central government and in the management of government administration. Not infrequently various opportunities for coordination meetings related to women's protection organized by the Central Government were not attended by P2TPAKK "Rekso Dyah Utami" for this institutional reason. This problem made the existence of the P2TPAKK "Rekso Dyah Utami" institutionally not recognized by the Central Government because it was not in the form of a Regional Technical Implementation Unit (UPTD). The government, through the Ministry of Home Affairs, calls on the acceleration of the formation of the UPTD in order to encourage the realization of handling cases of violence against women and children so that they can be handled quickly, integrated and comprehensively. This appeal is strengthened by the existence of Minister of Home Affairs Regulation Number 12 of 2017 concerning Guidelines for the Establishment and Qualification of Service Branches and Regional Technical Implementing Units.

The next weakness that began to appear was that because the P2TPAKK "Rekso Dyah Utami" was not in the form of an UPT, the control was not entirely in the Department of Women's Empowerment for Child Protection and Population Control of Yogyakarta Special

Region (DPPPAPP). This makes the pattern of institutional relationships not so strong with DPPPAPP DIY as OPD which manages matters of women's empowerment and child protection.

Not only in terms of institutional relationships, the mechanism for channeling the budget for activities from DPPPAPP DIY to P2TPAKK "Rekso Dyah Utami" is also a problem in itself. With the form as an LNS, the amount of budget distributed is also very limited and can only be through the direct expenditure mechanism for activities / grants. This also affects the limited authority in planning and managing the budget originating from the APBD. Limited funding must be dealt with by working hard to obtain funding sources from other legitimate and non-binding sources as regulated in the Regulation of the Governor of the Special Region of Yogyakarta Number 5 of 2019 concerning the Integrated Service Center for Women and Children Victims of Violence "Rekso Dyah Utami".

Apart from limitations in budgeting and the amount of the budget, the limited number of human resources has also been a complaint of managers so far. A flexible working relationship with less high compensation is certainly less attractive to resources who do not have a calling. So that P2TPAKK "Rekso Dyah Utami" often felt that they lacked personnel when their number of clients was large, so they had to add additional volunteers as needed.
So far, P2TPAKK "Rekso Dyah Utami" is managed by reliable and experienced people as mentioned in the results of the analysis of the internal strength of the organization. It's just that their employment status is not a permanent employee of P2TPAKK "Rekso Dyah Utami". They are only volunteers who feel compelled to contribute their energy and thoughts so that the community can continue to be served. This also affects the reward mechanism given to people who join P2TPAKK "Rekso Dyah Utami". In fact, a weak incentive and disincentive system can weaken organizational capacity. Because they are only volounters, the working hours for volunteers are also not full office hours. They have the flexibility regarding working hours at P2TPAKK "Rekso Dyah Utami". The important thing is when they are needed to serve the community, they are ready 24 hours. Even though most of them are not young anymore (have entered an unproductive age).

3. Opportunities

According to Law Number 23 of 2014 on the Regional Government, women's empowerment and child protection are mandatory affairs of the Regional Government. This is an opportunity for the DIY government to manage and develop protection services for women and children in the Yogyakarta Special Region. Whatever the institutional form, this function must get a portion of the attention of the local government. So far, the existence of P2TPAKK "Rekso Dyah Utami" has proven that its existence is needed by the community. And although hierarchically the government is at the provincial level, P2TPAKK "Rekso Dyah Utami" still serves many people from various districts / cities in the DIY area who need protection services. Although in the district / city there is also an UPT for women's protection. However, a number of people still chose to come to P2TPAKK "Rekso Dyah Utami". This proves that many people need services for women's empowerment and child protection and are more comfortable being served at P2TPAKK "Rekso Dyah Utami". This condition also occurs because of the limited facilities and infrastructure owned by the UPT for the protection of women in districts and cities in the DIY area. So it often has to be referred to.

In addition, Yogyakarta, which is a city of students and culture, has abundant resources for the management of a social institution such as the P2TPAKK "Rekso Dyah Utami". The number of tertiary institutions in Yogyakarta also contributed to the provision of superior human resources related to this issue. Not to mention that the large number of stakeholders who are concerned about women's issues is also an opportunity to do advocacy.

4. Threats

Apart from the strengths, weaknesses and opportunities that exist within the P2TPAKK "Rekso Dyah Utami" environment, we have also successfully identified threats. This external environmental condition, if left unchecked, will greatly disrupt the existence of P2TPAKK "Rekso Dyah Utami". It can even disrupt the smooth running of services related to women's empowerment and child protection in the DIY area. One of them is that she still sees the issues of women's empowerment and child protection by the community for granted. Often this one business is considered not as important as school or hospital services. So it is not surprising that so far, matters of women's empowerment and child protection are matters that are marginalized and far from being a budget priority.

This is also supported by the difficulty of victims of violence against women to open up. So that for the common people and even by the elites these problems never happened. Even though the problem of violence against women and children is increasingly happening around us every day. This is further exacerbated when the issue of institutional form is at stake. Even though the performance of services to the community can run well. However, the bureaucracy has an order to follow. So when the women's protection agency in DIY was not in the form of an UPT, then its existence was not recognized administratively by the Central Government.

Strategy - Strategy

Based on the strengths, weaknesses, opportunities and threats components mentioned above, a SWOT analysis is carried out. From this analysis, we formulate strategies that we can use to deal with strengths and opportunities (SO), then weaknesses with opportunities (WO), strategies to face opportunities with threats (ST) and strategies to face weaknesses with threats (WT). as for the formulations of these strategies are as follows;

SO strategy

1. Increase the institutional capacity of P2TPAKK “Rekso Dyah Utami”
2. To improve the quality of services for the protection of women and children in the DIY area

WO strategy

Empowering P2TPAKK managers "Rekso Dyah Utami as partners to carry out the duties and functions of functional positions for the Protection of Women and Children

ST strategy

1. Initiation to form UPT with a simple structure
2. Make the community leaders as icons of the women's protection movement in Yogyakarta and give them a role that is more than just a Director

WT strategy

1. Synchronizing and synergizing the institutional aspects of women's empowerment and child protection affairs in DIY
2. Performing institutional engineering regarding the existence of P2TPAKK "Rekso Dyah Utami

The strategies above can be applied to respond to environmental changes. According to Kettl (in Purwanto 2007: 2) the bureaucracy must be able to adapt to environmental developments, suggesting that the bureaucracy should turn into a learning bureaucracy (learning bureaucracy)

Conclusion

Based on the analysis carried out, it can be concluded that the implementation of women's empowerment and child protection affairs in the Special Region of Yogyakarta, especially in services for women and children victims of violence, has gone well. However, there are some evaluation notes. The note is more related to synchronization and synergy of institutional aspects of women's empowerment and child protection, especially services to women and children victims of violence. So far, affairs have been managed by two institutions, namely, P2TPAKK "Rekso Dyah Utami" which is a non-structural institution (LNS) and the Office of Women's Empowerment for Child Protection and Population Control. In terms of organizational structure, the institution does not have a unitary command relationship, but in Governor Regulation No. 5 of 2019 which regulates P2TPAKK "Rekso Dyah Utami", it is stated that P2TPAKK is "Rekso Dyah Utami" which must be responsible to the Governor through the Head of Technical Regional Apparatus. The head of the technical area apparatus in this context is the Office of Women's Empowerment, Child Protection and Population Control as OPD in charge of women's empowerment and child protection.

In this context there is an unsynchronized institutional aspect which can be seen by using departmental indicators, division of labor, unity of orders and range of control. In order for the aspects mentioned above to be synchronized, an intervention is needed so that matters of women's empowerment and child protection in DIY can be carried out better, both at the DIY level itself and with the national government level. Responding to this, it is necessary to engineer the P2TPAKK "Rekso Dyah Utami" institutional arrangement.

The principle of structuring government institutions should be more directed at rightsizing. The meaning of rightsizing is changing the organizational structure of local government with the principle of proper function and size based on workload (Ikawati 2018: 1), namely simplifying the government bureaucracy aimed at developing more proportional and transparent institutions. With these efforts, it is hoped that the regional apparatus

institutions will not be too large, but they will effectively carry out their duties and functions. In this context, the researchers provided several recommendations for institutional arrangements for women's empowerment and child protection, which did not only concern P2TPAKK "Rekso Dyah Utami", but also the Department of Women's Empowerment, Child Protection, and Population Control.

In order for the governance of women's empowerment and child protection affairs in Yogyakarta to run even better, some institutional engineering is needed regarding the existence of P2TPAKK "Rekso Dyah Utami". the following is an institutional engineering that can be recommended:

1. Establish a Technical Service Unit for the Protection of Women and Children

In this context, a new institution will be formed as a regional technical implementation unit (UPTD) in the Office of Women's Empowerment, Child Protection, and Population Control. It is recommended that the UPTD type to be formed is type B because it is in a transition period and is also structurally simple. One of the efforts to ensure flexibility in the framework of organizational development, the organizational form must be kept as simple as possible (Rifa'I, 2013: 77). This UPTD will later be integrated with P2TPAKK "Rekso Dyah Utami" in carrying out service functions for women and children victims of violence.

The integration between UPTD and P2TPAKK "Rekso Dyah Utami" can be done by including the existing P2TPAKK "Rekso Dyah Utami" personnel into the UPTD organizational structure by adjusting the prevailing regulations. For example: the current P2TPAKK manager "Rekso Dyah Utami" can be placed in a position that does not require that the person concerned has ASN status, such as: professional counselor (psychological or legal counselor). Of course this process was carried out preceded by a process of dialogue between the two parties, presenting an understanding of the effectiveness of managing service affairs for women and children victims of violence in the future.

2. P2TPAKK "Rekso Dyah Utami" was still used as LNS, but the institution and HR Management were reorganized and a new Governor Regulation on the Organization and Work Procedure of P2TPAKK "Rekso Dyah Utami" was compiled.

In this institutional scenario, P2TPAKK "Rekso Dyah Utami" will be maintained as an LNS with improvements in several institutional aspects. The first institutional aspect that

needs to be improved is by integrating the P2TPAKK "Rekso Dyah Utami" institution to the Office of Women's Empowerment, Child Protection, and Population Control.

The process of institutional integration into the parent OPD will automatically result in a new governor's regulation regarding the organization and work procedures of the P2TPAKK "Rekso Dyah Utami". In this context, the existing HR management was also carried out. As long as it is in accordance with statutory regulations, in this institutional format P2TPAKK "Rekso Dyah Utami" can still utilize budget sources from APBD grants. With this new institution, problems related to department, division of labor, unity of command and range of control can be resolved. In addition, the handling of women and children victims of violence will be more focused, there will be no overlapping of assignments with the agency and the pattern of coordination will be clearer.

3. P2TPAKK "Rekso Dyah Utami" becomes a partner for the Office of Women Empowerment, Child Protection, and Population Control

In this institutional scenario the P2TPAKK "Rekso Dyah Utami" is outside the organizational structure of the Office for Women's Empowerment, Child Protection, and Population Control. His position as a partner of the government is the same as that of other non-governmental organizations, which have a concern on women's empowerment and child protection. For example, similar organizations are the Annisa Swasti Foundation (Yasanti), Rifka Annisa Women's Crisis Center, Solidaritas Perempuan Kinasih Jogjakarta and so on.

In this position, P2TPAKK "Rekso Dyah Utami" is independent in managing its organization. The organizational structure is no longer determined by the Government. From the aspect of financial sources, they no longer rely on the DIY Government's APBD. P2TPAKK "Rekso Dyah Utami" has the flexibility to develop its organization and has flexibility in managing its financial resources. As a government partner, of course the support from the government is still possible within the corridors of the prevailing laws and regulations. As an NGO, it can play a very important role in the process of strengthening the democratic movement through its role in empowering civil society which is carried out through various activities of assistance, defense and awareness (Astuti 2019: 3)

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Analysis of The Effect of Peer's Compliance Information on Tax Compliance Decisions

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Abstract

Taxpayers are an important factor in the self-assessment system. The peer effect is one of the ways to gain taxpayers' compliance. This study tries to explore the relationship between peer's information and tax decisions on individual taxpayers. This study is based on experimental methods to determine the effect of information on individual behavior. The result showed that there was a significant influence between peer's information and taxpayer decisions. Moreover, the compliance depends on what information is provided. The statistical method discovers that both filing and reporting information affect the taxpayer's decisions. The Directorate General of Taxes can take advantage of peer's information in conducting socialization and counseling in a segmented manner with the help of pillars of social norms. This action is expected to have an impact on individual taxpayers with the same background or level and is expected to create constant tax information in the near future.

Keywords:

tax compliance; self-assessment; peer; experimental method

Introduction

The number of individual taxpayers in Indonesia in 2017 reached 31.59 million people, but the number of individual taxpayers who have an annual Tax Return is only around 14.75 million, based on internal publication data sources of the Directorate General of Taxes (DGT) (2018). The realization of the compliance ratio in 2016 was only 61% of planned 72.5% target.

In 2017, the compliance ratio was 74%, lower than the target of 75%. The low compliance ratio for individual Indonesian taxpayers, which has not reached 100%, is a challenge for DGT. In 2017 only 31.59 million individuals were registered as individual taxpayers when compared to the workforce of 121.02 million. This means that not all of the National Workforce have a Taxpayer Identification Number or have not been registered as individual taxpayers. Of the 31.59 million individual taxpayers, only 14.75 million have the obligation to submit the Annual Tax Return, while only 74% submitted the Annual Tax Return. This condition causes the compliance ratio of individual taxpayers less than 10% of workforce population in the composition of Indonesian population. Tax system in Indonesia adopts a self-assessment system. Self-assessment focuses on the awareness, willingness and individual compliance in fulfilling their tax obligations. Harahap (2004:43) states that adopting a self-assessment system carries the mission and consequences of changing attitudes (awareness) of community members to pay taxes voluntarily (voluntary compliance). As stated in the general explanation of the amendments to the three Laws Number 6 of 1983 concerning General Provisions and Tax Procedures, the state has paved the way by facilitating a self-assessment system. This system is intended to increase professionalism of the tax apparatus, transparency of tax administration, and voluntary compliance of taxpayers. The individual's decision to pay or not to pay taxes involves many related factors. The innate characteristics of the individual play an important role in decision making, both rationally and intuitively.

Methods

This research is included in the scope of behavioral research in taxation using an experimental survey method which refers to experimental method in the research of Alm, Bloomquist and McKee (2017), where hypotheses are proposed and tested through a quantitative approach. As stated by Jackson and Milliron (1986) that there are demographic aspects in analyzing peer effect factors in tax compliance, this study re-tests these factors so that it is expected to show a comparison between the results obtained in this study and the results of previous studies. Alm, Bloomquist and McKee's (2017, 610) research in Boone, North Caroline, United States provides a theory that information on what is done by peers will have a significant impact on a person's tax reporting decisions. Creswell (2014, 3) explains that quantitative research is an approach to test a theory by analyzing the relationships between

variables. This variable is measured through an instrument in order to obtain numerical data which can be analyzed using statistical procedures. Quantitative research can be generalized and replicated based on previous findings and theories. Alm, Bloomquist and McKee (2017, 595) use experimental methods in measuring and collecting data on the variables in their research. Experimental methods are generally accepted as a methodological approach in economics and have been used to test tax compliance policies widely (Alm, Bloomquist and McKee 2015, 3). In experimental method, the researcher will identify a sample and generalize it to the population. The basic objective of an experiment is to examine the impact of a treatment (treatment or intervention) on the results obtained (Creswell 2014, 155). Research on the analysis of peer compliance information effect on tax compliance decisions examines whether giving different treatment to more than one group will lead to different results or test for the causality effect (cause-and-effect relationship). The effect of causality occurs when variations in the independent variable are followed by variations in the dependent variable, in which there is no variation in other variables. Therefore, a tight control is needed over other variables that may affect this relationship (Sekaran and Bougie, 2016: 168). The experimental method makes it possible to control the environmental conditions of the study and manipulate the variables (Neuman, 2014: 283). In terms of sample selection, the experiment in this thesis is classified as a quasi-experiment, in which the sample selection is not done randomly but is carried out by convenience (Creswell 2014, 155) as was done by Alm, Bloomquist and McKee (2017). Therefore, researchers chose the freedom to determine the sample by determining participants who were easy to find, easy to choose and willing to voluntarily participate in the experiment. The population in this study is the subject of personal income tax in Indonesia. To represent this population, research was conducted on students at private universities in Jakarta using a convenience sampling method, which is the collection of information from members of the population who are easily found (Sekaran and Bougie 2016, 247). This method is a nonprobability sampling technique with unequal opportunities for each element or member of the population to be selected as samples. In some studies, there are conditions where only the convenience sample method may be used because the researcher has to use naturally formed groups such as a class, an organization or a family (Creswell 2014, 155). Research conducted by Alm, Bloomquist and McKee (2017, 595) took samples through a recruitment mechanism from students at Appalachian State University, North Carolina which

is based on a voluntary sample, to represent taxpayer population. This sampling method needs to be done because the peer concept requires individuals in certain groups (Jackson and Milliron 1986). Moreover Alm, Bloomquist and McKee (2017) ensure that the selection of students as experimental subjects can represent the condition of the taxpayer population. This is based on the results of research by Alm, Bloomquist and McKee (2015, 21) in relation to external validity of tax compliance experiment which shows that the responses of students to experiments are mostly the same as those of non-students when faced with a policy treatment. To get valid results, as many as 200 people were involved in this experiment. According to Roscoe (1975) as cited by Sekaran and Bougie (2016, 265), if the sample is divided into subsamples, the minimum number of each category is 30. Of the 200 people, they are divided into four experimental groups so that each group is 50 people, where one group was not given treatment (control) while the other three were given treatment (experiment). Referring to the experiments of Alm, Bloomquist and McKee (2017, 595), 50 people in groups consisting of 10 groups of 5 individuals represent peers, where treatment is given at the group level. The instruments used in this study are experimental scenarios created on Google Form which can be accessed by participants via smart phones, tablets or laptops. In certain circumstances researchers also use paper forms. At the end of the experiment, a questionnaire with closed questions was prepared to determine the participants' socio-demographic conditions such as background, age and gender. Participants are required to follow the entire sequence in the scenario and complete a questionnaire thoroughly, so that the researcher can measure the compliance decisions taken. The program used for statistical testing is IBM SPSS Statistics 24. In addition, the Microsoft Office Excel 2013 data processor and Microsoft Office Word 2013 word processor are also used to process raw data and display the results of descriptive statistical analysis.

Results and Discussion

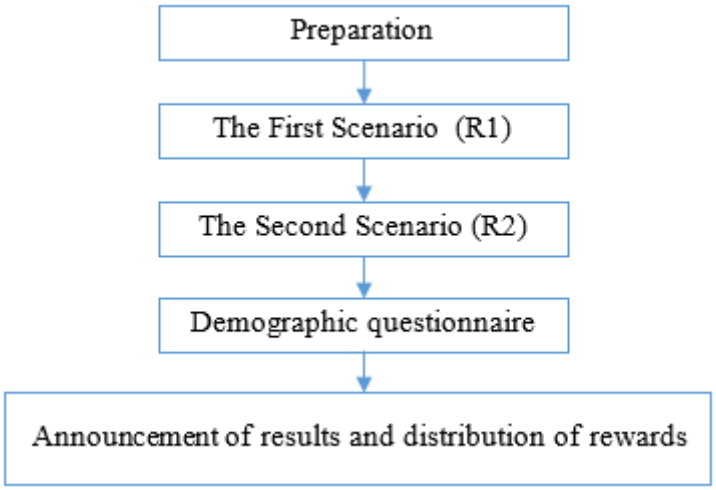
1. Experimental framework

The experimental design in this study follows the experimental design of Alm, Bloomquist and McKee (2017) which implements the fundamental elements of self-assessment system. A participant is given a reward from his willingness to participate in experiments. He must choose to report or not to report the Tax Return. If he chooses to report

his Tax Return, then he must fill in the amount of reported income. Tax is paid on reported income. If the participant is examined, his income that has not been reported is found and he must pay taxes that are not reported plus sanctions or fines. As previously mentioned, the experiment was carried out on a group of five people. These five people are considered peer to each other in the group (Alm, Bloomquist and McKee 2017, 595). Each group followed two experimental scenarios plus one session for filling out a demographic data questionnaire. At the beginning of the experiment, participants were invited to choose Google Form media that could be accessed through participant-owned devices or using a paper form. Instructions for following the experiment are available on the selected media. Participants are asked to read each instruction carefully. Participants are prohibited from interacting with each other during the experiment and the decisions in each session are personal. Participants are notified that the responses given are anonymous, while the identification is only used for reward payment purposes. Participants will be rewarded with the amount of income they generate in the experiment. In each experimental scenario, participants will receive a maximum income of 200 in dolario units which can be converted into rupiah, where 1 dolario equal to 300 rupiah. Participants are given the option to report or not report their income (filing decision). Reporting decisions are marked with the choice "Yes" or "No" on the research instrument without affixing a signature. If the participant chooses to report his/her income, then there is a tax that must be paid at a rate of 25 percent. The 25 percent tariff is used based on the upper quartile of the progressive rate of personal income tax in Indonesia. If the income is reported in full, after deducting the tax due, only 150 dolario will be earned. Participants are also given the option to fill in the reporting decision - ranging from 0 to 200 dolario, where taxes are calculated from the amount of reported income. With this mechanism, the less amount of income that is reported, the greater the rewards that participants will receive. Maximum rewards can be obtained if participants do not report their income at all. However, participants must consider the sanctions or fines that must be paid if the participants are subject to a tax audit. The probability of being examined is one in every five participants. This ratio is chosen based on the tax audit ratio in Indonesia and the size of the group in the experiment. When checked, the participant must pay twice the tax imposed on unreported income. The amount of the sanction or fine is based on the highest tariff increase sanction regulated in the Taxation General Provisions. The mechanism for determining the examined

participants uses a random function in Microsoft Office Excel 2013. The participants did not know that they were examined until the end of the experiment.

Figure 1.
Experiment Flow



Source: Processed and modified from Alm, Bloomquist and McKee. (2017).

After the participants completed the second scenario, the participants then filled out a demographic questionnaire. After all the sessions are completed, the researcher will announce the results obtained by participants in the experiment, including the results of the examination of the participant if he is exposed to the examination.

2. Providing treatment

The main objective of this study is to determine and examine the effect of peer compliance information on a person's tax compliance decisions. To test this effect, individual compliance information in the group was provided to the group as treatment. Each group was only given one treatment, so the experiment was divided into four experimental groups. The control variable was assigned to Treatment 1 (T1), where no information about other individuals in the group was provided during the experiment. In the other three experimental groups (T2, T3 and T4), compliance information was provided. Information generated from individuals in the group in the first scenario reflects information on peers. It should be remembered that compliance information consists of filing information and reporting information. Information was given to participants after the first scenario was examined. In T2, after all individuals make a decision to submit Tax Return in the first scenario, each individual will receive

information on Tax Return submission carried out by each individual in the same group in that scenario. The information provided is the percentage in the group that submitted Tax Return, not including the amount of income reported in Tax Return. This information carries information on compliance behavior with reporting (filing information) on peers, indicating whether it is compliant or non-compliant, depending on the actual percentage generated.

Figure 2.
Giving treatment at T2, T3 and T4



Source: Processed and modified from Alm, Bloomquist and McKee. (2017).

For T3, however, the information provided to each individual is information regarding the percentage of individuals in the group that were examined in the scenario, the amount of taxes they did not report, and the amount of fines they paid. This information carries reporting information on peers to assess compliance behavior within the group, both positive and negative. Finally, in T4, each individual will receive both information as in T2 and T3. Table 1 below shows the treatment given.

Table 1.
Experimental Treatment

Treatment / Group	T1	T2	T3	T4
Peer information that is checked (*reporting information*)	No	No	Yes	Yes
Peer Tax Return submission information (*filing information*)	No	Yes	No	Yes

Source: Processed from Alm, Bloomquist and McKee. (2017,p 599).

3. Descriptive statistical analysis

In delivering experimental data, descriptive statistical analysis will be used. Descriptive statistical analysis aims to determine data description, the distribution of samples that have been collected. Descriptive statistical techniques that can be used include the presentation of data through tables, graphs, pie charts, pictograms, calculation of mode, mean,

median, calculation of deciles, percentiles, calculation of data distribution through calculating the average and standard deviation, and calculating the percentage (Sugiyono 2010).

4. Normality test

The normality test is carried out to determine data distribution, whether the independent and dependent variable have a normal distribution or not. The normal distribution is known based on the regression distribution that is evenly distributed at each value. The normality test is needed to determine the next type of test to produce an accurate and consistent predictive value.

The normality test used in this study was the Kolmogorov-Smirnov test (Ruppert 2004, 66). In Kolmogorov-Smirnov test, data is said to be normally distributed if the test result value is greater than the 0.05 significance level. The data is not normally distributed if the test results are smaller than the significance level of 0.05 (Vaus, 2002: 77).

5. Hypothesis testing

To test the proposed hypothesis, a statistical test will be carried out. The type of statistical test that is carried out depends on the results of the data normality test that has been done previously.

If the data is normally distributed, a parametric statistical test will be carried out, namely the one-way Analysis of Variance test (One Way ANOVA) and the F test. One Way ANOVA is used to determine whether there are differences between more than two independent groups (Vaus, 2002:77). The existence of significant effect of independent variable on dependent variable is evidenced by the p-value (Sig.) ≤ α. This means that if the test results are less than significance level of 0.05, there is a significant effect, whereas if the test results are more than significance level of 0.05, there is no significant effect.

If the data is not normally distributed, a non-parametric statistical test will be carried out, namely the Kruskal-Wallis test of ranks (Vaus, 2002:77). The Kruskal-Wallis test was carried out because it fulfilled three assumptions of using this test, namely: 1) the experimental data was in the form of a continuous variable; 2) the independent variable consists of two or more groups; and 3) independence of observations, where each participant is only part of one treatment group in the experiment, there are no participants who follow more than one experimental group. The existence of significant effect of independent variable on dependent variable is evidenced by the P-value (Asymp. Sig.) ≤ α. This means that if the

test results are less than level of significance of 0.05, there is a significant effect, whereas if the test results are more than significance level of 0.05, there is no significant effect. Furthermore, to answer the question of which independent variable has the most influence, further testing will be carried out, namely comparing the effect of independent variable (T2, T3 or T4) on control variable (T1). In case the data is normally distributed, a post hoc test will be carried out. The post hoc (posteriori) test is basically a continuation of One Way ANOVA test. If One Way ANOVA test statistically shows that there is a significant effect on dependent variable being tested, then the post hoc test will show in which independent variable the effect occurs. If the data is not normally distributed, a non-parametric Mann-Whitney U statistical test will be performed (Vaus, 2002:77). The Mann-Whitney U test is carried out because it fulfills three assumptions of using this test, namely: 1) the dependent variable is in the form of ordinal or continuous variable; 2) the independent variables consist of two groups (T1 and T2, T1 and T3, or T1 and T4); and 3) independence of observations. The amount of influence is determined based on the results of mean rank test for each experimental variable with control variable.

6. Implementation of Experiments

The main objective of this study was to determine the significant difference between untreated (control) and treated (experimental) group of participants. Furthermore, the aim of the study was to compare between groups of participants with each other to determine the most effective form of treatment in increasing individual compliance decisions. The experiment was carried out in several days to meet the number of participants from 17 May 2018 to 8 June 2018. In tax reporting system in Indonesia, a self-assessment is carried out. So, this experiment uses the same treatment for each individual who will then be referred to as participants in this thesis. Individuals will receive a certain amount of income from willingness to participate in this experiment. Then, individuals are required to choose whether or not to submit the Tax Return. If they choose to submit Tax Return, then they must determine how much income in dolario is voluntarily reported in Tax Return. The tax calculation is only paid from reported income. If an audit is carried out on an individual, the unreported income will be found and all taxes that should have been paid will be billed along the fine imposed. Individuals are provided with clear and accurate information regarding tax rates, audit percentages, and penalty rates during the experimental process. The collection of

participants was obtained by means of convenience and voluntary sampling. Researchers as facilitators gathered a number of students who were contacted and willing to participate in the experiment voluntarily in various places, including on campuses, libraries, shopping centers, places of worship and residential areas. Experiments were carried out in several days and several places to meet the quorum number of participants. Researchers closely monitor each group being tested. Tests conducted using GoogleForm can display percentage data directly from the number of Tax Return selected to be submitted. For inspection information, it is processed using Microsoft Office Excel 2013 from downloaded Google Form data or form data. It took researchers about two minutes to update and display peer data from GoogleForm, while for manual data, researchers needed about seven minutes to update and display the data to participants.

Experiments were made with four different treatments in four groups, as was done in the experiments of Alm, Bloomquist and McKee (2017). Each group consists of different participants, no participant who gets more than one treatment. Group 1 (T1) as the control group in the experiment, was not given any information regarding peer compliance. Where the peer is part of a group in a group of five participants. This study consisted of four groups, each group consisting of 10 groups consisting of five participants.

The other groups (T2, T3 and T4) were given peer-related information. For example, in T2, after all participants have made a decision to submit their first Tax Return, participants will receive information on Tax Return submission conducted by peers in the same group. The information provided is the percentage of peers who submitted the Tax Return , not including the number they submitted in Tax Return. Then the second test is carried out, this test value is taken as peer compliance decision data. Furthermore, in T3, all individuals were provided with information on the percentage of peers being audited, the amount of taxes they did not report and the amount of fines they paid. Peer determination is audited using a random function through the Microsoft Office Excel 2013 application. Finally, in T4, individuals will receive both information as in T2 and T3.

Technical implementation:

1. Participants are distributed a scenario questionnaire.
2. Participants read the guide and work on the scenario (R1).
3. Participants receive information according to their group (T2 / T3 / T4).

4. Participants rework the scenario (R2).
5. Participants collect the questionnaire again and fill out the identity.
6. The determination of the participants to be examined is done randomly according to the percentage of each peer (5 people).

7. Descriptive Statistical Analysis

All 200 participants were students from seven private campuses in Jakarta. As many as 84.5% of participants were in the age range 17 to 22 years and the rest were in the range 23 to 28 years. Most of them, or 24%, came from the communication department, while dentistry was the lowest major at 1.5%. The selection of participants is based on data analysis published by Alm, Bloomquist and McKee (2015). 56% of participants were women and 44% were men as shown in table 5. Of all the participants, 97% had not been registered as taxpayers and 3% were registered as taxpayers with NPWP ownership.

The research was only conducted in the DKI Jakarta area with the consideration of the diversity of ethnicities, religions and social levels which adequately represent the plurality of Indonesian society in general. Participants in South Jakarta area dominated data collection as many as 80 participants. In addition, 44 participants came from East Jakarta, 25 participants from Central Jakarta, and 26 participants from West Jakarta and North Jakarta 18 participants, and 7 participants domiciled in Tangerang. In the scenario provided, the amount of income paid becomes the participant's tendency for compliance decisions. This compliance decision is measured in dolario units (0 dolario to 200 dolario). The greater the value of earnings reported by the participants indicates a greater compliance decision. From the results of experiments that have been carried out, the highest reported income value of 200 dollars is paid by ten participants, eight of the ten participants are women. The lowest reported income value was expressed by five male and female participants at 0 dolario. From additional data on the participant identity section, questions were asked about the possibility of participants submitting their personal Tax Return obediently. 101 participants chose to comply, 41 participants chose no and 58 participants chose to answer not knowing. Participants were given information that this data is completely unrelated to the completed scenario. Table 2 contains participant demographic data.

Table 2.
Participant Demographics

No	Category	Number of Participants	%
1	**Gender**		
	Men	88	44.0%
	Woman	112	56.0%
2	**Age**		
	17-22 years	169	84.5%
	23-28 years	31	15.5%
3	**Domicile**		
	South Jakarta	80	40.0%
	East Jakarta	44	22.0%
	West Jakarta	26	13.0%
	Central Jakarta	25	12.5%
	North Jakarta	18	9.0%
	Tangerang	7	3.5%

No	Category	Number of Participants	%
4	**Department of Education**		
	Communication	48	24.0%
	Accounting	36	18.0%
	Management	36	18.0%
	Technical Information	25	12.5%
	Law	18	9.0%
	Information Systems	15	7.5%
	English literature	12	6.0%
	International Relations	7	3.5%
	Dentistry	3	1.5%
5	**Tax ID number**		
	Have Tax ID Number	6	3.0%
	Do not have Tax ID Number	194	97.0%
6	**Audit**		
	Ever	0	0.0%
	Never	200	100.0%

Source: Processed from primary data.

8. Testing Data

After the experiment is carried out, the primary data will then be processed using the IBM SPSS Statistics 24 application. In this study, the data normality test was carried out with the Kolmogorov-Smirnov before the statistical test was carried out. If the Kolmogorov-Smirnov test states that the data is not normally distributed, the Kruskal-Wallis test is used for further statistical tests. The Kruskal-Wallis test is a non-parametric test that is used to determine whether there are differences in treatment groups with various peer information provided. Meanwhile, to find out which peer information has a significant effect, it must be tested again with the Mann-Whitney test.

a) Test of normality

The normality test is carried out to know whether the data owned from a limited sample has a normal distribution, this is needed in the next data processing stage. The normality test aims to test whether confounding or residual variables have a normal distribution in regression model, if this assumption is violated, the statistical test will be invalid for a small sample size, according to Ghozali (2011, 160).

In conducting the analysis, the Kolmogorov-Smirnov and Shapiro-Wilk tests were used. Shapiro-Wilk is considered more accurate when the number of samples it has is less than 50, so this study used Kolmogorov-Smirnov. Following are guidelines for decision making in determining normality:

1. If Asymp Sig (2-tailed) Kolmogorov-Smirnov and Shapiro-Wilk> 0.05 or equal to 0.05, the data are normally distributed.
2. If Asymp Sig (2-tailed) Kolmogorov-Smirnov and Shapiro-Wilk <0.05 or equal to 0.05, the data are not normally distributed.

Table 3.
Test of Normality Results

		Kolmogorov-Smirnov[a]			Shapiro-Wilk		
	Treatment	Statistic	df	Sig.	Statistic	df	Sig.
Dolario	T1	.148	50	.008	.914	50	.001
	T2	.164	50	.002	.854	50	.000
	T3	.152	50	.005	.954	50	.048
	T4	.114	50	.106	.852	50	.000

a. Lilliefors Significance Correction

Source: Processed from primary data using IBM SPSS Statistics 24.

The results of normality test on dolario value are shown in the Kolmogorov-Smirnov table. Table 3 shows that the probability value (Sig.) with Kolmogorov-Smirnov for control group without peer information (T1) is 0.008 <0.05, which means that the data is not normally distributed. In the results of providing information on TAX RETURN submission (T2) the probability value (Sig.) is 0.002 <0.05, which means that the data is not normally distributed. Likewise, in the results of providing examination information (T3) the probability value (Sig.) is 0.005 <0.05, the data is not normally distributed. While the results of the combination of information (T4) the probability value (Sig.) with Kolmogorov-Smirnov 0.106> 0.05, which means the data is normally distributed.

b) Kruskal-Wallis test

Table 4.
Kruskal-Wallis test results

Ranks

	Treatment	N	Mean Rank
Dolario	T1	50	81.42
	T2	50	93.07
	T3	50	118.78
	T4	50	108.73
	Total	200	

Test Statistics[a,b]

	Dolario
Chi-Square	12.283
df	3
Asymp. Sig.	.006

a. Kruskal Wallis Test

b. Grouping Variable: Treatment

Source: Processed from primary data using IBM SPSS Statistics 24.

From the Kruskal Wallis test, it can be seen that the Asymp. Sig of 0.006. The test results were significant when p <0.05. This value indicates a significant effect of giving four different treatments on compliance decisions that are displayed as dolario reported by the participants.

c) Mann-Whitney U test

The basic concept in the Mann-Whitney U test is to know whether there is a difference between two unpaired or independent samples that does not require normally distributed and homogeneous data. The Mann-Whitney U test was carried out by comparing each experimental group (T2, T3, and T4) to the control group (T1). The Mann-Whitney U test was performed using IBM SPSS Statistics 24.

Table 5.
Mann-Whitney test results on T1 and T2

Ranks

	Treatment	N	Mean Rank	Sum of Ranks
Dolario	T1	50	47.02	2351.00
	T2	50	53.98	2699.00
	Total	100		

Test Statistics[a]

	Dolario
Mann-Whitney U	1076.000
Wilcoxon W	2351.000
Z	-1.201
Asymp. Sig. (2-tailed)	.230

a. Grouping Variable: Treatment

Source: Processed from primary data using IBM SPSS Statistics 24.

From the results of the Mann-Whitney U test on T1 and T2 from the Ranks output, we can see that the mean value for T1 is lower than T2 (Tax Return Information experimental group) of 53.98. From Mann-Whitney U test value at output "Test Statistic" where the sig.2-tailed statistical value is 0.230> 0.05, it is known that the test results are not statistically significant, thus we can state that there is no difference in distribution in dolario at T1 and T2 due to the provision of Tax Return information to T2.

Table 6.
Mann-Whitney test results on T1 and T3

Ranks

	Treatment	N	Mean Rank	Sum of Ranks
Dolario	T1	50	41.59	2079.50
	T3	50	59.41	2970.50
	Total	100		

Test Statistics[a]

	Dolario
Mann-Whitney U	804.500
Wilcoxon W	2079.500
Z	-3.076
Asymp. Sig. (2-tailed)	.002

a. Grouping Variable: Treatment

Source: Processed from primary data using IBM SPSS Statistics 24.

The results of the Mann-Whitney test on T1 and T3 from the Ranks output, we can see that the mean value for T1 is lower than T3 (Examination Information experimental group). From Mann-Whitney test value at output "Test Statistic" where the sig.2-tailed statistical value is 0.002 <0.05, it is known that the test results are statistically significant, thus we can state that there is a difference in the distribution in dolario at T1 and T3 due to the provision of information.

Table 7.
Mann-Whitney test results on T1 and T4

Ranks

	Treatment	N	Mean Rank	Sum of Ranks
Dolario	T1	50	43.81	2190.50
	T4	50	57.19	2859.50
	Total	100		

Test Statistics[a]

	Dolario
Mann-Whitney U	915.500
Wilcoxon W	2190.500
Z	-2.308
Asymp. Sig. (2-tailed)	.021

a. Grouping Variable: Treatment

Source: Processed from primary data using IBM SPSS Statistics 24.

The results of Mann-Whitney test on T1 and T4 from the Ranks output, we can see that the mean value for T1 is lower than T3 (Tax Return Information and Examination experimental group). From Mann-Whitney test value at output "Test Statistic" where Z test statistic value is small, namely -2.308 and the sig.2-tailed value is 0.021 <0.05, it is known that the test results are statistically significant, thus we can state that there are differences in distribution in dolario on T1 and T4 due to the provision of Tax Return information and audit carried out as in T4.

9. Research Result

This study has two objectives, the first, to find out the relationship between peer compliance information and tax compliance decisions and secondly, to determine the peer information that has the most influence. The results of the Kruskal-Wallis test shows that there is a statistically significant effect between the control group (T1), the experimental group that is given peer Tax Return information treatment (T2), peer inspection information (T3) and a combination of Tax Return information and peer examination. (T4). Therefore, from the proposed hypothesis, it is concluded that H_0 is rejected and H_1 is accepted, thus peer compliance information affects the tax compliance decisions of individual taxpayers.

Table 8.
Conclusions on the First Research Question

	Hypothesis		Test results	Has a significant
	H_0	H_1	Kruskal-Wallis	impact?
Asymp Value. Sig (p)	> 0,05	< 0,05	0,006	Yes

Source: Processed data

The overall Mann-Whitney test shows that there are differences in compliance decision making seen by displayed dolario value. Treatment of providing peer inspection information (T3) and providing Tax Return information and peer checking (T4) had a significant effect on participant compliance decision making compared to the control group (T1). The treatment of providing peer Tax Return information (T2) did not significantly affect the participants when compared to the control group (T1). Thus, it can be concluded that peer inspection information, and Tax Return information and peer inspection are the information that can effectively improve taxpayer compliance.

Table 9.

Conclusions Second Research Question

Treatment	Asymp Value. Sig (p) Mann-Whitney test results for the control group (T1)	Has a significant impact? (p <0.05)
T2	0,230	No
T3	0,002	Yes
T4	0,021	Yes

Source: Processed data

The results of this study have the same concept with research by Alm, Bloomquist and McKee (2017) which states that the peer compliance information provided to individuals before making their compliance decisions has a significant effect on individual tax compliance decisions. Moreover, individuals are affected by available information regarding what peers choose to do. However, the provision of information regarding compliance does not always improve compliance, it depends on what information given. In line with this, this study found that tax compliance decisions are best influenced by peer inspection information and a combination of Tax Return submission information and peer inspection.

Conclusion

The research conducted only addresses one of many external factors that influence individual adherence decisions. The information an individual receives about peer compliance can influence the decisions that are taken. This research is expected to become one of the benchmarks for DGT in formulating policies related to tax education so that it can overcome one of problems in the taxation sector. From 200 participants who participated in the research experiment and the results of quantitative analysis that had been carried out, the researchers concluded that:

1. The provision of peer information, which is divided into Tax Return submission information and audit information, has a significant effect on individual compliance decisions.
2. Giving peer information regarding audit sanctions becomes a warning that drives or encourages increased individual compliance. Likewise, the combination of providing peer

information in the form of sanctions due to inspection (reporting) and information on Tax Return submission (filing) is a significant factor that increases compliance decisions.

3. This study proves that not only law enforcement is a factor in increasing compliance decisions, but also the encouragement of social norms from the surrounding environment in the form of peer information increases compliance decision making efforts.

In this study, the researcher underlines several limitations that are expected to be accommodated by future research:

1. The scope that can be expanded even wider, for further research by adding internal factors from the taxpayer. Because this study only discusses external factors in the form of peer information. The use of other types of information can also create a broader perspective for DGT.
2. Limited time, effort and cost of experimentation does not allow for sampling that is evenly distributed and includes populations throughout Indonesia. In addition, the amount of income received by participants allows for different perceptions of the feasibility of the value of money for each individual.
3. This experiment requires a refinement of the research design to better suit the actual conditions of the taxpayer. Subsequent research can be carried out using taxpayer as a participant and held regularly, so that time series data will be received which can provide a more detailed and accurate picture from time to time.

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Democratic Governance: Civil Society Participation in Migrant Worker Advocacy

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Abstract

This article was (1) to examine the process of democratic governance carried out by Yogyakarta Legal Aid Institute through advocating the Erwiana case and (2) to find out the supporting and inhibiting factors in promoting democratic governance. This study is descriptive qualitative research. The informants were the director, head of the division, and members of Yogyakarta Legal Aid Institute and Erwiana as the beneficiary. Data collection techniques used non-participant observation, interviews, and documentation studies and followed with data sources triangulation to check its validity. The data analysis then applied an interactive model through data collection, data presentation, verification, and conclusions. The results showed that the Yogyakarta Legal Aid Institute's implementation of democratic governance in advocating law enforcement on the injustices experienced toward migrant workers was optimal. As an NGO, LBH has been able to bridge differences in legal policies between the two countries and efficient against diplomatic barriers. Its supporting factors are political development as mobilization and mass participation, collaboration with grassroots groups, donor support, and public policies that support case counseling. Simultaneously, the inhibiting factors are political will, intolerant group resistance, and lack of human resources.

Keywords:

democratic governance; advocacy; legal aid; NGO; migrant worker

Introduction

Population growth is inevitable for any country. Indonesia is one of them. Population growth will impact economic growth with three possibilities: inhibiting, supporting, or even having no impact (Remi et al., 2017: 2). Thus, population growth needs to address the gap between winners and those defeated in competition in the labor market (The World Bank, 2002: 87). Nevertheless, jobs' availability does not meet the population growth (Tjiptoherijanto, 2001: 6). Ideally, between the two, there is a dialogue in planning community

development. Thus, between the two occur synergy that results in simultaneous relationships and mutual influence (Ranis & Stewart, 2005: 13; Remi et al., 2017: 21).

The availability of jobs encourages competition among job seekers. The availability of jobs, especially in rural areas (Novianti, 2010: 15), makes the brain-turning community look for alternatives to be still able to meet basic needs. Working abroad is the best option for some people, rather than living miserably even though the government issued a zero-maid policy in 2015. Agustini (2012: 1) noted two economic factors that drive a person to become an Indonesian Labor (TKI), namely the ability to meet basic needs and family dependents.

TKI is not without risks. Some of the risks that migrant workers can experience include unpaid wages, physical violence, sexual harassment, and overload (Novianti, 2010: 16). Unfortunately, not all migrant worker understands how to solve problems that are at the same time an externality of fragile labor protection. On the other hand, Law No. 18 of 2017 on the Protection of Indonesian Migrant Workers article 2 point (d) prioritizes the principle of democracy in implementing labor protections. Democratic actors need to take a role in their implementation of labor protection.

Indonesia has experience dealing with labor problems abroad. The female Workforce (TKW) dominates Indonesian citizens who face the law in the country of placement (hosted country). The proportion of TKW is inversely proportional to the number of TKI (male), which reached 60.48% in 2015 (Hutagalung & Indiro, 2019: vii). It tends that female workers are more susceptible to discrimination. One of them was Erwiana, who received discriminatory action from her employer, Law Wan-Tung, in Hong Kong. Erwiana doesn't know how to get justice. Erwiana appointed Yogyakarta Legal Aid Institute (LBH Yogyakarta) as a legal authority.

By the practice of democracy, the state upholds human rights and opens the wide door of people's participation. LBH Yogyakarta, together with non-governmental organizations (NGOs), fill the vacancy of the role or instead collaborate with the government. The role of NGOs is the expression of freedom of association and the spirit of enforcing human rights. For LBH Yogyakarta, the oppression of human rights is unjustified. If it is not in question, it means democracy in Indonesia is not okay. Thus, looking at NGOs' performance no longer rests on the programs and the public value.

March & Olsen (1995: 12) defines democratic governance as ".. seen as converting individual wants and resources into collective action by discovering and implementing policy

coalitions that arrange Pareto-improving exchanges among citizens". From an institutional perspective, democratic governance not only governance management of coalition development and exchange of interests in a limited time (March & Olsen, 1995: 44). Democratic governance values occur if the management process is carried out. The conflicts that arise during the country's political dynamics can develop common understandings (citizens), arguments, and reasons.

Democratic governance requires community participation. Stelcher and Torfing (1999) in Rahayu & Juwono (2019: 80) classify the form or way of government in collecting people's aspirations as follows: (1) Data gathering through public surveys; (2) Opinion seeking through public consultation; (3) Policy exploration through deliberative forums; and (4) Interactive dialogue through governance networks. Internalization of democratic governance, according to Weiss in Suharko (2005: 268), about the case of Erwiana can be done by looking at the following:

1. Universal protection of human rights.
2. Non-discriminatory laws.
3. Efficient.
4. Impartial and rapid judicial processes.
5. Transparent public agencies.
6. Accountability for decisions by public officials.
7. Meaningful participation by a citizen in debating public policies and choices.

NGOs' existence is often only seen from how much it contributes to the work program measuring instruments. More than that, every NGO "activist" has a targeted value that is the institution's purpose. LBH Yogyakarta is one of the supporters of upholding democratic values and its optimistic existence towards democratic governance. Therefore, researchers are interested in seeing how LBH Yogyakarta promotes democratic governance in Erwiana's advocation started in 2014 as a case of NGO activities accompanying TKI on litigation and non-litigating processes.

Methods

This type of research is descriptive research with a qualitative approach. The research was conducted in February - July 2020, located at the Legal Aid Institute (LBH) Yogyakarta.

The subjects in this study include (1) Yogi Zul Fadhli as Director of LBH Yogyakarta, (2) Budi Hermawan as Head of Advocacy Division, (3) Meila Nurul Fajriah as PID Division Staff, (4) Juanda Albert as PID Division Staff, (5) Abdul Malik Akdom as Staff of Advocacy Division, (6) Wahidul Halim as APBH, and (7) Erwiana Sulistyaningih as access to legal aid services. This study collected data through observations, interviews, and documentation. This study's analysis techniques use data analysis techniques developed by Bungin (2003: 70), including data collection, data reduction, data presentation and verification, and drawing and conclusions.

Results and Discussion

Erwiana received discrimination from her employer in Hong Kong. She was not paid, did not get any day off, was not provided with enough food until it was physically persecuted. The condition harmed Erwiana as a migrant worker. In fact, in the end, Erwiana's employer intended to return her to Indonesia and only provided with a plane ticket and pocket money equivalent to Rp 100,000.00. A fellow Indonesian worker who was also going back to Indonesia met Erwiana at the airport and initiated to inform the irony of the TKI from Sragen Regency through social media. The public took seriously the inhumane actions taken by Erwiana's employer. This problem continues because of the law. In the end, Law Wan Tung, Erwiana's employer, was found guilty by a Hong Kong court and sentenced to seven years in prison on February 10, 2015.

Erwiana appointed LBH Yogyakarta as a legal authority during the handling of the case. LBH Yogyakarta is not alone. LBH Yogyakarta cooperates with law organizations in Hong Kong and the Indonesian Migrant Workers Network in Hong Kong. The Indonesian Labor Association (ATKI) and the Indonesia Migrant Worker Union (IMWU) pressure the Hong Kong Police to process the perpetrators of persecution of migrant workers immediately.

LBH Yogyakarta does more legal aid work required from Indonesia. In Hong Kong, Erwiana Sulistyaningsih has a legal authority that also handles her case. LBH Yogyakarta marginalized Erwiana Sulistyaningsih by preparing evidence for trial in a court in Hong Kong. LBH Yogyakarta accompanied the process of making news of the Inspection Event (BAP), which also involved the Hong Kong Ministry of Manpower. On the other hand, LBH Yogyakarta serves as a liaison between Erwiana Sulistyaningsih and her lawyer in Hong

Kong. This procedure was a significant move because the court in Hong Kong did not provide a translator. Besides, it is a strategy in response to the legal system's differences in both countries.

Although LBH Yogyakarta handles cross-border cases, the institution does not leave the characteristics of legal aid assistant under the auspices of YLBHI, namely by carrying the spirit of structural legal aid. On the other hand, LBH Yogyakarta provides additional services in trauma healing for Erwiana Sulistyaningsih. LBH Yogyakarta not only aspires to win cases in court but also conducts political campaigns. Political campaigns are carried out as educational measures and a means of introducing institutions to the public. With more and more widely known, LBH Yogyakarta will more easily internalize democratic values.

Implementation of Democratic Governance conducted by LBH Yogyakarta

Democratic governance values appear in advocacy cases; for example, in the Erwiana case, although not necessarily the institution calls it on its vision and mission, nevertheless, implicitly, LBH Yogyakarta is practicing democratic governance. Table 1 summarized the implementation of democratic governance by LBH Yogyakarta. It discussed the indicators in more detail.

1. Universal protection of human rights

The case of Erwiana Sulistyaningsih, as one of many cases, has been accompanied by LBH Yogyakarta. Case advocacy is LBH Yogyakarta's strategy in democratizing. Case advocacy is like an entrance to make the public aware that existing policies still have loopholes. This practice is the function of NGOs, which is to oversee the performance of legislation. LBH Yogyakarta sees there is a structure that harms the community.

Society faces a vulnerable structure. Economically depressed people have to turn their brains around to meet basic needs. Erwiana Sulistyaningsih is an example of how working abroad is so tempting despite the risks. The fulfillment of fundamental rights is the state's obligation, including the right to obtain a job in its own country. For Erwiana Sulistyaningsih, education is a gap in getting a profitable job position in the past before working abroad. Education is an essential service.

Erwiana Sulistyaningsih's case advocacy played a role in encouraging democratization. Democracy provides recognition for the public to participate widely in governance. LBH

Yogyakarta is a public entity consisting of communities that are empowered to fill the space. LBH Yogyakarta provides available services to the public in legal consulting services to provide free legal assistance. Armed with Structural Legal Assistance, LBH Yogyakarta diligently includes unfavorable policy recommendations to the community.

Through the advocacy of Erwiana's case, LBH Yogyakarta encourages the country to commit to fulfilling the people's fundamental rights, including migrant workers abroad. Respect for human rights is a crucial step to strengthen democracy in a country. Thus, the creation of social resilience is not only hoping in the future.

2. Non-discriminatory law

LBH Yogyakarta responds to the situation on the ground. The linguistics of the people who are fighting for their rights are the target of work. The success in the handling of cases so far makes LBH Yogyakarta credibility to fight for human rights. LBH Yogyakarta also learns a lot from the community. Institutions understand how people eagerly fight for their rights even though they do not initially know how the law works in Indonesia.

Cross-issue consolidation is an absolute strategy. However, LBH Yogyakarta is more selective in selecting "friends" based on the issue. But there are different stories when agencies are trying to gather knowledge for capacity building—the purpose is to maintain the agency's commitment to improving existing structures. For example, in Erwiana Sulistyaningsih, it will eventually boil down to employment policy, especially migrant workers. But in fact, many systems that govern the economy are the focus. Thus, LBH Yogyakarta needs consolidation to enrich knowledge.

Requests for legal consulting services are always coming. It has two possibilities. First, there is public trust in LBH Yogyakarta in dealing with human rights cases. Or, secondly, more and more human rights violations, like mushrooms in the rainy season. LBH Yogyakarta responds to every community that comes to consult. The institution's priority in accompanying cases to the court's realm is structural cases well noted.

Indonesia has ratified the Convention on Civil and Political Rights and the Convention on Economic, Social, and Cultural Rights. The consequence of such ratification is that Indonesia must recognize every fundamental right of society mandated by the covenant. Existing public policy should reflect the rationing of human rights values. LBH Yogyakarta provides legal assistance to the community as a form of respect for human rights itself.

Because when there is a policy that harms human rights, then there can undoubtedly be discrimination. Accordingly, it exercises the agency's commitment to improving the structure.

Democratic governance has a positive impact on realizing equality for the TKI. Erwiana Sulistyaningsih, who gets inhumane action, can still demand her rights as a worker. The constraints encountered in learning equality, especially for the poor and marginalized, are shared with the net. Thus, the application of democratic governance by LBH Yogyakarta can affect the fate of poor people facing legal problems.

3. Efficient

LBH Yogyakarta conducts efficiencies in conducting case advocacy work. Efficiency is measuring how good case handling is. The selection of strategies begins with all efforts, including research directly in the middle of society. LBH Yogyakarta does not hesitate to go to the community to ensure the latest conditions in the field. Of course, if understood with glasses Structural Legal Aid, this is a decisive action to put together synergistic efforts with the community.

The service procedures in LBH Yogyakarta carried out the assistance of Erwiana Sulistyaningsih's case. The Advocacy Division conducted case assistance in LBH Yogyakarta. LBH Yogyakarta conducts litigation assistance as well as non-litigation. In the case of Erwiana Sulistyaningsih, she appointed LBH Yogyakarta as her legal authority. But daily, case assistance can go from legal evolving to court case settlement.

LBH Yogyakarta checks the reported cases. It starts with dig up information related to the case's sitting and the case's origin. Re-check by meeting with key people and digging up information. The person is the one who has a relationship with the accompanying case. After being found to be sitting the case, LBH Yogyakarta then held a Focus Internal Group Discussion (FIGD). FIGD activities involved key people connected with the issue. The purpose of FIGD is to equate the view between key people in looking at the case faced. This FIGD will support the focus group discussion (FGD) in a large forum community that gets injustice from the case. FGD submitted the FIGD results and explained to the public to determine what action to take. The steps taken next may be action, litigation, and non-litigation. Of course, this step is the result of a joint agreement with the community seeking justice.

The following step is to act. In this case, the underlining action is not always in the form of anarchic democrat but rather an action to negotiate with the people's interests. After the

action, it arrives to evaluate whether it is fit for purpose or not. If the effort fails, then the result will be brought back to FIGD to discuss whether that caused the action to fail and set its strategy until re-evaluation, so on.

Legal assistance services were provided by LBH Yogyakarta to Erwiana well. Although there are often obstacles during the case's assistance, the LBH Yogyakarta can resolve the barrier due to its organization's culture. Thus, it assures the sustainability of legal aid services.

Table 1.
The Implementation of Democratic Governance in LBH Yogyakarta

No	Description
1.	Universal protection of human rights
	a. LBH Yogyakarta responds to human rights policy, e.g., protection of TKI
	b. LBH Yogyakarta uses the point of view of Structural Legal Aid
	c. LBH Yogyakarta conducts policy advocacy as part of efforts to create a better structure for the community (policies that use human rights principles)
	d. LBH Yogyakarta provides legal consulting services for the community
	e. LBH Yogyakarta provides free legal aid
	f. LBH Yogyakarta conducts legal education to the people
	g. Actions include nets (based on issue), campaigns, research, organizing to litigation
	h. LBH Yogyakarta as a catalyst
2.	Non-discriminatory laws
	a. Responding to a human rights policy
	b. LBH Yogyakarta conducts a review of policies that support human rights enforcement
	c. LBH Yogyakarta conducts policy advocacy if there is a possibility of discrimination for the community
	d. After completing a review of public policy, LBH Yogyakarta provides policy recommendations
	e. LBH Yogyakarta responds to the situation in the field (linguistics of the people who are fighting for their rights)
	f. Consolidate across issues
3.	Efficient
	a. LBH Yogyakarta conducts efficiently in conducting case advocacy work
	b. LBH Yogyakarta builds a network of work to maximize case advocacy results
	c. LBH Yogyakarta runs structural, legal aid education through Kalabahu Program and Paralegal School
	d. LBH Yogyakarta held an internal meeting as the first step in resolving the case
	e. Regional Working Meeting (Rakerda) as the beginning of the annual movement
4.	Impartial and rapid judicial
	a. LBH Yogyakarta gives access to legal aid to the community
	b. LBH Yogyakarta positions society as having the highest sovereignty

No	Description
	c. LBH Yogyakarta encourages judicial institutions to carry out case handling procedures by applicable regulations d. LBH Yogyakarta ensures the performance of judicial institutions is not onerous e. LBH Yogyakarta supervises the handling of cases that are being accompanied by f. Conducting legal aid training in the form of Paralegal School
5.	Transparent public agencies
	a. LBH Yogyakarta supports transparency through regulations that support advocacy work, for example, to obtain information for the optimization of case assistance results b. If it encounters difficulties, then what to do is sending a letter, to have a public dialogue or protest c. Disclosure of information provided by LBH Yogyakarta is in the agency's report, in the form of Year-End Notes (Catahu) d. Using social media as a means of disseminating information e. Conduct financial audits f. Conduct performance audits but has no obligation to report them to the Government
6.	Accountability for decisions by public officials
	a. LBH Yogyakarta engages the community in organizational activities, for example, in Regional regulation b. LBH Yogyakarta encourages public institutions to hold the public accountable c. LBH Yogyakarta conducts accountability by issuing Catahu every year d. Accountability both vertically and horizontally
7.	Meaningful participation by a citizen in debating public policies and choices
	a. LBH Yogyakarta encourages people to participate in the development of actively b. LBH Yogyakarta encourages people to know their rights c. The community position is a critical prerequisite in legal case advocacy work. d. LBH Yogyakarta conducts critical legal education for people who experience discriminatory actions e. Paralegal schools in a bid to establish grassroots legal aid force. f. Efforts to grow social capital

Source: obtained from primary data

4. Impartial and rapid judicial processes

LBH Yogyakarta conducts monitoring of judicial institutions that functionates NGOs in terms of democracy. Monitoring is carried out in one direction, by LBH Yogyakarta to the judicial institutions. LBH Yogyakarta encourages judicial institutions in Indonesia to respect the ILO 189 convention content agreed upon within other countries. Based on the agreement, the Government of Indonesia should consistently guarantee workers' basic rights, including

domestic workers' fundamental rights, information on the terms and conditions of employment, working hours, employment, and safety, occupational health, and social security.

In the handling of Erwiana Sulistyaningsih's case, LBH Yogyakarta used the situation as momentum to campaign for workers' rights, especially in the informal sector. LBH Yogyakarta prioritizes the principle of professionalism during the mentoring of cases and often interact with public agencies. Still, there is no relationship with a thing but the interaction between NGOs and the state. Such monitoring is usually carried out by LBH Yogyakarta to ensure that any complaints or cases handled are responded to by the procedures applicable in the relevant agencies. Thus, LBH Yogyakarta is reducing the likelihood of maladministration occurring.

The Advocacy Division became a pivot in advocacy activities and involved all elements of the organization. The assignment to the Advocacy Division facilitated the follow-up step of each incoming case. This does not overlap the case because the Advocacy Division has handled the case entered through legal consultation. It would be easier if the person in charge of the case assistance became part of the division and AD and ART mandate.

LBH Yogyakarta provides access to legal aid to the community. The public service is protected by Law No. 16 of 2011 On Legal Aid. People dealing with legal problems do not always understand how to act and even know the service flow. LBH Yogyakarta fills the role of the state, namely, as a legal aid provider. Indeed in legal consulting services, all kinds of problems will be served by the institution, particularly the structural cases. The consequences of structural matters may harm incapable people. Losses are measured not only economically but also socially, politically, culturally, and legally.

LBH Yogyakarta contributes to ensuring better use of resources in the judicial process for a balanced verdict and siding with the truth. In the case of Erwiana, LBH Yogyakarta monitors the judicial process to run as it should increase participation and motivation in the case's assistance.

5. Transparent public agencies

LBH Yogyakarta supports transparency through regulations that support advocacy work. For example, to get information for optimizing the LBH Yogyakarta case's assistance, it will contact public agencies. What to build is a formal communication between agencies? LBH

Yogyakarta also cooperates with other public institutions, such as the Ombudsman and the National Commission for the Protection of Human Rights (Komnas HAM). If it encounters difficulties, then what is done in public dialogue or even protest, as the last effort. Transparency indicates that direct information from public agencies is vital in handling cases supported by Law No. 14 of 2008 on Public Information Disclosure. The public policy opens up space for NGOs to access general information as a form of freedom in a democratic country.

The disclosure of LBH Yogyakarta information is open to the public in the agency's report, Year-end notes (Catahu). Catahu contains various information, including agency profiles, infographics, case summaries, and conclusions on conditions during a year in the work area, including a financial report in Catahu Year 2019. The public can access Catahu on the agency's official website http://www.lbhyogyakarta.org. The public can assess activity updates through various social media, including Facebook, Twitter, and Instagram. The use of social media is further to expand the influence of institutions through regular news. It is also to raise public trust in LBH Yogyakarta.

LBH Yogyakarta conducts audits. The audit seeks to find out the organization's internals. On the other hand, an audit can also determine whether the legal aid movement is effective and efficient or not, seen from various organization's operational activities. LBH Yogyakarta conducts two kinds of audits, namely financial audits and performance audits. First, financial audits purpose is to determine the financial condition of institutions to support organizational movements. An appointed public accountant conducted the audit by LBH Yogyakarta. Second, performance audits. Performance audits find out the delve into the state of the organization. However, as an NGO, LBH Yogyakarta has no obligation to report the public's audit results, including the government.

LBH Yogyakarta encourages easy access to public information. In line with this, the agency promotes the optimization of resources to improve public sector management's efficiency and effectiveness, especially legal services and legal aid.

6. Accountability for decisions by public officials

LBH Yogyakarta does accountability by publishing Catahu every year. Although it has no obligation to hold the public accountable, LBH Yogyakarta does as well. Catahu signaled that LBH Yogyakarta is spreading influence on readers. The democratic values raised are

illustrated by why a public problem can occur, how the suffering of oppressed people, how cases handled, and how ideal democracy is. Call it the Erwiana Sulistyaningsih case. The economic structure that prompted Erwiana Sulistyaningsih to complain abroad was also the leading cause of most TKI. Erwiana Sulistyaningsih faced with two choices: surviving with economic inequality or becoming a TKI for a better life. However, Erwiana Sulistyaningsih seeks justice. The employer's abusive treatment of her is a form of torture every day. LBH Yogyakarta accompanied the case in cooperation with elements of civil society. As a result, Erwiana Sulistyaningsih is winning the case. Long story short, from the long journey Erwiana Sulistyaningsih demanded justice. It took the common thread that LBH Yogyakarta can give an example if the country is absent. Then, it will also encourage inhumane actions for its citizens working abroad.

Accountability, both vertically and horizontally, occurs in LBH Yogyakarta. Vertical accountability describes interactions between positions within the organization. Members of the division must report the work results to the head of the division. The head of the division is obliged to convey the development of the work program to the director. On the other hand, the interaction of LBH Yogyakarta with the external environment can also be a form of vertical accountability, for example, between LBH Yogyakarta and Tifa Foundation to strengthen community capacity through Paralegal School. Horizontal accountability applies to equivalent levels, e.g., coordination between fellow division members or division heads. However, LBH Yogyakarta does not necessarily convey internal conditions to interested parties because there are conditions where internal organizations only become members' consumption, such as more detailed funding.

LBH Yogyakarta strives not to make the organizational structure an inhibition of advocacy work. Administrative and rigid procedures turned into as minimal as possible. The expected result is a dynamic and harmonious interaction between members. Administrative activities may create bulkheads amid efforts to make cases. Of course, it does not benefit the organization because every action must be precise, not flexible. It is also spelled out on the organizational structure's delivery through the website by not including the organization chart, even though there is an indication of name and position. Like two sides of a coin, the option has a role in triggering coordination constraints that allow for contradictions.

LBH Yogyakarta promotes the poor's interests, such as access to legal aid services for migrant workers, such as Erwiana. Also, institutions contribute to preventing abuse of power and maladministration. In the end, accountability mechanisms can increase stakeholders' resistance to LBH Yogyakarta, such as avoiding discrimination measures to the TKI.

7. Meaningful participation by a citizen in debating public policies and choices

LBH Yogyakarta encourages people to know their rights. The fulfillment of rights for the community affected by development programs, for example, is easier to do when it has the least awareness that it is facing injustice. Thus, people have responded to policies that are a choice of actions taken by the authorities. The community position is a critical prerequisite in legal case advocacy work. Structural legal aid does not want a stuttering society of the law. As long as the community lives in the law's territory, there is no reason not to understand the prevailing law. Advocacy is an effort to re-fulfill the harmed's rights so that the public should realize from the very early days what is right.

LBH Yogyakarta conducts critical legal education for people who experience discriminatory actions. LBH's participation is in a variety of ways. LBH Yogyakarta participates in advancing the community's welfare by complementing the state's role as a public servant. Education is defined as a form of encouraging people to have power. Thus, it is not appropriate that the educational process only exists when sitting in the classroom while listening to a teacher's talk. Meanwhile, LBH Yogyakarta conducts critical legal education in assisted society with various methods, such as discussion, because the people in litigation will be more interested in practical measures to solve the problem in front of the eyes.

Legal education conducted directly to the community encourages the formation of social capital. The most commonly internalized material is related to human rights. This is important because the foothold why LBH Yogyakarta conducts mentoring is an oppressive structure. In other words, by seeking the realization of social capital, the network will start to change for the better—for example, the trust aspect. People will be more confident that they also can oppose oppression, not just as the aggrieved party of development programs: another example, networking. Communities tied to the same interests are rallying forces to ensure human rights. Thus, the increased capacity is no longer a public figure but will be more evenly distributed, even forming a new community. However, it is not uncommon to find a passive society. The incomprehension of the legal mechanisms that apply is the beginning of people's

desperation to choose passively or participate but with a minimal portion. This indicates that there are still people who are confused when faced with legal problems. This will also make it easier for LBH Yogyakarta to conduct social studies to strengthen assisted communities' bargaining values.

Paralegal schools establish legal aid forces at the grassroots. The participation of LBH Yogyakarta as an NGO increases the community's capacity to internalize democratic values actively. On the other hand, society is encouraged to be active, especially about the law. Paralegal Schools is an overview of how an NGO conducts a movement that targets grassroots communities but involves other communities. Call it a think tank. The organization appoints one or more representatives to attend the Paralegal School. Each representative is given legal aid material and honed skills in understanding social reality with an approach to issues close to the community. In the middle of the session, LBH is evaluating each community leader in Yogyakarta. The assessment purposes at conveying the development of the educational achievements of each community representative. LBH is considering at the end of the learning period. From this, LBH Yogyakarta realizes the mechanism of representation for each community. The community deliberations are conducting to determine who to choose. At the end of education, the evaluation became a form of accountability delivery of LBH Yogyakarta as a program maker to the community as the party that receives the program's benefits.

The formation of a community from a co-assisted community is another form of participation. People dare to express their aspirations. Furthermore, the articulation of interests is essential in joint with LBH Yogyakarta. However, the birth of legal aid cadres from the assisted communities through critical legal education is a new spirit for LBH Yogyakarta. A change agent in a conflicting society is necessary to help control conflict management development. Conflict resolution is more accessible from within, which is what LBH Yogyakarta believes. The community supports legal aid work as appropriate. Starting from the willingness to participate in the fight for human rights, it paved the way for realizing organic solidarity due to critical legal education. This solidarity is essential, considering that people are always face-to-face with opponents of the cause, including NGOs opposed to ideology with LBH Yogyakarta.

LBH Yogyakarta, as an NGO, feels a responsibility, initiates, and is committed to encouraging participation on an ongoing basis. In Erwiana, LBH Yogyakarta, together with

the network, mobilized to pressure the authorities to respond to the matter as a serious problem. The ultimate goal of the participation process is a change to public policy that is more pro-community.

Supporting and Inhibitory Factors of Non-Governmental Organizations Promoting Democratic Governance

In implementing democratic governance, some factors affect the organization's performance, not least with LBH Yogyakarta. LBH Yogyakarta reflects how democratic governance in promoting its capacity as NGO.

1. Supporting Factors
   a. Political development as mobilization and mass participation

A democratic system can mobilize people's resources more efficiently. In contrast to the statement, there is a presumption that efforts to introduce democracy can be an obstacle to development rather than appropriate if juxtaposed with social work carried out by LBH Yogyakarta. The living space of transformative NGOs, such as LBH Yogyakarta, is an arena to find alternatives to the renewal of conditions supported by countries that are not always capable. The state's inability to provide free legal assistance services that are popular is an opportunity for the entrance of LBH Yogyakarta to take on the role. On the other hand, NGOs can also mobilize people to fight for fundamental rights actively. At the same time, the NGO itself can maintain its existence based on issues of priority.

   b. Cooperation with grass-root groups

The strength of the people's organization is a crucial supporting factor. Many NGOs are unable to maintain their effectiveness due to the lack of established network work. Each NGO tends to put its ideology first. However, in some cases, an organization's selfish side will be minimized to achieve the organization's goals. LBH Yogyakarta was indexed while handling the case of Erwiana Sulistyaningsih. LBH Yogyakarta cooperates with other NGOs. Nevertheless, LBH Yogyakarta still chooses colleagues who are in line with the addressed issues.

   c. Donor Support

It has become a common understanding that most NGOs have independent funding, including LBH Yogyakarta. LBH Yogyakarta has a diverse source of funds. The agency's

budget comes from donor grants and merchandise sales through the official Instagram @sobatkeadilan. The Tifa Foundation grant for the Paralegal Schools program supports legal aid education for community representatives. The two institutions are equally encouraging respect for human rights. Thus, it is appropriate if LBH Yogyakarta gets support from Tifa Foundation. Donor support for NGOs is not just financial. From LBH Yogyakarta, for example, the implementation of Paralegal School gives an idea that there are efforts to encourage people to be active as well as a civil society capacity building plan to meet a more democratic state life.

d. Public policy that supports litigation assistance

LBH Yogyakarta public service is legal aid for the poor who have difficulty in accessing it. In this way, of course, the movement of the institution needs to get legality. Concerning legal aid, there is a Legal Aid Act. The Legal Aid Act may be new to ensure access to lawyers. However, the Paralegal Act changed to justice for people who are not legal scholars only limited to non-litigation.

2. Inhibitory Factors

a. Political will

Arbitrary policies open up opportunities for injustice for society. Public policy is an intrusion that forces every state's element to act according to the content, thereby. In contrast, the existence of a public policy is inseparable from the possibility of overlap. This kind of thing is troublesome for NGOs to do defense for the community to demand justice. Decentralization has another face that widens the Local Government's case inviting policies that are different from those that already exist at the national level, regardless of the context of good or bad for the community. Arbitrary systems will never benefit society, both given its implementation and its impact on the structure. Not to mention, NGOs faced with convoluted bureaucracy.

b. Intolerant group resistance

There is a rejection from NGOs that differ from the principles embraced by LBH Yogyakarta. Intolerant groups are pinned to civil society elements that are not yet or even unprepared for the difference in their fellow viewpoints. LBH Yogyakarta fights for the fundamental rights of society. Religious groups are often cross-understanding with LBH Yogyakarta.

c. Lack of Organisational Human Resources

Human Resources Organization is the determinant of the success of LBH Yogyakarta internalizing democratic values. However, the number is not yet comparable to the case number. LBH Yogyakarta has a Legal Aid Training Work (KALABAHU) as a means of supporting cadreization. However, it has not been adequate for the cadreization of institutions when applying to become a Legal Aid Minister (LBH) is not comparable to the total number of Kalabahu participants. Based on Catahu 2019, LBH Yogyakarta received 200 complaints.

Meanwhile, LBH Yogyakarta only has 27 PBH. The area of work covers the entire DI Yogyakarta and 15 districts and cities in southern Central Java. Fortunately, LBH Yogyakarta has paralegals working on their respective community bases even though there is no attachment to the institution's relationship.

Conclusion

Based on the above description, the study concluded that implementing democratic governance on the work of court assistance as a case advocacy effort by the Legal Aid Institute (LBH) Yogyakarta is optimal. Erwiana managed to get justice as a migrant worker (TKI) who received her employer's discriminatory actions in Hong Kong. Nevertheless, LBH Yogyakarta experienced new obstacles to political will resistance from intolerant groups and a lack of organizational human resources. In the case of Erwiana Sulistyaningsih, LBH Yogyakarta gives the idea that NGOs can also play a role in providing services to the community like those offered by the state when the state is sluggish, absent, or even as a perpetrator of discrimination. Democratic governance values internalized during the management process, and conflicts that occur during the country's political dynamics can develop a shared understanding of the meaning of national and state life. Therefore, citizens need to play an active role in controlling public policy that affects themselves as individuals and communities, even if few. It is also a consequence that democracy can still exist if people take part while NGOs are more than catalysts. Thus, LBH Yogyakarta needs to improve the cadreization strategy to attract the public to join and fight for the fate of others who are experiencing unfair actions.

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Dynamic Governanc e Pekanbaru City in Policy Implementation About The New Normal in Pandemic Covid-19 Era

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Abstract

Dynamic Governance shown in this study aims to reveal various programs and activities within the scope of government that must always be oriented towards the public interest with the various challenges and anticipatory requests for Covid19 on the implementation of a new lifestyle policy in Pekanbaru City with policies, understanding the objectives that must be implemented. overall. This study aims to see the Dynamic Government of Pekanbaru City in Implementing the New Lifestyle Policy during the Covid19 pandemic. The method used in this research is a qualitative method based on the postpositivism or interpretive philosophy, used to examine the conditions of natural objects, where the researcher is the key instrument. This result is that government programs in overcoming Covid19 through the New Lifestyle policy, research have not answered existing problems so that they have not been able to produce and implement adaptive policies (adaptive policies) through the development of dynamic capabilities (including the ability to think ahead, think again, and think crosswise.) in the process of implementing the New Lifestyle policy during the Covid pandemic19

Keywords:

dynamic governance; policy implementation; new normal; coronavirus disease19

Introduction

Covid19 (Coronavirus disease 2019) appeared locally in Wuhan - China at the end of 2019 and began to plague the end of January 2020, then spread throughout the world from February to August 2020. Pekanbaru City implements Large-Scale Social Restrictions on April 15, 2020, based on Pekanbaru Mayor Regulation Number 74 of 2020 concerning guidelines for implementing large-scale social restrictions (PSBB) in handling Corona Virus Disease 2019 (Covid19) in Pekanbaru City. Pekanbaru City implements Large-Scale Social Restrictions on April 15 2020 based on Pekanbaru Mayor Regulation Number 74 of 2020 concerning

guidelines for implementing large-scale social restrictions (PSBB) in handling Corona Virus Disease 2019 (Covid19) in Pekanbaru City.

New normal or New Life Behavior (PHB) was officially enforced by the Mayor of Pekanbaru on June 9, 2020, based on Decree (SK) No: 399 of 2020. Enforcement of Pekanbaru Mayor Regulation (Perwako) number 104 of 2020 concerning guidelines for people's new life behaviors productive and safe in the prevention and control of Covid-19 in Pekanbaru City.

The public wants reforms or changes in public services and good governance, considering that so far the implementation is considered poor. Pekanbaru City is hit by the Covid19 pandemic crisis, PSBB forces people to stay silent at home, greatly disrupting their daily activities and livelihoods, while the economy must continue to run. From the development of the handling of Covid19 to date, predictions have emerged that this condition will last quite a long time. Thus, an emergency condition that was considered temporary will soon become a new normal. Pekanbaru City re-entered the red zone of the second wave of the spread of the Covid19 virus in June 2020 after the enactment of the New Normal or New Lifestyle.

One of the conditions for enforcing the new normal is the reduction in positive cases of Covid-19. As of 27 May 2020. No cure for the Covid pandemic 19 has yet been found The PSBB policy affects the social life of the community and causes economic and political crises. Pekanbaru City received the smallest index in Riau Province in the transmission of covid19 during the implementation of the third stage of the Large-Scale Social Restrictions (PSBB) on May 29, 2020, namely with an RO ratio of 0.4 from the Riau Province index, namely the ratio of 0.88. However, after the implementation of the New Normal or New Lifestyle (PHB) on June 1, 2020, the case index in Pekanbaru City has increased through several clusters.

New normal in Habibi et al. (2020) is a change in behavior to continue carrying out normal activities, but coupled with the application of health protocols to prevent the transmission of Covid-19. The principle of the new normal is to be able to adapt to life patterns. This transformation is to organize new lives and behaviors during a pandemic, which will then be carried forward until a vaccine is found for Covid-19.

The public must be accustomed to the situation. The Task Force is ready to formulate a movement entitled four healthy five perfect. This movement is not the same as pre-existing food consumption patterns. This is more aimed at preventing the transmission of the

coronavirus. The four healthy ones are wearing a mask, maintaining physical distance, washing hands, and getting enough rest, and not panicking.

Dynamic Governance

The current concept of dynamic governance is the government's ability to continually adjust public policies and programs, as well as patterns of changing the way public policies are formulated and implemented so that long-term interests are achieved. Dynamic conditions in government are very important for sustainable economic and social development, especially in an environment that is experiencing uncertainty and rapid change where people are increasingly demanding sophistication, more education, and are more affected by globalization and the birth of various new concepts in governance and global competition.

Dynamic governance is another form of development in the understanding of government science and modern public administration approaches helps to see problems as a whole (holistically), one of which is the dynamic governance development model in Singapore by Neo and Chen.

According to Anwar dalam Tahir (2017) The concept of dynamic governance theory reflects the deliberate efforts of leaders to shape their future. The basic concept of Dynamic Governance is to combine culture with capabilities so that it can produce changes for the better. Dynamic governance dalam Neo, Boon and Chen (2007) said, "dynamic governance is the key to success in a world undergoing accelerating globalization and unrelenting technological advancement".

According to Michels and Graf in Andhika (2017) This is related to the government's model and way of achieving medium and long-term goals, which requires continuous stakeholder participation between the government, the private sector, civil society, and the community in formulating any policies and patterns of stakeholder participation that lead to forms of change that are agreed upon. This participation is important in a democratic country to restore public trust, although public participation does not necessarily contribute significantly to changes in government institutions of a country.

Policy Implementation

According to Gordon in Mulyadi (2016:24) implementation with regard to various activities directed at program realization. Wahab inside Anggara (2012:530) said The definition of policy implementation is simply formulated as a process of implementing public policy decisions, which are usually in the form of laws, government regulations, judicial decisions, executive orders, or presidential decrees.

According to Udoji inside Anggara (2012:531) said if, "The execution of policies is as important if not more important than policy making. Policy will remain dreams or blue prints file jackets unless they implemented. a process of moving to ward a policy objective by mean administrative and political steps".

Jones inside Anggara (2012: 533-534) said that in discussing the implementation of the policy there are two actors involved, namely:

1. Some people outside the bureaucrats who may be involved in implementation activities, such as legislators, judges, and others.

2. Those bureaucrats who are involved in functional activities, in addition to implementation.

Pola Hidup Baru (The New Normal)

The widening social distance in society after the implementation of social distancing raises the issue of the emergence of a "new normal". This condition is considered a miniature pattern of community interaction in the future. In the future, it is believed that this widening social and physical distance will become something normal. The human condition when the COVID-19 outbreak is over will further emphasize the function of technology in mediating human interactions. Direct human interactions will then be replaced by indirect interactions. Harari (2020) stated if this is combined with the presence of new civilizational challenges, ranging from the threat of government surveillance via technology, increasing government control over public privacy, to the phenomenon of the loss of global solidarity in facing the threat of emergency.

New normal is a step to accelerate the handling of COVID-19 in the health, social and economic sectors. The new normal scenario is carried out by considering regional readiness and the results of epidemiological research in the related area. President Jokowi has asked all

his staff to study field conditions to prepare for the new normal order amid the COVID-19 pandemic.

WHO is supporting the Ministry of Health (MoH) in reviewing provincial operational response plans for all 34 provinces. WHO also continues to support the government in analyzing provincial data to assess epidemiological criteria to reduce large-scale social restrictions (PSBB).

According to WHO, there are non-negotiable measures to determine new normal, namely: rapid isolation of all suspected and confirmed cases. Clinical care suitable for those affected by Covid-19 extensive contact tracing and quarantine of all contacts at least 80 percent of new cases tracked and contacts quarantined within 72 hours after confirmation that at least 80 percent of new case contacts were monitored for 14 days ensuring that people washed their hands frequently; wear a mask in public places and workplaces, and maintain a physical distance of at least 1 meter from others.

In addition to providing guidelines on what to meet if Indonesia wants to implement the new normal, WHO also provides basic protection measures for the new normal for people. These steps are: clean your hands frequently with rubbing or alcohol-based soap and water, avoid touching the eyes, nose and mouth, maintain physical distance, at least 1 meter from other people, leave the house only for essential needs and if possible work from home if you are outdoors, in public places and workplaces, wear a cloth (non-medical) mask. Meanwhile, medical masks should be considered for vulnerable populations, namely: People over 60 years of age.

People with underlying conditions (cardiovascular disease, diabetes, chronic lung disease, cerebrovascular disease, cancer, and immunosuppression). Living side by side in the midst of a virus whose vaccine has not yet been found will indeed be a new order. The community must continue to fight the spread of the virus while doing their usual activities. The activities carried out are not like before the corona pandemic.

New normal inside Habibi et al. (2020) is changes in behavior to continue carrying out normal activities, but coupled with the implementation of health protocols to prevent Covid-19 transmission. The principle of the new normal is to be able to adapt to life patterns. This transformation is to organize new lives and behaviors during a pandemic, which will then be carried forward until a vaccine is found for Covid-19.

The public must be accustomed to the situation. The Task Force Team is ready to formulate a movement entitled four healthy five perfect. This movement is not the same as pre-existing food consumption patterns. This is more aimed at preventing the transmission of the coronavirus. The four healthy ones are wearing a mask, maintaining physical distance, washing hands, and getting enough rest, and not panicking.

The community will live a new normal life until a vaccine is found and can be used as an antidote to the coronavirus. This transformation is to organize new lives and behaviors during a pandemic, which will then be carried forward until a vaccine is found for Covid-19. Therefore, every step towards the transition to 'the new normal' must be monitored by the health authorities and all relevant stakeholders, together with economic and social considerations.

Coronavirus Disease2019

COVID-19 is an infectious disease caused by a newly discovered type of coronavirus. This is a new virus and a previously unknown disease before the outbreak in Wuhan, China, in December 2019. Most (about 80%) of the infected people recover without the need for special treatment. About 1 in 6 people who catch COVID-19 becomes seriously ill and has difficulty breathing. Elderly people (seniors) and people with pre-existing medical conditions such as high blood pressure, heart problems or diabetes, are more likely to get more serious. Those with fever, cough and difficulty breathing should seek medical attention.

According to Rothan & Byrareddy (2020) People can catch COVID-19 from other people who have the virus. COVID-19 can be spread from person to person through droplets from the nose or mouth that come out when a person with COVID-19 coughs or exhales. These sparks then fall on objects and surrounding surfaces. People who touch these objects or surfaces and then touch their eyes, nose or mouth, can catch COVID-19.

United Nations Conference on Trade and Development (UNCTAD, 2020) inside Muhyiddin (2020) said that Covid-19 hit developing countries and several things had an impact on the economy after the outbreak of the Covid19 pandemic. Namely, the ongoing debt crisis is not limited to the poorest developing countries, but also affects all income categories.

Hardy et al (2020) said that efforts can be implemented to contain the spread of the Covid-19 virus, namely by limiting person-to-person contact and urging the public to take steps to protect themselves and others or what is known as Social Distancing or Physical Distancing.

Methods

Research methods are needed so that research can run well and achieve the expected results. The method used in this research is a qualitative method based on the postpositivism or interpretive philosophy, used to examine the conditions of natural objects, where the researcher is the key instrument. The steps of the qualitative research method begin with problem identification, followed by a literature review, clarity of research objectives, data collection, observation, samples, interviews, ethical issues, and data analysis. (Raco, 2010).

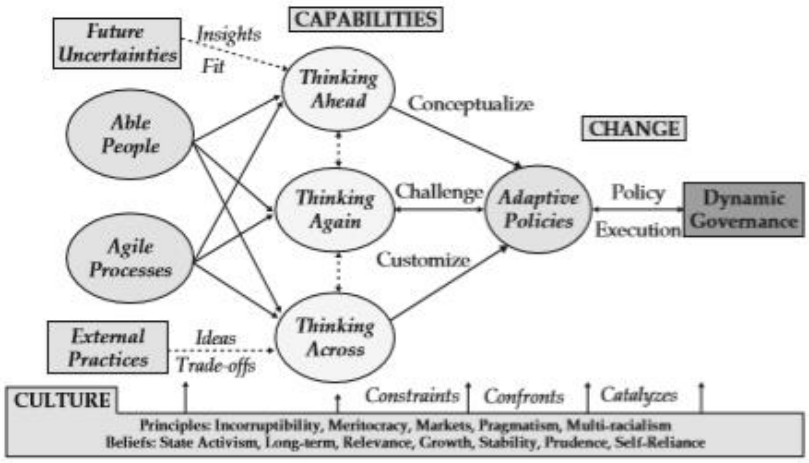
The research subjects are informants who provide information to the researcher or the person who is the source of the data in the study which is determined using purposive sampling technique, namely the sampling technique is based on certain objectives (the selected person actually has the criteria as a sample). Namely the Pekanbaru City Covid19 Task Force for the Acceleration of Handling.

Data analysis refers to the steps used by Miles dan Huberman (Huberman, 2014) which consists of four streams of activities simultaneously, including: data collection; data condensation, data presentation and conclusion / verification.

Results and Discussion

This study examines the Dynamic Governance of Pekanbaru City Government in Implementing New Lifestyle Policies during the Covid-19 Pandemic, the author uses the theory proposed by Boon Siong Neo and Geraldine Chen in their book entitled Dynamic Governance Embedding Culture Capabilities And Change In Singapore, which states that Dynamic Governance is a dynamic governance process.

Figure 1.
Thinking Framework Dynamic Governance



Source : Neo, and Chen (2007: 12-46)

The goal achieved is dynamic governance, as shown at the far right in the picture, after implementing adaptive policies. The foundation of dynamic governance is the institutional culture in Pekanbaru City, shown at the bottom of the figure. Three dynamic abilities, namely: thinking ahead, thinking again, and thinking across are shown in the middle. There are two main tasks to develop the dynamic government capabilities of Pekanbaru City. People who are capable (able people) and carried out with good / smart processes (agile processes) are shown on the left.

However, the influence of serious concern is the external environment that will affect the government system, such as security issues, poverty, politics, which create uncertainty about change. The external environment affects the government system of Pekanbaru City in implementing the New Normal Hiudp Pattern policy through future uncertainty. The goal achieved is a dynamic Pekanbaru City government, as shown at the far right of the figure, after going through an adaptive policy, namely the new normal implementation policy implemented through the adoption of innovations and regulations from other regions or countries.

In the concept of Dynamic Governance, a leader or in terms of the Implementation of New Lifestyle Policies in Pekanbaru City, which is led by the Mayor directly as Chair of the task force to accelerate the handling of Covid19, Pekanbaru City must think intelligently and tactically by articulating his ideas in the pattern of government administration starting from

thinking ahead (think ahead) which means the ability to identify future environmental developments, understand their implications and identify the strategies needed to take advantage of new opportunities in preventing potential threats from the spread of the COVID-19 pandemic and its impact on people's lives in life social, economic, health, education, and in other fields.

This concept involves determining how to seek community welfare and achieving long-term goals in implementing the new normal which is an effort to accelerate the handling of Covid19 and to restore the lives of people who have been disturbed by the COVID-19 pandemic, so in a democratic country, the way to be taken is to involve all stakeholders (stakeholders), namely the government, the private sector and the public in formulating policies, establishing institutions and patterns of relationships between stakeholders.

Describe dynamic governance as the determination of the various policies, institutions, and structures that are chosen, which collectively encourage the ease of interaction towards better economic progress and social life. In this case, it concerns a new lifestyle policy implemented by the Pekanbaru City government, which in this case is carried out by the Pekanbaru City Covid19 task force.

Neo and Chen's concept also formulate dynamic governance as "to how these choose paths, policies, institutions, and structures adapt to an uncertain and fast-changing environment so that they remain relevant and effective in achieving the long-term desired outcomes of society." Dynamic Governance will run if the corrupt bureaucracy, spoils system, nepotism, and society are not yet fully democratic to oversee government activities in implementing the inner life pattern policy and maximizing the prevention of Covid19.

In the concept of dynamic governance, this dynamic capability is widely applied in business organizations as an organizational strategic management in dealing with changes in the environment. However, dynamic capabilities can also be applied in public sector organizations to build their competitive advantage. Dynamic governance is another form of development in the understanding of government science and modern public administration approaches helps to see the problems of implementing the New Normal during the Covid19 pandemic in Pekanbaru City as a whole (holistically), one of which is the dynamic governance development model in Singapore by Neo and Chen.

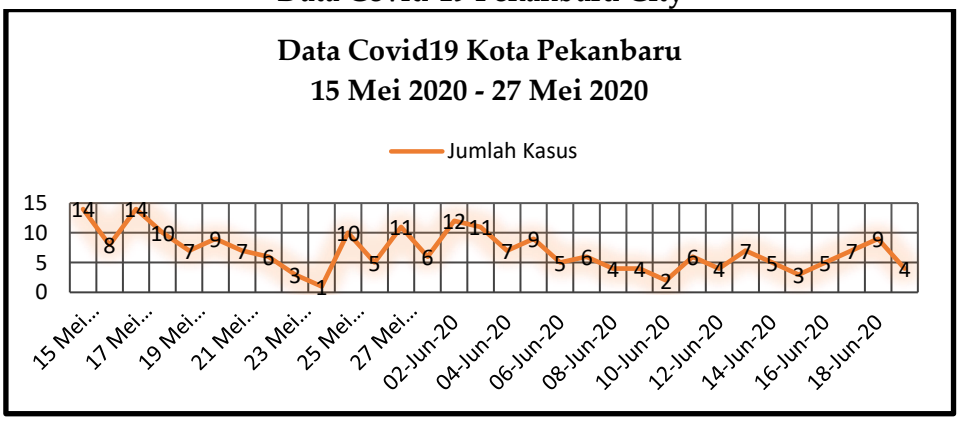
The concept of Dynamic Governance in its implementation in Pekanbaru City at the time of the implementation of the New Lifestyle policy is as follows:

1. Integrity contained in government culture is defined as the government's obligation to have the ability and willingness to comply with regulations when carrying out its duties and obligations as a public servant. In this case, the Pekanbaru City government has implemented it in accordance with statutory regulations, planning documents, implementation guidelines, and technical instructions for implementing new lifestyle policies, as well as maximizing the role of the Week City Covid19 Handling Task Force. (Mashur & Meiwanda, 2019)

2. Policies according to the will of the community or relevance, the new lifestyle policies made by the Pekanbaru City government as an effort to accelerate the handling of Covid19 should result in a better change, especially towards a reduction in Covid19 cases, but in this case after being implemented for several weeks, a new lifestyle policy actually causes new cases in several clusters where there are crowd gathering points.

3. Growth or growth, after the implementation of the new lifestyle policy, it is expected that there will be a decrease in cases and a growth in the economic condition of the community, but the Pekanbaru City government has made its best efforts and cooperates with the central government, namely by providing direct cash assistance, basic food assistance, public assistance. , educational assistance, and others.

Figure 2.
Data Covid-19 Pekanbaru City



Source : ppc-19.pekanbaru.go.id

The graph above is a recapitulation of the development of the Covid19 case in Pekanbaru City starting from May 15, 2020 at the third stage of Large-Scale Social Restrictions

(PSBB) to May 28, 2020. And on June 1 at the enactment of the New Normal or New Lifestyle (PHB) until 19 June in the BRI cluster case.

The table details above are 577 total People Under Monitoring (ODP), with 109 total Patients in Care (PDP) consisting of 10 people died and 99 people recovered and 4 positive patients recovered. After previously experiencing a significant decrease in positive cases, Pekanbaru City re-entered the red zone of the second wave of the spread of the Covid19 virus in June 2020 after the enactment of the New Normal or New Lifestyle. The additional cases were caused by the Palembang cluster and the BRI KCP Sudirman cluster on Friday, 19 June 2020.

The total positive cases in Riau increased due to the cluster cases to 142 people, with details of 20 being hospitalized, 114 healthy and discharged, and 8 dead. There were 66 PDP still being treated, PDP negative covid-19 and discharged 1,469 people, and PDP died totaling 176 people. The total number of PDPs is 1,711 people. While ODP in monitoring numbered 3,682 people, ODP has completed monitoring totaling 71,401 people.

Large-scale Social Restrictions (PSBB) is no longer an option by the government considering that the New Normal or New Lifestyle is more likely to maintain public health while protecting the economic aspect so that it continues to move on the condition that all levels of society must be disciplined in implementing health protocols.

However, based on graph 1.1, there are 632 total People Under Monitoring (ODP), with 106 total Patients in Care (PDP) consisting of 8 people who died and 98 people recovered and 1 positive patient died and 9 positive patients recovered. The total number of cases per 15 - 28 May 2020 when the third stage of the PSBB was implemented had an increase when the New Normal or New Lifestyle (PHB) was enacted on 1 June 2020.

Not only an increase in cases occurred shortly after the implementation of the new normal, but before that the implementation of the new normal on June 1, 2020 for the first 10 days to June 10, 2020 went without technical guidance and the Pekanbaru City government handed over the implementation of the policy independently to the community so that many were found. a public place crowded with groups of people. Like the shopping center, the keris monument roundabout which is the center for youth associations, as well as places for recreation or entertainment, is also crowded with people.

Another effort made by the Pekanbaru City Government is implementing mass rapid tests at several points, one of which is in Marpoyan Dami District, Tangkerang Tengah Village. However, with the lack of direct socialization and education to the surrounding community, many people do not participate and are discouraged for fear that the results of the rapid test will affect their social life and economic conditions. And considering the minimum level of accuracy of the rapid test, the government still has not provided alternative solutions such as the mass SWAB which is considered to be more accurate in detecting Covid19 as a continuation of the Covid19 pandemic crisis.

Another problem arose when the mayor of Pekanbaru City allowed the new Head of Health Office M. Noer to be inaugurated on 26 June 2020 to take three months of leave starting on 1 July 2020 during the Covid-19 pandemic crisis. This allows a crisis of public trust in the government which has an important role in overcoming this problem, given that the increasing number of positive Covid19 patients requires maximum collaboration from all stakeholders.

Pekanbaru City Government must reflect on the concept of Dynamic Governance to realize the new normal plan. Dynamic Governance refers to a management organization based on the highest authority (state and government). The bottom line; If the government wants to be complete in implementing the new normal, it must involve the parties involved very broadly. By taking into account the strategic role of the government bureaucracy, the Dynamic Governance strategy is as follows:

1. To restore public confidence in a negative image of the government into a positive image, by improving service management (trust management), in accordance with the government's objectives, namely providing services to the community. Public opinion and impression really need to be a mirror to understand the shortcomings and weaknesses of the bureaucracy by being willing to reflect on the critical opinion of the community will be able to improve public services (Habibie, 2019).

2. Change the mindset of bureaucrats (government officials) as people who want to be served to become people who should serve. This is important to know with the aim of giving satisfaction to the community from what the government has given to the community. The success of government cooperation is influenced by four important factors, namely the commitment of local leaders, identification of priority needs, integration and harmonization

processes, and participatory and institutional models. (Sururi, 2014). These factors as a whole are preferences for policy actors in supporting successful collaborative governance. In this research, the role of all stakeholders in implementing new lifestyle policies during the Covid-19 pandemic has affected the lives of various sectors, thus requiring many parties to return to improve this condition.

3. Improvements to the government affairs management system (governance) from planning to supervision, in this case human resource planning and financial resources, in an effective, efficient and professional manner. This has an impact on the performance of every government agency that has taken part in dealing with Covid19, especially at the time the new lifestyle was implemented in the city of Pekanbaru.

4. Improving ethics and morality for government bureaucratic officials from the center to the regions by consistently upholding the code of ethics and applicable laws and regulations. Such as the implementation of curbing the perpetrators of violating the new lifestyle policies by Satpol PP.

Pekanbaru City must implement Dynamic Governance in order to produce and implement adaptive policies through the development of dynamic capabilities (including the ability to think ahead, think again and think across) in the new normal implementation process during the Covid19 pandemic, because the ideal bureaucracy is a bureaucracy that is provide excellent, fair, and good service to the community (Hayat, 2016). The concept of dynamic capabilities is one of the most essential aspects in the efforts of public sector organizations to gain competitive advantages that are able to anticipate threats and take advantage of opportunities to support the achievement of expected goals. The dynamic governance capability of the Pekanbaru City Government in implementing new lifestyle policies during the Covid19 pandemic can be seen as follows. :

1. Think Ahead (Think ahead)

The Pekanbaru City Government has made a new lifestyle policy as an alternative form of the basis for national policy to meet the consumption needs of the people related to production and distribution activities. Apart from that, social conditions also require interaction. For example, religious activities that may not be carried out continuously in the online space. This has a major impact on society as the target of policy implementation. Because a good policy is a policy that can accommodate the interests of various parties

without harming the interests of other parties (Yandra et al., 2017). This implementation is expected to be able to support all efforts and programs carried out by the Pekanbaru City Government Covid19 Task Force as the policy implementer. The forward thinking process includes:

1. Explore and anticipate future trends and developments that may have a significant impact on the enactment of the New Normal.

2. Understand how these developments will affect the achievement of current goals, and test the effectiveness of existing strategies, policies and programs. This is related to the position of the government that is even more interesting. This is due to the fact that the government is not monolithic or a single entity, rather comprises several sections that conduct various distinct functions: planning institutions, finance, and so on. To that end, the meaning that is attached to science that emanates from the government does not constitute a singularity, but various 'voices' that include the planning body at both the national and local government level (Seftyono et al., 2017).

3. What strategic options can be used to prepare for the emergence of new cases and take advantage of new opportunities. As stated in the Decree (SK) No: 399 of 2020. As well as stipulating the implementation of Pekanbaru Mayor Regulation (Perwako) number 104 of 2020 concerning new life behavior guidelines for productive and safe communities in the prevention and control of Covid-19 in the City of Pekanbaruganan Corona Virus Disease 2019 (Covid19) in Pekanbaru City. What has changed to become Perwako no.130 of 2020 concerning guidelines for new productive and safe lives for the prevention and control of Covid-19 in the City of Pekanbaruganan Corona Virus Disease 2019 (Covid19) in Pekanbaru City. With the increase in the number and types of sanctions for violators of living a normal life or a new lifestyle during the Covid pandemic19.

The Indonesian government uses social media for various purposes including disseminating government information, forging collaboration with the general public, and providing real-time online services (Haryanti & Zalfiana rusfian, 2018) Therefore, the Pekanbaru City government has implemented a strategy in disseminating and updating the data on the Pekanbaru City covid19 case through the ppc-19.pekanbaru.go.id website. In this case, the government's commitment to building open data is urgently needed. It can be observed in the whole process, from problem formulation, FGD, discussion of problems,

determining action plans and up to its implementation. (Azizatun Nafi'ah, 2019). This is an opportunity to regain confidence in the government in handling the COVID-19 pandemic and at the time of implementing a new lifestyle policy in Pekanbaru City.

1. Think Again (Berpikir kembali)

The Pekanbaru City Government in the Covid19 task force unit of the Pekanbaru City Government conducted a review of the new lifestyle policy by looking at the impact of various existing aspects, and seeing from the time the New Lifestyle policy was first implemented.

In addition to its impact, the government needs to pay attention to the negative effects of the digital divide, namely by expanding access, opportunities and profit gaps between community groups because many are unable to access and utilize technology. (Wahyunengseh et al., 2016). This is because the influence of Covid19 causes limited direct interaction, so that communication and dissemination of information is mostly done through the use of social media and technology.

This research was conducted to analyze a new system to solve problems based on a strategy that has been completed through a policy. Furthermore, by looking at the level of community participation and what the efforts of the Pekanbaru City government are like in involving the community to accelerate the prevention of Covid19 in the new normal era. With the rethinking efforts include:

1. Review and analyze actual performance data and feedback on public understanding in response to the COVID-19 pandemic. Especially in terms of absorbing information and differentiating hoax information because it can be problematic in political context because people may see the new item of information as verified and legitimate, where in fact it is a product of a users' intervention. In politics, hoax as memetic practice has the potential to form a community of shared beliefs and ideology (Utami, 2018).

2. Examining the causes of feedback or observing facts, information and behavior. This is related to the role of the Pekanbaru City Government in overcoming and dealing with the COVID-19 pandemic, one of which is the implementation of a new lifestyle policy which in fact causes an increase in cases but on the other hand also improves the poor economic conditions of the community due to PSBB. Awareness and social actions that are formed genuinely from the people will be able to sustain bet er than initiatives that are merely

top-down from the government alone. At the national level, we need to create an environment that supports the growth of genuine civil society initiatives in disaster management (Octastefani & Rum, 2019).

3. Review strategies, policies and programs to identify features and activities that are having a good impact and those that are not. This is related to how the government of Pekanbaru City is able to empower the community in the midst of the Covid19 pandemic so that they can overcome economic problems that occur. This is done because community empowerment needs to be supported by the linearity of policies ranging from laws to their derivatives. In order to create harmony with the character and culture of the community which is the object of empowerment, so that there is harmony in its implementation. In other words, administrative and organizational factors greatly influence success in achieving goals (Amri & Ferizko, 2020).

4. Redesign policies and programs, in part or in full, so as to improve performance and achieve goals. Because Disaster preparedness policies and guidelines are concrete efforts to carry out disaster preparedness activities. Policies are outlined in various forms, but are more meaningful if they are regulations such as decrees or regulations accompanied by clear job descriptions (Apriliani & Maarif, 2020).

5. Implement new policies and systems that are more relevant to society. Given that the focus on motives and action that are driven by the desire to do good for others with the purpose of contributing to the wellbeing of society (Budiyanti et al., 2019).

This rethinking effort has been carried out by the Pekanbaru City government with changes to the policy of implementing a New Lifestyle and changing nomenclature as well as the task of handling Covid19, namely the Task Force Team to Accelerate the handling of Covid19 Pekanbaru City to become the Task Force for handling Covid19 Pekanbaru City. This is because the Disaster Risk Reduction Policy has the objective of increasing disaster preparedness and to prevent development activities from increasing the community's vulnerability to disaster threats. (Lestari et al., 2018).

2. Think Across (Berpikir lintas batas)

Find indicators of the adoption of innovations in implementing new lifestyle policies from other regions and countries. Strengthening efforts to implement a new lifestyle through periodic evaluations. As well as finding indicators for adjusting the implementation of new

normal policies such as socialization to the public and other efforts to achieve accelerated handling of Covid19 in Pekanbaru City.

The process of thinking across boundaries includes:

1. Seeking and adopting interesting practices implemented by other regions in response to the Covid pandemic19 cases. Because A public innovation is considered beneficial if it contributes to society improvement by mitigating the occurrence or reducing the adverse impact of recurring problems (Hidayat, 2020).
2. Observe and consider these innovations to be applied in Pekanbaru City. One of them is by adopting the innovation of the PP Satpoll PP violation application, which aims to make it easier for the PP Satpol to curb people who do not wear masks and comply with Pekanbaru mayor regulations.
3. Evaluating what might be applied to the local context, considering the conditions and circumstances in the current pandemic, and the possibility of being accepted by the people of Pekanbaru City. One of them is by holding regular meetings with representatives of each agency in Pekanbaru City, in this case who are members of the Pekanbaru City Covid19 Handling Task Force.

Conclusion

The conclusion is that the study of dynamic governance defines capacity as the availability and functioning of the ability of people (able people) and agile processes that form dynamic capabilities so that they can formulate an adaptive policy that leads to better organizational governance performance. So that the Pekanbaru City government has not been able to produce and implement adaptive policies through the development of dynamic capabilities (including the ability to think ahead, think again, and think across) in the process of implementing the New Lifestyle policy during the Covid-19 pandemic. However, the government of Pekanbaru City is proven to have carried out its duties and made every effort by utilizing technology and the adoption of innovative prevention and control of Covid19, especially during the New Normal or a new lifestyle. However, the obstacles that arise cause the process of implementing the new normal policy to be less than optimal, which is supported by the lack of public participation in implementing health protocols and complying with the rules contained in the Pekanbaru Mayor Regulation No. Covid19 and the

implementation of the new normal, as well as public facilities that returned to operation, triggered uncontrolled gathering points so that several clusters of the spread of covid19 occurred again in Pekanbaru City.

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Document :

Peraturan Menteri Kesehatan Nomor 9 Tahun 2020 Tentang Pedoman Pembatasan Sosial Berskala Besar.

Keputusan Menteri Kesehatan RI HK.01.07/MENKES/328/2020 tentang panduan pencegahan dan pengendalian Covid19 di tempat kerja perkantoran dan industri dalam mendukung keberlangsungan usaha pada situasi pandemi.

Peraturan Menteri Dalam Negeri Nomor 20 Tahun 2020 tentang Percepatan Penanganan Corona Virus Disease 2019 (COVID-19) dilingkungan Pemerintah Daerah.

Keputusan Menteri Kesehatan Nomor Hk.01.07/MENKES/ 250/2020 tentang Penetapan Pembatasan Sosial Berskala Besar di Wilayah Kota Pekanbaru Provinsi Riau Dalam Rangka Percepatan Penanganan Corona Virus Disease 2019 (COVID-19).

Peraturan Walikota Pekanbaru Nomor 74 Tahun 2020 tentang pedoman pelaksanaan pembatasan sosial berskala besar (PSBB).

Peraturan Walikota (Perwako) Pekanbaru nomor 104 tahun 2020 tentang pedoman perilaku hidup baru masyarakat produktif dan aman dalam pencegahan dan pengendalian covid-19 di Kota Pekanbaruganan Corona Virus Disease 2019 (Covid19) di Kota Pekanbaru.

Peraturan Walikota (Perwako) Pekanbaru nomor 130 tahun 2020 tentang Perubahan Peraturan Walikota (Perwako) Pekanbaru nomor 104 tahun 2020 tentang pedoman perilaku hidup baru masyarakat produktif dan aman dalam pencegahan dan pengendalian covid-19 di Kota Pekanbaruganan Corona Virus Disease 2019 (Covid19) di Kota Pekanbaru.

Keputusan Wali Kota Pekanbaru Nomor 510 Tahun 2020 Tentang Pembentukkan Satuan Tugas Penanganan Corona Virus Disease 2019 (Covid – 19) Di Kota Pekanbaru

Analysis of Government Collaborative Action on Covid-19 Disaster Management in Lampung Province

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Abstract

Anticipation act in disaster management is important, including non-natural disasters such as the COVID-19 pandemic. This research aims to examine the government colaborative action in dealing with covid-19 non-natural disasters in Lampung Province. This research is an experiment study, using pretes-post design methods with group control. The population in this study was 84 people from stakeholders in regional disaster management, the group was divided into 2 groups: groups that intervened through model and groups that intervened with disaster relief without model. The sample of the study results is carried out with representative criteria and relevant criteria. In this study a large sample based on that criterion was 70 people who were divided into 2 groups. The instrument used is a questionnaire. Based on the results of the known paired t test there is a difference between the pretest and postest values in each group namely the experiment group (p=0,001) and the control (p=0,001), based on the t test based on the value of the p=0.006 result, which means there is a difference in disaster management knowledge in the significant stakeholder group between the post test group I and the control group.

Keywords:

disaster management; collaborative action; government collaboration; covid-19 pandemic

Introduction

Various experiences of natural disasters faced by humans have given learning to various parties to change the mindset and way of tackling them. In this development era is increasingly realized how important inter-relations between the parties in each process and stage of disaster management (Cavallo, 2014). Both the government and the public should both have readiness and ability to prevent, confront, evade, or cope with natural disasters that can strike without knowing the time of the event (Caymaz et al., 2013). If the government and the community in an area are more alert to face and able to cope with the disaster, the impact of the losses that the community will experience and that area is likely to be suppressed or

minimized. Conversely, if the government's disaster management is poor and the community remains powerless then the losses from natural disasters can become greater or even more complicated to overcome (Hermansson, 2016).

In the midst of a paradigm shift in disaster management in a more encouraging direction, disaster risk reduction becomes commonplace from decentralized development processes. In Indonesia, attention to the importance of disaster management has at least been realized through the birth of Law No. 24 of 2007 on Disaster Management. Under the Law, local governments are required to form a task force of the Regional Disaster Management Agency, i.e. in each province up to the district/city level (Anantasari et al., 2017).

But the mere perness of the organizational structure is certainly not enough. That is why in the development of more up-to-date disaster management ways and practices simultaneously the demands for better governance of disaster management are also increasingly real (Pandey, 2019). Transparency, participation and accountability in the inter-relations of the parties of both the government, the public and the business world will determine what the quality and success of a disaster management activity will look like. The experience of some areas in carrying out the rehabilitation-reconstruction of the homes of people affected by the aftermath of the earthquake is even considered to be one of good practice and should be used as a stub for learning for various parties (Ali et al., 2019). Disaster management developed by local governments in a transparent, participatory and accountable manner can be the key to optimizing the achievement of disaster management goals (Arbon, 2014).

Governance has a very important meaning and role in ensuring the achievement of the most basic objectives of a political entity, be it the country or the smaller political regions under it, including such as provinces and districts/cities in Indonesia. In the context of governance and development, good governance will benefit democracy and the welfare of the people (Cutter et al., 2013). By UNDP governance is defined as a process, rule, or result of interaction between legislative, executive, civil society, courts, and communities that are then referred to stakeholders in a particular region. In this case governance is defined as the rationing of power in the fields of economics, politics and administrative to manage a country at all levels (Ariyanto, 2018). On the one hand governance can be interpreted as formal and informal rules governing public areas, especially in the decision-making process. In addition,

governance is also defined as the capacity of the government to design, formulate, and implement policies and impose penalties on offenders (Etinay et al., 2018). Governance as a process of public policymaking and its implementation through interaction between the state arena, civil society, and economic society (market) (Anderson et al., 2019). Meanwhile, governance is the process of aligning culture, political institutions and economic systems that grow and develop in society with the main goal of creating a better shared life (Enia, 2016). The various definitions of governance stated above demonstrate how important it is to pay attention to interrelasi between the parties in making decisions, planning, preparing, implementing to evaluate each process and phase of disaster management (Daly & Feener, 2016). In particular from the point of view of inter-relationship social science studies the parties themselves can be studied as an embodiment of social reality as well as a phenomenon of social action.

With regard to the context of good governance in disaster management in the region there must be at least three principal governance principles in the inter-relations of the parties, namely: transparency, participation and accountability (Das & Luthfi, 2017). First, transparation concerns the openness of public information as the main foundation of good governance in disaster management. Second, participation to ensure the involvement of all relevant parties, especially the community as the main benefit of the agenda and rehabilitation-reconstruction program. Third, accountability in the sense that all parties can and must account for decisions and actions or actions taken. Good governance practices at least apply these three principles and are then referred to by the Partnership as the basis for a more collaborative governance.

In previous research, a model was obtained that sought to summarize the involvement of stakeholders in disaster management. This model has a payload that emphasizes potential aspects for collaboration and collaboration with non-governmental and private groups in handling long-term disaster victims, bearing in mind that the government budget only covers the relocation and construction of houses and public infrastructure affected by disasters, while the needs of other supporters are not ready yet. The rehabilitation and reconstruction phase requires solid commitment. As has been stated if after the disaster it is possible ithere iis a concentrationiof NGOs in the relief and rescue phase. However, continuing efforts in the reconstruction and rehabilitation phase require long-term

commitment. In this phase, NGOs can play an important role as a link between the community and the government, communicating the needs and priorities of the community to the government. Therefore, the most challenging part is the aspect of readiness to play a role, where the capabilities involved in post-disaster reconstruction can be transmitted to future generations to anticipate the next disaster (Shaw, 2003). The dynamics in the role of the government shows that if the government cannot become self-government, in the context of disasters more collaboration and tactical collaboration between stakeholders is needed, only the position of non-government groups can be further strengthened. Under these conditions, more governmental networks are generally needed more as a decentralized organization and joint network governance that can facilitate collaboration by optimizing trust and legitimacy and minimizing power imbalances (Hermansson, 2016). In addition, community involvement in disaster risk reduction and pre-disaster management can provide benefits in terms of trust, ownership and reduction of losses due to disasters due to dynamic processes that enable community groups to contribute, exchange ideas and inclusive decision-making activities (Pandey, 2019). The future model of disaster management needs to be multi stakeholder and involve more active roles of non-government groups and private organizations that have the capacity to manage disasters.

In the next section it is necessary to be disseminated in the form of testing the concept of models against the group that is the implementer of the model. This dissemination needs to be done to prepare for acceptance and minimize rejection by the group, in addition the results of such dissemination can also result in revision or strengthening of the model in order to strengthen the relevance and optimization of the model. Therefore, there are several objectives that are to be realized from this study, namely: (1). Is there any influence of complementary network models on the knowledge of disaster management stakeholders in the region?, (2). Are there any changes before the model was introduced with after the introduction of that model?. These two questions will then be discussed in the next section.

Methods

In experimental research there are principles that must be met namely the absence of replication, randomization, and control. If the research of the three principles is fulfilled but has not yet reached perfect (actually) then it is called quasi experimental. The type of research

used is quasi-experimental because it has not yet reached perfect in the experiment group and control group (Wang et al., 2018).

This research was conducted with the research design of pretest-posttest control group design. With the same draft, the same questionnaire was tested to the same group of respondents twice. While the time between the first test (pretest) and the second (posttest), not too far, but also not too close. Intervals between 15-30 days are sufficiently qualified (Bärnighausen et al., 2017). If the interval is too short then it is likely that the respondent still remembers the questions in the first test. Whereas if the test time is too long, it is likely that in the respondent there has been a change in the variable to be measured. In this study the time span given between pretes and postes in both the experiment and control groups was the same for 25 days.

The population in this study was 84 people, consisting of stakeholders in disaster management, with the following details: 1) 22 people from district government apparatus; 2) 22 people form BNPB and Basarnas apparatus; 3). 20 people from NGO activists number, and 4). 20 people of academician. From the two groups are divided into 2 groups; group 1: intervention through model socialization, and group 2: without model socialization. Determination of research samples is done purposively sample, i.e. sampling method to get certain criteria as the criteria in question are criteria of relevance and criteria representativity.

In this study a large sample based on these criteria, obtained 70 person. With a sample of 70 person, the number of representative samples because it is more than a minimum sample then with random method is divided into 2 groups namely group 1: model socialization intervention as many as 35 person, Group 2: intervention control group is done without model socialization as many as 35 people.

Result and Discussion

a. Disaster Management Collaborative Model

Disaster response and recovery efforts encourage the growth of various humanitarian organizations. Long (1997) mentions an increase in the number of humanitarian aid operations, along with the number of natural disasters in the world. Disaster damage requires assistance not only from the government in disaster response and recovery efforts. The increasing number of disaster events in various countries encourages the growth of aid

organizations. The corporate sector also played a role in relief efforts. Thomas and Fritz's (2006) research on relief efforts during the tsunami in Aceh shows the role of various companies. Situations and conditions resulting from disasters require active preparation and greater resources to achieve the goals carried out (Daly, 1998).

The government, according to Helsloot and Ruitenberg (2004), may not be able to respond to all aspects of disaster response and recovery efforts alone, thus encouraging the involvement of various other resources. Paul (1998), shows the involvement of organizations in disaster relief, including Non-Governmental Organizations (NGOs) or Non-Governmental Organizations (NGOs), professional and business organizations, volunteers, soldiers and other organizations, as well as involvement of other communities outside the disaster area. Disaster response and recovery efforts are also supported by other countries in the world. The international community plays a role in assisting victims in efforts to recover the consequences of disasters, both short and long term.

These organizations are agents in disaster response and recovery efforts. Butcher and Ashton (2004) mention the term agency as an independent organization that works in accordance with its objectives, so that the term agents in disaster response and recovery efforts includes various organizations. The term agency denotes an organization that aims to provide services to society. Organization by Camphoux (2003) is defined as a system that involves the collaboration of two or more people to achieve goals. Agents in disaster response and recovery efforts, are classified differently by Kodoatie and Syarief, and by Dynes. Kodoatie and Sjarief (2006) classify parties involved in disaster response and recovery efforts into five groups, namely: regulators, planners, users, support organizations and service providers. provider). Dynes (1970), as quoted by Scanlon, states that there are four types of organizations that respond to emergency situations, namely regular, expanding, extending and emergency groups. Organizations with regular duties have regular duties such as police and security. Cross organization expanding broader tasks such as medical officers. Even if not direct, the extension organization has a role in disasters, for example, contracting companies. Emergency groups are groups that are formed specifically for example committees, agencies, and special teams.

Meanwhile, Shaw (2003) argues that the coordination of NGOs and volunteer organizations in a post-disaster scenario can be concluded that activities will be successful if

they are rooted in people and communities. Community involvement is important because community activities are deeply rooted in the society and culture of a region. They can show the real needs and priorities of the problems faced, so that they can provide responses and corrections to plans to be implemented. The existence of community participation in the form of groups, community groups (grassroots) is an important factor in village development (Martin, 2004). Twigg, (1999) also states that the existence of community activities encourages people to respond to emergencies quickly, efficiently, fairly, and resources can be used economically. In developing and developing countries, according to Raphael (1986), during an emergency, community groups play a very important role in the process of disaster response and reconstruction. Shaw and Goda (2004) describe relationships in social interactions, including government, aid organizations, and communities. The community interacts uniquely with the environment and society. Disasters not only affect individuals and businesses, but also communities. When a community experiences a disaster, they will try to act (Flint and Luloff, 2005). Community resources are naturally deeply related to the environment and geography in which they are located.

b. Colaborative Action of Covid-19 Pandemic in Lampung

On the End of June 2020, hard work amidst the Pandemic in Lampung is appreciated. Lampung has been named the second best province in Indonesia which has successfully suppressed and controlled the spread of the Covid-19 virus. Not only that, innovations carried out in three sectors have received awards. New Productive and Safe Covid-19 Normal Order Area Innovations. The three sectors are 1st place in the restaurant sector, 2nd place in the modern market / mall sector and 3rd place in the traditional market sector.

The success of Lampung cannot be separated from various social movements in society, including the role of women in Lampung Province who take part. Under the command of the Governor's wife who is also the Chairperson of the Lampung Province TP PKK, Riana Sari Arinal. They don't want to be left behind. Take part in helping alleviate Covid-19 in the region. Social ideas are born. Forming the SIGER movement or Time to Join the Movement for the People. This movement targets people who have difficulty earning a living. As a consequence of the appeal to stay at home. In order to minimize the spread of the virus. Social movement in simple ways. The packages containing vegetables, eggs, instant noodles, sardines, oil, rice

were placed in front of the fence of his house. A message was written. For those who need it, they can take something as needed. Apart from that, Riana also initiated Barokah Friday. Distribution of groceries and medical devices for people in various areas in Lampung Province. The hope is to motivate the whole community to share. Health workers who are at the forefront of handling the Corona virus are not ruled out. They need the availability of medical equipment. Starting from PPE, Face Shield, Portable Washbasin, given to health workers in hospitals and health centers. Do not forget to help with basic needs. Riana was not alone in preparing. He involved a lot of people.

Full support is also provided from the private sector. Various companies are working with the Lampung Provincial Government to distribute aid to people in need. Support from the company was distributed with the Covid-19 Handling Task Force. Support that never stops flowing. A lot of work has to be done. Apart from health and social safety nets, it is no less important to save the people's economy. Especially the Micro, Small and Medium Enterprises (UMKM) sector which has been a mainstay. Movement of the community economy. Decisions made. Providing stimulus to the Cooperative and MSME sector which was affected by the Covid-19 pandemic. In line with the steps of the Lampung Provincial Government, the Central Government has also moved to help the MSME sector. From the records of the Lampung Province Cooperative and UMKM Service, there are 1,683 MSMEs and 80 cooperatives affected by Covid-19. The stimulus for MSMEs is taken from the budget for handling the Covid-19 pandemic of IDR 246 billion. These funds are accumulated from central government budget assistance of Rp. 111 billion plus APBD and Special Allocation Funds (DAK) of Rp. 135 billion. The budget for handling the economic impact itself is prepared at Rp. 26.9 billion. The biggest is for handling the health sector. The value is IDR 181 billion. Big funds are also prepared. For a social safety net. For those who are poor and have lost their jobs due to the Corona pandemic. The budget is IDR 9.8 billion. For the procurement of 98,000 food packages for people affected by the Covid-19 pandemic in 15 districts / cities of Lampung Province.

c. Data Experiment Test Analysis

In this section analyzed data on assessments resulting from assessments of pre tests and post tests conducted to stakeholder groups that became respondents. In the beginning,

please be aware of the meaning of the pre test and post test in order to know the change in the value of both types of tests. The results can be seen from the table below:

Table 1.
Test Results t Pre Test Scores and Post Test Experiment Groups

Value	***Mean***	**Deviation Standart**	**p *value***	**N**
Pre Test	78,05	10,09		
			0,001	35
Post test	89,25	7,29		

In the table, there is known to be an increase in the average (mean) of knowledge scores before and after being given a socialization model. The increase can be seen from the average pre-test score of 78.05 increased to 89.25. In the average post test score, the difference in knowledge score of the highest ecperimen group was 32, and the lowest 2 while the average difference between pre test and post test was 11.20

To find out if there is a difference between the pre test and post test values in this experiment group, a t-section test is performed. In the paired t test, the data is said to be a difference between the previous value and the next value if the p value is less than 0.05. After testing, it was obtained that the p value was 0.001. This indicates that the p value is less than 0.05, so it can be concluded that there is a meaningful difference between the pre test and post test values in the experiment group.

Table 2.
Test Results t Pre Test Scores and Post Test Control Group

Value	***Mean***	**Deviation Standar**	**p *value***	**N**
Pre Test	78,80	7,89		
			0,001	35
Post test	84,40	7,00		

In the table it is known that there is an increase in the average (mean) of knowledge scores before and after being given disaster management socialization without offending the substance of the model. The increase can be seen from the average pre-test score of 78.80 increased to 84.40 on the average post test score. The difference in knowledge scores of the Control group was 26 and the lowest 4 while the average difference between pre test and post test was 9.54. Based on the results of the t test paired between the pre test and post test values in the control group value p = 0.001 (< 0.05), it can be concluded there is a difference between the pre test and post test values in the control group.

Table 3.
Post Test Results and Control Group Post Test Scores

Value	***Mean***	**Deviation Standart**	***p value***	**N**
Post test (Experiment)	89,25	7,27	0,006	35
Post test (Control)	84,40	7,00		

In the table, there is a mean difference in post-test knowledge scores between the experiment group and the control group. These differences can be seen from the average post test score of 89.25 with a standard deviation of 7.27 and the control group of 84.40 with a standard deviation of 7.00.

Based on the results of the t test analysis did not match between post test group I and control group obtained p = 0.006 < 0.05. Based on the analysis can be found that there is a significant difference in knowledge between the post test group I (there is a socialization model) and the control group. This means that the model which diseminate its substance is effective in improving the knowledge of disaster management stakeholders in the region.

Conclussion

Disaster management is important for handling disaster events in order to reduce or minimize casualties. The government cannot afford to handle disasters alone. The

involvement of various parties in the relief effort is an important factor. The success of disaster management cannot be separated from the roles of various parties, including the government, humanitarian organizations and the community (grassroots). Various cooperation will provide enormous benefits. The interaction of civil society which includes government, humanitarian organizations and communities is a force for the sustainability of disaster management more quickly and effectively, in short and long terms covering local areas where disasters occur. This collaborative model has been tested to be positively accepted by the results of data analysis.

Based on data analysis, it can be concluded that: (1). There are differences in the knowledge of disaster management stakeholders in known areas from the increase in pre test and post test scores, (2). There is a model influence on the increasing knowledge of disaster stakeholders in disaster management in the region.

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Media Effect About Corruption News To The Community Trust on Village Performance

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Abstract

The aim of this study is to analyze the effect of media coverage on the Village Fund corruption to the community's trust regarding with village performance, especially village government. Village is sub system of local government. This research uses quantitative with explanatory method. The collecting the data uses questionnaires while, samples were 60 people. Sampling using stratified random. The study uses inferential statistical tests. Hypothesis testing is done by the coefficient of determination test; f test; and t test. Based on the results of the data obtained, it was found that there was an influence of reporting on the corruption of the Village Fund to the community trust on village government performance. The coefficient of determination test shows that the three variables of the media agenda, public agenda, and policy agenda affect the variable of village community trust by 52.7%. It can be concluded that media coverage has an effect on public trust. Thus, it is strengthening the concept of the penta helix in governance. It is show at the future, the role of media taken into account in governance process.

Keywords:

governance; local government; penta helix

Introduction

The development of information and communication technology provides changes and developments to the concept of governance. It involves stakeholders, for the first time originally only three stakeholders, It called it, triple helix. Then, it evolved into a quadruple helix, and they are government, business actors, associations, and academics. In its development, the four pillars have been refined into the five pillars of stakeholders (penta helix), it consist of government, business, associations / communities, academics, and the media. The inclusion of media in the framework of government collaboration plays a role in

strengthening the other four pillars. In this case, it plays a role in disseminating information and monitoring the performance of all stakeholders.

Besides providing ease of information, the media also has an impact. Junaedi (2018: 67) states that the media effect has three phases. One of these phases is the media has the power to form opinions and beliefs and change behavior. Meanwhile, Holilah's (2016) study concluded that mass media has a strong impact on the spread and influences people's perceptions and behavior. Previously in 2011, Rini (2011) conducted research on "The Role of Mass Media in Encouraging Social Change in Society". This research concluded that the mass media played an active and effective role in disseminating information. Thus the mass media has an impact. One of the impacts is a change in the attitude of society globally, it means the decline in community trust in the state and government. This was strengthened by Hasnawati (2018) in her research entitled "The Effect of Corruption Case Reporting on *TV One* on Student Perceptions of the Performance of the Corruption Eradication Commission" it concludes that the corruption news broadcast has an agenda setting effect because it raises awareness of the importance of the topic of corruption.

One of the topics is often reported and has caught public attention is corruption in government institutions, especially at the village level. This is because the Village Fund is one of the newest budgets from the *APBN*, it is specially given by the central government to villages as regulated in Law Number 6 of 2014 concerning Villages. The case of the Fund corruption in the *Detik* news media on September 12, 2019, reported by the Head of *Pragelan* village for the 2011 to 2016 period in *Bojonegoro* Regency was a suspect in the village Fund corruption of Rp. 156 million in the management of the 2016 village financial budget (Rofiq, 2019). On 31 August 2019 in the media *Kompas.com* there was also news about the corruption of the Village Fund carried out by the Village Head of *Dukuhmojo* in Jombang Regency. The Village Fund was diverted was valued at Rp. 278.4 million from two activities carried out in 2018 (Gabrillin, 2019). The next report on the Village Fund corruption case was in the *Antara Yogya media*, namely the Head of *Banyurejo* Village, Sleman Regency. The Village Head corrupted the *Banyurejo* Village Fund for the 2015 and 2016 fiscal years. It worth IDR 633 million (Pranyoto, 2019).

The recapitulation of the Indonesian Corruption Watch (ICW) at intervals of four years (2015-2018), stated there were 181 Corruption Cases in Village Funds that caused losses to the

state amounting to IDR 40.6 billion. The results of ICW's monitoring, from 2015 to Semester I of 2018, cases of Village Fund corruption have increased from year to year. Based on *Kompas.com* report, since 2015 until now, the Village Fund has been disbursed by the government is Rp. 186 Trillion. This fund has been distributed to 74,954 villages throughout Indonesia. However, in its development, the implementation of the Village Fund is prone to corruption practices (Ihsanuddin, 2018).

From the description above, it shows the corruption reporting in the media is very massive and has caught the public's attention. Given the media has an impact as has been proven by previous research, it will get worse if the level of community literacy is low, especially in rural areas. In addition it support in the form of supervision of the implementation of government affairs and village development. It can influence the attitudes and behavior of the village community to be very passive, namely decreasing the level of community trust in the performance of the village government or vice versa. Therefore this research makes mass media coverage of the case Village Fund corruption as a basis for seeing the effect of news on public trust in the performance of village government.

The hypothesis built is "There is an influence of media coverage of village fund corruption on the trust of village communities related to the performance of village government". The aim of this study is to see whether there is an influence in media coverage of village fund corruption on the trust of the village community. Furthermore, the concepts used to analyze are the concepts of Governance, Penta Helix and mass media effect.

Methods

The design of this research is dominantly quantitative research. Quantitative is found in a productive thinking pattern narrated in the background. Then there is data collection techniques that use surveys and tools in the form of questionnaires, as well as analysis using influence testing through SPSS 24 (Statistical Package for Social Sciences).

Singarimbun and Effendi (1989: 5) state that to explain the causal relationship between variables, hypothesis testing is needed, because that this research uses hypothesis testing, this research can also be called an explanatory research. The hypothesis to be tested is "There is an effect of media reporting on village fund corruption on community trust related to village government performance". The independent variables in this study are the Media Agenda

(X1), the Public Agenda (X2), the Policy Agenda (X3) on the reporting of the Village Fund corruption case, while the dependent variable in this study is community trust regarding the performance of the Village Government (Y).

The respondents of this study were the villager of *Punggulrejo* Village, *Rengeld* District, with a sample of 60 people. Sampling using a stratified random sample with the criteria: *Punggulrejo* Village community, aged 17-50 years, minimum high school education, and media users. The respondents consisted of 60 people, it consist of 37 people, between 17 to 25 years old; 10 people, between 26 to 34 years old; 8 people, between 35 to 42 years old; and 5 people, between 43 to 50 years old. There were 40 female respondents and 20 male respondents. Respondents who graduated from high school were 46 people; 3 D3 people; 11 people were graduated from S1 / D4. This study uses inferential statistical tests, hypothesis testing uses the coefficient of determination; f test; and t test.

Results and Discussion

Effect of "Media Agenda" about Corruption News to The Community Trust on Village Performance

Based on the results of the multiple linear regression tests, the variable "Media Agenda (X1)" Corruption News has a regression coefficient of 0.105. This means that the variable "Media Agenda" has a relationship with the variable "Community trust". If the Media Agenda increases by 1%, then community trust will increase by 10.5%. Furthermore, according to the partial significance test (t test) of the Media Agenda, there is no partial influence on Community trust, this is based on the Sig. Media Agenda (0.337)> 0.05 and the t value of Media Agenda (0.968) <t table (2.004), then the Media Agenda variable (X1) partially has no effect on community trust (Y). So it can be concluded that the variable "Media Agenda" has a positive relationship with community trust but does not have a partial effect on community trust.

The relation between "Media Agenda" Corruption News and "Community Trust" is 0.105. This means that if the media increases the news about Village Fund corruption and features the news in various sources, it will make the community feel that the news is important, and make the community know and understand that the village government is prone to Village Fund corruption. If the public knows a lot of information about Village Fund corruption, the community will know the village government performance. If it is , the

community will give reciprocity with community trust. As Mc Comb and Shaw say as quoted by Heryanto (2018: 247) in their book entitled "Political Communication Media", that the media puts pressure on an event so that the media will influence the audience to consider it important.

Effect of "Public Agenda" about Corruption News to The Community Trust on Village Performance

Based on the results of multiple linear regression tests, the variable "Public Agenda" Corruption News" has a regression coefficient value of -0.002. It means that the variable "Public Agenda" has a relation with the variable "Community trust" of -0.002 (negative relationship). If the "Public Agenda" increases by 1%, the "Community trust" will decrease by 0.2%. While according to the t test (partial significance) of the "Public Agenda" Corruption News, the results obtained a t value of -0.023 and a significance value of 0.982. The magnitude of the significance value (0.982)> 0.05 and the amount of t count (-0.023) <t table (-2.004), it can be concluded that there is no partial effect of the variable "Public Agenda (X2)" Corruption News Village Fund on the "Community trust (Y)". So the conclusion that can be drawn, "Public Agenda" Corruption News of Village Fund" has a negative relationship with "Community trust" but does not have a partial effect on "Community trust".

The relation between "public agenda" about corruption news of Village Fund and "community trust" is -0.002. This means that if the public's awareness of news of Village Fund corruption and the public's penchant for news of Village Fund corruption increases by 1%, then "Community trust in Village Government Performance will decrease by 0.2%.

Public knows more, anticipatory, and actively monitor the performance of the *Punggulrejo* Village Government. They more aware of the news of the Village Fund corruption, and people of *Punggulrejo* Village will actively assess the performance of the *Punggulrejo* Village Government, if the performance is bad, the trust of the *Punggulrejo* Village community will decline. As the opinion of Bernard C. Cohen (Nurudin, 2007: 195) states that the Agenda Setting Theory is a theory which states that mass media acts as a center for determining truth with the ability of mass media to transfer two elements, namely awareness and information into the public agenda by directing public awareness and attention. to issues considered important by the mass media.

Effect of Policy Agenda about Corruption News to The Community Trust on Village Performance

Based on the results of the multiple linear regression test, the variable of policy agenda on corruption news has a regression coefficient value of 0.788. The variable that means "Policy Agenda" has a positive relation with the variable "community trust" of 0.788. If the “policy agenda” increases by 1%, then “community trust” will increase by 78%. While, based on the t test (partial significance) of the “policy Agenda” on corruption news, the results of the t value are 5.999 and a significance value of 0.000. The magnitude of the significance value (0.000) <0.05 and the amount of t count (5.999)> t table (2.004), it can be concluded that there is a partial effect of the variable "policy agenda (X3)” Corruption News of Village Fund on the variable "community trust (Y)”. It means "policy agenda" has a positive relation with "community trust" and has a partial effect on "community trust".

The relationship between “Policy Agenda” Corruption News and “Community trust”amounted to 0.788. This means that if the support of the village government for the publication of the Village Fund corruption increases, and the corruption eradication actions carried out by the *Punggulrejo* Village Government are increased, and the corruption prevention measures carried out by the *Punggulrejo* Village Government are also increased by 1% each, then "Community Trust in Village Government Performance" will increase. at 78.8%.

This shows that the community is very supportive of the prevention of corruption. Village Fund. The community feels that the role of government is very important in conducting socialization, and then it will incrase community trust.

Effect of “Media, Public, and Policy Agenda” about Corruption News to The Community Trust on Village Performance

Based on the simultaneous significance test (f test), the results of the f count is 20.758 and a significance value is 0.000. Based on these results the significance value (0.000) is less than 0.05 and the calculated f value (20.758) is greater than f table (2.77), so that the three independent variables X1, X2, X3 (Agenda Setting) have a simultaneous effect on the variable bound (Y). The conclusions that can be drawn, the Media Agenda (X1), the Public Agenda (X2), the Policy Agenda (X3) Corruption News of Village Fund have an effect together

(simultaneously) with the "Community trust (Y)" regarding the performance of the *Punggulrejo* Village government.

The Corruption News of Village Fund by the media (agenda setting) has an influence on community trust regarding the performance of the Village government in *Punggulrejo* Village, *Rengel* District, Tuban Regency. Agenda setting is the arrangement or preparation of agendas / events / activities (Ritonga, 2018). In this study, reporting on the corruption of the Village Fund is an arrangement and arrangement of an event agenda by the media so that the public knows what the media knows. After the community learned about the Village Fund corruption, then the community felt that the news of the Village Fund corruption was important to know. It is in line with the statement of Stephen W. Littlejohn and Karen A. Foss (Baran and Dennis, 2007: 13) that in the agenda setting, the media forms an important picture or issue in the mind.

Corruption News of village fund provide information, where this information provides awareness to the community about the need for monitoring and control of the village government. Governance involves not just the government and the state, so the parties involved are very broad (Widodo, 2001: 18), and governance includes the totality of all institutions (government or non-government) and elements of society. (Dwiyanto, 2015: 1). Public control through the media is needed to smooth the running of good governance.

The normality test uses the Kolmogorov Smirnov (K-S) non-parametric statistical test, in Figure 1 shows that the residual media coverage variable is normally distributed because the Asymptotic Significance (2-tailed) value of 0.200 is greater than 0.005.

Figure 1.

One-Sample Kolmogorov-Smirnov Test

		Pemberitaan Media	Kepercayaan Masyarakat	Unstandardized Residual
N		60	60	60
Normal Parameters[a,b]	Mean	125,12	38,90	.0000000
	Std. Deviation	20,675	6,103	5.09018690
Most Extreme Differences	Absolute	,083	,078	.065
	Positive	,083	,068	.062
	Negative	-,077	-,078	-.065
Test Statistic		,083	,078	.065
Asymp. Sig. (2-tailed)		.200[c,d]	.200[c,d]	.200[c,d]

a. Test distribution is Normal.
b. Calculated from data.
c. Lilliefors Significance Correction.
d. This is a lower bound of the truw significance

Source: obtained from primary data

Multiple linear regression test in this study using SPSS 24, the results of multiple linear regression analysis in figure 2:

Figure 2.

Coefficients[a]

Model		Unstandardized Coefficients B	Unstandardized Coefficients Std. Error	Standardized Coefficients Beta	t	Sig.
1	(Constant)	8.399	3.975		2.113	.039
	Agenda Media	.105	.108	.128	.968	.337
	Agenda Publik	-.002	.065	-.003	-.023	.982
	Agenda Kebijakan	.788	.131	.652	5.999	.000

a. Dependent Variable: Kepercayaan Masyarakat

Source: obtained from primary data

While the heteroscedasticity test used the Glejser test, showing the results of each variable did not experience heteroscedasticity (sig.> 0.05). In figure 3, the details of the sig value. the media agenda variable was 0.345; sig value. public agenda variable of 0.824; sig value. the policy agenda variable is 0.524.

Figure 3.

Coefficients[a]

Model		Unstandardized Coefficients B	Unstandardized Coefficients Std. Error	Standardized Coefficients Beta	t	Sig.
1	(Constant)	4.505	2.496		1.805	.076
	Agenda Media	-.065	.068	-.181	-.953	.345
	Agenda Publik	-.009	.041	-.040	-.223	.824
	Agenda Kebijakan	.053	.082	.100	.641	.524

a. Dependent Variable: RES2

Source: obtained from primary data

The multicollinearity test uses the Tolerance and VIF (Variance Inflation Factor) method, the results show do not occur multicollinearity. In figure 4, the Tolerance value for "media agenda" is 0.482 (greater than 0.10) and the VIF value for "media agenda" is 2.074 (less than 10); Tolerance value for "public agenda" is 0.537 (greater than 0.10) and VIF value for "public agenda" is 1.863 (less than 10); Tolerance value for "policy agenda" is 0.716 (greater than 0.10) and VIF value for "policy agenda" is 1.397 (less than 10).

Figure 4.

Coefficients[a]

Model		Unstandardized Coefficients B	Unstandardized Coefficients Std. Error	Standardized Coefficients Beta	T	Sig.	Collinearity Statistics Tolerance	Collinearity Statistics VIF
1	(Constant)	8.399	3.975		2.113	.039		
	Agenda Media	.105	.108	.128	.968	.337	.482	2.074
	Agenda Publik	-.002	.065	-.003	-.023	.982	.537	1.863
	Agenda Kebijakan	.788	.131	.652	5.999	.000	.716	1.397

a. Dependent Variable: Kepercayaan Masyarakat

Collinearity Diagnostics[a]

Model	Dimension	Eigenvalue	Condition Index	Variance Proportions (Constant)	Variance Proportions Agenda Media	Variance Proportions Agenda Publik	Variance Proportions Agenda Kebijakan
1	1	3,950	1,000	,00	,00	,00	,00
	2	,028	11,901	,22	,02	,48	,08
	3	,012	18,107	,36	,69	,46	,06
	4	,010	19,585	,42	,29	,06	,86

a. Dependent Variable: Kepercayaan Masyarakat

Source: obtained from primary data

The partial significance test (t) in Figure 5 shows the variable of "media agenda" has no partial influence on the community trust variable. a significance value of 0.337 (more than 0.05) and t count 0.968 (less than t table (2.004)); the "public agenda" variable has no partial effect on the community trust variable, with a significance value of 0.982 (more than 0.05) and t count -0.023 (smaller than t table (-2.004)); the "policy agenda" variable has a partial influence on the community trust variable, with a significance value of 0.000 (less than 0.05) and t count of 5.999 (greater than t table (2.004)).

Figure 5.

Coefficientsa

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
1	(Constant)	8.399	3.975		2.113	.039
	Agenda Media	.105	.108	.128	.968	.337
	Agenda Publik	-.002	.065	-.003	-.023	.982
	Agenda Kebijakan	.788	.131	.652	5.999	.000

a. Dependent Variable: Kepercayaan Masyarakat

Source: obtained from primary data

The simultaneous significance test (F) in Figure 6 shows the results of the three variables (media agenda, public agenda, policy agenda) have a simultaneous effect on the community trust variable, with a significance value of 0.000 (less than 0.05) and the calculated f value of 20.758. (greater than f table (2.77)).

Figure 6.

Model		Sum of Squares	df	Mean Square	F	Sig.
1	Regression	1156.988	3	385.663	20.758	.000[b]
	Residual	1040.412	56	18.579		
	Total	2197.400	59			

a. Dependent Variable: Kepercayaan Masyarakat

b. Predictors: (Constant), Agenda Kebijakan, Agenda Publik, Agenda Media

Source: obtained from primary data

The determination coefficient test (R square) in Figure 6 shows the results of the Rsquare value of 0.527 so that the influence of the three independent variables (media agenda, public agenda, policy agenda) on the dependent variable (community trust) is 52.7%.

Figure 7.

Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.726[a]	.527	.501	4.310

a. Predictors: (Constant), Agenda Kebijakan, Agenda Publik, Agenda Media

Source: obtained from primary data

Discussion

Recent scholarships in public administration and legal studies have agreed on the role of public information disclosure as a necessary requirement in eradicating corruption (2020:167). Media coverage is information that has an impact on society. Morris in Fachruddin (2012: 47) states that news is something important and new, which has an impact and benefits in human life. Fachruddin (2012: 47) explains further by quoting Wahyudi's (1994) opinion that explains news as a report about events or opinions that have important value. In Indonesia, the application of Agenda Setting Theory in media coverage has a significant influence on audiences. News about the eradication of corruption is the news most frequently reported by the mass media. Such as, the news about the corruption of the Village Fund of the Former Village Head in Pragelan Village, Bojonegoro Regency in *Detiknews* Media, the news in *Kompas* Media about the corruption of the Village Fund carried out by the Village Head of Dukuhmojo in Jombang Regency, the news from *AntaraYogya* Media about the corruption of Village Fund for the Village Head of *Banyurejo* Village, Sleman Regency, etc

There are no exact definitions of the village fund. However, based on the history of the village fund, the fund can be categorized as a special allocation fund. It is reasonable, due to the village fund comes from the allocation of the Indonesian Government Budget. This is indeed different than microβinance programme which has a size of the intervention and its consequent to policy importance (Duβlo, 2004 cited by Imawan & Putranto: 2020). The special allocation fund is diverse than the micro-βinance programme, due to the only intention of the village fund to build the interest of the village development. (Imawan & Putranto, 2020: 18). According this study, there is no correlation between village fund with eradicating poverty. This result is the same with Wanusmawatie study (2018) that village fund and many grant for

village does not make less poverty but triggering to build community independence to the upper village government. Village classifying into 2 type there are recognition and created village. Both have difference on using village fund but have similarities in the absorption of funds. Village funds have not been used as expected by regulations. the community has jealousy due to the lack of transparency in the use of village funds. This has further triggered a sense of lack of trust in the village government, coupled with the reporting of corruption in the mass media.

Agenda setting according to Ritonga (2018) can be understood as an arrangement or arrangement of an agenda / event / activity. In accordance with the terms put forward by Stephen W. Littlejohn and Karen A. Foss in Baran and Dennis (2007: 13) that the Agenda Setting Theory is a theory states the media form images or issues that are important in the mind. Bernard C. Cohen (Nurudin, 2007: 195) states that Agenda Setting Theory is a theory which states that media massa acts as a center for determining truth with the ability of mass media to transfer two elements, they are awareness and information into the public agenda by directing public awareness and attention to issues considered important by the mass media.

Samsudin A. Rahim in Kholil (2007: 36), agenda setting is the role of mass media which has the power to influence people's opinions and behavior by determining the agenda for issues that are considered important. The application of the agenda setting in media coverage has a significant impact, especially in cases such as corruption. Then, according to Klitgaard (2001: 31) corruption as behavior that deviates from the official duties of a state office because of the benefits of status or money which are personal (individual, close family, own group); or breaking the rules for implementing some personal behavior. In general, corruption is a combination of bad intentions, harmful actions and opportunities. Corruption has a negative impact on various aspects of life, especially a sense of trust, both politically and socially. Corruption has a tremendous impact, be it economic, political, social or environmental losses. On the political side, public participation in democracy is important. Djelantik (2008) explains that there is frustration and apathy among the public as a result of public distrust which in turn causes weak civil society, weak civil society which then paves the way for depotism.

Community trust is a very important and fundamental element to get a legitimate public administration (Mardiyanta, 2013). In the context of democratic policy, community trust becomes a determinant variable, not just an outcome variable. The high level of community trust certainly makes it easier for participants to assess the impact of the program (Wahyuningsih, 2011). Community participation is one factor to make effective government especially on village fund implementation (Arifah, 2019).

Based on the results of the research in accordance with the theories of the experts, the agenda setting news on corruption in the Village Fund has a simultaneous influence on community trust. In accordance with the results of the simultaneous significance test (F), the results of the three variables (media agenda, public agenda, policy agenda) have a simultaneous effect on the community trust variable, with a significance value of 0.000 (less than 0.05) and a calculated f value of 20.758. (greater than f table (2.77)), and the coefficient of determination (R Square) shows the R square value of 0.527 so that the influence of the three independent variables (media agenda, public agenda, policy agenda) on the dependent variable (community trust) amounted to 52.7%.

The main result based on the the analysis and interpretation of data carried out in *Punggulrejo* Village, *Rengel* District, Tuban Regency regarding the effect of reporting on Village Fund corruption by the media on public confidence regarding the performance of the *Punggulrejo* Village Government. With independent variables in the form of a Media Agenda (X1), a Public Agenda (X2), a Policy Agenda (X3) (Agenda Setting). The following are the results of the analysis and interpretation of the research data:

1. Media Agenda (X1). The Media Agenda has a positive relationship with Community Trust, based on multiple linear regression with a Media Agenda regression coefficient value of 0.105. However, the Media Agenda has no partial effect on Community Trust. Evidenced by partial significant test results (t test), with a significant value of 0.337> 0.05 and t count of 0.968 <t table (2.004). The conclusion is the media agenda of corruption in the Village Fund by the media does not have a partial effect on community trust in improving the performance of the *Punggulrejo* Village Government.
2. Public Agenda (X2). The Public Agenda has a negative relationship with Community Trust, based on multiple linear regression with a coefficient of regression of the Public

Agenda of -0.002. However, the Public Agenda has no partial effect on Community Trust. Evidenced by partial significance test (t test), a significant value of 0.982> 0.05 and t count of -0.023 <t table (2.004). the conclusion of the public agenda, the reporting of corruption in the Village Fund by the media does not have a partial effect on community trust in improving the performance of the *Punggulrejo* Village Government

3. Policy Agenda (X3). The Policy Agenda has a positive relationship with Community trust, based on multiple linear regression tests with the Policy Agenda regression coefficient value of 0.788. The Policy Agenda has a partial effect on Community trust. Evidenced by the partial significance test (t test), with a significance value of 0.000 <0.05 and t count of 5.999> t table (2.004). With the conclusion that the policy agenda of the Village Fund corruption reporting by the media has a partial effect on public confidence regarding the performance of the *Punggulrejo* Village Government.
4. Media Agenda (X1), Public Agenda (X2), Policy Agenda (X3) (agenda setting). Based on the simultaneous significance test (f test), it was obtained f count of 20.758 with a significance value of 0.000. The significance value (0.000) <0.05 and f count (20.758)> f table (2.77), the conclusion is that the Media Agenda, Public Agenda, and Policy Agenda for the reporting of corruption in the Village Fund simultaneously (jointly) have an effect on community trust regarding the performance of the *Punggulrejo* Village Government.
5. Media Agenda (X1), Public Agenda (X2), and Policy Agenda (X3) have an R Square value of 0.527. With the conclusion that the magnitude of the influence of the three independent variables (X1, X2, X3 / agenda setting) on the dependent variable (community trust) is 52.7%.

Refers to the above, the practical recommendations are the community must act to increase curiosity about indications of Village Fund corruption; The community must always take the time to control the management of the Village Fund in the *Punggulrejo* Village Government; The village government needs to carry out socialization to provide knowledge of corruption and the Village Government must make efforts to carry out transparency in the accountability report for the management of the Village Fund. This recommendation strengthening the previous study recommendation that village does not

"walking alone" but requiring other sub systems support such us community, local and central government (Wanusmawatie, 2018).

Conclusion

Media coverage has an influence on community and public trust in wider aspect. The media provide evaluation and control over the government and governance by reporting what is happening in government, according to its role in the concept of the penta helix. The Village Fund Corruption Case in the perspective of the agenda setting is news that the public needs to know and the media tries to provide input and emphasize that the news is important. In the perspective of public administration science, Good Governance is a must. Good governance is governance in which there is control and participation of the public, to improve governance reform and policy making.

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Tax Literacy and Leadership Agility: Indigenous Peoples Awareness in Paying Taxes

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Abstract

This study aims to identify and explain tax literacy and leadership agility at the awareness of indigenous peoples in paying taxes. Based on the report, land and building taxes' income is still low for the indigenous peoples of "towani tolotang" South Sulawesi. The research method used is descriptive qualitative with the Nvivo-12 plus program's help by taking a sample of 55 respondents of the traditional leader "uwwa" who spread to the community. Data collection techniques through in-depth interviews and documentation. The results showed that the level of tax literacy has a significant effect on the level of awareness of paying taxes. Its influence is strengthened by applying leadership agility in the form of sensitivity, leadership unity, and resource fluidity. The implication is that with a high level of tax literacy involving leadership agility, the level of awareness of paying taxes will also be higher. The importance of this research is to increase public awareness of paying taxes, although the limitations of this research are on indigenous peoples.

Keywords:
tax; leadership; agility; indigenous peoples

Introduction

Tax revenue is the source of the articles of association for most governments around the world (Nichita et al., 2019). The Indonesian government makes taxes as a very important source of state revenue in financing development. For local governments, taxes are a source of the Regional Income and Expenditure Budget that can be used for the prosperity of the people (Savitri & Suarjaya, 2020; Yoda & Febriani, 2020). Industrial growth has a significant and positive effect on potential tax increases in South Sulawesi (Rum & Kusumawardani, 2020), Indonesia. So it is important for local governments to intervene to increase tax literacy in companies, communities, and expand access to higher education, as well as improve the

quality of the democratization process to improve tax compliance in Indonesia (Eka Putra, Yuliusman, & Firsta Wisra, 2020).

The significance of tax literacy in making responsible tax decisions, namely information , skills and trust (Nichita et al., 2019). U.S. market studies indicate that tax literacy in men who are older, have higher schooling, and have higher household incomes is higher (Lyon & Catlin, 2020). One of the main elements affecting tax enforcement is tax literacy (Nichita et al., 2019). The payment of taxes is a constitutional duty for indigenous people who are widely distributed in regions (Akita, Riadi, & Rizal, 2020; Setiawan, Yuliansyah, & Mumpuni, 2020; Yusuf & Syafrial, 2019)

The International Labor Office (ILO) has acknowledged the protection of indigenous peoples in Indonesia (Yusuf & Syafrial, 2019), regarding possession of land rights (MacKay, 2020). They have basic privileges, such as ownership of land, ownership of houses, cultural ownership, etc. (Wiryomartono, 2020). From one area to another, from one group to another, from one tribe to another, they have different cultures, languages, and traditions, so special arrangements are required in determining ownership (Sahide et al., 2020).

It is therefore important for indigenous peoples to have a particular approach to raising awareness of the payment of taxes. Tax literacy and leadership techniques are among them, since indigenous peoples typically have very little access to education and are very loyal to their traditional leadership (Prianto, Gabriella, & Law, 2020; Sahide et al., 2020; Wiryomartono, 2020). How does tax literacy contribute to raising awareness of tax payments and agility management techniques in the context of sensitivity? The value of literacy to society, therefore (Ilahi, 2019).

Tax literacy, including the most recent innovations, is awareness of taxation by individuals and society (Cechovsky, 2020). Tax literacy is taxpayers' ability to consider their rights and responsibilities and to use tax information and skills to correctly fill out tax returns and comply with taxes (Nichita et al., 2019). One aspect of financial literacy is tax literacy (Cechovsky, 2020; Goyal & Kumar, 2020; Nichita et al., 2019), i.e. financial awareness and abilities (Goyal & Kumar, 2020; Lyon & Catlin, 2020). The willingness of people to make educated decisions about the use and management of financial resources and to make successful decisions (Tuffour, Amoako, & Amartey, 2020). Knowledge and understanding of financial principles and risks, and expertise, encouragement and trust to apply this knowledge

and understanding in different financial contexts to make successful decisions (Goyal & Kumar, 2020). Tax literacy is therefore the knowledge and expertise of taxpayers in knowing their rights and duties to make finance-related decisions.

Tax literacy is connected to tax knowledge, skills, and comprehension, so the importance of awareness of tax payment actions is significant. Tax literacy influences attitudes towards tax enforcement (Nichita et al., 2019), overcomes economic disparities (Abuselidze, 2020), and helps to fix tax hazards (Supardianto, Ferdiana, & Sulistyo, 2019). Tax literacy also raises consciousness of paying taxes, taxpayers can recognize their tax responsibilities and tax rights, contributing to the growth of civil society and prior obligations for the state to fulfill (Bogoviz, Rycova, Kletskova, Rudakova, & Karp, 2019).

When taxpayers are more aware of the following: tax laws; the tax system; and the major forms of liabilities, tax revenue rises significantly (Nichita et al., 2019). Several research findings have shown that tax literacy is linked to optimization of income tax distribution and income (Abuselidze, 2020; Nichita et al., 2019). Tax education is also an essential aspect of civic education, and must be part of it (Cechovsky, 2020). So that people have tax literacy as taxpayers to raise state revenue from the taxation sector.

Similarly, as residents, aboriginal people have an duty to pay taxes. By engaging in company and development operations, of course (Gaidin, 2019; Gassiy, 2019). There is also the right of indigenous people to enjoy good development and public services (Gassiy, 2019). Regional authorities (Gassiy, 2019; Sururama & Nanuru, 2019) as a law, but the value of special care, allowing them preferences to pay both direct and indirect taxes (Lysenko, 2020). The significance of the use, risk and productivity of resources (Krasulina, Evchak, Krepkaia, & Mokhorov, 2019) may also be an important model for indigenous peoples to advance the relationship between tourism, heritage and local development (Doğan & Timothy, 2020).

Leadership agility is one potential strategy to use, since aboriginal people are rather obedient and obedient to their traditional leadership (Pfeffermann, 2020; Sastrawati, 2017). Indigenous leaders and local communities are extremely appreciative of contact with indigenous leaders and local communities (Chou, 2020; Dansoh, Frimpong, & Oppong, 2020). In traditional indigenous peoples, leadership agility is leadership that has a quick response to environmental changes, sustainable development of its own abilities, the capacity to adapt to new circumstances, rapid change implementation, the use of cellular technology, and

responsiveness to science (Astinah Adnan, Idris Rauf, Agustang, & Ahmad, 2020; Rzepka & Bojar, 2020). Sensitivity is characterized as the ability to react to change (Cumming, Filatotchev, Reinecke, & Wood, 2020; Jamaluddin Ahmad Rahman Yakub, Pratiwi Ramlan, 2020), meaning that the pace of responding to change is then used as an opportunity to live.

Often translated as sensitivity is the continuous creation of skills owned by the community or traditional community. Leadership unity (Ahmad, Ekayanti, Nonci, & Ramadhan, 2020; Doz, 2020; Jamaluddin Ahmad Rahman Yakub, Pratiwi Ramlan, 2020), leadership that can unite skills and become a sustainable force to face challenges, is also the introduction of rapid change. Finally, the pace of science responsiveness is described as the fluidity of resources (Doz, Kosonen, & Virtanen, 2018; Rzepka & Bojar, 2020), namely the ability to use the resources they own to improve group competitiveness. Tax literacy for indigenous peoples is also closely linked to the agility of leadership that occurs in their traditional leadership.

Methods

In Sidenreng Rappang Regency, Indonesia, the research location is located. This place was intentionally taken (purposive sample), a district that has many "towani tolotang" indigenous communities that need to be continually researched so that it can be used to construct community and preserve local culture. This culture is very open to changes in the local climate and innovations. We live in the midst of a group that is not from the community, but yet retains their traditional beliefs and practices. They forbid the group from getting higher education and the traditional leader named "Uwwa" decides all decision-making, but remains open to advances in information and communication technology. All of this makes this community 's reason for research fascinating.

The research population consisted of 55 "Uwwa" individuals and a sample, then 2 informants from local government officials who worked in the tax office were added. The approach of gathering knowledge through questionnaires and in-depth interviews. The questionnaire response data were processed using SPSS 22, and the Nvivo 12 plus program was used to process the interview data.

Results and Discussion

Results

In addition, a partial test will be carried out to ensure that tax literacy will raise public awareness of paying taxes. The t-value is derived from the SPSS 21 calculation as follows:

Table 1.
Tax Literacy Coefficient

Coefficients[a]

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
1	(Constant)	12.496	3.299		3.788	.000
	Tax literacy	.179	.079	.297	2.266	.028

The coefficient value for the tax literacy variable is 0.079 with a t count of 2.266 < from t table 2.021 and a significance level lower than 0.05 (sig = 0.02 < 0.05) based on the results of the partial test (t test) in table 1, then H1 is accepted. It can be inferred that the tax literacy variable (X) can, in part, increase public awareness of paying taxes significantly.

The magnitude of variable X 's effect can be calculated by means of the determination coefficient used to determine the independent variable 's contribution to the dependent variable. SPSS production results are obtained as follows:

Table 2.
Tax Literacy Summary

Model Summary[b]

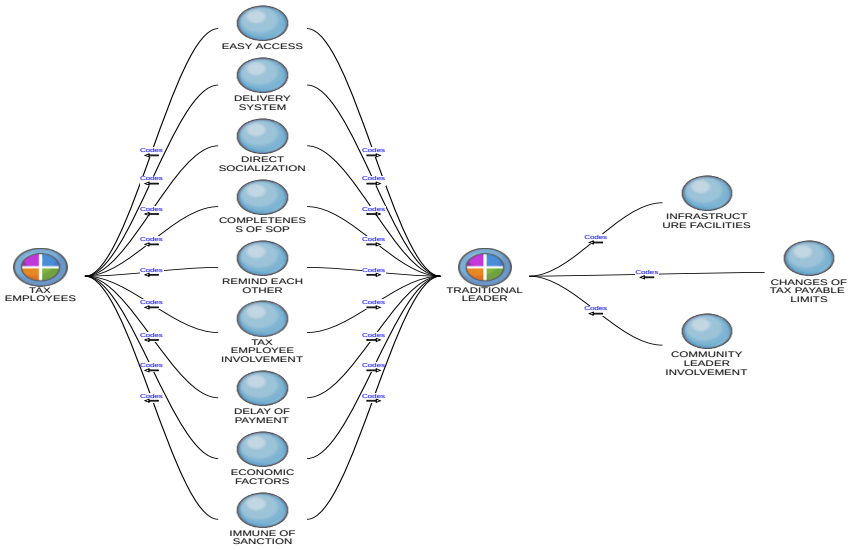
Model	R	R Square	Adjusted R Square	Std. Error of the Estimate	Change Statistics					Durbin-Watson
					R Square Change	F Change	df1	df2	Sig. F Change	
1	.297[a]	.088	.071	2.00989	.088	5.133	1	53	.028	2.024

It is understood from Table 2 above that the contribution of the tax literacy variable raises public awareness by looking at the effects of the modified R square or (Adjusted R2) = 0.071 Which means that the tax literacy variable explains changes in the public awareness variable by 71 percent, while variables-other factors outside the model-explain the remaining 29 percent.

Results of in-depth interviews with respondents using 12 main sub-focus topics, including easy access, distribution mechanism, direct socialization, completeness of standard

operating procedures, mutual reminders, involvement of officials, delays in payments, economic considerations, exemption from fines, completeness of services, improvements in the limits of taxpayers, and participation of community leaders. As shown in figure 1 below:

Figure 1.
Tax literacy factors



The level of public awareness of paying taxes is affected by eight factors, namely ease of access to the venue, distribution method or collector assistance, completeness of standard operating procedures, adequate time, socialization effectiveness, regulatory knowledge, amount of revenue, and penalties. In addition to these eight variables, there are three variables in indigenous peoples according to "Uwwa," namely the completeness of facilities, shifts in taxpayer borders, and participation of community leaders. Pursuant to "Uwwa":

"In the past, there have been many delays in paying taxpayers for different reasons, and most of the reasons are that their income is not fluid or declining.' People in the village are resistant to fines, and they don't care about the penalties they're going to face. We have repeatedly visited them, but we have not responded. The way we generally do is to use community representatives to persuasively approach them so that they are prepared to pay."

Similarly, a declaration as an employee appointed to collect taxes from local government authorities, that:

"We have instructed each regional revenue agency's technical implementing unit to make it easier for collectors and taxpayers to provide socialization through social media to each village. We also socialize the public through social media with standard operating procedures. The employees stay in the office to obtain tax payments, which are then forwarded to the workers."

Discussion

Tax or financial literacy has a significant influence on the level of understanding of the customary culture of "towani tolotang" to pay taxes. From the neighborhood where they live, they acquire awareness and skills about the duty to pay taxes (Nichita et al., 2019). In business and development operations, they mingle with other groups (Gaidin, 2019; Gassiy, 2019), even though they have special treatment in their cultural life (Lysenko, 2020).

Several research findings, including experience of the use of information technology in start-up financial governance, help tax management significantly (Supardianto et al., 2019). There is an important positive impact of financial literacy (awareness, attitude and knowledge) on financial and non-financial results (Tuffour et al., 2020). In tax enforcement decisions, an awareness of tax-related problems has an impact (Cechovsky, 2020). Tax literacy determines compliance with taxes (Nichita et al., 2019). Therefore, it further reinforces, on the basis of existing evidence, that the degree of tax literacy or financial literacy affects the understanding of paying taxes. The greater the level of tax or financial literacy, the greater the level of tax payment comprehension.

Optimizing tax literacy and tax payment awareness includes a traditional leadership action, namely "uwwa," for the indigenous "towani tolotang." Because of its traditional leadership factors, the “towani tolotang” group as a minority is able to exist in the center of the majority society in political life in the form of membership in the legislative and executive branches (Nurmandi, Qodir, Jubba, & Mutiarin, 2020). Traditional management is put as a form of reverence for its representatives in a special room (Jamaluddin, Harisah, & Wikantari, 2020). After going through the general election, even traditional leaders can become legislative members of the provincial people's representative council, with a large number of voters, of course. They are very loyal and follow their traditional leaders' orders. Religious rituals, marriages, history, customs and other social lives are led by traditional leaders. Traditional leaders and local communities (Chou, 2020; Dansoh et al., 2020) are highly respected by traditional leaders and local communities.

The principle of agility leadership in indigenous communities "towani tolotang" is very relevant to be applied in relation to tax literacy and knowledge of paying taxes. The research results show that the response of indigenous peoples requires the participation of community leaders (traditional leaders), the completeness of facilities and infrastructure, and

improvements in the boundaries of taxpayers, as shown in the figure). Community leaders are leading and setting an example for tax payments. Leadership that can comprehend the environmental needs for responsiveness, unity of leadership, fluidity of resources (Cumming et al., 2020; Doz et al., 2018; Rzepka & Bojar, 2020). It is one of the choices for maximizing tax collection. Leadership with agility who can absorb, organize, and collect community capital.

Conclusion

Owing to the presence of community leaders, the "towani tolotang" indigenous people have a degree of experience of paying taxes. This level of knowledge is relevant because of the level of tax literacy, which is also due to community leaders' involvement. For the level of tax literacy and the level of knowledge of paying taxes, the leadership of "uwwa" as a community leader is very useful, since this community lives in mingling with modern society but is still loyal and obedient to its traditional leadership, namely "uwwa."

Thus, the level of tax literacy of indigenous peoples has an important influence on the level of awareness of the payment of taxes. The higher the level of tax literacy or financial literacy, the greater the level of knowledge about tax payments. Tax literacy takes the form of tax awareness and experience, especially with regard to rights and responsibilities, as well as the importance of taxes for the welfare of the people and the growth of the state. Further enhancing the level of tax literacy and knowledge of paying taxes is the participation of community leaders or traditional leaders. The application of leadership agility in the form of sensitivity, leadership unity, and fluidity of resources enhances its impact. Leadership with agility that can absorb, unite, and gather conventional community capital.

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Relations between Levels of Government in Handling the Covid-19 pandemic in Indonesia: A Study on Relations between the Central Government and the Provincial Government of DKI Jakarta

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Abstract

The Covid-19 pandemic has plagued various countries in this hemisphere. The spread of this pandemic has a significant impact on all aspects of life in various countries, including Indonesia. Various efforts have been made by both the central and regional governments in dealing with this problem, but in the process they are often faced with problems of differences in views and attitudes between levels of government, for example difference understanding that occurs between the Central Government and the Provincial Government of DKI Jakarta. This problem occurs because of weak inter-governmental coordination in making public policies. This ineffective inter-governmental relationship, of course, can cause public confusion in complying with all existing policies so that it will lead to not achieving the goal of handling cases. The purpose of this study is to analyze how inter-governmental relations in handling Covid-19 in Indonesia, especially between the Central Government and the Provincial Government of DKI Jakarta. The research method used in this research is literature study. While the data from the literature study is coded based on the indicators of the main theory. Result shows that there are a number of problems regarding the relation between central government and the government of DKI Jakarta Province in which most of the problems lie more on institutional and demographic factors rather than the other four factors.

Keywords:

covid-19; pandemic handling; intergovernmental relations; Indonesia; Jakarta

Introduction

On 2nd March 2020 the Government of Indonesia announced that confirmed Covid-19 cases had been identified in Indonesia. This official statement was made by President Joko Widodo, accompanied by Health Minister Terawan Agus Putranto at the Merdeka Presidential Palace. The first two confirmed patients, a mother and a daughter, were

suspected to have contracted the virus from a Japan national who had been confirmed positive and had visited Indonesia in February (Tempo, 2020).

Coronaviruses are a family of viruses that cause illness in humans and animals. In humans, these viruses can cause respiratory diseases including the flu and other more severe diseases including the Middle East Respiratory Syndrome (MERS) and Severe Acute Respiratory Syndrome (SARS) (WHOa, 2020). The current global pandemic is caused by a novel coronavirus, known as SARS-CoV-2. This virus and the disease it is caused were unknown before the first known outbreak in Wuhan, China in December 2019. To date the Covid-19 pandemic has hit countries across the globe.

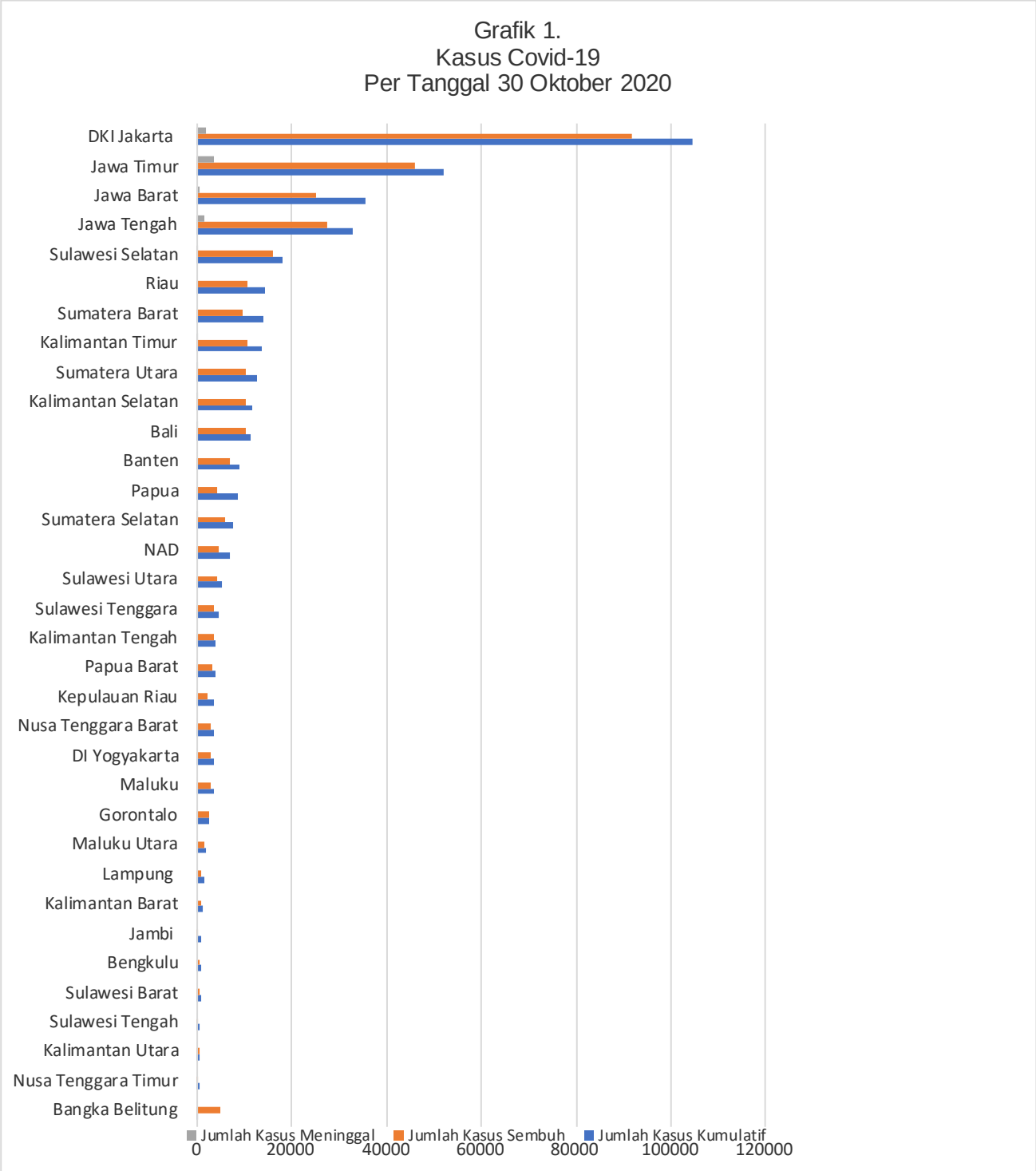
The Covid-19 global pandemic poses a serious threat to the world population. Although this is not the first plague hitting many countries, all countries are currently fighting against this pandemic. Numerous mitigation measures have been taken, including travel bans, to suppress the spread of the virus and manage available resources to contain infection. Governments all over the world are deploying their economic resources in a scale like never before (Foreign Affairs, 2020).

The World Bank predicted that East Asia and the Pacific economy had been severely impacted by the Covid-19 pandemic (World Bank, 2020). Large-scale lockdowns have come at a high economic cost and led to a deep economic contraction. This, along with the sudden global monetary tightening, has led to a massive capital outflow at the regional level. Commodity exports have also suffered due to the sharp fall in the commodity prices. East Asia and the Pacific economy contracted by 1.2% in 2020 before it is predicted to climb to 5.4% in 2021. Among the largest economies in this region, Malaysia (-3.1%), the Philippines (-1.9%), and Thailand (-5%) were predicted to undergo the largest contraction this year. This is potentially due to national lockdown, decline in tourism, disruption in trade and manufacturing, and impact of the financial market. Indonesian economic growth has been predicted to remain stagnant in 2020, whereas Vietnam's is expected to slow down to 2.8%. Although contraction can be avoided, growth is estimated to be 5.1 percentage points and 3.7 percentage points lower than the estimates in January 2020.

Countries have taken different measures to respond to the Covid-19 global pandemic. Norway is thought to be one of the countries in Europe that has successfully handled the pandemic. Despite the lack of preparation in several aspects (Christensen & Lægreid, 2020),

the Norwegian government has been able to swiftly and effectively control the pandemic by adopting suppression strategy, followed by mitigation strategy according to collaborative and pragmatic decision-making, successful public communication, ample resources, and strong public trust in the government. Well implemented coordinated actions to block, trace, and isolate potential sources of infection, coupled with the high level of public compliance, have enabled Taiwan to control the Covid-19 pandemic (Huang, 2020). The handling of the Covid-19 pandemic must be a priority to protect people, but this needs to be coupled with measures to mitigate the negative economic impact. Norway approach prioritizes health while at the same time also allocates adequate resources and stimulus package to assist those severely impacted and to stimulate the economy (Christensen & Lægreid, 2020). To control the spread of the virus, the Australian government implemented a lockdown measure (Moloney & Moloney, 2020). The Australian government's competent navigation through policy change amid the pandemic while considering Covid-19 clinical severity, national and subnational coordination and collaboration, and evidence-based science and medical analysis can be considered a model for other countries (Moloney & Moloney, 2020). Those strategies are aimed at slowing the spread of the virus and at mitigating the negative impact brought about by the pandemic.

According to the Coronavirus Disease 2019 (Covid-19) Situation Report – 31 published by the WHO Country Office, on 28th October the Government of Indonesia announced 400,483 confirmed Covid-19 cases (4,029 new cases), 13,612 deaths (100 new deaths), and 325,793 recovered cases from 502 districts in 34 provinces. On 30th October, 28,974 new Covid-19 cases and 406,945 cumulative confirmed cases reported nationally. The period between 21 – 27 September 2020 recorded the highest number of weekly cases since the start of the pandemic with 30,537 new cases; average 4,362 new cases daily, a considerable increase compared to 3,756 new cases daily in the previous seven days. Per 30th October 2020, 55.6% confirmed cases were on Java; DKI Jakarta, East Java, Central Java, and West Java were the four provinces with the largest number of confirmed cases (WHO, 2020b). South Sulawesi in the 5th rank was the only province outside Java with the highest number of confirmed cases. According to this data, Indonesia ranks 23th globally and 1st in Southeast Asia as the country with the largest number of confirmed cases.



Source: https://covid19.kemkes.go.id/situasi-infeksi-emerging/info-corona-virus/situasi-terkini-perkembangan-coronavirus-disease-covid-19-31-oktober-2020/#.X6aTd2gzbIU

It is worth noting that according to the Most Updated Development of Covid-19 released by the Indonesian Ministry of Health (per 30th October 2020) 55.6% of the confirmed cases in Indonesia were in provinces on Java Island (Ministry of Health, 2020). The number of

confirmed cases in DKI Jakarta accounted for 22.76% of the national count, followed by East Java (12.83%), Central Java (8.18%), and West Java (8.82%). The report also mentions that during the same period the rate of recovered cases was at 82.14%. East Java had the highest rate of recovered cases at 88.34%, followed by DKI Jakarta (87.95%), Central Java (83.52%), and West Java (70.57%). The high Covid-19 infection rates in the four provinces on Java Island are alarming, considering the fact that Java Island contributed more than 57% to Indonesian economy (Puspasari, 2020), so the unresponsive pandemic handling by the government potentially negatively impact the national economy.

Amid the alarmingly high number of confirmed cases in DKI Jakarta, intergovernmental relations have often become subject of debates. Such examples include the disagreements between the central government and a number of local governments on local lockdown (Indonews, 2020) and on the reopening of schools and other educational institutions (CNN Indonesia, 2020). More specifically, the central government and DKI Jakarta provincial government took different stands on several matters including the plan on massive testing, local lockdown measure, the operation of intercity and interprovince buses, and the exit dates of the large-scale social distancing measure, known as PSBB (Ridhoi, 2020).

The different stands described earlier are considered to result from the adversarial relationship between the central and local governments. This also suggests ineffective intergovernmental relations, resulting in disagreements potentially leading to confusion among the public. The Government of DKI Jakarta overseeing the country's capital has often been at odds with the central government on matters related to the handling of the Covid-19 pandemic. In light of this, this paper aims to analyze the relations between the central government and DKI Jakarta provincial government in the handling of Covid-19 pandemic.

All countries in the world have taken different measures to respond to the Covid-19 pandemic and made this their primary focus in their policies since the start of 2020. Policy measures have mainly been targeted to suppress rapid transmission of Covid-19 and to mitigate the impacts of the pandemic.

Health and economic recovery policies have been the main focus of the Government of Indonesia in response to the Covid-19 pandemic. According to the Constitution, the authority and responsibility related to health policy should be initiated by the Ministry of Health (Telaumbanua, 2020). However, the government's handling of the Covid-19 pandemic

has shown that their health policy has proven ineffective at suppressing the spread of the virus as indicated by the increasing number of daily confirmed cases (Covid19.go.id, 2020). Regarding the economic recovery policy, the central government has also taken a series of measures to mitigate the negative effects of the pandemic. However, the central government policy has several times collided and overlapped with the measures taken by the local government.

The most important thing to understand the intergovernmental relations, between the central and local governments, is to understand the concept intergovernmental relations. Intergovernmental relations are defined as formal and informal mechanisms to ensure coordination and collaboration across different levels of government within the decentralized and federal political system (Grudel et al., 2017). This definition suggests that the sharing of power among the different levels and the different elites (from different backgrounds) is useful to ensure the relational functionality across governmental levels. Cross-level coordination is key because oftentimes overlapping competence and different policy require collaboration. Within intergovernmental relations there are several tendencies (1) intergovernmental relations as a collaborative process, (2) subnational government as an important policy actor and resource, (3) intergovernmental relations closely relating to collaborative governance, and (4) diversity in intergovernmental relations as a two-edged sword (Baracskay, 2013).

Weak collaboration between actors in the central and local governments and miscommunication between them potentially lead to failure in the policy implementation to tackle the Covid-19 pandemic (Tummers, 2014; Houngbo et al., 2017; Huang, 2020). Managing a pandemic, which is a moving target, requires agility from all levels of government as well as effective communication patterns and networks. Lack of agility and miscommunication can potentially result in failure to mitigate the impacts of the pandemic. The handling of the Covid-19 pandemic requires a strong intergovernmental cooperation and collaboration.

Collaborative governance is a common concept in the public administration literature, yet its definition remains ambiguous and its application inconsistent (Emerson et al., 2011). Collaborative governance can be broadly defined as decision-making and public policy management processes and structures involving people constructively across the boundaries

of public bodies, levels of government, and/or public, private and civic domains, in order to achieve an otherwise unattainable public goal.

A focus on the relations between the central and local governments in the implementation of pandemic mitigation measures is expected to bring about positive impact towards more effective handling of the Covid-19 pandemic. Intergovernmental relations in the modern era not only focus on the relations between governments, but also consider the government responses to private and public sectors (Baracskay, 2013).

The pattern dynamics of intergovernmental relations illustrate policy implementation with regards to pandemic handling and the relational dynamics between the central and local governments. Both governments are expected to complement each other and implement mitigating measures in harmony because there has been a transfer of certain authority from the central government to the local government within the context of decentralization. However, the opposite often happens whereby the central government forces the local government to perform specific actions to implement a certain policy. In this context, the multilevel governance concept (Peter & Pierre, 2001; Agranoff, 2004; Choi & Wright, 2014) became relevant to analyze the intergovernmental relations between the central and local governments. Collaborative relations between the central and local governments can be seen from the non-coercive role of the central government towards the local government in policy making and implementation. Collaborative governance (LaFFiN, 2007; Agranoff, 2008; Emerson et al., 2012) between the central and local governments is an appropriate approach to scrutinize the model and phases of intergovernmental relations.

The multilevel governance approach can be understood as an intergovernmental relational patterns formed through the interactions among public authorities at different geographical jurisdictions, referring to hierarchical and vertical interactional dimension "from above to below" or vice versa (Hooghe & Marks, 2003; Slaughter, 1997). This concept is often used by decision-making authorities to divert competence from the state in the face of an urgent policy challenge that is beyond the reach of the central government. Collaborative governance is often understood as collaborative inertia, so in order to solve a policy issue, an effective coordination cannot be done by the government unless they synergize and collaborate (Vangen & Huxham 2010; McGuire 2006).

Intergovernmental relations indicate structural, systemic, and institutional complexities within a country. Every country can take different measures to respond to various intergovernmental relations in order to create an effective pattern to solving public issues. There are six influential factors that form intergovernmental relations in each country, namely 1) historical factor, 2) demographic factor, 3) social and cultural factor, 4) constitutional and institutional factor, 5) political factor, and 6) circumstantial factor.

Processes and forms of intergovernmental relations within the conceptual frameworks of multilevel governance and collaborative governance have often been discussed separately in previous case studies. Those studies focused on the two concepts separately to analyze the forms of intergovernmental relations within a country. No prior studies have comprehensively applied the two concepts complementarily to study a policy in a country. This study fills this gap by applying the collaborative governance and multilevel governance concepts complementarily to analyze intergovernmental relations. More specifically this study analyzes policy related to Covid-19 global pandemic. There is also a gap in the literature of the intergovernmental relations that specifically examines this health policy.

Methods

To address the research question pertaining to effective intergovernmental relations in handling the Covid-19 pandemic, the researchers used a qualitative method by means of literature study within the framework of intergovernmental relations presented earlier. This literature study was conducted to examine media coverage of policy dynamics of the central government and DKI Jakarta provincial government in handling the Covid-19 pandemic. This study specifically focuses on one province, DKI Jakarta, for two reasons: DKI Jakarta as having the highest number of confirmed Covid-19 cases and DKI Jakarta as the capital of Indonesia, making coordination efforts between the central and provincial governments primarily crucial. Additionally, the handling of the pandemic in the capital can serve as a policy benchmark for other provinces.

The main data used in this study is media coverage of policy measures taken by both the central and DKI Jakarta provincial governments related to the handling of the pandemic. Literature coding was done in light of the theoretical framework. The coding results were then used to analyze the data to draw conclusions to address the research question.

Results and Discussion

Constitutional and institutional factor

There has been lack of synergy in the policy measures taken by the central and DKI Jakarta provincial governments. When the provincial government attempted to enforce the large-scale social distancing measure, known as PSBB, the central government proposed to loosen the measure. These two were on different ends of the policy spectrum. The rationale for the provincial government's decision to enforce the social distancing measure was to save lives, which is the utmost priority. On the other hand, the rationale for the central government's proposal to loosen the measure was for economic recovery in order to prevent further economic impact as the pandemic continued (Rahmawati, 2020).

Prior to implementing the large-scale social distancing measure, DKI Jakarta provincial government had proposed a local lockdown measure. On one press briefing at the City Hall on 30 March 2020, DKI Jakarta Governor Anies Baswedan proposed to President Joko Widodo to put DKI Jakarta province into a lockdown. Under this proposed lockdown measure several key sectors would be allowed to remain in operation, including energy, food, health, communication and financial sectors. Other sectors would also likely to be allowed to remain open. On the following day, President Joko Widodo responded to the proposal by refusing to implement the lockdown measure. Through the presidential spokesperson, Presiden Joko Widodo rejected the proposal. This rejection was conveyed by the head of state during the closed meeting on 30 March 2020. "It was not accepted, automatically rejected," explained the spokesperson on 31 March 2020. Fadjroel, the spokesperson, further explained that the authority to implement a lockdown at provincial level is at the hand of the president. Provincial government can only implement small-scale lockdowns at the neighborhood and village levels in accordance with the policy of the head of local government (Supriatin, 2020).

On 31 March 2020, the central government issued three regulations, i.e. Government Regulation No.1 of 2020 on State Budget Policy on the Covid-19 Pandemic Handling, Presidential Decree No.11 of 2020 on Public Health Emergency, and Presidential Regulation No.21 of 2020 on Large-scale Social Distancing Measure (PSBB) in the Handling of the Covid-19 Pandemic. According to the Government Regulation on Large-scale Social Distancing Measure (PSBB), Clause 6 states that the implementation of large-scale social distancing

measure (PSBB) should be proposed by the head of local government to the Minister of Health. The same Regulation also stipulates the minimum measures including school and workplace closure, restrictions on religious activities, and restrictions on activities in public places, all of which had been implemented in DKI Jakarta and several other cities even before the Government Regulation was issued. This means that the central government only strengthened the measures already taken by provincial government (Ridhoi, 2020).

The disagreements over the enforcement versus loosening of the large-scale social distancing measure (PSBB) could be clearly seen from the statements made by the central and provincial government officials. One Coordinating Minister from the Indonesia Onward Cabinet proposed to loosen the large-scale social distancing measure (PSBB) by implementing Government Regulation No.21 Year 2020. This proposal was based on the evaluation conducted by the central government on the implementation of the social distancing measure already in place in several regions in Indonesia. Meanwhile DKI Jakarta provincial government took a different stand and proposed to continue the social distancing measure and even enforce it because the measure had not successfully brought the number of infections down in DKI Jakarta. The disagreements over the enforcement versus loosening of the large-scale social distancing measure (PSBB) continued not only in the early days of the measure implementation but also as the provincial government extended and changed the status of the measure, for example from the large-scale social distancing measure (PSBB) to the large-scale social distancing measure transition (PSBB *transisi*) (Rahmawati, 2020).

In the early stage of the Covid-19 pandemic, DKI Jakarta provincial government's initiative to conduct tracing through massive testing was also not approved by the central government. This led to undetected Covid-19 cases in DKI Jakarta. It was suspected that the number of the then so-called Wuhan-pneumonia cases, before it was called Covid-19, in DKI Jakarta increased (Rahmawati, 2020).

DKI Jakarta Governor's policy measure regarding public transportation also received a negative response. The Governor placed a limit on the number of coaches in MRT and LRT in Jakarta in order to suppress the spread of the virus. The number of MRT coaches was reduced from the normal 16 to 4 coaches. MRT schedule was also made less frequent, from every 10 minutes to every 20 minutes. The same was for LRT schedule, from every 10 minutes to every 30 minutes. Public transport operating hours were also changed to only operating

between 6 am and 6 pm. This measure was meant to minimize contact among passengers to reduce the spread of the virus. One day following the implementation of the measure by the Governor, President Joko Widodo made a statement. He instructed local governments to provide public transport services despite the increase of the Covid-19 cases. "Public transport services must be provided by the central and local governments," said the President at the Bogor Palace on Monday, 16th March 2020. The President argued that this was important to reduce queues and crowding so that the public could maintain a safe distance from each other. "What's important is to reduce gatherings, queues, and crowding inside the public transport so that we can maintain a safe distance from each other," the President explained (Supriatin, 2020).

Besides putting a limit on the public transport managed by the provincial government through the provincial government owned enterprise, DKI Jakarta provincial government also attempted to control other public transport services. This measure was aimed at prohibiting the operations of inter-city inter-province buses, inter-province commuter buses, and tourist buses in Jakarta. This measure was not entirely the initiative of the provincial government; rather it was a decision made during a meeting with the related ministries, which are part of the central government. Head of DKI Jakarta Transport Agency, Syafrin Liputo stated the policy measure was decided during a coordination meeting with several representatives from the Ministry of Transport and others. The policy took effect starting Monday, 30th March 2020 at 6 pm. With the ban in effect, inter-city inter-province and inter-province commuter bus stations were planned to be temporarily closed, for example the one in Kalideres, West Jakarta. The closure of bus stations was hoped to suppress the spread of the virus in DKI Jakarta. On the very same day, the Ministry of Transport decided to postpone the policy implementation regarding the operation prohibition of inter-city inter-province buses, inter-province commuter buses, and tourist buses in Jakarta. The Ministry of Transport spokesperson, Adita Irawati, stated the postponement was based on the advice from the acting Minister of Transport (Luhut Pandjaitan). "On the advice of the acting Minister of Transport (Luhut Pandjaitan) the policy implementation is pending further policy study on the economic impact of the measure in line with the President's directions during the closed meeting," said Adita Irawati on Monday, 30th March 2020. This clearly shows the central government's inconsistence in the handling of the Covid-19 pandemic Supriatin. (2020).

Another DKI Jakarta provincial government's proposal to mitigate the Covid-19 pandemic which was initially rejected by the central government and was then accepted is the repurposing of Kemayoran Athletes Village to become a Covid-19 Emergency Hospital. In one Covid-19 mitigation readiness meeting on 10 March 2020, DKI Jakarta Deputy Governor for Housing and Settlement, Suharti, proposed the repurposing of Kemayoran Athletes Village as a quarantine facility for Covid-19 suspects (ODP). At that time the central government already announced the 19th confirmed case, and 15 of them were in DKI Jakarta. The repurposing proposal was responded by the central government eight days later. The Minister of Finance made a statement saying that Kemayoran Athletes Village as a state asset would be used as an isolation facility for Covid-19 patients. She added that the repurposing of this facility was already discussed with the National Agency for Disaster Management (BNPB). One reason for this repurposing was because Kemayoran Athletes Village had not been optimally utilized meanwhile there was a dire need for health facilities to quarantine Covid-19 patients. Also considering the readiness of Kemayoran Athletes Village, it was then officially repurposed to be the Covid-19 Emergency Hospital on 26 March 2020 (tirto.id, 2020).

Intergovernmental relations in the handling the Covid-19 pandemic, between the central and DKI Jakarta provincial governments, were highly dynamic. This shows that responses from each governmental level in response to a developing phenomenon have to be managed through policy measures.

Historical factor

Since the independence, intergovernmental relations in Indonesia between the central and local governments have been particularly dynamic. This is akin to a motion in a pendulum whereby the pendulum bobs swing back and forth. Demand for more space in exercising local autonomy has often been expressed by local governments when the central government is increasingly more centralistic in managing their relations with local governments. In the beginning of the Covid-19 pandemic, the central and local governments were in good terms. However, as the pandemic developed, the relations evolved and became less harmonious due to the public dissatisfaction with the central government's handling of the Covid-19 pandemic.

Demographic factor

In terms of demography, DKI Jakarta province has a special status as the capital of the country while its autonomy remains at the provincial level. DKI Jakarta province has a land area of 662.33 km^2 and a sea area of 6,977.5 km^2 and 110 islands in the Thousand Islands area. In terms of administrative governance, DKI Jakarta province comprises five administrative cities and one administrative district. DKI Jakarta population was 10,557,810 with an annual birthrate of 1.19 according to the 2010 census data, and a population density of 15,900 per 1 km^2 in 2019. With this demography, it is certainly a massive challenge for DKI Jakarta provincial government to mitigate and navigate the course of the Covid-19 pandemic to prevent more serious impact in terms of public health and ultimately public safety (Jakarta in Figure, 2020).

The residents of DKI Jakarta come from different regions in Indonesia and some are even from outside Indonesia. People of different ethnicities and religions can be found in Jakarta. This diversity also brought with it diversity in customs, cultures, and beliefs to Jakarta, so Jakarta can be considered a mini Indonesia. All the socio-cultural factors in Jakarta also contribute to the massive challenge the provincial government has to face in the handling of the Covid-19 pandemic.

According to the Law of the Republic of Indonesia No.29 of 2007, DKI Jakarta Province holds a status as the capital of the Republic of Indonesia. This status has often caused interventions from the central government to the provincial government autonomy. The status of DKI Jakarta provincial government is the same as other provincial governments. Government agencies under DKI Jakarta provincial government also have the same responsibilities and authorities as other similar agencies in other provinces. DKI Jakarta as the capital of Indonesia, which is often viewed as the representation of Indonesia, is what makes it different from other provinces. Furthermore, the fact that the central government is located in DKI Jakarta often leads to extra intervention to the authority of the provincial government, which certainly is not an issue in other provinces. This is one of the reasons why policy measures taken by DKI Jakarta provincial government are often seen as contradictory to those by the central government although quite often some of the policy measures taken by the provincial government are also adopted by the central government.

Political Factor

One cannot ignore the fact that the executive head of the provincial government and the executive head of the central government are affiliated to different political parties. Different political affiliations of political leaders can contribute to the divergent leadership styles. A government leader should be the leader of all the societies regardless of the political leanings. Contradictory policy making will potentially lead not only to the abandonment of the public interest but also to confusion among the public resulting from the different policy measures taken by the leaders.

The handling of the Covid-19 pandemic is certainly a massive challenge, both at the global and national levels, and it requires coordinated and comprehensive measures. Collaborative actions between the central and local governments are imperative. Public policy resulting from coordinated collaborative measures by governments at different levels can potentially suppress the spread of the virus and gradually overcome the negative impact brought about by the pandemic.

Conclusion

From findings and discussion presented above, two conclusions can be drawn regarding the intergovernmental relations in the handling of the Covid-19 pandemic between the central and DKI Jakarta provincial governments. First, a number of policy measures initiated or taken by DKI Jakarta provincial government were often viewed as inappropriate by the central government although those policy measures were still implemented. Second, viewed from various factors, particularly those outlined by Cameron (2002), several factors could be seen as the driving force for the rather adversarial intergovernmental relations between the central government and DKI Jakarta provincial government. The relations appeared to be rather adversarial and potentially causing confusion among the public.

Considering the importance and urgency of the handling of the Covid-19 pandemic, a set of measures need to be taken. First, partial interests should be put aside in order to formulate comprehensive policy measures. Second, intergovernmental collaboration should be fostered to produce comprehensive policy measures in the handling of the pandemic. Third, synchronization and harmonization in policy implementation should be foregrounded to ensure optimum policy output and outcome.

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Dynamic Governance and The Strengthening Community Participation in Countermeasure Coronavirus Disease

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Abstract

This article discusses the strengthening public participation in the countermeasure and prevention of coronavirus disease-19. The main issue in this study is related to the complexity of the problem to counteract and prevent Covid-19, such as the existence of a gap between planning and objectives in government policy instruments, lack of public participation, and awareness in supporting government policies in preventing Covid-19. Preliminary observations made by researchers indicate the importance of examining research issues using dynamic governance theory and policy instruments. The research was conducted using a qualitative descriptive approach with data collection techniques through interviews, observation, and documentation study. The preliminary findings of the study indicate that the implementation of dynamic governance capacity, and public participation in the countermeasure and prevention of Covid-19 has not been fully implemented due to several factors, such as the inadequate capabilities of public sector organizations, internalization of government organizational culture and problems of community participation. Therefore, it is necessary to encourage strategic policy instruments through the dynamic governance concept approach to support the success of the countermeasure and prevention of Covid-19.

Keywords:
dynamic governance; community participation; covid-19

Introduction

The Covid-19 pandemic health crisis, which is now threatening the world in several aspects, has changed patterns and social relations in a more participatory society in response to the 2019 coronavirus (COVID-19) outbreak. On the effort of helping the nation when the social restriction regulations being implemented during the Covid-19 pandemic era, the society participated through various community and volunteer support (Marston et al., 2020). It can be seen in several European countries, community support with various patterns of participation such as in the UK which involved around 750,000 people who have registered as social volunteers as a form of social solidarity and the spirit of community participation

(Butler, 2020). in Spain, social solidarity built by establishing a network of volunteers to provide assistance such as medicine and food to people who are sick during the lock down (Villadiego, 2020). Meanwhile, in Asia such as India, community involvement plays an important role in planning local level actions in collaboration with local agencies to identify vulnerable households, provide support for elderly and those in quarantine, while developing better communication strategies (Cooley & Lin, 2020).

The importance of participation in building the spirit of togetherness in facing Covid-19 Pandemic because the success and effectiveness of social distancing and physical distancing policies greatly depend on the awareness level and community involvement. Empirical evidence shows that community involvement and participation is the basic principal in dealing with outbreaks and pandemics (Rifkin, 2014). Besides that, the community participation is very important because people can identify the best solutions for their respective society; they are able to optimize their knowledge of the surrounding conditions; can provide an understanding of the stigma and structural barriers that occur; and position themselves within a community in the collective planning (Adenipekun, 2020).

Participation is an important dimension for the nation and society, which can be seen based on the constitution Number 4, 1984 regarding infectious disease outbreaks, which states that efforts to control outbreaks are carried out by actively involving the society. This active participation emphasized in the Government Regulation of Republic of Indonesia Number 40, 1991 concerning the prevention of infectious disease outbreaks by providing information on the presence of patients or suspected patients of the plague; assisting the implementation of epidemic control efforts; mobilizing community motivation in efforts to overcome the epidemic; provide manpower, expertise, funds or other forms of assistance. However, apart from the importance of community involvement, the comprehension and practice of participation still faces obstacles because the context of participation in a health crisis is different from participation in general. This is because analyzing community participation in fighting COVID-19 requires knowledge of the participation model used and based on where residents live within the social and health system (Júnior & Morais, 2020).

Community participation comprehended and developed by (Brunton et al., 2017) can be used as one of the recommendations through a utilitarian approach and social justice. The utilitarian perspective seeks the population's involvement with specific goals for disease

control or program implementation. Meanwhile, the social justice perspective is an expanded participatory approach with the focus of community empowerment and development. Social and structural changes are at the center of social justice concerns. The model assumes that society is mobilized and supported to participate, negotiate, influence and control the health decisions and actions.

Community participation in responding to the Covid-19 pandemic in Serang City, Indonesia as the focus of this research has not been conducted optimally and it has faced various obstacles such as the conducted participation has not been able to increase public awareness, lack of public knowledge and comprehension resulting in low public response to government policies, and participation carried out by the community is still partial. The impact of this problem led to high cases of Covid-19 spread in Serang City which was recorded to have increased from November 3, there were 525 people, then on November 5, 2020 there were 540 people and 560 people by November 7, 2020.

From the problems that have been described, encouraging policies that are able to give synergy on public participation with the government is a necessity and this policy preference is a dynamic governance approach as an approach that is constantly changing and emphasizes the three capabilities that the government must have, which are: think ahead - the ability to analyze future conditions full of uncertainty from the external environment by looking at new opportunities and existing potential threats; think again-the ability to evaluate and identify changes in policies that have been determined in order to obtain better results and quality; think across - the ability to cross traditional boundaries to "think beyond borders", also to "learn from others" when there are good ideas that can be adopted and adapted as new innovations in policy making (Neo & Chen, 2007).

Research on public participation in the response to the Covid-19 Pandemic has been carried out by (Adenipekun, 2020; Cooley & Lin, 2020; George et al., 2015; Pavlovic, 2020; Popay et al., 2007). Then the research of (Sururi & Mulyasih, 2017) and (Butler, 2020) specifically discussed the community participation within the dimensions of handling solutions in society with participatory instruments. However, from some of these studies, there were no researches on community participation through a dynamic governance approach.

The purpose of this research is to discuss community participation in countermeasure and prevention the COVID-19. We present the dynamic governance perspective as the main analytical instrument that supported by the literature and the concept of public participation.

Method

Research Method

This research used a case study approach. This research method was chosen to comprehend and obtain an in-depth understanding of community participation in countermeasure and prevention the Covid-19 Pandemic from the perspective of Dynamic Governance. And this interaction cannot be explored using survey instruments (Merriam, 2013).

Sampling Procedure

The purpose of sampling is one of the most important differentiating instruments of qualitative research, and the selection of cases that are rich in information for in-depth study (Patton, 2002). The location selection is based on the assumption of covid-19 case character towards community participation (Yin, 2014).

Data Analysis

The data analyzed using the systematic qualitative data analysis proposed by (Miles et al., 2014). Interviews were analyzed through the process of data classification (data coding), labeling and category arrangement. In preparing the data classification process, it was based on research questions and interview transcripts. After categorizing the data, the data were coded and a theme was arranged. The theme order is adjusted to the interview data used. These themes, then marked to be constructed and described to get the essence of what the data was trying to convey. Each theme was arranged according to each category and compared with all interview transcripts and placed in the same group.

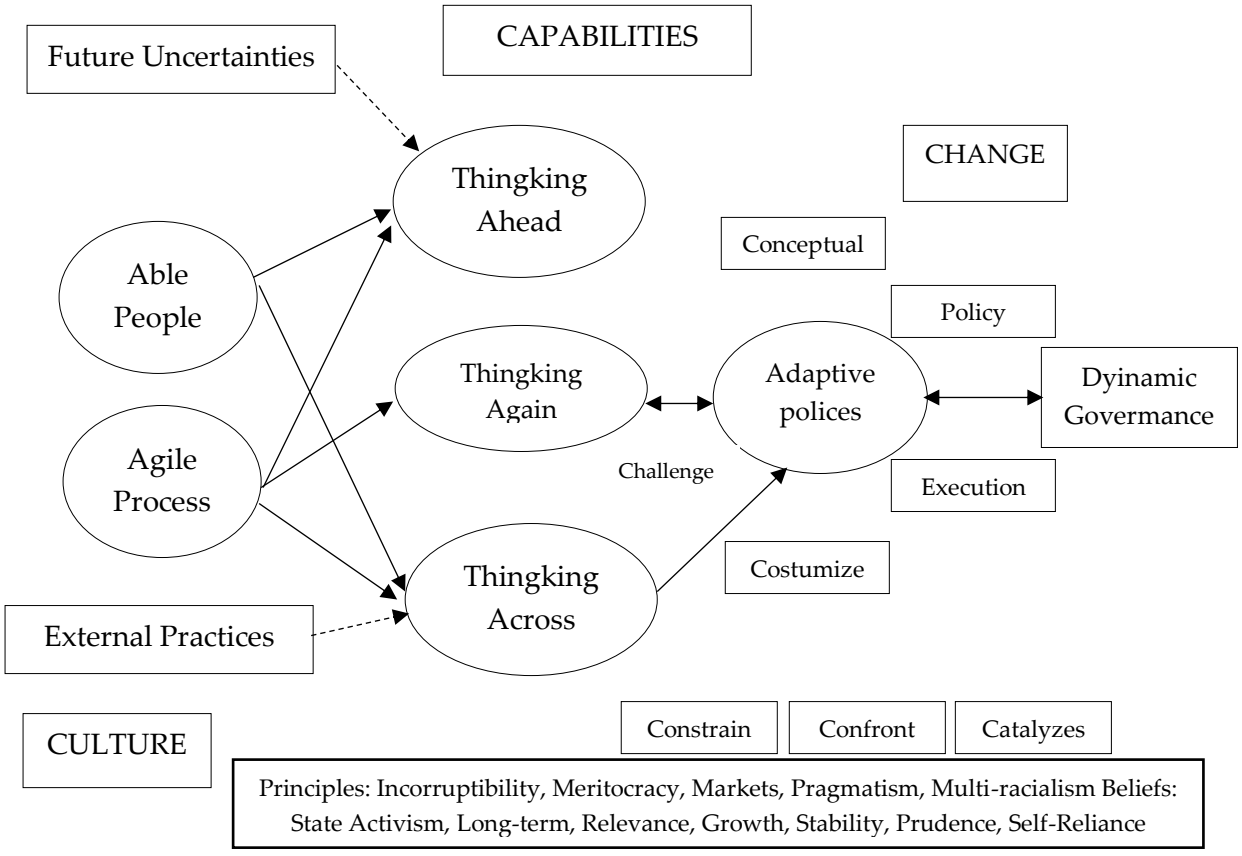
Discussion and Findings

Community participation on countermeasure Covid-19 in Serang City still faces various problems. The research findings based on the results of interviews and examination

of documentation show that the conducted participation has not been able to increase public awareness, there is still a lack of community knowledge and comprehension, resulting in low public response to government policies, and the community participation is still partial.

To reflect on the strengthening of community participation in countermeasure and prevention Covid-19, we used the Dynamic Governance approach elaborated by (Neo & Chen, 2007) which synergized with the concept of community participation from some literature. Schematically, the dynamic governance approach can be seen in Figure 1 below:

Figure 1.
Dynamic Governance System Framework



Source: Neo & Chen, 2007

The Dynamic Governance approach begins with a major lever to develop capabilities supported by people who have competence or skills and people who are agile or quick. In the context of this research, based on interview result, community participation in handling Covid-19 has been supported by the capability of instruments that consist of community leaders, religious leaders and an active community support who contribute to problem solving so that it can be described that the ability and speed aspects of participation have been

fulfilled. If the results of the study confirmed based on (Rifkin, 2014), that stated community participation involves actions that contribute to direct control of the problem, then there is compatibility so that according to the researcher's argument, the aspects of agile people and agile processes have been implemented effectively.

The external environment context is important in influencing dynamic governance due to future conditions that are full of uncertainty and for the effective participation relevance, the effectiveness of policies that always adapt to environmental changes must be carried out. Participation in countermeasure and prevention Covid-19 is different from participation in general, so that the effectiveness of participation is not only determined by public awareness but also by socio-economic and structural awareness (Júnior & Morais, 2020). Problems such as determining social distancing in certain aspects make it very difficult to practice participation in several areas in Serang City amidst the density of human settlements and very close distances from houses to houses.

The dimensions of cultural heritage, values, beliefs, institutions and habits greatly influence the attitudes and behavior of the community even though there is a tendency for customary or cultural institutions to no longer get the position they should be (Iriany & Pasciana, 2019). The research context in Serang City, Banten showed that the concept of participation has not been internalized with the people culture of Serang city which is still full of traditions and culture such as Qur'an recitation events at mosques or musholla, social gathering between residents and religious rituals which are socio-cultural assets that should be a means of social cohesion for the community to unite. And become an informal convention for the Serang City Government to conduct socialization and campaign for the Covid-19 health protocol policy. This can be done with a community-based participation model as proposed by (Rifkin, 2014) and (George et al., 2015), which systematizes the three ways in which communities participate in health action: community mobilization, collaboration, and community empowerment.

Then, the important points of the Dynamic Governance approach are three cognitive abilities that must be possessed, they are think ahead (a leader's ability to think ahead and anticipate), think again (the ability of a leader who is able to review the results of his thoughts) and think across (the ability of a leader who is able to think lateral, horizontal and cross-disciplinary).

a) Think Ahead (A Leader's Ability to Think Ahead and Anticipate)

The central and local governments must have a forward-thinking paradigm to comprehend how the future will potentially affect the state and implement policies to ensure that the community is able to overcome potential threats and take advantage of the new opportunities that are available. Community participation as an important key in overcoming Covid-19 must be accompanied by a transparent and participatory decision-making process so that it can increase trust among citizens while ensuring that vulnerable groups, who are most affected by the pandemic, such as the poor, women and marginalized groups get priority treatment. As stated by (Pavlovic, 2020) transparency is an important policy asset so that people are able to have a high level of trust in leadership.

b) Think Again (A Leader's Ability To review the thinking result)

The rapidly changing environment demands leadership that is capable of making effective progressive policies with careful and wise thinking. Therefore, re-evaluating the concept of community participation in handling Covid-19 needs to be rethought to assess whether it is still relevant to the national agenda and the long-term needs of the community. Programs and policies must be revised in order to continue to be effective in achieving goals.

In the context of this research, there are several problems, such as the level of community's knowledge and comprehension, which results in the low response to government policies, and participation by the community which is still partial. If this problem is analyzed according to the participatory change theory model developed by (Popay et al., 2007) for supporting participatory practices in UK, it can become a health service-based participation model such as the Covid-19 pandemic. In this case, participation is differentiated according to its objectives and consists of four approaches, they are: 1) informing; 2) consulting; 3) joint production; and 4) community control. According to the author's perspective, participatory practice must develop in a condition where society has broader control over all decisions.

c) Think Across (A Leader’s ability To Think Lateral, Horizontal and Cross-Disciplinary)

Third, in the economy new knowledge, survival requires constant learning and innovation to meet new challenges and take advantage of new opportunities. This means that governments need to think across national borders and traditional domains in search of

interesting ideas and practices that they can adapt and contextualize to their domestic environment (Neo & Chen, 2007).

The government should develop the ability to think ahead, think over and think beyond, about the ideal public participation. The revision process with the aim of being effective must be carried out by observing the conditions of community participation in a comprehensive manner. Steps to ensure public participation and ensure collective responsibility in handling COVID-19 by building a culture of solidarity, trust and kindness.

The three fundamental concepts are developed together with an adaptive approach to all changes that occur so that policy changes and decisions can be made to realize dynamic governance. And the following is a summary of steps the government can take to ensure public participation and ensure collective responsibility in their response to the COVID-19 pandemic. These guidelines are applied in countries that have successfully handled the COVID-19 outbreak (Adenipekun, 2020), which are as follows:

1) Communicate the Risks Involved Clearly

Communication is the key. With clear channels of communication between government and all sectors, it can operationalize policy into action. Providing information through transparent and consistent communication will encourage and increase the level of trust and positive response from groups that become policy recipients.

2) Transparent and consistent information by trusted leaders

Transparent and consistent messages must be carried out by leaders who are trusted by the public, who are able to adapt to community and cultural norms for accelerating public awareness of the health crisis.

3) Consistently Highlight the Role of Social Responsibility During the Government Pandemic

Consistent social responsibility is essential to slow the transmission of Covid-19 pandemic and encourage individuals to implement health protocols, which include frequent hand washing, avoiding touching faces if unnecessary, using masks properly, minimizing contact with other people, seeking medical care as early as possible.

Conclusion

In order to achieve public participation, it is important to understand that an ideal relationship between society and government is difficult to build quickly. Therefore, consistently encourage the process of internalizing a culture of participation from time to time to strengthen sustainable and inclusive participation. Even though it is difficult, with the level of sensitivity and awareness with various understandings, knowledge and experiences that the community has, it is hoped that community participation can reduce the prevention and transmission of Covid-19 pandemic.

The Dynamic Governance approach is one of the instruments that is expected to be able to ensure that participation to be stronger, more effective and more sustainable. This is because community participation is an important key in overcoming Covid-19 pandemic. Another important recommendation is expected through a dynamic governance approach, building a more effective synergy between society and government.

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Bureaucratic Innovation and Motivation in Implementing Programs and Activities (Study on the Implementation of Activities with a Limited Budget at the General Election Commission of the City of Probolinggo)

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Abstract

For the Regency/City General Election Commission (KPU) that does not hold the 2020 Regional Head General Election (Pilkada), the annual budget is only sufficient for operational and personnel expenditure. The lack of operational budget led the KPU leadership to look for ways to make operational activities run with innovation and using the minimum budget or without the budget.

This study aims to determine how programs and activities can run with minimal or no budget with innovation and motivation from leaders and staff. This research method uses qualitative methods with primary data collection techniques through in-depth interviews and secondary data through literature studies. The results showed that programs and activities could run with minimal or no budgets accompanied by strong motivation from the leadership and staff. The conclusion of this research is that programs and activities can run along with strong innovation and motivation.

Keywords:

programs and activities; minimal budget; no budget; innovation; motivation

Introduction

During the pandemic period in 2020 which was filled with an atmosphere of grief, it had an impact on work in the government bureaucracy, especially in the General Election Commission (KPU) of Probolinggo City (Doramia Lumbanraja, 2020). Usually, bureaucratic activities run nominally but with this condition all activities run slowly, plus the KPU which does not hold the 2020 Pilkada. Of the 38 Regencies / Cities in East Java, only 19 districts/cities hold Regional Head Elections on 9 December 2020. Commission Budget Regency / City General Elections are revised and reduced and allocated for procurement programs and

activities to overcome Covid-19, namely hand sanitizers, sprays, and masks (Sutera Aru Persada, 2020).

The absence of crucial activities led the KPU leadership to think about how the bureaucracy could run in achieving organizational goals through the vision and mission through the strategic plan. Every Monday a week, a plenary meeting is held, namely, a meeting held by the KPU leadership consisting of the Chairperson, Commissioner, Secretary, Head of Subdivision, and Treasurer which discusses planned activities to be carried out by the organization with activities that can inspire Regency / City KPU in East Java, namely Launching Network Legal Information Documentation (JDIH) for which there are no standard regulations for the Regency / City KPU in East Java.

For Regency / City KPUs that carry out simultaneous Pilkada set on 9 December 2020, budgets and activities will run according to APBN planning and Pilkada APBN grants for 19 districts/cities in East Java. The 19 districts / cities in East Java that did not carry out the Pilkada did not have sufficient budgets to carry out programs and activities. Activities carried out are routine activities for office operations and personnel expenditure as well as a small operational budget for each division in the KPU. Operational Activities that have been revised have made the KPU leadership to carry out innovative activities with the motivation of organizational performance to remain even though the budget is limited or without a budget. In accordance with Law number 23 of 2014 concerning Regional Government article 386 (Republik Indoneisa, 2015), innovation is carried out in the framework of implementation performance with the principles of efficiency, effectiveness, quality of service, no conflict of interest, oriented to public interests, openness, fulfills the values of propriety and can be accounted for.

In the Probolinggo City KPU JDIH program which does not have a budget and there are no KPU regulations for Regency / City KPUs that have not yet been determined, it has been initiated first at the Probolinggo City KPU by launching the JDIH and inviting the Mayor, Chairperson of DPRD, Forkompimda which is attended by the Dandim Chief of Staff, the Attorney General's Office. and the Police.

The results of the launching of the Probolinggo City JDIH in a replica of the KPU of Jombang Regency by conducting a Reference Study on Thursday, October 15, 2020. This visit was related to the launching of the Legal Documentation and Information Network (JDIH)

held by the Probolinggo City KPU. Also to gather information about the JDIH program that has been launched, this program informs the public that districts/cities that do not carry out Pilkada are still implementing program activities. With programs and activities that do not have a budget that is running well and has appreciation from other KPU districts/cities and this indicates that the programs and activities are running well.

Management functions consist of planning, organizing, resourcing, communicating, leadership, motivation, and controlling (Silalahi, 2017: 40). Motivation is a behavioral activity that works in an effort to meet desired needs (Irham, 2018: 143) and Innovation refers to Government Regulation No. 38 of 2017 concerning Regional Innovation are all forms of reform in the implementation of local government (Kementerian Sekretariat Negara, 2017). In the book Innovation (Nasution & Hermawan, 2018: 3) in essence, innovation is a continuation of invention and value creation innovation activities that involve increasing technology, innovation must significantly be able to provide added value to welfare, which does present whether the product/service is suitable for sale (market acceptance) or not.

Motivation is a factor that influences program implementation and the activities besides the innovations that color it (Idris, 2012; Deby et al., 2018). Of these two bureaucratic factors affecting the implementation of programs and activities, it is necessary to conduct research on innovation and motivation to what extent its role in the implementation of activities with a limited or no budget.

1. Problem Formulation

   The existing problems based on the description above can be put forward research questions as follows:

   - What is the role of innovation and motivation of the bureaucracy in implementing programs and activities with a limited budget and without a budget?

2. Research Objectives

   In accordance with the formulation of the problem above the objectives of this study are:

   - Assess and analyze innovation and motivation of the bureaucracy in implementing programs and activities with limited budgets?

3. Research Benefits.

   The benefits of this research are as follows:

a. This research is expected to contribute ideas, especially for the development of public administration and improving organizational performance
b. This research is expected to add academic insight and a horizon of thought and valuable experience for researchers.

Methods

The method in this research uses qualitative descriptive qualitative research. Rukin (2019), Qualitative research is descriptive research and tends to use analysis with an inductive approach. The highlighting of the research process and the utilization of the theoretical basis is carried out so that the research focus is in accordance with the facts in the field. In addition, the theoretical basis is also useful for providing an overview of the research background and as material for discussion of research results. Qualitative descriptive method is a research method that aims to make a description of a social or natural phenomenon in a systematic, factual, and accurate manner. Data that appears in the form of words and not a series of numbers is obtained in several ways, namely observation, interviews, document digestion, or in other ways which can be processed before they are ready for use, but the qualitative analysis still uses words, which are usually compiled into text which is expanded (Miles, 1992: 15-16). Primary data study through data collection techniques with in-depth interviews and secondary data review through data in the Probolinggo City KPU (Creswell, 2013).

The phenomenon to be studied is the innovation and motivation of the Probolinggo City Election Commission bureaucracy in implementing programs and activities with limited funds and without a budget. These phenomena will be described systematically, factually, and accurately.

Results and Discussion

In the programs and activities of the Probolinggo City KPU as outlined in the 2020 DIPA Revision POK (*KPT 481 THN 2020 KPU*, n.d.), it is clear that the program will be implemented but the budget is only minimal in its implementation by Table 1 that the management support program and task implementation are with a percentage of 98.43% with the implementation of financial administration accountability with a percentage of 78.42 greatest of all activities. Meanwhile, the implementation of KPU Division activities with

programs to strengthen democratic institutions and improve processes was only 1.56%. The KPU DIPA programs and activities can be seen in Table 1 below:

Table 1.
Programs and Activities of the Probolinggo City KPU Revision of the 2020 DIPA POK

No	Programs/Activities	Programs (%)	Activities (%)
I	Management Support and Technical Task Implementation Program	98.43	
1.	Implementation of Financial Administration Management Accountability		78.42
2	Data management, etc. and an inventory of election facilities and infrastructure.		0.33
3	Implementation of Planning and Data Management		059
4	Operation and Maintenance of Offices (KPU)		18.78
5	Examination within the KPU Secretariat.		0.32
II	Program for Strengthening Democratic Institutions and Improving Political Processes.	1.56	
1	PKPU preparation, dispute resolution etc.		0.47
2	Facilitating the implementation of the election stages		1.09
	Total	100	100

Source: KPU City of Probolinggo, 2020.

In its development, the KPU leadership initiated activities that did not have a program aimed at holding KPU extended family ties. Existing activities can be seen in Table 2 below:

Table 2.
Innovation in Probolinggo City KPU Activities

No	Activity	Purpose	Decription
1	Presentation of the theme of bureaucracy	Informing the KPU of Probolinggo City	Conducted by the KPU leadership, the Secretary and the Head of Subdivision in turns with an Urgent Theme
2	Gathering of KPU staff	Arisan and recitation	Arisan and recitation is conducted every month at the house of KPU members who get a social gathering
3	Improvement of Bureaucratic Administration	Administration Management of official manuscripts	Coaching staff on archiving.

4	Bureaucratic Reform through Human Resources Development	carries out coaching and job training for KPU security guards.	Increase security guard competence
5	Socialization of KPU Activities through the Website	Notifying KPU Activities in an accountable manner	In accordance with KPU activities related to the Public
6	Tiered Electoral Course	Informs about the latest election developments	Election courses virtually for the public

Source: KPU City of Probolinggo, 2020.

In the implementation of government administration, one thing that the legal division needs to do is to manage the official script administration. This improvement is not only aimed at improving the management of official script management for the better but also increasing the capacity of human resources in the Probolinggo City Election Commission. This was discussed in an evaluation meeting conducted by the Legal Division and the Legal Sub-Division, Monday (9/28/2020), and led directly by the Commissioner for the Legal and Supervision Division, Akhmad Faruk Yunus Putra. The commissioner, who is familiarly called Faruk, explained that this activity to evaluate the management of the official script is one part of the implementation of the Government's Internal Control System.

Meanwhile, the management of official manuscripts refers to PKPU Number 17 of 2015 concerning KPU Service Manuscripts, Aceh Provincial KPU / KIP, and Regency / City KPU / KIP.

"*The issuance of this regulation is based on the mandate of legislation. One of them is Law Number 43 of 2009 concerning Archives. So things that are general to the technical level need to be corrected, have clear regulatory references because they have been regulated in them,* "he explained.

He further explained, to improve towards a better direction, there are 5 targets to be aimed at from this activity in the ranks of the Probolinggo City KPU. First, achieving a common understanding and understanding in the administration of official script administration.

Second, the realization of integrated administration of official manuscripts in the KPU ranks with elements outside the KPU ranks within the scope of general administration. Third, the realization of ease and fluency in written communication. Fourth, achieving effectiveness

and results for the administration of official manuscripts. Fifth reduced overlaps and waste in administering official script management.

"*As regulated in PKPU Number 17 of 2015, apart from the 5 targets to be aimed at, there are 6 principles that we must also guide. They are the principle of security, the principle of standardization, the principle of accountability, the principle of speed, the principle of accuracy, and the principle of relevance,* "added Faruk.

Meanwhile, Head of Law and Supervision of Qori Mughni Kumara explained PKPU Number 17 of 2015 concerning KPU Official Manuscripts, Provincial KPU / KIP Aceh, and Regency / City KPU / KIP. Followed by juxtaposing several official texts with the regulations that regulate them as a measuring tool.

"In this way, we will find out at any point in the official script that still needs improvement. For example, the official script is an official note. We first look for the regulations. Then we put it together for review," he explained.

According to the man who is familiarly called Oyik, the study starts from the type of official note, the procedure, and mechanism for filing it, the technicality of its preparation, to other technical matters.

One of the participants in the evaluation meeting, Rachmat, admitted that it is faster and easier to understand with this evaluation method. According to him, participants can directly examine the source of the rules as a measuring tool. So that it is known for sure, the shortcomings that become joint corrections need to be corrected immediately.

A program that is also carried out by the Probolinggo City KPU to fill bureaucratic reform programs and activities is to carry out coaching and job training for KPU security guards which have 3 members, incidentally, one person replaced the security guard who had just died. This replacement is carried out by an internal test by conducting written tests and interviews conducted by 5 commissioners, secretaries, and Head of Sub-division of KUL.

According to KPU Commissioner for the Legal and Supervision Division, Akmad Faruk Yunus Putra, this is the first step for the KPU to optimize public services. "*Even though there are no technical instructions from the Indonesian KPU, we dare to guard them. Even if there is something that needs to be addressed, we will comply with the rules and recommendations of the Indonesian KPU*".

He also conveyed that the motivation to carry out programs and activities with a limited budget and without a budget internally was to improve the performance of organizational structuring and externally to disseminate election and election education to the public.

The implementation of programs and activities by table 2 of innovation activities of the Probolinggo City KPU with a limited budget and without a budget that has been implemented runs well and meets the motivation and goals of the KPU leadership. This is in the enthusiasm of the public with the enthusiasm of many who gave voice on YouTube, the Probolinggo City KPU has won 2,100 subscribers at the election education workshop and the awarding of the winners of Poetry Reading and Stand Up Comedy competitions which were held on Tuesday, November 3, 2020.

In the workshop on Democracy and Prizes for poetry competitions and stand-up comedy on Tuesday, November 3, 2020, the Chairperson of the East Java KPU recommended that non-election friends could study with friends from the Probolinggo City KPU. Amid limited resources, it turned out to be able to make a well-conceptual, sustainable, attractive, and attractive pickle for the public in large numbers. Starting with a tiered electoral course, webinars, poetry competitions, and stand-up democracy virtually ending with conferment and workshop.

Conclusion

From the results and discussion in the previous discussion, the following conclusions can be drawn:

1. Innovation can improve the implementation of programs and activities with a limited budget and without a budget
2. Motivation by the vision and mission of the organization in improving performance goes well as expected with a limited budget and without a budget.
3. Innovation and motivation which are implemented simultaneously have a very vital role in improving the implementation of programs and activities with a limited budget and without a budget.

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Public Accountability through Merit Values on Civil Service Management in Central Java Province

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Abstract

Data indicates that implementation of the merit system in civil service management is still far from the target achievement, especially for local governments. This paper assesses the implementation of the merit system of ASN management based on 8 (eight) aspects at the Central Java Province, namely: planning; procurement; career development and development of competencies; promotion, mutation, rotation and demotion; performance management; payroll, reward, and discipline; protection; and supporting facilities. The research instrument was developed from national policies. This study found that Central Java has met category III (good implementation) for 5 aspects. However, it reveals there are still 3 (three) aspects that haven't met the criteria for good implementation. There are some impediments for implementation in career development, promotion and rotation, and performance management aspects. This finding is very important as a basic reference in the policy evaluation and supporting the bureaucratic reform performance. The recommendation focuses on the development of talent management and talent pool as one of the Indonesian strategic plans to improve the quality of civil service.

Keywords:
merit; civil service governance; Central Java; civil service; governance; merit

Introduction

To anticipate rapid global change, the government must build a more dynamic governance system. The Government of Indonesia (GOI) is putting effort into adopting policies to accelerate economic growth and to face uncertain global environmental changes. In achieving the objectives of the state to increase economic growth and welfare, to improve the quality of public services, and to provide more effective policy formulation and evaluation, Indonesia is giving more attention to the development of its human resources apparatus. This is especially aimed at providing bureaucratic leaders who can think ahead, and learn from other countries or organizations. The GOI has anticipated this problem by issuing Law Number 5 of the year 2014 on the Civil Service (UU-ASN) to realize a

professional, neutral, and high integrity Civil Service (ASN) through the implementation of a merit system in ASN policy and management. Implementation of the UU-ASN has provided a solid foundation for transforming the management of the state civil apparatus from an administrative and rule-based approach, towards a performance-based approach with human capital development implementation. This transformation is expected to improve the quality of public policy to encourage the development of the business world and the acceleration of economic growth. Enactment of the UU-ASN is expected to encourage the realization of excellent service to the society and the business world, increasing Indonesia's competitiveness globally, contributing to sustainable economic growth, and avoiding Indonesia from the threat of the middle-income trap phenomenon.

Various international studies show that there is a positive correlation between the level of governance quality and the progress of a country, especially in the achievement of economic development and the quality of life of the people. The quality of governance can be seen from various indicators or parameters, such as the Global Competitiveness Index, Ease of Doing Business (EODB), Government Effectiveness Index, and Corruption Perceptions Index (CPI). The progress of governance quality in the Indonesian government and its comparison with other ASEAN countries is shown in Table 1.

Table 1 shows in terms of the quality of governance, Indonesia is still lagging behind other countries in ASEAN, especially Malaysia and Thailand. As is known, the quality of governance is strongly influenced by the management system and performance of the State Civil Apparatus (ASN). Government efforts to realize an efficient, effective, and high-performance bureaucracy have shown results. This is evident from the World Economic Forum (WEF) report that Indonesia's competitiveness rating rose 5 (five) levels in 2018. Nevertheless, the report still highlights some of the problems faced related to the ease of doing business in Indonesia: (i) corruption; (ii) bureaucratic inefficiency; (iii) availability of infrastructure. Based on these key issues, the Government of Indonesia is advised to prioritize corruption prevention efforts in various fields, particularly those related to business and investment development, and focus on implementing bureaucratic reforms to improve government bureaucracy inefficiencies and improve infrastructure development.

In addition to the Competitiveness Index, one of the parameters used by the business community in making investment decisions is the Ease of Doing Business (EODB) index.

Based on the EODB survey of 2018 published by the World Bank, the ease of doing business in Indonesia rose from 91 to 72, up 19 levels. This rating increase is a positive result achieved from various policy improvements and institutional arrangements by the bureaucracy including the civil state apparatus.

One indicator that reflects the performance of government bureaucracy is the government effectiveness index (Government Effectiveness). Assessment of government effectiveness is formulated from several parameters such as public perception on public service quality, public service quality and government independence from political pressure, quality of policy formulation and implementation, and government commitment in implementing policy. The effectiveness score of the Indonesian Government in 2018 rose from 46 to 53, so that the ranking rose from 121 to 98. To be able to catch up with other ASEAN countries, the Indonesian Government must continuously improve the quality of governance and build a professional civil state apparatus, integrity, and high performance through an acceleration of bureaucratic reform implementation.

Everest-Phillips (2015: 94-98) argues that meritocracy can promote social mobility and can benefit individuals and society at large. He explores the case of Singapore that turned meritocracy into a development factor. It found that development is closely linked with building a civil service meritocracy state and fostering public administration through motivation, promotion, the rule of law, integration, and non-tolerance of corruption. The author explains what benefits are caused by meritocracy and the impacts on humans and society. These arguments provide insight for those implementing merit systems as a means to provide the best service and reach their maximum potential. The author also gives examples of outcomes in countries that implement this meritocracy system, such as its role in promoting higher economic growth, improving civil service performance and the performance of civil servants, accountability assessed by citizens, and a reduction in corruption. He also said that if Singapore wants to succeed then it must have a system that allows the best and most appropriate people to be in the jobs that need them. Since this merit principle has been applied, since 1965, Singapore has significantly increased per capita income. Lee Kuan Yew puts more emphasis on the success of his understanding of the need for good public administration in creating a clean, efficient, effective, and best of all public service ethos. Lee Kuan Yew instilled in public officials a sense of urgency and purpose, efficiency and

impartiality, law and excellence in decision making, and zero tolerance for corruption. It is also important that meritocracy does not eliminate the need for transparency, accountability, and rule of law.

Besides, Svensson and Wood (2009) examine the measurement of public sector organizations in Sweden to communicate and implement a code of ethics to public services. They employed a longitudinal survey approach. It concludes that public sector organizations in Sweden have few formal rules and regulations in place. The regulations related to the code of ethics and code of conduct for employees encourage leaders and staff to behave correctly than pinpointing what to do or what not to do. Moreover, Tong, Jeffrey, and Walter (1999) emphasized an important element in reforming by applying a merit system in human resource management. This includes evaluating performance by rewarding employees and imposing sanctions on non-performing employees. Open and fair competition in the selection and promotion process to assure the quality of government employees. Besides, the rules underpin the existence of sustainability and consistency in government policy. Building administrative and staffing professionalism is the biggest challenge. Problems such as abuse of authority, inefficiency, favoritism, excessive staffing, closeness, and corruption become intolerable. China has built a high quality of human resources and successfully pushed the country toward modernization and has a performance system that is quite effective. The principle of openness, justice, competition, and selection to get the best employees is the process undertaken so far by China in carrying out administrative reform of bureaucracy in government.

Furthermore, Yoon and Kim (2016), emphasize the importance of different skill components based on the type of work employees. They are differentiating the skills of an employee both at the central and regional levels based on the aspects of prevention, preparedness, responding, and improving things. Thus, these aspects become the focus of human resource management in the public sector, including in the process of selection or procurement of employees, education, training, and performance management. While Ko and Walter (2013), states that Human Resource Management in practice has a significant contribution to organizational commitment, organizational behavior, and encourage the performance of the organization. The facts show that a working system based on high performance, is identified with the recruitment process is very selective, development and

effective training, performance evaluation continuous, the reward for fair performance, and decentralized decision-making is good with a promotion based on a merit system.

Harel and Tzafir (2001) show out that the public sector has begun to move closer to a private sector model that adopts high performance-based work practices. This is as a result of the increasing demands and needs of the people on the performance of good bureaucratic services. Based on this, the selection process of employees and leaders in government becomes an absolute thing done to get professional human resources and can show high performance. Cho, et. al. (2013), remained the concept of bureaucracy Weber, where the application of the merit system in the selection process is done to encourage professionalism in the bureaucracy, high-performance, and compliance with applicable regulations in comparison with the trend of political connections.

In Indonesia, the merit system is the policy for management of all ASN based on qualifications, competencies, and performance without distinction of political background, race, color, religion, origin, sex, marital status, age and disability conditions (Law Number 5/2014 about Civil Service, ASN Law). Since the enactment of the UUASN in 2014, the implementation of a merit system in ASN management has become an obligation for all governments at the central and regional levels and is evaluated by the State Civil Service Commission (KASN). Pardede and Mustam (2017), examine the management of ASN in Semarang regency. Based on the results of their study, they emphasize the importance of human resources in public sector organizations. Chassamboulli and Gomes (2017) underline how important recruitment policy and incentives are in public sector organizations. However, they found that some state recruitment and government payments did not follow meritocracy practices. The meaning of the merit system in Government Regulation Number 11 the Year 2017 about the management of civil servants, subsection 134, paragraph 2, covers the criteria of implementation of selection and promotion is to be open; and implementation of the code of ethics and code of conduct of ASN Employees.

The purpose of applying the merit system in open selection is to be able to recruit professional high integrity ASNs and place them in government bureaucratic posts according to their competence; maintain ASN through fair and reasonable compensation; develop ASN capability through guidance and training; and protect ASN careers from politicization and policies that go against the merit principle (nepotism, primordialism, etc.). KASN serves to

oversee the implementation of basic norms, code of conduct, and code of ethics and also to implement the Merit System in ASN policies and Management of Government Agencies (subsection 30 ASN Law).

Why should open selection become more popular than the application of merit systems in other aspects of ASN management? This is because the open selection is a quick win for merit system implementation and aims to get the right people according to the needs of the organization. Another thing that is not less important is that open selection can also overcome the spoil system and the sale and purchase of positions and increase the mobility of ASN.

The merit system is the opposite of the spoil system, which is a system in which positions in government are filled by friends, family, or supporters of the ruling party. The merit system was well known in the Qin and Han dynasties in China. The system was developed so that government positions were not only occupied by nobles but also capable of rural residents. The system was later adopted by the British Indian government in the 17th Century and subsequently developed in Europe. In the United States, the merit system began to be implemented in the 18th Century. The aim is to provide the public with competent, honest, and productive officials who can create quality public servants.

There are 9 (Nine) principles of merit that are used in staffing management in government circles in the United States, namely:

1. Recruit, select and prioritize based on open and fair competition;
2. Treat the Civil Service Officials fairly and equally;
3. Provide equal remuneration for equal work and reward high performance;
4. Maintain high standards for integrity, behavior, and concern for the benefit of the community;
5. Managing State Civil Servants effectively and efficiently;
6. Maintaining or separating Civil Servants based on the resulting performance;
7. Allowing developing competencies to the Civil Service Officials;
8. Protecting Civil Servants from improper political influences;
9. Protecting Civil Servants from unjust and not open laws.

Also, there are 4 (four) categories that are prohibited in the management of staffing, namely discrimination, recruitment practices that violate the merit system, efforts to retaliate

against protected activities (including whistleblowers), and violations of various regulations based on the principles of the merit system. The four categories mentioned above, if explained, the employment practices that are prohibited in the merit system are as follows:

1. Conducting discrimination against State Civil Servants or prospective Civil Servants based on ethnicity, religion, race, religion, gender, regional origin, age, physical limitations, marital status or certain political affiliations;
2. Requesting or considering work recommendations based on factors other than knowledge or abilities related to work;
3. Forcing someone's political activities;
4. Deliberately or deceived activities by blocking anyone from competing for work;
5. Influencing people to withdraw from the competition to increase or reduce one's employment prospects;
6. Giving an illegitimate preference or advantage to someone to increase or reduce the employment prospects of a prospective Civil Service Officer;
7. Practicing nepotism, including contracting, promoting, and supporting the appointment or promotion of one's relatives or relatives;
8. Retaliating against whistleblowers;
9. Taking or failing to take action against State Civil Servants or Prospective Civil Servants who submit appeals, complaints, or complaints with or without providing information that causes someone to violate regulations;
10. To discriminate based on the behavior of someone who is not related to work and does not affect the performance of the State Civil Servants or Prospective Civil Apparatus;
11. Taking or failing to take action on the State Civil Servants who if taking or failing to take such actions will violate laws or other rules that are directly related to violating the principles of the merit system;
12. Carry out or impose closed / fewer open policies or decisions related to whistleblower rights.

In Australia, the application of a merit system is considered important in ensuring recruitment is carried out fairly and competitively and free from political influence and other

non-merit factors. Therefore, recruitment in the public sector in Australia is regulated as follows:

1. The vacant position must be announced;
2. Skills and job requirements must be determined;
3. Assessment criteria must be determined and announced to candidates;
4. Decisions must be based on a comparison between criteria and assessment results;
5. The process must be open for applicants to be given accuracy to apply;
6. The people recommended are the best;
7. Decisions can be tested and there is no conflict of interest.

With all those principles in mind, the Government of Indonesia has established a policy to implement a deep merit system.

Methods

This research uses a descriptive qualitative research method. Sources of data for this study are primary data obtained from collecting data from instruments and informants. Data analysis is evidence-based data, data presentation from respondents, verification, and conclusion. Primary data were obtained from government institutions both Ministries and Local Government agencies, and secondary data from government laws and documents and other resources. The main results of the study are external and internal supports and other great challenges to applying the merit system in Indonesian government institutions.

In reviewing how far the implementation of ASN management practices in government agencies has been based on the principle of merit, KASN has conducted a mapping of the Implementation of Merit Systems in Government Agencies through rapid assessment. This is based on the criteria as set out in the Indonesian Civil Service Commission (KASN) Regulation Number 9 of the Year 2019 concerning Procedures for Self-Assessment in Implementation of Merit Systems in ASN Management for Government Agencies. There are 9 (nine) criteria are as follows:

1. Have a 5-year ASN requirement plan detailed by type and level of position and arranged based on position analysis and job analysis taking into account employees entering retirement;

2. Conducting open and competitive recruitment of employees, both from the civil service candidates and also from civil servants from other agencies;
3. Have career development policies and programs that begin with talent mapping, competency gap analysis and performance gaps, strategies and programs to address gaps and form a talent pool and succession plan;
4. Implementation of performance management, which starts with setting performance targets, periodically evaluating performance by using objective methods;
5. Analyzing performance gaps and having strategies to solve the performance problems both in organization and individual of civil services;
6. Link payroll, awarding, and promotion policies to performance and discipline;
7. Carry out promotions, mutations objectively and transparently based on suitability of qualifications, competencies, and performance by utilizing the Talent Pool;
8. Protect so that employees can carry out their duties properly and provide services to ASN;
9. Has a support system such as an integrated staffing information system, assessment center, and other applications that support the implementation of ASN management.

Results and Discussion

A merit system is an ASN policy and management that is based on fair and reasonable qualifications, competencies, and performance regardless of political background, race, color, religion, origin, gender, marital status, age, or disability condition. This system realizes a recruitment and promotion system based on merit or the capabilities of ASN employees. The system was officially adopted in the Indonesian Government's bureaucracy in the last four years ago, with the enactment of Law no. 5 of 2014 concerning State Civil Apparatus (ASN Law). The system was introduced to improve the ASN's professionalism, neutrality, integrity, and performance. The ultimate goal is to create a government bureaucracy that is efficient, effective, clean, responsible, and serving.

To ensure the merit system is implemented following the provisions, the ASN Law also mandates the establishment of KASN, a nonstructural institution that is independent and free from political interventions that are given the authority to monitor and evaluate the implementation of ASN policies and management to ensure the realization of a merit system.

To carry out this task, KASN has conducted supervision over the implementation of open selection in filling the High Leadership Position (JPT). Supervision is carried out: (1) preventively through the dissemination of procedures for selection and issuance of recommendations on the implementation and results of the selection; and (2) repressively by following up on public complaints regarding alleged violations in the implementation of JPT filling and issuing recommendations based on the results of the investigation.

Besides, to ensure that agencies establish a comprehensive merit system, KASN evaluates with the aim of (1) knowing the extent to which the principles of merit have been applied in ASN management practices in government agencies; and (2) recommending improvements that still need to be done by agencies so that the principles of merit are accommodated in the management of ASN in government agencies. For this purpose, KASN has developed a merit system assessment instrument.

Figure 1 until Figure 4 shows the results of mapping merit principle implementation of civil service management in all levels of Indonesian Government agencies. The red one as category I (one) indicates 'Poor' implementation of a merit system with a score of around 100 until 174. The yellow one as category II (two) indicates 'Not too Bad' implementation of merit system with a score from 175 until 249. The green color one as category III (three) indicates 'Good' implementation of a merit system with a score from 250 until 324. The best one is the blue one as category IV (four) indicates 'Very Good' implementation of a merit system with a score from 325 to 400. The figures present that for ministries and non-ministries levels, most have reached category III (three) with Good implementation. This means that they have met most of the merit criteria. Meanwhile, those who have reached level IV only have 6 Ministries. As for most the local government level, either for Provincial Government, districts, and city levels, the majority are still at level II, meaning that they only meet some of the criteria set.

Moreover, for the development of the Merit System in Government Agencies. Besides mapping based on a rapid assessment, KASN also conducted an in-depth assessment for some ministries, non- ministries, and some Provincial Government, under KASN Regulation Number 9 of the Year 2019 concerning procedures for Self-Assessment in Implementation of the ASN management based on Merit System in Government Agencies. The aim is to know how far the principle of merit has been applied in the management of ASN in each Government Agency; Furthermore, in Providing input to agencies that are assessed

concerning efforts that are still needed in efforts to apply the principle of merit. The evaluation and verification also focused on the process of preparing a talent pool, to ensure that employees who were included in the succession plan had met the requirements to be promoted. Thus, the agency can be excluded from the implementation of open selection, as mandated in Article 111 of ASN Law Number 5 of the year 2014. Evaluation is carried out using the self-assessment method, where each agency forms an appraisal team chaired by an Authorized Officer, who is given the task to carry out an assessment based on instruments that have been built by KASN. The results of the assessment along with supporting documents are then submitted to KASN for verification. Based on the results of verification, KASN will determine the level of application of the merit system to the agency assessed; and recommendations for improvement.

The assessment and verification show that from several government agencies that were assessed, and providing the evidence to be verified, only the Ministry of Public Works and Public Housing (*Kementrian PUPR*), the Ministry of Finance (*Kementrian Keuangan* – MOF), Ministry of Maritime Affairs and Fisheries (*Kementrian Kelautan dan Perikanan*), the Ministry of State-Owned Enterprises (*Kementrian BUMN*), the Coordinating Ministry for Economy, the Ministry of Agriculture, and the National Institute of Public Administration (*Lembaga Administrasi Negar*a) have met almost all merit criteria and already have a talent pool with a succession plan that is supported by complete data. While for local government level, the Yogyakarta Provincial Government, Central Java Provincial Government, East Java Provincial Government, and West Java Provincial Government, the talent pool and succession plan that has been prepared and still needs to be sharpened and equipped with more accurate data. While others are still in the process of mapping competencies that will be the basis for developing a talent pool.

Besides, Figure 5 shows an overview of the Merit Values on Civil Service Management in Central Java Province. Data provides information that Central Java Province has not been optimized the career development system based on merit values. For the civil service planning aspect, long terms planning should be in line with the needs of the organization and local potential sectors in the central java province. In terms of career development, for competency standards in managerial, technical, and socio-cultural competencies, the Central Government Province has not yet provided completed for all levels of positions. Moreover, talent mapping

has not been created based on the evaluation of competency standards for every level of positions (only for high and middle position levels). In terms of the succession plan, most local governments are not familiar, and don't know how to find the successors for the organization, includes the Central Government Province. Data and documents of gap competencies, the gap of performance, and how to analyze and strategy to solve the gap are not provided. Although these data and information are very important for the career development of civil service for the need of individuals and organizations. In terms of development competencies, civil servants are still familiar with classical training rather than non- classical pieces of training (such as e-learning, coaching, mentoring, project assignments, consultation, self-development, internship, benchmarking, exchange employees, secondment, etc.).

Performance management in the Central Government Province has been done very well. Reward and punishment based on performance data have been implemented based on application and information technology. Both financial and non-financial awards have been received for high-performance employees. However, performance dialog has not been implemented well.

There are some problems and challenges faced in building a merit system in government agencies. ***First of all,*** is human resource and capital planning in the middle and long terms. Government agencies have drawn up plans for employee needs, which are arranged based on the number, position, and qualifications of positions, based on a job analysis (Anjab) and workload analysis (ABK) because these documents are a requirement for obtaining civil service candidates' (CPNS) formations from the Ministry of PANRB. However, the plans drawn up do not always reflect actual needs because Anjab and ABK are usually implemented against a standard organizational structure, which is not structured to realize targets in the RPJM and the strategic plan of the organization. As such, many of the proposed positions do not contribute to the achievement of targets in the RPJM and the Strategic Plan.

Besides, the planned needs are usually focused only on the needs of implementing staff, while vacancies are often also available for higher-level positions, especially with the existence of a moratorium on CPNS acceptance in the past. Needs at the supervisor, administrator, and JPT level are also described in the planning of employee needs. Thus the agency can make a strategy to meet the needs through the transfer of civil servants from other agencies and the appointment of non-PNS, according to the provisions.

Secondly is the problem in career development and planned competency improvement. The CPNS procurement is now competitive and transparent, and the graduation determination has been based on merit. But many agencies generally do not have structured employee coaching programs. Several agencies have mapped employee competencies, but the results are only used for promotional purposes. Not many agencies analyze the results of the competency test to find out the competency gaps that each employee has because the agency has not set job competency standards. Though this information is very useful in designing employee training and competency improvement programs, through coaching, mentoring, apprenticeship, or training.

The third problem and challenge are in measuring an objective performance appraisal. One obstacle to implementing a merit system in ASN management is the poor management of apparatus performance. This can be seen from the large number of agencies that have not made a performance contract/performance agreement. Some agencies have made performance contracts with employees, but the performance targets set are not measurable so it is difficult to assess. Other than that. Performance appraisal methods used are not objective and measurable, and performance appraisal is not carried out regularly.

In general, Indonesian government agencies do not analyze the results of performance appraisal so it is unknown why many employees fail to achieve targeted performance. The unavailability of this information means that almost all agencies do not have a strategy to overcome the problem of the gap between targeted performance and employee performance. Consequently, employee performance is still not a major consideration in employee career development, as mandated by the merit system.

The fourth problem and the main problem in implementing the merit system in ASN management is ***Talent Pool Development and Succession Plan***. A talent pool is a group of individuals who are identified as having the top talent to fill strategic positions in an organization. While the succession plan is a systematic process to identify and develop key Leadership Positions to ensure leadership continuity within the organization. The talent pool and succession plan are built to ensure that the agency has employees with the required competencies, now and in the future. Building a talent pool is part of building a merit system in government agencies. Through open selection, agencies can choose the best candidates from those who apply. But it is difficult to ensure that participants in the open selection are

people who have the talents that the organization needs. For this reason, the development of a talent pool is important. At present, there are only a small number of agencies that have built a talent pool and have a succession plan. The obstacle is not yet able to provide basic data that is a complete profile of each employee. Agencies have generally carried out competency tests or managerial competency mapping of high-ranking officials, administrators, and supervisors, but the results of the mapping are usually only used for promotion and mutation. Employee profiles generated from the competency test process are not further analyzed so that they have not been utilized for career guidance and employee competency improvement.

Also, not many agencies have set technical competency standards and have instruments to assess the technical capabilities of their employees. Moreover, accurate performance data is also difficult to obtain because there are still many agencies that have not implemented a performance appraisal system objectively and measurably. Many agencies, especially the Regional Government, are still experiencing difficulties in setting performance targets because the organizational performance targets in the Strategic Plan are less measurable. Government agencies also generally carry out performance appraisals once a year and the results of the assessment have not been utilized for employee coaching.

Conclusion

Building a merit system within the government bureaucracy in Indonesia is a must, given the importance of reducing political intervention in the appointment and promotion which has so far caused the agency's performance to be suboptimal and the effectiveness of government administration to below. through the application of the merit system, the careers of ASN employees will be determined by the competence and performance of each and this can encourage them to continue to improve their ability to carry out their duties. Providing strong regulations that could support merit system implementation, then socialized and internalized to all government institutions.

Strengthen the collaboration between KASN with multi-stakeholders', namely: Ministry of Administrative and Bureaucratic Reform (KemenPANRB) and all government agencies both central and local governments; national institute of public administration (NIPA or LAN); National Civil Service Agency (BKN); media and non-government

organizations. Implementation of the merit system. ASN management which is merit-based is not easy to realize, requiring not only high costs but also competent human resource managers in the field of human capital and being tough in facing various challenges, internal and external to government agencies. the implementation of the merit system will only succeed if there is a change in mindset from ASN employees and also the Personnel Management Officer, as well as political support from all stakeholders.

Strengthen the role and function, including the capacity of the Indonesian Civil Service Commission (KASN) in supervising and fostering the development of a merit system will also determine whether what is mandated in the ASN Law that is a professional, integrity, neutral and high-performing ASN employee can be realized in a short time.

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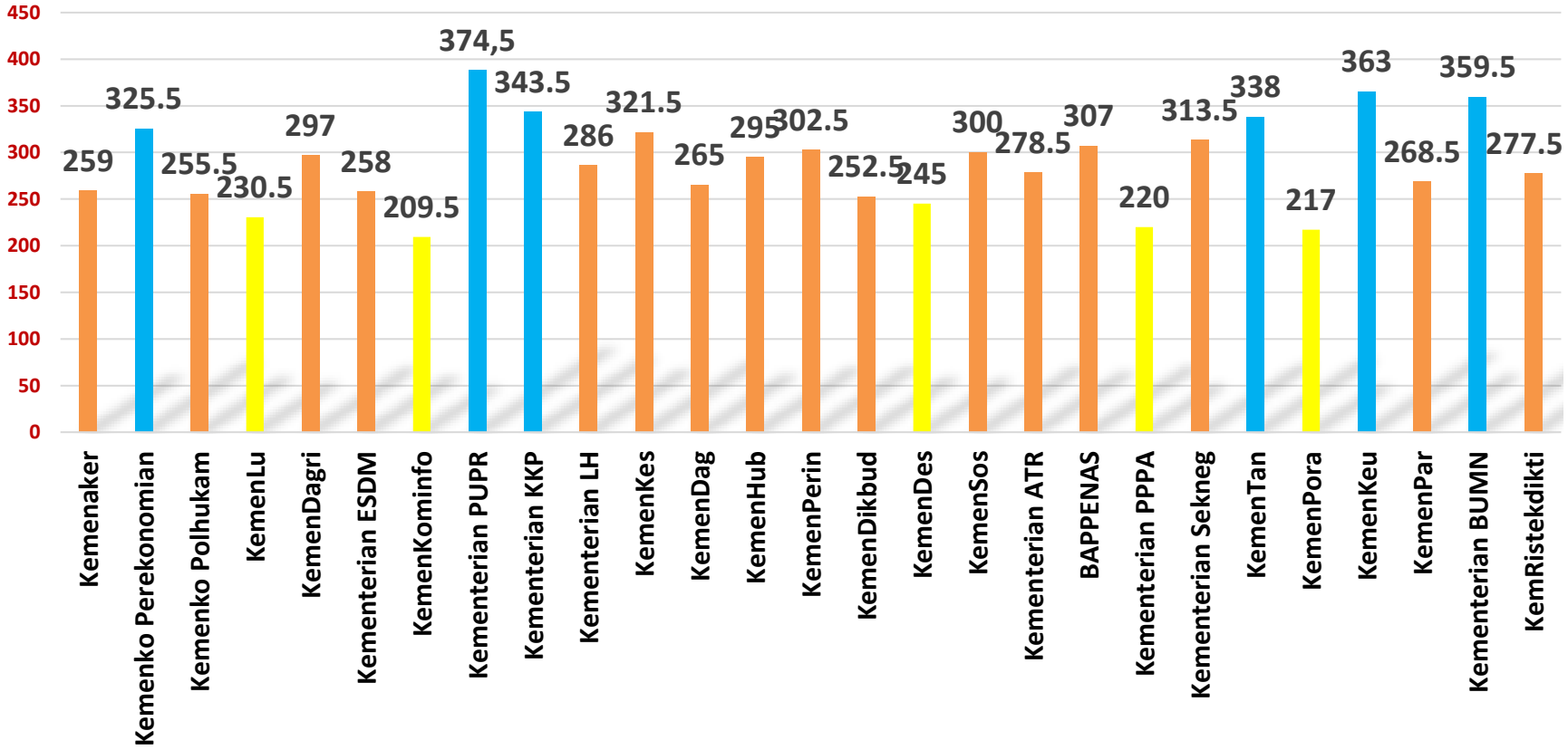
Table and Figures

Table 1.
Quality Position of Governance, Comparing between Indonesia and ASEAN Countries

No	Country	Global Competitiveness Index (GCI)		Ease Of Doing Business (EoDB)		Corruption Perceptions Index		Government Effectiveness Index	
		Rank	Score	Rank	Score	Rank	Score	Rank	Score
1	Singapore	3	5,71	2	84,57	7	84	1	100
2	Korea	26	5,07	4	83,92	52	53	41	80,77
3	Malaysia	23	5,17	25	78,43	55	49	51	75,96
4	Thailand	32	4,72	26	77,44	101	35	71	66,35
5	**Indonesia**	**36**	**4,68**	**72**	**66,47**	**90**	**37**	**98**	**53,37**
6	Vietnam	55	4,36	68	67,93	113	33	99	52,88
7	Philippines	56	4,35	113	58,74	101	35	101	51,92

Source: World Bank, Global Governance Index, Transparency International 2018

Figure 1.
Mapping of Merit Implementation for Civil Service Apparatus Management (ASN) in Several Ministries in 2019



Source: Research and Development System, Indonesian Civil Service Commission (KASN), per November 2019

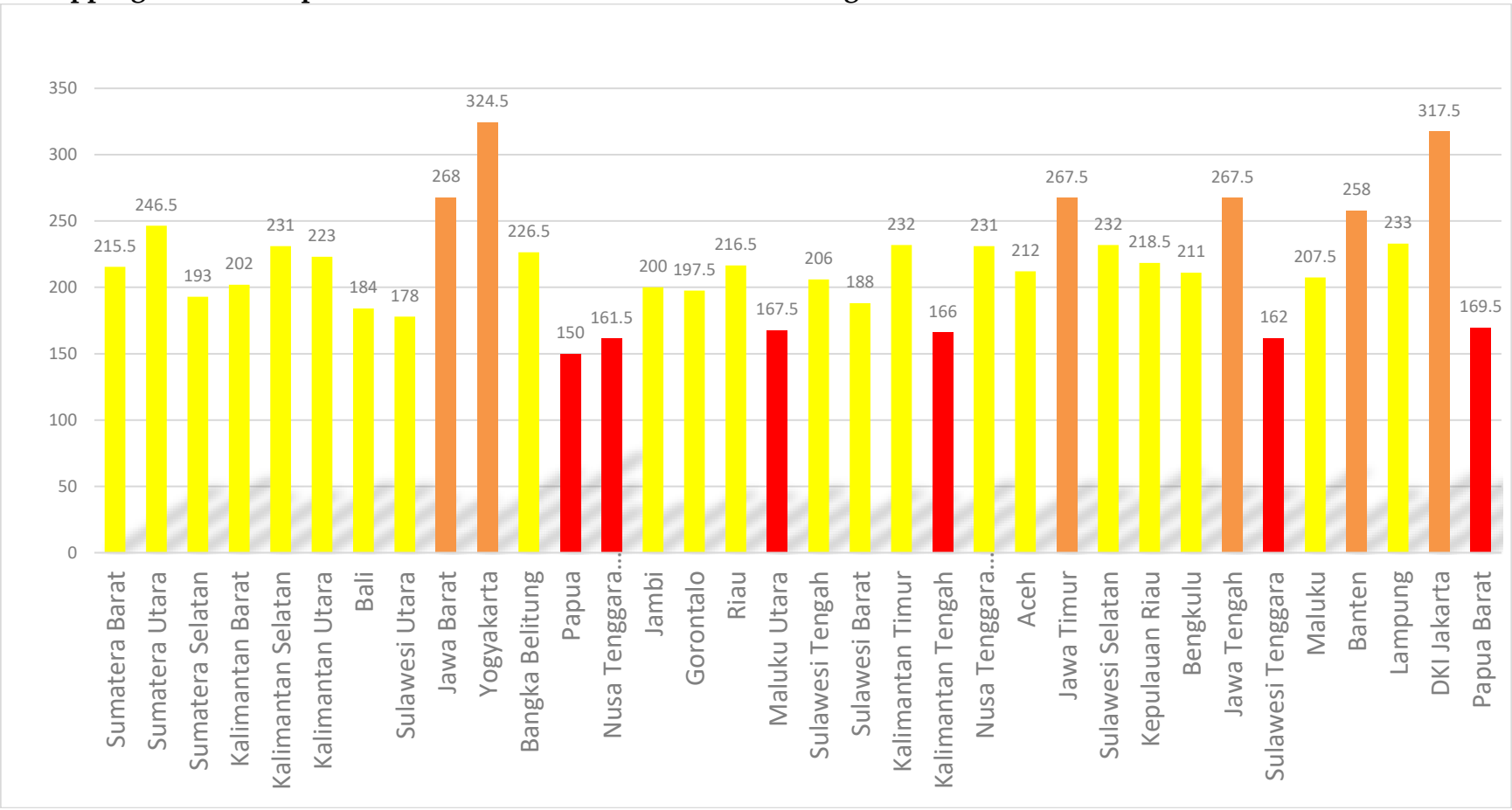
POOR | Not too Bad | GOOD | VERY GOOD

Figure 2.
Mapping of Merit Implementation in Civil Service (ASN) Management in Several Non-Ministries Level in 2019



Source: Research and Development System, Indonesian Civil Service Commission (KASN), per November 2019

Figure 3.
Mapping of Merit Implementation in Civil Service (ASN) Management in all Local Government Provinces in 2019



Source: Research and Development System, Indonesian Civil Service Commission (KASN), per November 2019

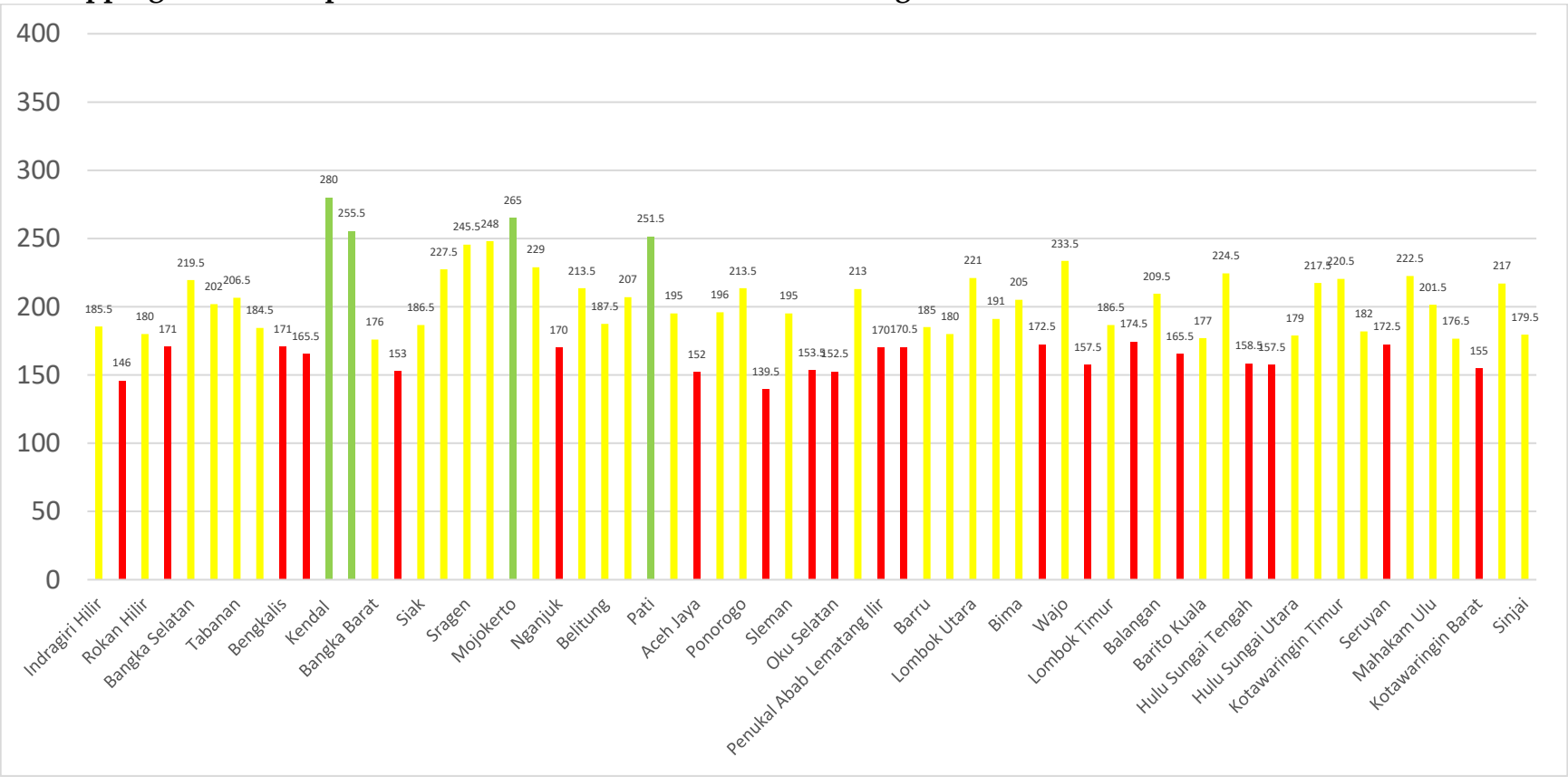
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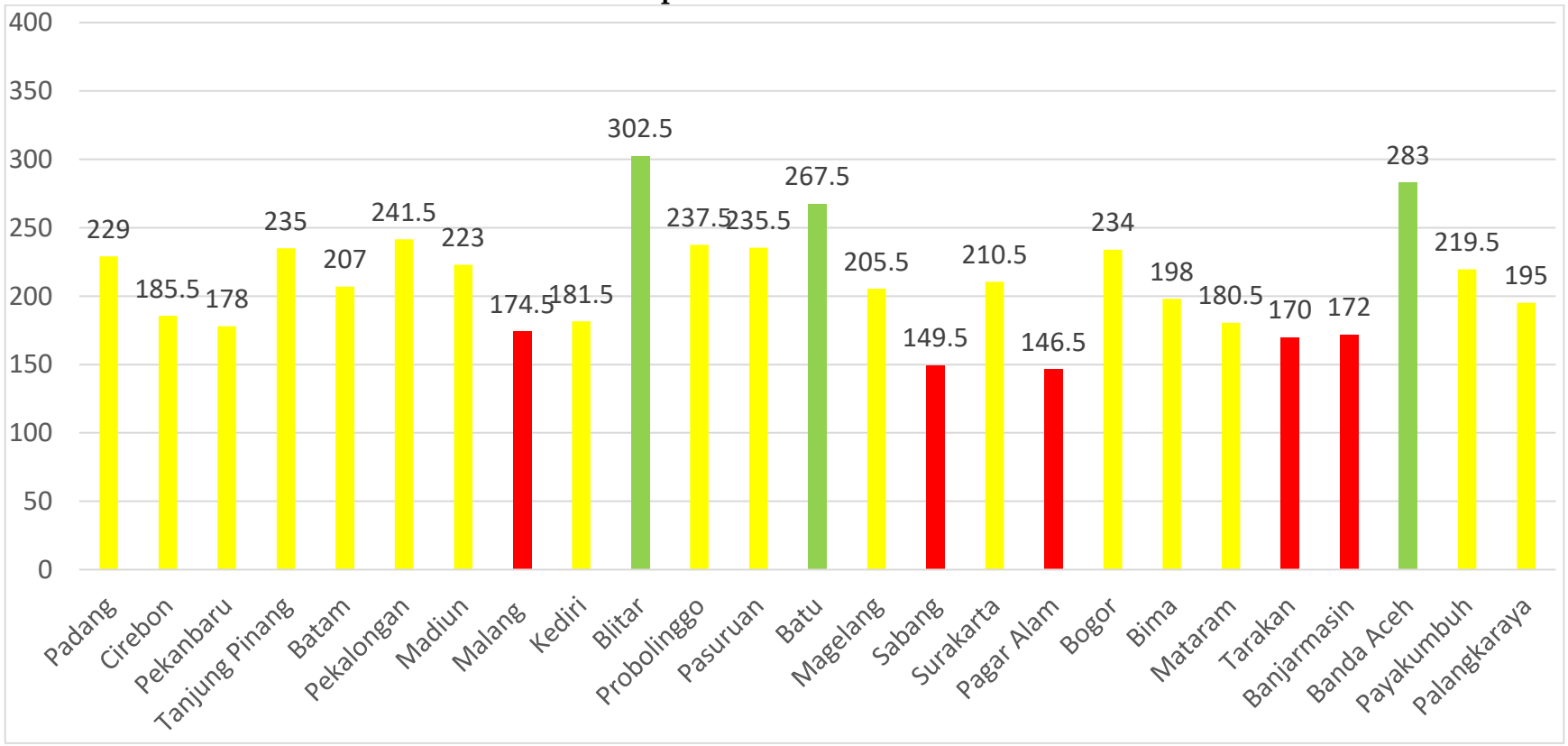
Figure 2.
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Source: Research and Development System, Indonesian Civil Service Commission (KASN), per November 2019

POOR | Not too Bad | GOOD | VERY GOOD

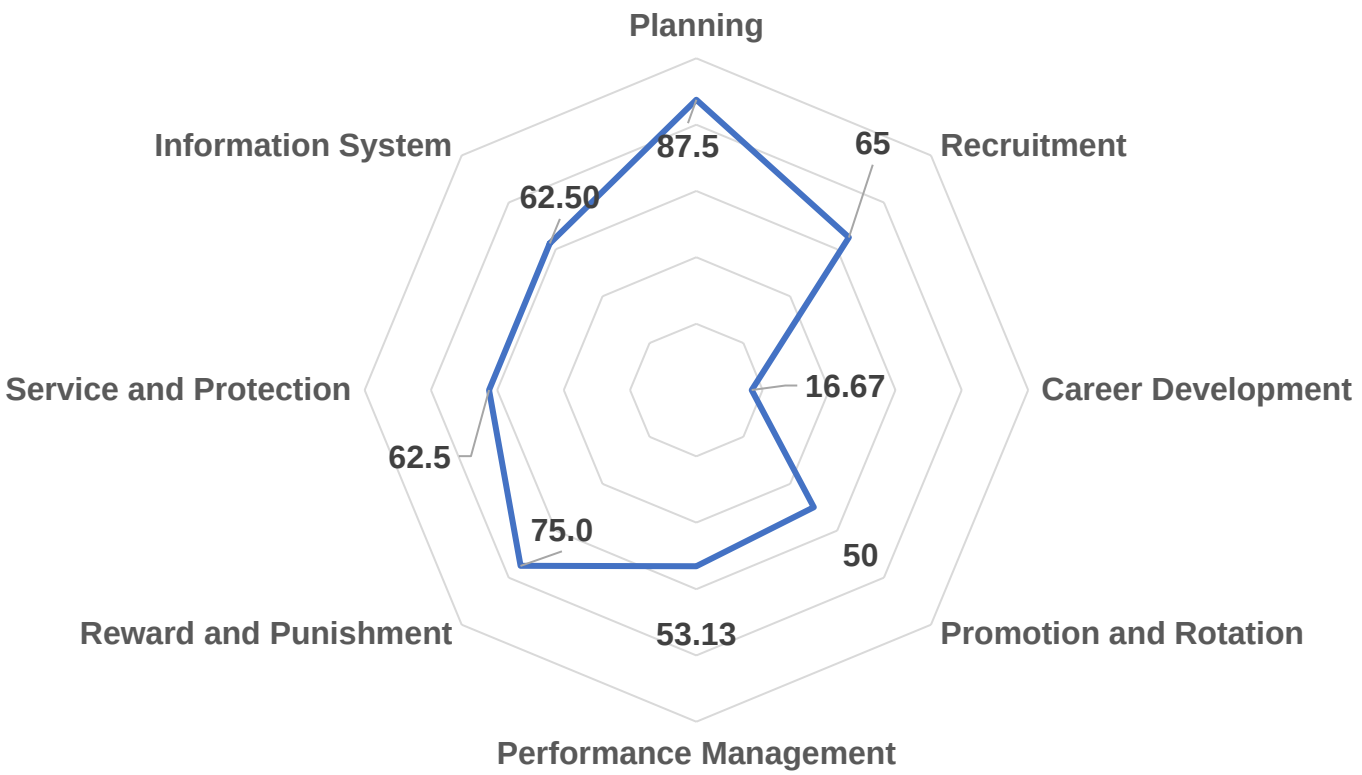
Figure 4.
Mapping of Merit Implementation in Civil Service (ASN) Management in some Local Government Districts and Cities per November 2019



Source: Research and Development System, Indonesian Civil Service Commission (KASN), per November 2019

POOR | Not too Bad | GOOD | VERY GOOD

Figure 5: Overview Achievement of Merit Values on Civil Service Management in Central Java Province



Examining the Internet Quota Subsidy Policy in Indonesia

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Abstract

The pandemic in Indonesia requires a moving from offline learning to online learning to reduce the spread of COVID-19. However, that practice facing some problem like the increment households spending for internet access, and inequality access technology. As a form of accountability and responsibility for these problems, the Indonesian government by the Ministry of Education and Culture made a policy of subsidizing internet quota for all teachers, students, and lecturers for four months. This subsidy was made to support distance learning during the pandemic. This article aims to examine the implementation of the internet quota subsidy policy. The literature review method is carried out by looking at previous research related to aid/subsidies policies during the crisis, policy implementation, and internet quota subsidy in Indonesia. The sources were collected from articles, reports, and mass media. The results show that looking at the output and the initiation, this policy has been running quite well as part of the government's agility response. However, this policy was not effective enough to support distance learning during the pandemic as a whole in Indonesia. Several findings indicate there is inequality of internet access in some outlying areas where the benefits of this policy cannot be felt.

Keywords:
internet quota subsidy; online learning; policy implementation

Introduction

The COVID-19 pandemic has forced various changes in human activities in various sectors, including education. More than 100 countries have implemented the closure of education facilities nationally (Nicola et al, 2020) including Australia, India, Egypt, Germany, Hong Kong, Italy, Nigeria which closed educational institutions and other public sectors that are at high risk of becoming areas of the spread of COVID-19 (Crawford et al, 2020). UNESCO estimates that around 900 million students are affected by the temporary closure of these educational institutions (Nicola et al, 2020).This is a quick response from the government to reduce the spread of the virus through physical distancing. Because, the characteristics of COVID-19 have an incubation period of about 5 days, so cases in each school can tend to

increase twofold if the school is fully opened (Gandolfi, 2020). Distance learning or online learning is the only alternative chosen by the majority of countries in various parts of the world. Although many countries have experienced natural disasters and man-made disasters, distance learning has not been used as a solution to the crisis as implemented after the corona virus crisis. Crisis distance education (CDE), usually used in the midst of a crisis, makes it impossible to apply in the midst of a pandemic (Lily et al, 2020). This online learning takes advantage of various applications with the help of internet access to be able to face to face virtually, like learning in class. For example, an electronic application called ZOOM which facilitates the implementation of live teaching and learning activities, virtual conferences, virtual seminars, interaction using video, and in-person meetings (Dhawan, 2020). Besides, an example of the implementation of online learning in South African is the government's policy through the Department of Basic Education (DBE) to introduce online student support programs such as COVID-19 TV and radio curriculum support programs for students. (Mbunge, 2020).

However, the process of switching from traditional or mixed learning methods to virtual and online learning strategies will not be completed overnight and there are many challenges, such as the lack of a 'home office' infrastructure or student facilities (Crawford, 2020). in Turkey, Most of the teaching staff who work in public/tertiary schools stated that their students had problems with an internet connection and network capacity (Korkmaz et al, 2020). Even in western countries such as Brazil, the USA, Mexico, the implementation of online learning must also face serious problems regarding the inequality of opportunities for access to education or online learning (Chéné, 2020)

In response to various problems such as these, several countries have taken quick response steps through various aid policies. Since March 27, Malaysia issued a financial support policy in the form of the People's PRIHATIN Economic Stimulus Package (PRIHATIN Package). Contains the payment of the National Higher Education Fund (PTPTN) loan which will be postponed until 30 September 2020; Free internet from all telecommunication companies from 1 April 2020 until the end of MCO for all Malaysian citizens; RM 200 describes one-time financing for higher education students. (Md Shah et al, 2020). Almost like Malaysia, in the US, on March 27, the virus subsidy package worth $ 2 trillion from the CARES Act, as support for the economy to survive these times. details include

$ 500 for each child under 17 years of age, and student enrollment fees will be postponed until September 30 without penalty (Nicola et al, 2020). Meanwhile, in Turkey, the Ministry of Education (MONE) is working with Turkey's leading GSM operator to support student access to the EBA online portal. The operator facilitates internet access up to 8 GB for free for students. This free internet access can be used by students to count in online courses and other educational activities on the EBA website (ÖZER, 2020).

Interestingly in the context of Indonesia, the pandemic that has infected since March 2020 has an impact on changing the learning system from face-to-face to distance learning (PJJ) as another term for online learning or distance learning. As regulated in the Circular of the Minister of Education and Culture Number 2 of 2020 and Number 3 of 2020 concerning Online Learning and Working from Home in the Context of Preventing the Spread of Corona 19 Virus Disease (COVID-19) online teaching and learning activities have been carried out since March 9. 2020. However, reality shows that The implementation of online learning also has problems that are not much different from the other countries mentioned earlier. Some of the problems that become obstacles to this are Not all parents, especially those from low-income families, have mobile phones or laptops to facilitate their children's online learning, and the Internet signal is also very poor, especially in the suburbs. Some parents have low Internet literacy, which is a problem. Large scale social improvement programs to increase the number of layoffs, this raises economic problems. Especially for students whose parents are victims of layoffs, a decrease in income means a decrease in the ability to meet the need for internet services. In fact, some students don't have the cell phones or laptops they need to study with teachers in virtual classrooms. (Rasmitadila et al, 2020). Then, the government responded to this crucial issue through the internet quota subsidy policy. This policy aims to support distance learning during the pandemic. This policy is one of the government's responsive policy innovations to provide education support. This is why in this article we will describe the implementation of policies that are "considered" to be the most concrete solutions by governments in supporting online learning.

Methods

This study focuses on (a) The implementation of the quota subsidy policy in Indonesia according to various relevant theoretical references (b) The advantages and disadvantages of

implementing the internet quota subsidy policy according to various relevant references. By following the focus, a literature study research method was used. According to Creswell (2014: 40), literature review is a written summary that comes from articles in journals, books and other documents that describe previous and current theories and information, discussion of literature is the topic and document needed. Therefore, research that discusses internet quota subsidy policies in Indonesia is also based on various disciplines, and we focus on policy implementation, policy processes, policy design, and public administration studies. The main source used in this research comes from Google Scholar, UGM Digital Library that provides Journal Articles from Sage Publications, Science Direct, Emerald, and et cetera. The discovery of articles in depth using keywords or long search words such as subsidy in crisis, internet subsidy, online learning, policy implementation, distance learning, aid in education, and et cetera. Then, we filter article searches by year from 2010 to this year, 2020, and there are around 1,140,000 results in keywords, online learning. However, in this study, we only focused on the implementation of online learning which led to an internet quota subsidy policy, specifically in Indonesia. The writer analyzes and chooses the title independently to the substance that matches the subject matter of this paper. The results of the acquisition and selection are then analyzed using descriptive analysis method, by describing the facts which are then translated into analysis, not just describing it, but also providing adequate understanding and explanation.

Results and Discussion

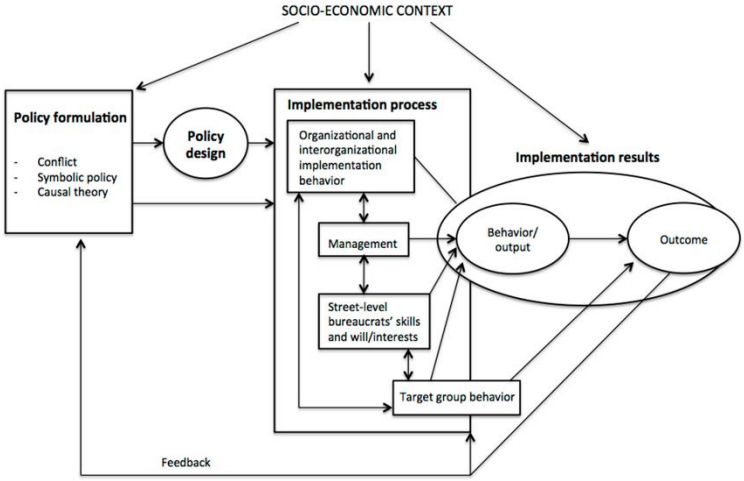
Implementation of The Internet Quota Subsidy Policy

The COVID-19 pandemic that has occurred since 2 March 2020 has also resulted in changes to the learning system based on various provisions from the Circular of the Minister of Education and Culture Number 2 of 2020 and Number 3 of 2020 concerning online learning and working from home as an effort to prevent the spread of the Corona Virus Disease (COVID) -19) which was originally a face-to-face meeting now a distance learning (PJJ) as another term for online learning or distance learning. Empirical facts show that online learning and teaching activities still reap many things related to the preparation of human resources, unclear local government development, lack of appropriate courses, and limited facilities and infrastructure, especially related to technical support and internet networks.

(Fieka, 2020). This condition has an impact on decreasing the opportunities for teachers and students to have the best experience in the teaching and learning process. Online learning also creates new problems, especially for students with poor internet infrastructure, resulting in disparity in internet access due to differences in economic abilities and limitations in digital use for teachers and students. This problem has initiated the formulation of an internet quota subsidy policy for students and teachers, and at the time of writing, the policy is in the implementation stage.

Discussing policy implementation will often look at how this policy process focuses on the implementation or realization of regulations that have been compiled at the formulation stage. Various approaches to policy implementation have been expressed by both traditional scholars who separate rigidly between the top-down approach (Pressman and Wildavsky (1973), Van Meter and Van Horn (1975), Bardach (1977), Sabatier and Mazmanian (1979, 1980).), Mazmanian and Sabatier (1983)) and the bottom-up approach (Lipsky (1971, 1980) Elmore (1980) Hjern and Porter (1981) Hjern (1982) Hjern and Hull (1982)), as well as academics who are now developing the approach collaborative policies (Koontz et al (2014), Homsy et al (2019), Ansell et al (2019), Taylor (2018)). However, in this implementation analysis, we see how this quota subsidy subsidy policy tends to be top-down. This is because this policy is given from the center and is directly supervised by the The Ministry of Education and Culture through a decree from the Secretary General Number 14 of 2020 concerning Technical Guidelines for Internet Data Quota Subsidy in 2020. Furthermore, for analysis in the implementation of this internet quota subsidy policy, We use an integrated implementation approach model by Winter which consists of three groups of variables: public policy formulation, public policy implementation process, and public policy implementation results (Vancoppenolle et al, 2015).

Picture 1.
Integrated Implementation Model by Winter



Source : Vancoppenolle et al (2015)

Where then Vancoppenolle et al (2015) simplify the focus of the analysis of policy implementation on several important points from the concepts offered by Winter. Where then he separates three independent variables, namely the policy design, the policy implementation structure, the behavior of the target group that will affect the program results of a policy (Vancoppenolle et al, 2015). Furthermore, here will describe the details of each of these aspects.

1. Policy Design

Public policy consists of policy design, which aims to convey the key elements, connections and basic logic of achieving policy goals (Carter et al, 2015). Policy definition as "the content of public policy found in policies, practices through which policies, and subsequent policies related to these practices" (Pierce et al, 2014); This design has a feedforward effect ((Pierce et al., 2014, Schneider & Sidney, 2009) in (Wolf, 2019). Policy designs are made to develop effective policies, so it is necessary to understand if and how to formulate and implement effective policies (Capano, Howlett, 2019).

The policy design for the internet quota subsidy is stated in the Secretary General's Regulation Number 14 of 2020 concerning the Technical Guidelines for Internet Data Quota Subsidy for 2020. This policy is formulated and is the responsibility of the minister of education and culture. Some of the basic things about this subsidy are;

1. Purpose : Internet data quota subsidy are designed supporting the implementation of studying at home during the Corona Virus Diseases 2019 (COVID-19) pandemic.

2. Subsidy : Subsidy is provided by the Center for Data and Information Technology through mobile operators.
3. Form of subsidy: in the form of internet data quota, namely general quota and study quota. General Quota, which is the quota that can be used to access all pages and applications. Meanwhile, the Study Quota, which is a quota that can only be used to access learning pages and applications, is listed on http://kuota-belajar.kemdikbud.go.id/.

Table 1.
Details of Internet Quota Subsidies

Number	Detail	Volume	Volume Distribution		Subsidy Duration
			Kuota Umum	Kuota Belajar	
1	Internet Data Quota Package for Early Childhood Education (PAUD) Students	20 GB/ month	5 GB/ month	15 GB/ month	4 Month
2	Internet Data Quota Package for Elementary and Secondary Education Students	35 GB/ month	5 GB/ month	30 GB/ month	4 Month
3	Internet Data Quota Package for Educators at PAUD and Primary and Secondary Education Levels	42 GB/ month	5 GB/ month	37 GB/ month	4 Month
4	Internet Data Quota Package for Students and Lecturers	50 GB/ month	5 GB/ month	45 GB/ month	4 Month

Source: Secretary-General Regulation Number 14 of 2020 concerning Technical Guidelines for Internet Data Quota Subsidy in 2020

From these data shows that the amount of subsidized internet quota adjusts to the needs at each level of education, such as students in early childhood education (PAUD) and primary and secondary education, educators at early childhood education and primary and secondary education, students and lecturer. As in the description in table 1, it can be seen that based on the description of the quota subsidy recipients, if seen from the volume and the distribution of volume between one another, there are differences. For example, for PAUD students, the amount is 20GB for one month with the distribution of 5GB for the general quota and 15GB for the study quota, while for primary and secondary school students, 35GB is given with the distribution of 5GB general quota and 30GB study quota. Furthermore, for PAUD, elementary, and secondary school educators, they are given 42GB with the distribution of 5GB general quota and 37GB study quota. Finally, students and lecturers are given 50GB with the distribution of 5GB general quota and 45GB study quota. Although there are differences in

the proportion of the number of quotas given to all the target quota subsidies policy, the quota subsidies are given for the same duration, starting from September to December. Furthermore, concerning the subsidy recipients and their requirements can be seen in the following chart:

Chart 1.
Requirements for Internet Data Quota Subsidy Recipients

Subsidy Recipient		**Recipient Requirements**
1. Students in Early Childhood Education (PAUD) and Primary and Secondary Education; 2. Educators/ Teachers at PAUD and Elementary and Secondary Education Levels; 3. College student; 4. Lecturer.	***Must fulfill***	1. Students at PAUD and Primary and Secondary Education Levels a. Registered in the Dapodik application; and b. Have an active cell phone number in the name of students/parents/family members/guardians. 2. Educators/Teachers at PAUD and Primary and Secondary Education Level a. Registered in the Dapodik application and have an active status; and b. Have an active cell phone number. 3. Students a. Registered in the PDDikti application, has an active status in lectures or is currently in a double degree; b. Have a Study Plan Card in the current semester; and c. Have an active cell phone number. 4. Lecturer a. Registered on the PDDikti application and has an active status in the 2020/2021 school year; b. Have a registration number (NIDN, NIDK, or NUP); and c. Have an active cell phone number.

Source: Secretary-General Regulation Number 14 of 2020 concerning Technical Guidelines for Internet Data Quota Subsidy in 2020

Based on this chart, it shows that the internet quota subsidy policy is designed with a specific target audience. These requirements indicate that this policy is planned by following its main objective to support online learning.

2. Policy Implementation Structure

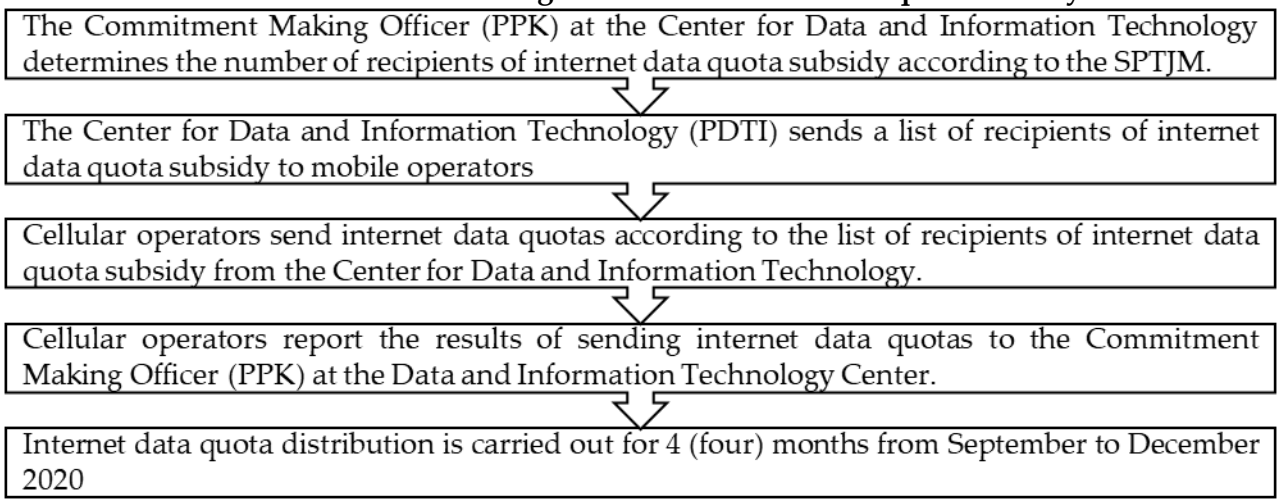
Implementation is an important stage of the decision-making process. This means that in the enforcement process, various stakeholders, organizations, procedures and technologies work together to implement policies to achieve policy goals (Stewart et al., 2008) in Khan, 2016). Including procedures related to programs, the interdependence of tasks, resources, etc. (Vancoppenolle et al, 2015). Implementation structure is an important factor in understanding why certain policy changes are successful and why other changes are unsuccessful (Blomgren, 2012). Policy implementation is a step that must be taken and carefully considered. Because the existence of not implementing policies means wasting resources, time and expertise to formulate policies and undermining the leadership position (Mugambwa et al, 2018).

In connection with the implementation structure of this program. The mechanism for providing internet quota subsidies is also published through the Pocket Book of the Study Quota Program for Students, Teachers, Students and Lecturers published by Education and Culture Ministry of the Republic of Indonesia which also contains the Secretary-General Regulation Number 14 of 2020 concerning Technical Guidelines for Internet Data Quota Subsidy in 2020 There are several stages of the implementation of this policy which include;

1. Mechanism of Initial Data Preparation, Verification, and Validation of Mobile Number Data At this stage
2. Internet Data Quota Subsidy Distribution Mechanism
3. Monitoring, Evaluation, and Reporting

Furthermore, related to the internet quota subsidy service mechanism can be seen in the following figure.

Figure 2.
The mechanism for distributing subsidized internet data quota subsidy



Source: Secretary-General Regulation Number 14 of 2020 concerning Technical Guidelines for Internet Data Quota Subsidy in 2020

Based on this figure, it can be seen that structurally, the mechanism for providing subsidy as an instrument for policy implementation has been structured accordingly. The Ministry of Education and Culture (Kemendikbud) has distributed internet data quota subsidy in the first and second phases this September by providing 27,305,495 cellphone numbers for educators and students throughout Indonesia. This figure has not reached half of the target recipient countries, and the total number of subsidy is around 59 million recipients, where the obstacle is because among them there are SPTJM data that do not meet the requirements (Larasati, 2020).

3. The Behavior of Target Group

From policy formulation to policy implementation, policy-makers must know the characteristics of their target group. This is done so that the policies implemented can be right on target. Regulatory ambiguity has an impact on non-compliance behavior, so the target group must understand these rules (Rachmawati, Rinjany, 2018). Meanwhile, Weaver (2009) states that a lack of resources can lead to mismatching behavior among target groups. Resources in this case can be in the form of capital obtained by target groups or services in the fields of education, health, etc.

Research results from the Indonesian Survey Flow (ASI, 2020) stated that as many as 78.9% of the public knew about the Ministry of Education and Culture's free internet subsidy program, while 20% said they did not know about the subsidy, while 1.1% claimed not to

know/did not answer. The figure of 20% of the people who do not know this policy indicates that there are gaps in the provision of information, communication from the government to the public. The socialization provided to the community should also include the use of subsidized internet quotas appropriately for the benefit of learning. This is because ASI still discusses the findings that the general internet quota given to students is also used to access social media with a percentage of 38.3% and other games. Furthermore, looking at the resources side, the budget prepared by the government for this program is 7.2 trillion. However, at the time of writing, the program was running in the third month, so there was no report on budget use.

4. Program Result

The results of the policy program in this aspect relate to three important elements including output, outcome, impact. The output is a result of formal decision-making processes (Brand, 2013). This also defined as goods or product and services resulted from a development intervention; may also include changes related to the results achieved by the intervention (INTRAC, 2015). Outcomes are about approximately: the short-term and medium-term impact that the intervention output may or will achieve (INTRAC, 2015). Policy impact is the overall effect caused by a policy in real-life conditions (Dye, 1981) in Risal et al, 2013). The impact is about development interventions directly or indirectly, intentionally or unintentionally, positive and negative, primary and secondary long-term effects (INTRAC, 2015).

The three previous variables ranging from the policy design, implementation structure, and the behavior of the target group affect the outcome of this policy. Regulation of the Secretary-General Number 14 of 2020 concerning Technical Guidelines for Internet Data Quota Subsidy in 2020 is the result of policy output which is the answer to obstacles in the implementation of online learning, which at the time of writing this was entered in the third month of subsidies, the author as a student also received subsidies this. Meanwhile, regarding the outcome of this internet quota subsidy policy, we can see again in the previous survey (ASI, 2020) which stated that 85.6% of the public stated that this policy eased the economic burden on parents of students and students. Then, regarding whether the policy helps them with the learning process during the COVID-19 pandemic, as many as 82.9% of the public think that this policy helps the teaching and learning process. However, on the point of impact

or long-term impact on this policy, of course, it cannot be assessed at this time. This is because the policies so far are still temporary, and the mechanism cannot be ascertained that they will continue, terminate, or change their mechanisms.

Looking at The Good and Bad Reality

The COVID-19 pandemic began infecting Indonesia in March 2020. The worldwide spread of COVID-19 has led to the closure of schools. According to the UNESCO report, more than 100 countries have closed their countries so that it has an impact on more than 50% (UNESCO, 2020). Various policies have been implemented by the Indonesian government to deal with the COVID-19 pandemic, such as PSBB and conducting Social Distancing. This policy resulted in several activities having to be carried out remotely or online to break the chain of the spread of the COVID-19 pandemic. The closure of schools as a result of the COVID-19 pandemic has led to a shift in learning to be online based (Abidah, Hidaayatullaah, Simamora, Fahabutar, & Mutakinati, 2020; OwusuForfjour, Koomson, & Hanson, 2020; Government of Indonesia, 2020; Zaharah & Kirilova, 2020).

According to Dabbagh and Ritland (2005), online learning is an open and distributed learning system using pedagogical tools (educational aids), These are made possible through the Internet and web-based technologies, thereby facilitating the formation of learning and knowledge processes through meaningful actions and interactions. For example, what happens at various educational levels such as elementary school (SD), junior high school (SMP), high school (SMA), and Tertiary Education Institutions must do online or online distance learning which was initially only planned to be conducted for 2 weeks, but along with a significant increase in the number of infected cases, online distance learning is carried out until the semester ends and it may continue until the end of December 2020. In Indonesia, online learning is something new. Both students and educators are not prepared to carry out online learning (Maulipaksi, 2020). Online learning is the best solution in the world of education today during the COVID-19 pandemic (Hadi, 2020). Mastery of ICT is very important to support its implementation (UNESCO, 2020c). Based on the UNESCO report, 48% of students do not have mastery of ICT which can support online learning (UNESCO, 2020c).

Based on the results of a national survey conducted by PT Arus Survey Indonesia, it shows that the Ministry of Education and Culture's Pusdatin Program related to free internet quota subsidy received a positive response from the public. The survey was conducted in 34 provinces in Indonesia with the number of respondents being 1,000 with a margin of error of +/- 3.10% at a 95% level of confidence. Where the survey was conducted via telesurveys, that is, respondents were interviewed by telephone using a questionnaire. The sample data validation was carried out by comparing the demographic characteristics of the sample obtained from the survey with the population obtained from the latest census data from the Central Statistics Agency (BPS). The survey results showed that as many as 84.7% of the public considered that the free internet development program was the right step in responding to the sense of crisis amid the corona outbreak (COVID-19), while 13.7% was not. The remaining 1.6% admitted that they did not know or did not answer. Meanwhile, as many as 85.6% of the public considered that the free internet subsidy program eased the economic burden on parents of students in buying internet packages, while 13.6% did not. The remaining 0.8% said they did not know or did not answer.

The implementation of online distance learning (PJJ) can be implemented more effectively if it is supported by adequate facilities, such as cellphones, laptops, or computers and the main support in implementing online long distance learning (PJJ) is the internet network, Wifi or pulse quota. However, this online distance learning (PJJ) system has both positive and negative impacts on various levels of society. The positive impact is that the implementation of online distance learning (PJJ) can help and contribute directly to the government's efforts to suppress and break the chain of the spread of COVID-19. Another good thing arising from this policy is for students to be more flexible and reduce accommodation and transportation expenses. Elementary, Junior High, and High School students also experienced a decrease in cost expenditures.

But looking at other realities, the conditions of the Covid-19 pandemic have resulted in extraordinary changes, including in the field of education. Especially in Indonesia, there is a lot of evidence that schooling greatly affects productivity and economic growth (Baharin, 2020). It is as if all levels of education are "forced" to transform to adapt suddenly drastically to learning from home through online media. It is not easy, because it is not fully prepared. The problem experienced by the world of education is that the learning process is not uniform,

both the standards and the quality of the desired achievements (Atsani, 2020). The learning process in schools is the best public policy tool to increase knowledge and skills (Caroline, 1979).

According to Atsani (2020), distance learning during the coronavirus outbreak still encountered many obstacles in the field even though there was a ministerial circular so that the learning process from home was carried out online or online. Some students cannot participate in online or online learning because of the absence of an internet network signal. Besides, most of the parents who are in mediocre economic conditions also do not have smartphones or smartphones as media and online learning tools for their children. Some teachers are forced to innovate by directly distributing learning materials broadcast live on state-owned television to their students. The learning process that takes place from home inevitably requires direct supervision from parents. Even though at the same time, parents also have to divide their time to work, take care of the house, as well as help with children's learning. Distance learning constraints require a breakthrough because many regions experience limited technology, weak networks, and limited internet quotas. Besides, the curriculum and teaching content need a breakthrough because many regions experience limited technology, weak networks, and limited internet quotas. Besides, the curriculum and teaching content need to be formulated appropriately so that the education provided remains of high quality.

Based on this description, when compared with the advantages arising from the existence of this internet quota subsidy policy, the disadvantages are technological disparities and economic disparities which are still a problem in Indonesia. Not everyone has cellphones and laptops to support learning, and some areas in Indonesia still have no signal coverage. The internet network is not evenly distributed throughout the country (Arifa, 2020). When viewed from an access point of view, the challenge for the government is when the implementation of distance learning is implemented in areas where accessibility, infrastructure, and digital literacy are still low (Arifa, 2020). The results of the 2018 APJII National Internet User survey, show that more than half of internet users in Indonesia are Java (55.7%), then Sumatra (21.6%), then Sulawesi-Maluku Papua (10.9%). %)), Kalimantan (6.6%), and Bali and Nusa Tenggara 5.2% (gratis.kompas.id, March 30, 2020). One of the schools that

is connected in the learning process from home is the limitation of the internet, both from network limits and quotas to access online learning (Arifa, 2020).

Another obstacle faced by the elementary school (SD) students is that many parents who can accompany their children in learning while elementary school (SD) students still need guidance in online learning, in addition to increasing spending has an impact on waste because it increases the number of monthly family expenses. Besides, technology support devices are currently priced quite expensive and not all levels of society can buy them. There are still many teachers in areas in Indonesia with alarming economic conditions. This limits teachers and students from enjoying the information technology facilities and infrastructure that are needed as a result of the COVID-19 pandemic. The lack of mentoring also has another impact, namely the number of students who use the internet quota that has been facilitated by parents to play games instead of studying (Aji, 2020). The role of parents is very important to support online learning (Đurišić & Bunijevac, 2017; UNESCO, 2020b). The majority of the role of parents is in the form of supervision, parents motivate and help to continue to follow online learning (Hadi, 2020). Not a few parents have complained about this remote learning media (PJJ) via this online (internet). Especially for parents who work from home (WFH), they must still accompany their children, especially their children who are still at an early age. This is considering the uneven introduction of technology in the use of learning media, such as laptops, gadgets, and others (Miarso, 2004).

Another obstacle in implementing the internet quota subsidy policy is the condition of teachers in Indonesia who do not fully understand the use of technology. This can be seen from the large number of teachers born before the 1980s. This resulted in many limitations for them in using online media. Apart from teachers, students in several regions in Indonesia also have limited knowledge about the use of online media to support their learning activities. Students also feel complaints, even though they have been facilitated with quota subsidies, but there are many students' complaints in understanding the lecture material (Arifa, 2020). Based on a survey by the UGM Center for Innovation and Academic Studies of 3,353 students, they felt they understood the course material well, while the rest admitted they had little or very poor understanding (vice.com, 30 March 2010). One of the reasons for the lack of students' understanding of lecture material is the lack of readiness of lecturers in managing PJJ so that it affects learning outcomes. Learning online has been shown to be ineffective

(Owusu-Fordjour et al, 2020). Students think that online learning and offline learning have differences. Students admit that they are not accustomed to studying without being accompanied by a teacher along with other students. Students have difficulty adapting because they have never carried out online learning at the previous education level (Maulipaksi, 2020). Several studies related to students' perceptions of offline and online learning show that students prefer learning offline (Anhusadar, 2020; Tratnik; Urh, & Jereb, 2019). The quota subsidy policy provided by the Ministry of Education and Culture (Kemendikbud) for teachers and students during the corona virus pandemic is considered to have not solved school problems in the regions (republika.com, 2020). Schools still have to carry out the distance learning process (PJJ) amid the limitations of the internet network. Quota subsidy is considered useless when used in areas with hard-to-reach internet connections (republika.com, 2020). Because students still have to find a signal to a network-covered place and get together. Furthermore, It also happened on 3T areas that have very minimal internet network (Qusthalani, 2019). This shows that there is an inequality of policy targets.

From various descriptions of the constraints and deficiencies in implementing the quota subsidy policy for educators and students as described above, it is broadly known that the main obstacle in implementing the policy is related to the readiness of human resources, lack of clarity in the direction of the local government, the absence of a proper curriculum that has been adapted to the conditions of the COVID-19 pandemic, and limited infrastructure, especially technology support and internet networks. The readiness of human resources including teachers and lecturers, students and support from parents is the most important part of implementing the internet quota subsidy policy. This is relevant to Riswandi's statement (republika.com, 2020), which states that the main problem for schools in the regions is not the lack of internet quota to study online. Moreover, students in local schools do not have devices, technology, or infrastructure for online distance learning (PJJ), such as smartphones or laptops. In rural areas it is found that many students do not have Android cellphones, let alone laptops. So that it hinders the implementation of learning by implementing online material (Atsani, 2020).

Conclusion

Summary

The government's response to changes in community activities is very important to pay attention to concerning its policy choices. In the education sector, especially, where the change in the learning system to online learning also raises various reactions and new problems, especially in countries that are not ready to face technological changes. In Indonesia, the implementation of online learning also creates new problems, namely the increasing household internet consumption. So that the government took swift steps by providing internet quota subsidies. This policy is considered quite capable in terms of a systematic policy design, an integrated implementation structure, but in the behavior of the target, there are a few gaps, which are due to the lack of massive socialization. Meanwhile, the program results show that in terms of output and outcome, this policy has had a sufficiently positive impact on the recipients. Even though it is at the impact level, it cannot be assessed because of the ongoing policies.

Furthermore, further analysis is carried out by looking at the reality of policies in the field. Where the internet quota subsidy policy, according to a survey by Arus Survey Indonesia, has had a positive effect on meeting the objectives of the policy, namely supporting the implementation of online learning. However, on the other hand, several obstacles arise. One of them is a fundamental problem that has not yet received attention, regarding the inequality of infrastructure development, specifically in the support network for internet services which is a tool in the implementation of online learning.

Suggestion

This research is structured as an illustration amid the ongoing implementation of the internet quota subsidy policy. The journal article was written using the literature review method but did not research directly on the subject under study. Therefore, the limitation of this article is that when facing the actual situation in this field, our views as writers are limited, and in another way, the publication sources are still limited. Besides, because this study examines broadly based on previous research, and is not specific to any of the targets or loci. So that in the future, more comprehensive research with a more comprehensive or detailed conceptual framework with direct data collection is needed. It also includes specific locus and target specifications.

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Strengthening Collaborative Governance in Efforts to Reduce The Mortality Rate of Mother and Baby

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Abstract

This research aims to learn the role of each government agency and community involved in the policy program for reducing maternal and infant mortality rate in Jember district. Then hope to come up with recommendations for strengthening the role of stakeholders in an effort to realize good governance. Given that in 2012, Jember district was listed as the district with the highest IMR and MMR in East Java. One of the collaborative policy programs launched to reduce the high IMR and MMR in Jember Regency is the Copy of Decision of Jember Regent Number: 188.45 / 101.1 / 012/2015 About Perinatal Maternal Audit Team of Jember Regency Year 2015. The descriptive qualitative research method used (before the C19 pandemic) was in-depth interviews, three FGDs with stakeholders. Data analysis by Spreadly analysis (taxonomic analysis, component analysis and cultural themes). The results showed that the ego-centricity of each government institution was still very prominent, and community participation was still mobilizing. Thus, efforts to strengthen collaborative governance roles are needed through the role of leading actors who are strongly committed to directing, controlling and monitoring policy programs that have been made.

Keywords:

collaborative governance; mother; infant mortality rate

Introduction

Based on data from the East Java Central Statistics Agency (BPS) in 2012, it shows that infant mortality and maternal mortality rates are still high in East Java Province. Although the average figure in East Java province has reached the target, it has even exceeded the national target in the 2014-2019 RPJMN. Based on a report prepared by the East Java Strategic Plan Health Office for 2009-2014, several main issues-related to infant mortality rates, are still faced by the province of East Java: 1) poor quality of land surface and groundwater pollution, global warming, environmental damage and poorly organized household waste disposal systems, causing reduced access to clean water to the community, especially the poor, 2) unequal distribution of health personnel, they are more concentrated in urban areas. 3) Low accessibility for quality health services, especially in poor, underdeveloped, remote,

marginalized areas and islands (Consolidated Accountability Report for the Governor of East Java Province Chapter IV - 1135 in 2011).

Related to efforts to reduce maternal and infant mortality, especially in East Java, the policies that regulate this, namely Law number 36 of 2009 concerning Health articles 126 and 131, namely, the government regulates the right to health services and protection for mothers and children. In the design, the implementation of these rights is directed through strategic policies and activities to reduce MMR and IMR. In addition, other policies related to maternal and infant health are the East Java Regional Regulation Number 3 of 2014 concerning RPJMN 2014-2019 Chapter 8 and the targets in Article 9.

However, if you pay attention, the distribution of maternal and infant mortality cases in East Java is unique because the high IMR and MMR are in the horseshoe area of East Java.

Table 1.
Status AKB dan AKI di kabupaten daerah tapal kuda Jawa Timur pada tahun 2012

No	Kabupaten/Kota	Tahun 2012		
		AHH	**AKB**	**AKI**
	Jawa Timur	70,09	28,31	97,43
1	Kab. Jember	63,22	56,33	116,44
2	Kab. Bondowoso	63,79	53,93	109,50
3	Kab. Situbondo	63,55	54,94	142,87
4	Kab. Probolinggo	61,52	63,51	81,07
5	Kab. Pasuruan	64,47	51,07	111,68
6	Kab. Bangkalan	63,64	54,56	32,60
7	Kab. Sampang	63,66	54,48	56,45
8	Kab. Pamekasan	64,56	50,69	84,92

Source: East Java BPS, 2012 processed by researchers

Every policy has a value that is its goal. Often government policies require the role of other parties to work together in achieving these policy goals. This is often referred to as Collaborative Governance. Similarly, policies to reduce MMR and IMR in Jember district. Considering that the MMR and MMR in Jember Regency at that time were still higher than the average figure for the province of East Java.

Collaborative Governance is based on the goal of solving common problems or specific issues. The related parties are not only limited to government and non-government agencies, but involve civil society in the formulation and decision-making. Emerson and Nabatchi (2015: 17) argue that collaborative governance does not emphasize the government as the initiator. Furthermore, collaborative governance according to Emerson, Nabatchi, and Balogh

(2012: 3) can be interpreted as a process and structure of making and implementing public policies that involve parties in government agencies and / or the private sector, and civil society to manage interests or community needs so that policy objectives can be achieved. Collaborative Governance also allows the involvement or participation of civil society in government.

Returning to the concept of Collaborative Governance, GC can be defined as stated by Jung in Kurniasih (2017) that collaborative governance is a process of forming, driving, facilitating, operationalizing and monitoring cross-sectoral organizational arrangements in solving public policy problems that cannot be resolved with just one organization. public itself.

In this case, researchers are more focused on choosing Jember district, because as a plural city and the people are relatively educated, but still have high IMR and MMR scores above the average of East Java province. Jember Regency is considered to represent several districts, including areas with high maternal and infant mortality rates. From this raises the question, how is the implementation of Health policies in an effort to reduce MMR and IMR in Jember, which are still high? What is the role of local governments in efforts to reduce MMR and IMR in Jember Regency?

Method

The research method chosen in this research is descriptive qualitative. Data were collected through direct and in-depth interviews (before the C-19 pandemic) and 3 FGDs were conducted with the local government (in this case the Health Office, BKKBN, Puskesmas, village heads and communities). In qualitative research, data analysis has been carried out since the beginning of the study and during the research being conducted. Starting from interviews, observation, classification, reduction, presentation and then drawing conclusions. The data analysis of this research uses the Spradley analysis model which includes domain analysis, taxonomy, components and analysis of cultural themes.

Results and Discussion

To overcome the problem of high IMR and MMR, the regional government of Jember district launched the GERAK BERLIAN program (Jember Concurrent Movement Cares for

Mothers, Babies and Children) on April 8, 2015. This program is expected to be able to answer the problem of high IMR and MMR by strengthening Collaborative Governance in policy implementation

Gerak Berlian is acronym from ***Gerakan Serentak Jember Peduli Ibu, Bayi dan Anak*** in Jember Regency that cares for Mothers, Infants and Children. This movement is aimed for all pregnant mothers, laboring mothers, infants and children in Jember Regency. The goal of this movement is joint actions from all level, whether from government and all sectors (Health Department, *BP2KB*, Education Department, Ministry of Religious Affair, *PKK*, *Bappekab*, Village's Chiefs etc) and society. This movement aims to decrease IMR and MMR in Jember Regency. Acceleration movement in reducing IMR and MMR has been started since 2014. Thus, this *Gerak Berlian* was born and started to be used on 8 April 2015. Here are some goals of *Gerak Berlian* such as:

a. Decrease IMR from 251 in 2014 to 229 in 2015. *Gerak Berlian* was implemented in all Districts/*Puskesmas* in Jember Regencys
b. Deaths shifted from direct causes (bleeding, Preeclampsia) to indirect caused (chronic diseases)
c. Late referral (<3 hours handling) that occurred could decrease into 3 cases from all cases (32 cases) compared to previous year (6 cases). This means that early detection has been well implemented by society, health workers or across sectors.

GERAK BERLIAN is implemented in all district or Public Health Service because all area has equal jobs, roles and responsibilities, in which all targets are located in some areas who have risks of mother and infant deaths. Collaborative governance efforts made regarding *Gerak Berlian*, they are as follow.

a. Involvement of across sectors in reducing IMR and MMR.
b. Socialization and funding support in village level.
c. Villages that have IMR and MMR must carry out an External Maternal and Perinatal Death Audit (AMP) to evaluate collaborative performance in the area
d. There is collaboration between midwives and traditional midwives
e. Improving knowledge about early detection of high risk in pregnant mother and high-risk neonatal for society

f. In making decisions must be fast for emergency cases, related to pregnant women and childbirth

Collaborative governance of health offices and across sectors in an effort to reduce IMR and MMR in Jember Regency can be seen in the table below.

Table 2.
Collaborative governance activities in reducing maternal and infant mortality rates:

No	Main program	Detail Activities	Stakeholder Partners
1	Health Reproduction Promotion	a. Providing source in promoting health reproduction event held by other institutions.	Health Department
		b. Coordinating planning program in implementing Regency's Regulation Number 17 Year 2013	Bappekab
		c. Coordinating the execution of activities regarded to the implementation of Regency's Regulation Number 17 Year 2013	
		d. Facilitating health reproduction promotion in local schools	Department of Education
		e. Integrating health reproduction material into syllabus	
		f. Facilitating health reproduction education in *Madrasah* and Islamic boarding schools	Ministry of Religious Affairs Religious Figures
		g. Promoting and motivating health reproduction to society	BP2KB, Bapemas, PKK (regency, district, village), Camat, Kades, Toma, Toga
2.	Delaying Marriage Age or Pregnancy Promotion	a. Providing source in promoting delaying marriage age or pregnancy held by other institutions	Health Department
		b. Collecting and merging reports of institutions by implementing Regency's Regulation Number 17 Year 2013	Bappekab
		c. Integrating health reproduction material into syllabus in local schools, *madrasah,* and Islamic boarding schools	Dinas Pendidikan, Kemenag, Toga
		d. Promoting and motivating society in delaying marriage age and pregnancy	BP2KB, Bapemmas**, PKK, Camat, Kades, Toma, Toga**

No	Main program	Detail Activities	Stakeholder Partners
3.	Health Facility and Service Improvement Based on Standardized Procedures (SOP) of Safe Childbirth in Health Facility	a. Advocating and researching in developing policies to support safe childbirth, early breast-feeding, and exclusive breastfeeding	Health Department, PKM, RS, BP2KP
		b. Planning, developing and disseminating SOP	
		c. Giving practical training about safe childbirth, early breast-feeding, and exclusive breastfeeding and breastfeeding counseling to health workers	
		d. Implementing safe childbirth service, early breastfeeding, and exclusive breastfeeding in public health service, *Ponkesdes,* and *Polindes*	
		e. Nurturing private health facility to implement SOP in safe childbirth, early breastfeeding, exclusive breastfeeding, and giving practical trainings to health workers	Dinkes, Puskesmas, RS, Klinik , **Camat, Kades, PKK**
		f. Facilitating villages	
		g. Promoting safe childbirth to society, especially to future brides and grooms	**Dinkes, Bapemmas, BP2KB, Kemenag**, PKM, **Camat, Kades, Toma, Toga, PKK, Kader**
		h. Optimizing the implementation of P4K	Dinkes, PKM, **Camat, Kades, PKK, Toma, Toga, Kader**
		i. Facilitating society to develop villages	
		j. Providing contraception to husbands and wives who need	BP2KP
4.	Early Breast-Feeding	a. Promoting early breast-feeding to society, especially to future brides and grooms	**Kemenag, BP2KB, Toma, Toga, Camat, Kades, PKK, Kader**
		b. Giving practical trainings related to early breast-feeding to health workers	Hospitals, PKM, BP2KP
5.	Giving Exclusive Breast-Feeding	a. Promoting to school students about women's rights to breastfeed their babies exclusively	Education Department, Health Department, Puskesmas, Hospital, Ministry of Religious

No	Main program	Detail Activities	Stakeholder Partners
		b. Planning, conducting and sharing information about health reproduction, delaying marriage age and pregnancy, safe childbirth, early breastfeeding and exclusive breastfeeding by arranging information such as leaflet, poster, banner, etc	Affair, **B2KB, Bapemmas, Professional Organizations** 6
		c. Providing lactation room in offices and public spaces	
		d. Promoting exclusive breast-feeding to society	Health department, RS, Puskesmas, BP2KB, Bapemmas, Ministry of Religious Affair, PKK, Camat, Kades, Toma, Toga, Kader
		e. Promoting permission of giving breastfeeding by breastfeeding donors based on some conditions	
		f. Promoting prohibition of giving formula milk and using other products for infants (milk bottle, pacifier)	
6.	Partnering Traditional Midwives	a. Facilitating partnership of traditional midwives, which then stated in a memorandum of understanding	Health Department
		b. Partnering with traditional midwives	
		c. Monitoring and evaluating the implementation of partnership with traditional midwives	
		d. Supporting partnership with traditional midwives through promotions and socialization of partnership with traditional midwives	Health Department, PKM, Bapemmas, BP2KB, Ministry of Religious Affair, Camat, Kades, PKK, Toma, Toga, Kader

Source: Jember Health Department, 2016, processed by researchers

The table above shows stakeholder involvement through collaborative governance with each program that was broken down from the policy to reduce IMR and MMR in Jember district.

Conclusion

In implementing the policy to reduce MMR and IMR, cooperation and the role of other parties or institutions are needed. It's just that there are still obstacles related to the egocentricity of each institution involved in implementing policies within the framework of collaborative governance. The role of government agencies in implementing the IMR and MMR reduction policies is still dominant, because community participation is still low and requires mobilization from leaders in their regions. The role of a leader who is strongly committed to regulating, controlling and monitoring the performance of institutions involved in collaborative governance is still very much needed, in order to achieve the achievement of policy objectives for the welfare of the community.

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Collaborative Governance: Revitalization of Citrus Village Tourism in Malang in the New Normal Era

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Abstract

Citrus Village tourism, located in Selorejo Village, Dau District, Malang Regency, is one of the tourist destinations affected by the Covid-19 pandemic. As a result of the Large-Scale Social Restrictions policy which was followed by the closure of all tourist objects which resulted in a drastic reduction in tourist visits and even none at all. As a result, this tourism turnover was originally around 5 billion per year, to just 500 million. Along with the implementation of the new normal, these tours are slowly starting to be visited by tourists. To revive this tourism, the Selorejo Village Government is collaborating with several parties. Therefore, this research is based on how collaborative governance is implemented. This research uses a descriptive qualitative approach. To answer the problem formulation, a collaborative governance theory model from Morse & Stephens (2012) is used. The results showed that the collaboration process begins with assessment, initiation, deliberation, and implementation. The conclusion is that the dominant factor in this collaboration process is the strong commitment of all actors to revitalize Citrus Village tourism in the new era of normalcy so that it becomes a favorite destination. In addition, the spirit to become a 'Independent Village' with Citrus Village tours as an economic support also strengthens collaboration between actors.

Keywords:

collaborative governance;, Citrus Village tourism; new normal

Introduction

The impact of the Covid-19 pandemic has hit the world of tourism, including tourism in Citrus Village, which is located in Selorejo Village, Dau District, Malang Regency. Nature tourism with a land area of 25 ha was originally able to generate a turnover of up to 5 billion each year, but during the Covid-19 pandemic it could only reach 500 million.

As a result of the Large-Scale Social Restrictions policy which was followed by the closure of all tourist objects, visitors drastically reduced even no visitors. As a result, all aspects related to tourism have decreased incomes. Starting from parking attendants, who all can get income from parking fees of around 200 vehicles per week, now there are no more.

Food vendors in the "Bedengan" - protected forest - adjacent to the citrus plantation also went bankrupt. A total of 17 stalls had to be closed during the COVID-19 pandemic. The tour agents who were originally able to bring in groups of around 10 tourists each week are no longer there. Even the tour guides also lost their jobs because no guests were welcomed.

But now, slowly everything is starting to recover. With the implementation of the new normal, the Citrus Village tourism is reopened to the public. Slowly, turnover began to rise again with the opening of this tourist spot in the new normal era. To revive this tourism, the Selorejo Village Government is collaborating with several parties. Therefore, this study intends to see how collaborative governance is implemented.

Methods

This research uses a qualitative descriptive method which tends to be based on the textual context used to gain an understanding of the reasons and motivations that underlie social phenomena (Neuman, 2016). Qualitative research is an approach to exploring and understanding the meaning of an individual or group as a social or human problem (Creswell, 2017). Data collection techniques through three ways, namely observation, interviews, and documentation. Data analysis includes three steps from (Miles, et al, 2014), namely data collection, data condensation, data display, conclusion and drawing / verifying.

The research location is in Selorejo Village, Dau District, Malang Regency. The research period was about 3 months from August - October 2020. The selection of informants was carried out using purposive sampling and snowball techniques (Cresweel, 2017), starting with an initial interview with the Village Government officials (Head of the Community Welfare section), then flowing to the chairman of the Tourism Awareness Group, farmers, collectors, tour guides, and tour agents.

Results and Discussion

Citrus Village Tourism Profile

Citrus village tourism is the newest tourist attraction in Selorejo Village, Dau District, Malang Regency. This tour was inaugurated since last April 2016. As a new tourist attraction in Malang Regency, Citrus Village offers an innovation that is different from other tourist destinations. At this location, tourists can eat as much as they like in the citrus garden.

Tourists can also pick as many citrus as they like, then take them home. Citrus Village tours are open from 08.00-17.00 every day. To enter this tourist location, you have to pay 15 thousand rupiah for adults and 8000 rupiah for children. In order to increase the comfort of visitors, a hat is provided as a protection from the hot sun. There are also mats for sitting around enjoying the citrus that have been picked in the garden. Along the street there are citrus stalls selling a variety of fresh citrus at low prices.

Figure 1.
Gate of Citrus Village Tourism



Figure 2.
The village hall located in the citrus



Figure 3.
Citrus Garden



Figure 4.
Citrus Tree



This Citrus Village Tour has an area of 25 ha. This land belongs to the village administration, which is leased to farmers for an area of 18 ha. Meanwhile, an area of 7 ha is managed by the village itself. The farmer are around 1000 people. Next to the citrus plantation, there is a protection forest called "Bedengan". There is a place for culinary tourists, namely "Soto Bedengan".

Figure 5.
Citrus garden wich is managed by village government



Figure 6.
Citrus garden wich is managed by farmers



Figure 7.
Citrus vending stall



Figure 8.
Soto Bedengan



Collaborative Governance

According to Tiihonen (2004) governance is a new process of governance or a new method of governance. The government is not only the government, but actors from various sectors who are involved in the government process. Governance is characterized by the participation of other actors in decision making. As a result, in terms of public service and decision making there is collaboration between actors. Actors involved in the governance process are government, private sector, and society. The government is no longer the sole actor and monopolizes all government administration, but these three actors are influential in the governance process. Ansell and Gash (2007) describe collaborative governance as a model that involves various kinds of stakeholders in decision making. Rosemary et al (2009) define collaborative governance as a multi-organizational arrangement in the process of running and facilitating something which cannot be resolved by one organization alone. Emerson & Tina (2015) describes collaborative governance as a process that aims to carry out public goals that involve communities outside government actors, public agencies at every level of government, and the private sector in which there are public management processes and public decision making.

Collaborative governance model

The collaborative governance model according to Morse and Stephens (2012) in their article entitled Teaching Collaborative Governance: Phases, Competencies, and Case-Based

Learning has four stages in the process, namely assessment, initiation, deliberation, and implementation as follows:

Tabel 1.
Model *Collaborative Governance*

Assessment	*Initiation*	*Deliberation*	*Implementation*
Is collaboration necessary ?	How to frame the issue ?	How to develop effective working group	Who will do what ?
Are precondition in place ?	How to engage stakeholders ?	What ground rules ?	How to broaden support ?
Who are the stakeholders ?	Who/what else is needed ?	How to invent options and decide ?	What kind of governance structure ?
Who might fill key roles ?	What kind of process?	How to facilitate mutual learning ?	How to mkonitor progress ?

Source : Morse & Stephens (2012)

The next presentation explains the four stages in collaborative governance on Citrus Village tours. First, the assessment that has been carried out by the Selorejo Village Government determines that to optimize Citrus Village tourism requires collaboration with several parties. With the assumption that the Village Government cannot run alone due to limited funds, manpower, human resources, and expertise, other actors are needed to work together. The prerequisite for collaboration is mutually beneficial for both parties. The stakeholders involved are the Selorejo Village Government representing the government; BRI, tour agents, and collectors represent the private sector; farmers and tour guides represent society. Meanwhile, the key actor in this collaboration is the Selorejo Village Government who will accommodate everything. The following table describes the assessments in this collaboration.

Tabel 2.
Assessment in collaborative governance

Assessment	Explanation
Is collaboration necessary ?	Collaboration is very important because the village government is unable to run it alone, so it needs other actors.
Are precondition in place ?	Collaboration requirements are for the common good.
Who are the stakeholders ?	The stakeholders involved are the Selorejo Village Government represent the government; BRI, tour

	agents, and collectors represent the private sector; farmers and tour guides represent society
Who might fill key roles ?	The key role in collaboration is the village government

Source: Data processing

This study found that it is related to "Who might fill key roles?" In the orange picking tourism collaboration, it is clear that the key role is the village government. With its authority, the village government can have the power to lead the implementation of collaboration. The leadership element plays an important role in the collaboration process. This is also shown by Bichler et al. (2019) that leadership is an important driving factor in collaborative governance in tourism management.

Second, the initiation stage, the village government seeks to immediately reduce the turnover experienced by Citrus Village tourism. By inviting collaborations with several predetermined parties, it is hoped that it can immediately make Citrus Village tourism a favorite destination for the community again. The principle of collaboration that is emphasized is mutually beneficial cooperation with the initiation of an official agreement between the BRI bank and the village government regarding the CSR of Kampung BRI, with smallholders, collectors, and tour agents. In the future, a tour package design that can attract tourists is still needed. Tourists who come not only enjoy picking citrus, but there are other aspects that can be obtained, for example local specialties.

Table 3.
Initiation in collaborative governance

Assessment	Explanation
How to frame the issue ?	The impact of Covid-19 has caused Citrus Village tourism to experience a decline in turnover
How to engage stakeholders ?	Stakeholders are invited to collaborate, on the principle of mutual benefit.
Who/what else is needed ?	Attractive tour package design.
What kind of process?	The collaboration started with BRI through BRI's CSR, namely BRI Village. Furthermore, involving farmers and other stakeholders to support.

Source: Data processing

An overview of "How to engage stakeholders?" in Citrus Village tourism governance collaboration, each stakeholder will benefit from this collaboration. Therefore, all stakeholders work together to promote Citrus Village tours in order to attract tourists. This

is the same as research from Utami, et al (2019) which describes how stakeholders are involved in collaborating to promote tourism in the Sumenep Palace to attract visitors.

Third, deliberation was carried out with each actor playing a role according to the needs of developing Citrus Village tours. The village government makes rules in the form of a cooperation agreement. Apart from that, the village government also provides a place to discuss and invite stakeholders.

Table 4.
***Deliberation* dalam collaborative governance**

Assessment	Explanation
How to develop effective working group ?	All stakeholders are interrelated and dependent. BRI plays a role in providing financial credit assistance and providing training. Farmers get credit and training. Farmers also have an important war because they are cultivating farmers. Tour agents market tours, Tour guides welcome tourists who come. Collectors distribute their crops.
What ground rules ?	The basic rules are based on a cooperation agreement
How to invent options and decide ?	Discussions were held
How to facilitate mutual learning ?	The village government provides a place to discuss and invite stakeholders

Source: Data processing

This study found that the item "How to develop an effective working group?" In this Citrus Village tourism collaboration, the community to become cultivators has an important role. His position as a cultivator is a major role in Citrus Village tours. The importance of the community's role in a collaboration related to tourism was also shown by Djosetro et al. (2020) that local communities play a very important role in collaboration, especially in strengthening decision making. Meanwhile, "How to invent options and decide?" done by discussion together. The Selorejo village government invites all stakeholders related to collaboration to make joint decisions. In contrast to the results of research conducted by Wiwin et al (2020), it shows that the cooperative relationship is still very strongly controlled by the government. The private sector and society are not involved in decision making so that the services provided to tourists are still not optimal.

Fourth, the implementation stage is carried out by the Village Government by providing protection and legal certainty in the collaborative process; BRI as a private party uses CSR funds to provide training to farmers and mothers, making village applications for

socialization and tourism promotion, and capital loans; and the community with their ability to act as smallholders. While the tour agent is the party that brings in tourists, collectors as the distributor of the citrus harvest, and the tour guide as a guest introduction to support all activities in the field.

Table 5.
Implementation in collaborative governance

Assessment	Explanation
Who will do what ?	The village government provides legal certainty regarding cooperation BRI provides CSR training for farmers and mothers, developing village applications for socialization and tourism promotion, as well as capital loans; Tour agents carry out promotions and bring tourists to visit Collectors buy citrus crops Farmers who cultivate citrus orchards Tour guides welcome tours that come
How to broaden support ?	The spirit to become an independent village through citrus picking tours as a support for village finances.
What kind of governance structure ?	The governance structure is the village government as a protector by providing legal certainty, the main stakeholders are farmers, the supporting stakeholders are BRI, tour agents, collectors, and tour guides.
How to monitor progress ?	The village government monitors the progress of the collaboration

Source: Data processing

Describing the question "Who will do what?", the collaborative governance implemented by the Selorejo village government provides opportunities for the community, represented by farmers, to work on citrus plantation land. This is the same as research conducted by Kwiatkowski, et al (2019) which also describes community involvement in the optimization of beach tourism. The community acts as a volunteer who cleans and maintains beach facilities.

Conclusion

What seems dominant in this collaboration process is the strong commitment of all actors to return the Citrus Village tourism to the way it was before the Covid 19 pandemic. In addition, the enthusiasm to become an 'Independent Village' with Citrus Village tours as an economic support also strengthens collaboration between actors.

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The Dynamics Transformation of Public Policy Making in Indonesian Democracy

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Abstract

Public policies are purposed, basically, to solve public problems and for the sake of public welfare. They should, therefore, be made thoughtfully, implemented successfully, and give pleasant impacts to the target groups. This article is related to the dynamics transformation of public policy making in indonesian democracy. In centralistic political system, national government (executive body) controlled more essential public affairs. As the result, most public policies were much engineered and directed, mostly, to the needs of the in power. The tendentious public policies were abused for personal, group, and cronies' interests of the in authority officials. The people were left behind, served as object of development, and stayed poor. It happened for decades. The people could not stand it any longer and struggled for a reformed government resulting in regional autonomy. Regional autonomy seems promising for the people's prosperity. In this era, legislative body tends to control power. The people set hopes and wait for happiness. In fact, some members of parliament only show power. They control many walks of lives. They represent themselves rather than the people. They somewhat abuse power and make public policies for their own gains. The people are left behind again and still get disappointed. Here, a paradox occurs. The paradox must be sorted out well. The hot discussion begins. The actors blame to one another.

Keywords:

Transformation; public policy; public problems; prosperity; legislative; executive; power; abuse

Introduction

In the history of Republic of Indonesia, there has been – at least - three regimes which has been in power. They are, old order regime, new order administration, and the ruler of the reformed order. Each in power regime has its own features. Firstly is Old Order Regime – period 1959-1966. The government has been characterized by guided democracy (autocracy) in which the people's decisions must be in the frame of the leader's desire. In this kind of democracy, government propagandas play extremely significant roles to justify what Government did.

The next regime is New Order Administration – period 1966 – 1998. This system applied Pancasila [five Indonesian principles] democracy in which decisions were engaged in much deliberation. Central government was extremely powerful. At that time, no opposition was allowed (Putri, 2020)

The latter regime, Reformed Order – which has been in practice since 1998 up to present time - styles "liberal" democracy. The control is much more on the hand of House of Representative (Legislative Body). It is at this time the regional autonomy is exercised.

The Principle of Regional Autonomy

In the academic work of Alfatih (2003) entitles "is regional autonomy a paradox?", there exists some information relating to the concept of regional autonomy. Concept of regional autonomy is understood (mainly by lower levels of governments and the people) as the delegation of political power rather than managerial delegation. The political power delegation implies that regional governments and the people have - politically, economically, and socially - absolute sovereignty towards the regions. It means that central government is forbidden to interfere all affairs of regional or local governments. The governments and the people think that they can do many things as they wish and are not compulsory to obey the central government. Understanding the concept of regional autonomy from this point of view, off course, is inappropriate. Therefore, there lies the mistakes. It is essential to take a note that Indonesia is a unity state. Regional autonomy is just a kind of the implementation of decentralization principle. Inherently, regional autonomy means managerial delegation, not political power delegation. Therefore, both central and regional governments share power. Some affairs are delegated to regional governments, others are under the control of central government. Fundamentally, a Governor – as a number one person in the region/province - has two roles: as a representative of central government and as the Head of the region. As the latter, he has rights to govern, manage, and make use of resources in which the region has in "his ways" for the benefit of the people. Nevertheless, as a representative of central government, he does the main functions of central government towards lower level of governments – in the region. Such functions are as coordination, monitoring, stabilization, and evaluation. Therefore, central government is still able to get involved in the affairs of regional government.

Regional autonomy must be understood as managerial delegation only. It means that central government delegates the management of regional governmental affairs to regional government. By this way, regional government has adequate authority to manage its own governance affairs and to make use of all resourses which it owns. Therefore, there are supposed to be more developments and more employments available. At this point, prosperity of the people tends to be able to become true. Concerning with decentralized government, Alvin Toffler - cited by Osborn and Gaebler (1993:251) – expressed himself " one way is to attempt to further strengthen central government, adding more and yet more politicians, bureaucrats, experts, and computers in the desperate hope of outrunning the accelaration of complexity; the other is to begin reducing the decision load by sharing it with more people, allowing more decisions to be made "down below" or at the "periphery" instead of concentrating them at the already stressed and malfunctioning center." Moreover, the concept of autonomy reflects a concern to ensure and link the creation of the best circumstances for humans to develop their nature and express their diverse qualities, protection from the arbitrary use of political authority and coercive power, involvement of citizens in the determination of the conditions of their association, and expansion of economic opportunity to maximize the availability of resources. Autonomy connotes the capacity of human beings to reason self conciously, to be self reflective, and to be self determining. It involves the ability to deliberate, judge, choose, and act upon different possible courses of action in private as well as public life. Clearly, the idea of an "autonomous" person could not develop while political rights, obligations, duties were closely tied (Held, 1990:269-270).

The Advantages of Regional Autonomy Principle

There are, naturally, some advantages - for regional and local governments, the people, as well as central government - of applying the principle of regional autonomy. They are, among others:

1. Positive image, especially to central government, exists because regional autonomy impresses more democratic atmosphere.
2. Lower level governments can play more roles in development due to delegation of resources management from upper level government.
3. There will be more opportunities for the officials to realize their selves-actualization.

4. The more guarantee of environmental sustainability.
5. Service delivery can be more down to earth.
6. There will be more prosperity for the people to be brought into reality.
7. In a unity state, Central government involvement stays still toward regional government, especially in forms of coordination, supervision, stabilization, allocation, distribution, and evaluation.

The Nature of Public Policy

Public policy, basically, refers to policies made by governments for the sake of public interest. According to Alfatih (2012), As far as public resources are concerned, public policy has become the infrastructure to make use of public resources. Without the policy, the utilization of public resources is considered unlawful. In his book entitling Implementasi Program dan Pemberdayaan Masyarakat or in English, Program Implementation and Community Empowerment, Alfatih (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. The content of a policy must be problem solving and empowering in nature. Therefore, according to Francine Rabitnovitz, et al, in Alfatih (2012), the implementation has to follow 3 principles. Namely:

1. Policy implementation must refer to what is said in the policy accurately
2. Policy implementation must be able to raise the commitment of the policy implementors.
3. Policy implementation must be able to fulfill public's wishes. Therefore, there must be a consensus between the implementor organization and prevailing political system.

The Dynamics of Power Transformation of Executive and Legislative Bodies Relating to Public Policy Affairs

Once upon a time, Alfatih expressed himself (2003), new order regime was in power, regional governments were powerless and the people were very suffering. At that time, centralistic system was in practice making central government was extremely powerful.

Governments – the regional as well as the local ones – were just like "tootless tiger" – had hardly any power in making political decisions as well as to make use of their resources for "their people". They were very much in command of the central. Governors were pointed rather than elected. Bureaucracy was politized. It was very much interfered by political considerations. In placing bureaucrats in positions, parochialism approach was applied. Politics was also bureaucraticized. Political engineering was frequently taken place. Regional and local bureaucrats had to obey and listen to the will of the central. Officials from central government were extremely "respected" and well served. They were very much frightened. This kind of attitudes had been "standardized" and common. They should be exercised, unless, firing, replacement, warning or any kinds of sanctions could be taken place against "the stubborn". Putri (2020) claimed "the main vision of the New Order government was to implement Pancasila and the 1945 Constitution purely and consistently in every aspect of the life of Indonesian society. With this vision, the New Order provided a glimmer of hope for the Indonesian people. But the reality is that Pancasila Democracy is the same as a dictatorship. The pure and consistent implementation of Pancasila values only become the political instrument of the ruler.

This can be seen from the political characteristic of the New Order period".

Table 1.
The Description of The Characteristic of Public Policy in New Order Regime

Stages of Public Policy Process	The Actor	Treatment	Benefit Receiver	Remark
Policy Formulation	**Executive**	tend to be inaccurate, have a little feasibility study.	Government **(Executive)**, some (high rank) officials, and the people.	Personal/cronies gain, to continually maintain the status quo
Policy Legitimation	Executive through majority of toy parliament members	Obedience, a little pretending argument, safe position, taking for granted.	Government **(**Executive**)**, few members of Parliaments and the people.	Formality (political reasons), Replacement
Policy Implementation	**Executive**	Inconsistent, tendentious, abused, inefficient, uneffective.	Government **(Executive)**, few officials and cronies, business, and the people. Corruption, collusion and nepotism were lively.	The executive has a stronger position compared to the position of the legislative and

				judiciary institutions.
Policy Evaluation	**Executive**	just modest, inefficient, uneffective,	Government , officials and cronies, business, and the people.	A little for public interest.

Sources: GuruPendidikan.Com**,** 2020, Retorics , 2015, shentiald.blogspot.com/2013, empirical and observation during New Order Regime periode.

At that time, public policy process was under the control of Executive Body (Government). It happened to each stage of policy making starting from the formulation, legitimation, implementation, and to the evaluation. In Retorics (2015) it was stated that the position of the executive branch remained dominant. This side engineered the formulation, abused the implementation, was in charge of controlling. In policy formulation, this body tended to have done it carelessly. The legitimation of the proposed policy could be passed very smoothly because there was majority vote domination due to blind obedience. When it came to the implementation, it was full of conflict of interests. Finally, the evaluation was carried out perfunctorily and only to fulfill formality. In a political process like this, on the surface, everything looks just fine. In fact, the situation is not normal and can be a time bomb. The people cannot tolerate the situation anymore. The time bomb, finally, exploded and the new order collapsed. The political order must be normal and reasonable so that balance can be maintained and the institutions in government are independent. Trondal (2020) insisted political order consisted of a relatively stable arrangement of institutions that were fairly formalized and institutionalized. A common political order, moreover, entailed that relevant institutions: (i) were fairly independent of pre-existing institutions; (ii) were relatively integrated and internally cohesive; and (iii) were reasonably able to influence governance processes within other institutions.

Nowadays, the "flag" of regional autonomy is waving, the situation of public policy is still deeply saddened. It is neither efficient in the making nor effective in the implementation and the goals accomplishment. As long as public policy is concerned, the difference of the previous regime from the present one is on the actors. See the following table.

Table 2.
The Description of The Characteristic of Public Policy in Regional Autonomy Era

Stages of Public Policy	The Actor	Treatment	Benefit Receiver	Remark
Policy Formulation	**Executive**, but sometimes proposed by **Legislative**. Such as, draft law on the commission to eradicate corruption	Comparative study - rather than research to get the feasibility -resulting in inefficiency, uneffectiveness.	Political parties through their members in Parliament **(Legislative Body)**, government, few (high rank) office- als, and the people.	Personal/cronies gain, Power eternity for MP **(Legislative).**
Policy Legitimation	**Legislative Body**	Heated debate, walk out, no agreement, but most is meant not for the ineterst of the people.	Political Parties and their members in parliament (**Legislative)**, The people, government.	To pass a bill, bribery to members of parliament (MP/ **Legislative**) takes place. One of the changes in the reform era, namely strengthening the role of the People's Representative Council (DPR) as a legislative institution (Dwi, in Ekamara, 2015).
Policy Implementation	**Executive** in the shadow of **Legislative**	Share power . unless tight control but sometimes for the gain of **Legislative**, not mainly for the people.	**Legislative** (members of parliament), cronies, business, the people.	abuse and irregularities of Pancasila values f and 1945 Constitution. Engineering to protect the interests of the authorities.
Policy Evaluation	**Legislative** and **Executive**	Flowing and depending on the need, primarily, of MP/ **Legislative** MP/ **Legislative** usually more active.	**Legislative** (mainly, the members of parliament)	Evaluation needed or smoothly passed, when it gives benefits, primarily, to MP/ **Legislative**

*Sources: kompasiana.com/ekamara, 2015, **JawaPos.com.,** 2019, GuruPendidikan.Com 2020,* djunedglow.blogspot.com, 2011, Situs pendidikan dan pembelajaran terbaik, 2020, empirical and observation during New Order Regime periode.

Table 2 above shows that - in its relation to public policy – Legislative body (House of Representative/Parliament) has become more active almost on all stages of public policy

process. The fact that this body has more power, plays more roles, and controls excessively. Most the time, most members of parliament acts this way for financial gain, power stability, and popularity. The needs for the people are left behind. Incidents like this, make people lose their trust to their representatives in parliament. This encourages voters to stop electing members of parliament who are not mandated. In fact, there is a possibility that they will no longer wish to participate in the election. Rinfret, Sara and Christina Barsky (2020) added it is clear that local election administrators are inherently civic entrepreneurs because their interactions with citizens directly influences the publics' trust in electoral processes, and in turn, to their participation. In fact, according to Nijzink, Lia, Mozaffar, and Azevedo (2007) parliamentarians seem to be widely regarded as potential agents for democratic change but whether national legislatures are in fact enhancing the quality of democracy is far from clear. Actually, according to Czapanskiy and Manjoo (2018) by definition, a democratic nation has some mechanism through which leaders hear from the people. Ordinarily, the mechanism is a periodic election during which the people have an opportunity to hold leaders accountable. Between these traditional opportunities for democratic involvement, however, should a democratic nation have mandatory mechanisms for give and take between legislative leaders and the public. The diverse and more power that this body/Legislative has are as follows. See table 3.

Table 3.
Power diversity of Legislative in Regional Autonomy Era

The Approving Body	**Power Diversity**	Remark
Legislative	National Budget and the use approval. Other additional budgets and financial aids for special developmental purposes.	the executive branch is overseen by the legislature. many regional government representatives approach and bribe MPs for proposal approval.
Legislative	Bill Passing	The tradisional function of Legislative, Nowadays, many sides: ministry, business, and others bribe MPs to pass the bill.
Legislative	High rank (civil and military) officers appointment	Used to be determined by Executive Body only. Now, proposed by Executive, but approved by Legislative. As the result, some candidates or the supporters bribe the MPs

		to approve the proposed candidates.
MPs (Legislative)	Developmental Projects Bid	Some MPs insist to win the bids for their cronies/family members.
MPs (Legislative)	Civil servants recruitment	Interfering in the recruitment
Legislative	Assessing the Presiden's yearly accountability	The tradisional function of Legislative
Legislative	Hearings with ministers on programs, projects, and budget use. The executive branch always acts carefully in running the government, otherwise it will come under pressure from other parties, one of which is the legislature.	Hearings often becomes a "butchery field" to topple down the miniters' credibility. Hearings threat is often aired by MPs if ministeries are not willing to be "good boys".

Sources: djunedglow.blogspot.com, 2011, xanthocephalus.wordpress.com/2012, empirical and observation during New Order Regime periode.

Data above indicate that Legislative body – in regional autonomy era – has become a hungry power body. This institution makes itself powerful by seizing the power from other sides and by abusing its own power. This condition causes incredulity towards this Body and many of the members get involved in wrongdoings and become prisoners. The greed of power hungry politicians who abuse their authorities can be revealed in many ways. One of them is through the role of the media. **Dimova (**2020) said "democracy, accountability, and media have a difficult relationship. It is hard to say whether media allegations levelled at government incumbents, and the subsequent investigations, and sanctions of these media allegations, benefit or undermine democracy. On the one hand, it is entirely possible that governing elites use media scandals as an opportunity to threaten opponents and deflects attention from unpopular politic. On the other hand, if the allegations are viable, when public benefits government offers more explanation, dismisses corrupt officials or reverses controversial policies". For more detail information, consult table 4 below.

Table 4.
Wrongdoings Relating to Public Policy Process

Wrongdoings	Actor	Remark
Procurement bribery	Legislative	a MP received a sum of 10 billions Rupiahs as bribery for helping business winning a bid in Qur'an procurement for Dept. of Religion affairs. (2012) [1)]
Infra and supra structures procurement bribery for 16 public universities.	Legislative	Several the involved MPs have been investigated and 1 MP has been

		jailed. 600 billions Rupiah used to bribe the MPs.[2)]
Steam electricity power plant development in Tarahan Lampung.	Legislative	Suspected that a MP accused to have received 300.000 US$ as bribery. [3)]
Relating to the development of a harbor in Tanjung Api-api South Sumatera.	Legislative	Several MPs were jailed and suspended as MP. Ex Governor of South Sumatera also was jailed.
Bribery to pass a candidate of Indonesia Central Bank Deputy.	Legislative	Several MPs, a business woman, and the Deputy candidate were jailed.

Sources: [1)] Kompas, Saturday, September 8, 2012, Page 4, [2)] Kompas, Wednesday, June 6, 2012, page 7, [3)] Kompas, Tuesday, August 28, 2012, page 2.

The above information was just some examples showing the wrongdoings usually done by the members of Legislative Body. The members could and dared to have done those sins because institutionally, the Body had become much stronger and had excessive power. The usual forms of abuse of power by politicians are related to the approval of proposed projects and the placement of high-ranking officials in certain positions. In this context, the mistakes made by these MPs - by type - were three. Namely, the interference of the executive officials' authority, abuse of power, and financial losses to the state and the people through the bribes they receive.

The Impacts of Transformation in Public Policy Affairs

Transformation did happen in public policy affairs. In new order regim, as long as public policies were concerned, Executive body proposed, directed and controlled the legitimation, did the implementation as well as the evaluation to them. Functionaries, businessmen, and cronies abused power and obtained a lot of benefits. The people were left behind, hopless, and stayed poor. This state body "forgots" the values of Pancasila and the 1945 Constitution. Therefore, the glimmer of hope for the welfare of the Indonesian people faded away.

However, after struggling against the impartiality of the New Order regime, there was born reformed era. During this period, regional autonomy was proposed, recognized and implemented. Traumatized by power domination of executive body, the people presented by the parliamentarians in Legislative agency wanted some policies be revised and modified. It could be done well. But unfortunately, this actually changed the direction of power

domination. The members of parliament tended to have more power. Power direction shifted from executive to legislative.

When the direction of power rested more on the part of the legislature, hopes for a better life for the people arouse again. At first, the point of brightness looked pretty clear, in progress, but it was ultimately gloomy again. Parliamentarians were busy taking care of their personal and crony interests rather than the welfare of the people. The people were disappointed again, depressed again, and still poor again.

Parting Words

There exists a dynamic in the process of public policy making in democratic Indonesia. This dynamic undergoes a transformation, both in its relation to the regime in power, the more role of the state bodies, and the interests that are being fought for. Dynamic transformation, basically, takes place, but people's welfare has not improved. It, even, tends to be worse.

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Sub-Theme: Changing in PESTEL(Politic, Economic, Social, Technology and Law)

Determinants of Financial Performance in Banking Securitization in Southeast Asian

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Abstract

The purpose of this paper is to examine the effect of financial performance in banking securitization in Southeast Asian. In particular, the authors examine two important issues. First, the ABS (Asset-Backed Securities) effect on Return on Assets (ROA) as indicators of firm profitability. Second, bank securitization improved profitability by securitizing its portfolio loans to investors to get liquidity. The authors used a sample of 12 commercial banks in Southeast Asian Countries (including Indonesia, Singapore, Thailand, Malaysia, and the Philippines). A data panel regression model was used from 1998 to 2018. The results show that ABS has found a significant positive on ROA as an indicator of firm profitability. On the other hand, ABS has a negative relationship with the size as a moderating variable on ROA. Furthermore, banks can liquidate loans to finance the liquidity they need without dependence on traditional sources of funds (deposits, savings, and current accounts). In addition, securitization improved financial ratios such as ROA, Size, and reduces banks securitization's default risk and cost-efficiency.

Keywords:

asset-backed securities; securitization; return on assets; size; banks

Introduction

Asset securitization is a process of selling individual loans, companies, and debt instruments that are connected to an investment instrument and to improve credit status or

increase the rating so that can be sold to investors. The instrument on the results of this securitization is known as Asset-Backed Securities (ABS). Moreover, the process of securitization has significantly changed the bank's role of acting as intermediaries between borrowers and depositors. Asset securitization provides more benefits to financial institutions. As an example, banks and other types of financial institutions have illiquid assets that can be transformed into capital market instruments, namely securitization as an alternative source of funding. Furthermore, banks can diversify their products and reduce dependence on deposits (third party funds), as a result, the bank is automatically reducing the cost of financial distress (Kara, Ozkan, & Altunbas, 2016). Additionally, ABS will help the originator to get the benefit of securitized in financing housing loans and infrastructure.

Asset securitization in Southeast Asian countries (ASEAN-Association of Southeast Asian Nations) has developed rapidly, especially in Singapore, Malaysia, and Thailand. The reputations of the bank-bank in the ASEAN should be taken into consideration. Therefore, the authors have concerned and chosen ASEAN countries as barometers because Banks that carry out securitization in the earlier 1990s have gone public and are listed on the stock exchange in its own country.

Securitization created more opportunities to increase profits. Furthermore, there is evidence, in the 1990s and 2008, there was a tremendous increase in the size of the securitization market. In the US, the volume of mortgage-backed securities increased significantly from $2.3 trillion in 1994 to $8.4 trillion at the end of 2008, while the market for asset-backed securities increased from $192 billion to $2.6 trillion in the same period.

In Europe, at the end of 2008, the volume of outstanding mortgage-backed securities was about $2 trillion (from $26 billion in 1994), while the market for asset-backed securities was $299 billion (from $5 billion in 1994). According to the International Monetary Fund (IMF 2009), supported by security assets and bonds provide between 20% and 60% of funds for new housing mortgage loans resulted from rapid economic growth before the 2008 credit crisis. After the period of expansion, the securitization market was hit by the mortgage crisis at the end of 2008 after the collapse of Lehman Brothers (Casu, Clare, Sarkisyan, & Thomas, 2013).

Empirical evidence found that asset securitization was initiated originated from bank securitization has transferred assets which have a lower risk in the financial statements. In contrast, the second study shows that the risk still exists with banks that have contractual

agreements with other parties SPV (Special Purpose Vehicle). Third, the evidence is opposite, researchers found a positive relationship between securitization and risk, others found that securitization reduces bank risk, but recommends that banks accept the risk reduction that will be taken for the next risk (Casu et al., 2011).

Concerning the research of (Casu et al., 2011), have found empirical evidence of how asset securitization affects the profit performance of banks and the risk of securitization. First, test the efficiency of risk and the rate of return and then trade-off with the asset portfolio consistently by the principle of diversification. Further, if the yield increases and reduces the risk of securitization, and concludes that the securitization of assets gives a positive performance. Moreover, the effect of a diversified portfolio will increase financial performance (profitability) and reduce risk (Tah & Martinez, 2016). Banks conduct securitization by incorporated stochastic asset returns and leverage constraints and calculate how much profit the asset securitization program will get. It also includes the economic environment and the trend of securitization, including the bubble economy environment and the trend of securitization, including the bubble economy and crisis periods. There are 4 parameters of 4 cases of asset securitization consisting of a normal case, bubble deteriorating, and crisis (Egami & Hosono, 2012).

Asset Securitization (ABS) can be processed with various types of loans that are pooled together and can be sold to investors. Investors will receive regular payments including interest and principal on underlying loans. The securitization process has undergone changes to banks as intermediaries between borrowers and depositors. Conventional borrowers explain how to extend a loan to maturity and further explain that securitization provides more benefits to financial institutions, for example, banks and other types of financial institutions had illiquid assets can be transformed into capital market instruments, namely securitization (Into liquid assets.) as an alternative source of funding. Furthermore, banks can diversify their products and reduce dependence on deposits (third-party funds) so that they can automatically reduce the cost of financial distress. With an increase in bank liquidity, it can reduce insolvency (inability to pay off liabilities) an increase in asset turnover as well as increase profitability. For institutional investors, asset securitization is an alternative for diversification of portfolios to get higher yields (Kara et al., 2016).

During the global economic crisis of 2007-2008, there has been much attention to the securitization that triggered the crisis. During the crisis, the asset securitization market slumped and affected ABS and suffered losses from ABS investors. Prior to the crisis, several bank business models funded bank operations through securitization and were blamed for encouraging credit growth to boost the economy. There is evidence, the researcher argues that the effect of securitization is an incentive for the bank's mechanism to measure the risk of investor behavior. Further, there has been found empirical evidence that does not support the theoretical conclusions. There is some evidence that if the bank is active in securitizing, the bank can lend greater risk to investors (borrowers), and have a smaller diversified portfolio and smaller capital, while the credit risk is owned and is more aggressive in providing loans. Further, bank securitization reduces the risk of default, increases profits, increases liquidity, and enlarges the loan supply. In asset securitization, especially Home Ownership Credit (housing loans), banks are more likely to consistently proven bank risks in securitization can be reduced (Kara et al., 2016).

Securitization is a process of obtaining a number of cash funds generated from mortgages (mortgages), corporate loans, car loans (loans) stored in one basket (pool) into tradable securities. These cash flows create an economic value for the asset's securitization. Further, the securitization is sold to investors who subsequently get payment of principal and interest installments of the underlying loan supported by ABS. Securitization can be influenced by the performance of the Bank, performance can be seen from the presentation of financial reporting progress from several indicators, namely Return on Assets (ROA), Capital Adequacy Ratio (CAR), Loan Loss Provisions (LLP), Loan Deposit Ratio (LDR), Funds Third Party (DPK) Herfindahl - Hirschman Index and Size.

Literature Review

Asset securitization provides banks with additional sources of loan financing and liquidity and must protect the willingness of banks to supply credit from scarcity in external markets (Loutskina, 2011). Banks can liquidate loans to finance the liquidity they need, they can also undertake to finance new loans, thus making banks less dependent on traditional sources of funds (deposits, savings, and current accounts). Increasing loan liquidity, banks must change the network from the availability of bank funds (deposits) to supply credit needs.

It is expected that banks can implement securitization and understand the concept of securitization. Furthermore, how to use liquidity so that banks can take advantage of techniques to transfer credit risk in asset securitization, banks that are active in the securities market must be able to deal with a contraction (tight market) for liquidity and be able to provide funds even though the market is in tight supply (contraction) (Loutskina, 2011).

Banks that have a large asset securitization portfolio are not affected by the provision of asset securitization loans, if there is an increase in the fed rates (increase in US central bank interest rates) compared to bank with small portfolios (Loutskina, 2011). The results of the study (Quacoe & Banson, 2015) reveal that the majority of respondents, 83.5%, believe that their level of profitability will increase due to asset securitization. In addition, the profits increased because the company was securitizing assets. The more clients served in line with the availability of funds, the higher profit margins will increase, while all other factors remain constant (Quacoe & Banson, 2015).

Securitization occurs when a bank transforms illiquid assets, which are generally held until maturity and transformed into liquid securities. The model of securitization transactions used where the originating (the original bank) transfers its assets (into one basket or known pool) into fixed asset cash flow to SPV (Special Purpose Vehicle) as a legal entity that will buy the securities issued by the bank. Originating that is guaranteed by the asset to be stored in the pool. Asset transfer must meet the requirements as a "true sale", where the bank selling the asset must fully surrender its rights to the SPV and subsequently by accounting the assets sold through asset securitization must be removed from the bank's financial statements (Casu, Clare, Sarkisyan, & Thomas, 2011).

The bank securitizes its assets by selling its credit portfolio through SPV, where the bank will get liquid funds which will later be given again in the form of loans to the public. Further, the advantage of banks securitization is the CAR ratio does not affect, however, the bank's CAR ratio can be stronger and increased the profitability by selling the bank loan portfolio. Therefore, by accounting policy, the loans that are sold are not recorded in the bank's balance sheet.

Asset securitization carries a large risk if it is not managed properly. The bank can reduce credit risk from investors to increase the credit rating of the ABS (Asset-Backed Securities), and mitigate problems that will arise on the credit quality of the asset collateral

(underlying assets). To improve asset quality usually come from the originating bank, including to other parties in the contract. For example, contract agreement includes interest income and asset transfers such as improved credit rating and availability of letters of credit (LC) in securitization. Non-contact agreement or also known as implicit recourse (unwritten agreement) including; i) sale of assets at a discount to SPV; ii) likewise, for the purchase of assets to SPV a discount is given at an attractive price. iii) a smooth exchange of assets to an exchange of substandard assets at SPV; iv) better credit enhancement funding into contractual agreements (Casu et al., 2011).

Companies seek funds through asset securitization with the consideration that selling assets through asset securitization can reduce lower financial costs, sell securities with high credit quality can save capital, based on the provisions of the capital market the company can sell assets with the asset sale scheme by selling out (true sale) so that applying the accounting system can reduce the company's capital requirements (Santoso et al, 2014).

In addition, through securitization of company assets, it can meet the needs of the company both in the amount of financing and the period, making it easier for investors to manage cash flow. Investors can invest in asset securitization with long-term funding alternatives of 3-10 years because ABS is more attractive to investors than other debt securities, such as bonds and promissory notes because it is supported by liquid assets and relatively small risks, even though the originator (issuer) goes bankrupt, the ABS (securities sold) will still exist. This is different from bond buyers or promissory notes, who will lose their funds if the company concerned goes bankrupt (Santoso et al, 2014).

Securitization is a process of obtaining a number of cash funds generated from mortgages, corporate loans, car loans (loans) stored in one basket (pool) into tradable securities. The cash flows create economic value for the assets and can be used to create securitization. Then, the securitization is sold to investors who then get payment of principal and interest installments from the underlying loan supported by the ABS. Securitization can be influenced by the performance of the Bank. Performance can be seen from the presentation of financial reporting progress from several indicators that would achieve better bank performance, namely Return on Assets (ROA) and Size.

ABS (Asset-Backed Securities) has a positive relationship with the securitization of bank assets in improving performance and enhancing bank financial stability. By securitizing

bank assets, can reduce dependency on deposits, and through securitization of bank assets can diversify products and provide lower costs. By increasing bank liquidity, it can reduce the threat of insolvency (default) with increasing asset turnover and increase profitability (Kara et al., 2016).

Banks conduct securitization through ABS issuance, there are some benefits for the banks, such as stronger CAR, increased profitability, cheaper funding costs, banks are safe from financial distress, and in the future banks do not need to focus on increasing their capital needs.

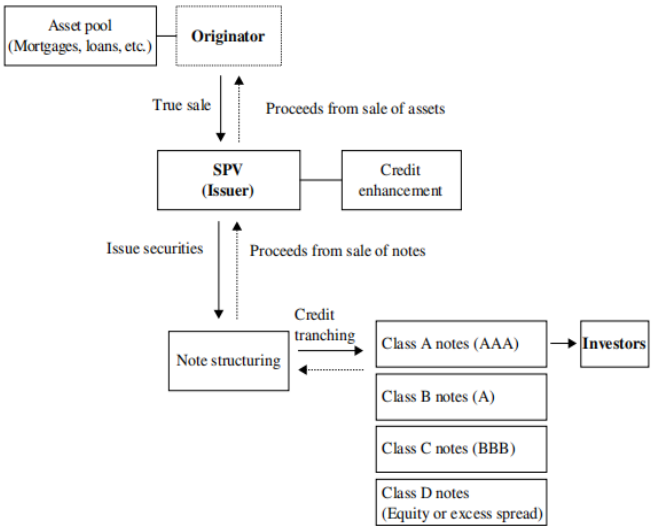
Size according to previous research that the factor affecting the profitability of 40 companies in Tunisia between 1998-2006 is Size, which has a positive relationship with profitability. In addition, several companies listed on the Istanbul Stock Exchange from 2005 to 2011 had a positive relationship between size and profitability (Doğan, 2013). ROA (Return on Assets) is the most dominant variable for measuring profitability where ROA is the net profit divided by the total assets in percentage. ROA describes the extent to which a bank can manage assets to generate revenues. ROA can also measure a bank's operational performance in terms of profit and investment (Rahman et al., 2015).

The benefits of the bank have a big size are the bank is much stronger against the crisis economy. The bigger the size of a bank, the better it can diversify its products which can support profitability and strengthen the CAR. Size can also prevent banks from falling into financial distress. Therefore, the size can fully support the bank's financial ratios and the bank's balance sheet.

The remainder of the paper is organized as follows:

- Section 2 provides the benefits of asset securitization for banks, the securitization process, hypothesis, the research model.
- Section 3 provides methodology model 1 and model 2.
- Section 4 provides results and discussion, cost and benefits securitization, descriptive statistics, the results of regression analysis, determination coefficient. Section 5 provides conclusion and policy implications.

Figure 1.
The Securitization Process



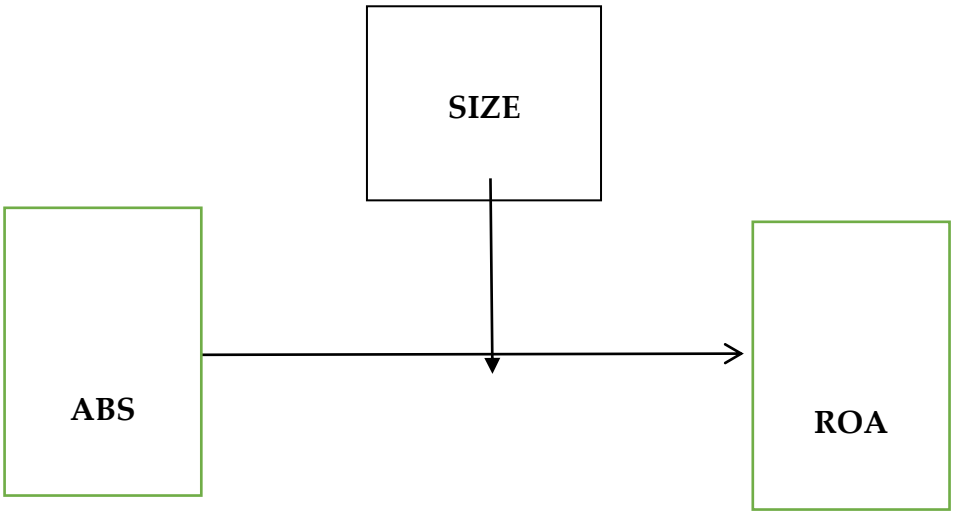
(Source: The Machanics of Securitization, Moorad Choudhry, 2013)

Construction of the Hypothesis

H1: There is an effect of ABS (Asset Backed Securities) on ROA (Return on Assets).

H1: There is an effect of ABS (Asset Backed Securities) after the moderating variable Size is given to ROA (Return on Assets).

Figure 2.
Research Model



Methods

The purpose of this paper is to examine the effect of financial performance in banking securitization in Southeast Asian. There are two important issues in mortgages securitization. First, ABS (Asset-Backed Securities) effect firm Size as a moderating variable on Return on Assets (ROA) as indicators of firm profitability. Second, bank securitization improved profitability by securitizing its portfolio loans to investors in order to get liquidity. In this section, we used a sample of 12 commercial banks in Southeast Asian Countries (Including Indonesia, Singapore, Thailand, Malaysia, and the Philippines). A data panel regression model used for the period of 1998-2018. The authors used the following regression equation.

Model 1:

$$\mathbf{ROA = ß_0 + ß_1\ ABS + ß_2 Size + \varepsilon_i}$$

Model 2:

$$\mathbf{ROA = ß_0 + ß_1\ ABS + ß_2 Size + \beta_3 ABS*SIZE + \varepsilon}$$

Results and Discussion

Illustration of Cost and Benefit of Securitization Analysis (Without Securitization vs Securitization)

The following is an illustration of the cost and benefit analysis of securitization (Table 1) XYZ bank balance sheet, where funding comes from third-party funds in channeling housing loans (mortgages) (Table 4.1) and the results of the income statement (table 2), where XYZ Bank generates ROA and ROE (without Securitization), as follows:

a) ROA *(Return on Assets)* = 4.7% (212,770/4,525,000)

b) ROE *(Return on Equity)* = 58.8% (212,770/362,000)

Table 1.
Balance Sheet of Bank XYZ

Balance Sheet of Bank XYZ, as of December 31, 2009 *(Without Securitization)*			
Cash	$ 25,000	Deposits	$4,113,000
Mortgages	$4,000,000	Debentures	$ 50,000
Consumer loans	$ 500,000	Capital	$ 362,000
Total Assets	$4,525,000	Total Liabilities and Capital	$4,525,000

Tabel 2.
Income Statement of Bank XYZ

Income Statement of Bank XYZ, December 31, 2009 *(Without Securitization)*		
Interest on mortgages	$120,0000	(half of 6% interest on $4,000,000)
Interest on consumer loans	$ 40,000	(8% interest on $500,000)
Originations fees	$ 80,000	(2% origination fee on $4,000,000)
Gross Income	**$240,000**	
Less: Interest costs deposits	$ 22,730	(1% interest on $433,000 and half of 1% on $3,680,000)
Less: Interest costs on debentures	$ 4,500	(9% interest on $50,000)
Net Income Before Tax	**$212,770**	

The following is an illustration of the cost and benefit analysis of securitization (Table 3) XYZ Bank balance sheet whose funding comes from the line of credit revolving facility from financial institutions in distributing mortgages (Table 3) and the results of the income statement. (Table 4)Where XYZ Bank generates ROA and ROE (Securitization), as follows:

a) ROA *(Return on Assets)* = 24% (128,670/525,000)

b) ROE *(Return on Equity)* = 306,4%(128,670/42,000)

Tabel 3.
Balance Sheet Of Bank XYZ , 2009

Balance Sheet of Bank XYZ, as of December 31, 2009 *(Securitization)*			
Cash	$ 25,000	Deposits	$ 433,000
Consumer loans	$ 500,000	Debentures	$ 50,000
		Capital	$ 42,000
Total Assets	$ 525,000	Total Liabilities and Capital	$ 525,000

Tabel 4.
Income Statement Of Bank XYZ , 2009

Income Statement of Bank XYZ, December 31, 2009 *(Securitization)*		
Interest on mortgages	$30,0000	(6% on $1,000,000 for 6 months)
Interest on consumer loans	$40,000	(8% interest on $500,000)
Originations fees	$80,000	(2% origination fee on $4,000,000)
Servicing income	$7,500	(one and a half of 0.5% on
Gross Income	**$157,500**	$1,000,000)
Less: Cost of bank credit	$20,000	
lines	$ 4,330	(4 times half of 1% on $1,000,000)
Less: Interest costs on	$ 4,500	
deposits		(1% interest on $433,000)
Less: Interest costs on	**$128,670**	(9% interest on 50,000)
debentures		
Net Income Before Tax		

(Source: Asset Securitization, Joseph C.Hu, 2011)

Results

Tabel 5.
Income Statement of Bank XYZ, December 31, 2009

No Securitization		**Securitization**	
ROA *(Return on Assets)*	4.7%	ROA *(Return on Assets)*	24%
ROE *(Return on Equity)*	58.8%	ROE *(Return on Equity)*	306.4%

Banks that carry out asset securitization are proven to be able to increase the financial performance ratios of banks such as ABS, ROE, ROA (profitability). With asset securitization, banks can participate in supporting housing finance programs at low cost for the community and support infrastructure financing.

Analysis of the cost and benefit in carrying out asset securitization reveals that a company that securitizes assets can provide several benefits, such as maintaining consistent

CAR's (Capital Adequacy Ratio) growth, maintaining competitive advantage, improving asset and liability management. Based on this analysis, companies can increase liquidity by selling their receivables without relying on third-party funds. This method is a breakthrough in terms of financing so that it can make housing financing solutions cheaper and more affordable, and can reduce the housing backlog.

The Benefits of Asset Securitization for Banks

1. The Bank receives in securitizing assets are obtaining lower costs. Investors feel safer buying an instrument based on the guarantee of the instrument, as a result, the investors are willing to buy with a lower rate of return.
2. The need for funding and time frame can be met with the company's funding strategy. In this case, the company can adjust its funding in terms of duration and price basis.
3. Diversification of products from financing sources. Asset Securitization (Asset-Backed Securities-EBA) has made an increasing number of alternative sources of corporate financing, which have only issued capital and debt with third parties. This means that if management fails to get funds from third parties, financing using this securitization method will diversify the company's financing.
4. Through the securitization pattern, the company can perform accounting calculations in accordance with accounting principles.
5. With the increasing demand for companies to conduct securitization, companies can withdraw funds without having to disclose company information.

Tabel 5.
Descriptive Statistics

	ROA	ABS	SIZE
Mean	0,02849	1,13E+08	8,03E+08
Maximum	0,205	9,35E+08	2,95E+09
Minimum	-0,01	0	26743114
Std. Dev.	0,046706	1,84E+08	8,37E+08

Based on table 4.5, the descriptive statistics above show the total observations of 144 data banks in ASEAN (Indonesia, Singapore, Thailand, Malaysia, and the Philippines). Based on the results Tabel 5 can be concluded as follows:

- The Return on Assets (ROA) variable has an average of 0.02849 and a standard deviation of 0.046706. The lowest value of Return on Assets of -0.01 and the highest value of 0.205. The variable Return on Assets (ROA) is the company's ability to maximize its assets to generate profits.
- The Asset-Backed Securities (ABS) variable has an average of 1.13E + 08 and a standard deviation of 1.84E + 08. The lowest value of Asset-Backed Securities 0.0000 andthehighestvalueof9.35E+08. Assets-Backed Securities Variable (ABS) is the process of obtaining a number of cash funds generated from housing loans (mortgages), the credit provided which is stored in a basket (pool) into tradable securities.
- The Size variable has an average of 8.03E + 08 and a standard deviation of 8.37E +08. The lowest value of Size 26743114 and the highest value of 2.95E + 09.Size is a bank that can take advantage of cost associated with economies of scale (Size) and a large capacity to diversify products and services.

Tabel 6.
The Results of Regression Analysis

Variable	Dependent Variable-Return on Assets			
	Model 1		Model 2	
	Coefficient	Probability	Coefficient	Probability
Asset Backed Securities	6.88E-11	0.0145		
Size	-1.60E-11	0.6106		
Asset Backed Securities*Size			-4.85E-20	0.0252
Adjusted R-squared	0.918482			
Probability (F-statistic)	0.000000			

Based on Tabel 6, it is obtained a coefficient of 6.88E-11 and a probability ABS value of 0.0145 <0.05 then Ho is rejected, meaning that there is a positive effect of ABS (Asset-Backed Securities) on ROA (Return on Assets) in asset securitization on the financial performance of banks in Southeast Asia during the period 1998-2018. The bank's performance with the lowest ABS was XYZ Bank of 142.291 (million) (Malaysia) in 2010, while the highest was XYZ Bank of 783,128,000 (million) (Singapore) in 2015. The lowest ROA was XYZ Bank 0.11% (Malaysia) in 2015, while the highest ROA was XYZ Bank at 5.4% (Philippines) in 2005.

The results of this study are in line with research (Loutskina, 2011). Asset securitization provides banks with additional sources of loan financing and liquidity, as well as protecting banks' willingness to supply credit from scarcity in external markets. Banks can liquidate loans to finance the liquidity they need, they can also undertake to finance new loans, thus making banks less dependence on traditional sources of funds (deposits, savings, and current accounts).

The results of this study are in line with the research of (Casu, Clare, Sarkisyan, & Thomas, 2011). Securitization occurs when a bank transforms illiquid assets, which are generally held to maturity and transformed into liquid securities. This model of securitization transaction is originating bank transfers its assets (into a basket or known pool) into fixed asset cash flow to SPV (Special Purpose Vehicle) as a legal entity that will purchase the securities issued by the bank. Originating that is guaranteed by the asset to be stored in the pool. Asset transfer must meet the requirements as a "true sale", where the bank selling the asset must fully surrender its rights to the SPV and then book the assets sold through asset securitization are not recorded in the bank's financial statements.

Furthermore, the results of this study are ini line with the research of (Casu et al., 2011), (Tah & Martinez, 2016), (Kara et al., 2016). ABS (Asset-Backed Securities) has a positive relationship with the securitization of bank assets in improving performance and enhancing bank financial stability. Securitizing assets, it can reduce dependence on deposits, and through securitization of bank assets and it can diversify products that can provide lower costs. Further, increasing bank liquidity, it can reduce the threat of insolvency (default) besides, increased asset turnover which can increase profitability.

Based on Table 6, it is obtained a coefficient of -1.60E-11 and a probability Size value of 0.6106> 0.05, so Ho is accepted, meaning that there is no influence between Size on ROA (Return on Assets) on asset securitization on the financial performance of banks in Southeast Asia in the 1998-2018 period. The performance of the bank with the lowest Size was XYZ Bank of 26,743,114 (million) (Indonesia) in 2004, while the highest Size was XYZ Bank of 2,952,903,000 (million) (Singapore) in 2015.

The results of this study are in line with research (Dietrich and Wanzenried, 2011). According to previous research that large banks and small banks can still do profitability before the economic crisis, this indicates that large banks can diversify products from large

sizes. However, after the crisis, large banks in Switzerland have experienced a decline in profitability compared to small banks in the three years since the crisis. The cause of the negative relationship between size and profitability is that large banks in Switzerland have relatively high levels of bad credit during the crisis and these large banks have an impact on decreasing profitability during the economic crisis. Therefore, the relationship between size and ROA (Return on Assets) has an insignificant relationship.

The results of this study are in line with research (Hoffmann, 2011). According to an empirical study of banks in the United States, it shows a decline of economies of scale, and this is due to the larger the bank the lower the profitability, the profitability is intended to improve the banking industry, for example, increasing IT programs with high technology so that the size will increase. The results of this study concluded that the size was negative for profitability.

Moreover, the results of this study are in line with the research of (Menicucci & Paolucci, 2016). Whereas, in this study the results are contradictory from the evidence of independent variables where the results are minimum and maximum, especially data on size and loan because several bank samples have different sizes. There are several banks that have a large size and have an impact on increasing CAR and Equity, but there are several small banks that have a small size and minus CAR and Equity so that the relationship with ROA is insignificant.

Based on Table 4.6, the coefficient of -4.85E-20 and the probability value of ABS after being given the moderating variable Size is 0.0252 <0.05, so Ho is rejected, meaning that there is a negative influence between ABS after being given the moderating variable Size on ROA (Return on Assets) on securitization on performance bank finance in Southeast Asia in the period 1998-2018. The performance of banks that have ABS after being given the lowest size moderating variable is XYZ Bank of 4,1706E + 16 (Malaysia) in 2015, while the highest is XYZ Bank which is 9,37488E + 16 (Thailand) in 2011.

The results of this study are in line with Abbasi & Malik (2015)'s research. The effect of company growth and moderation will bring on positive profitability results. On the other hand, company growth does not significantly affect ROA. In addition, to the research model 2, that firm growth and moderation show a negative and significant influence on ROA. This

research is very helpful for management to focus not only on company growth but on company Size when examining company performance.

The results of this study are in line with research (Ali et al, 2016), arguing that the moderating effect on Size has an integrated relationship and its effect on company performance, based on the results of this study that the value of Size can be predicted in the model, but the results are not significant on moderation between the integration function and firm performance. Added, the results of the study (Ali et al, 2016) produce a significant negative effect on firm Size, which does not support a moderating relationship to company performance. The results of the study (Pervan and Visic, 2012) found that the moderate relationship between Size and profit is not significant.

The results of this study are in line with research of (Abbasi and Ali Malik, 2015), which states that firm Size has a negative and weak relationship with firm Size growth and profitability (ROA). The results of this study are in line with research of (Heffernan and Fu, 2010), the results of research on the performance of Chinese banks on net interest margins and economic value added are better than a return on average assets, added, the type of bank also affects profitability, but not on factors. Size, so it is concluded that the relationship between Size and ROA is not significant.

(Note: The authors are only using the bank's initials and country's origination on the above).

Determination Coefficient

Conclusion and Policy Implications

The coefficient of determination (R2) how measure the model's ability to explain the variation in the dependent variable. The coefficient of determination is between zero and one. The small value of R2 means that the ability of the independent variables to explain the variation in the dependent variable is very limited. A value close to one means that the independent variable provides almost all the information needed to predict variations in the dependent variable (Gozali, 2017).

Based on Table 4.6, the result is evident from the value Prob (F-statistic) 0.000000 <0.05. The amount of R2 adjusted value is 0.918482 or 91.84% which means that all independent

variables ABS and Size, ABS after moderating intervention Size, has a significant effect on Return on Assets (ROA) simultaneously, while the remaining 0.081518 or 8.15% is explained by other variables which are not researched.

This paper has examined how the hypothesis on the role of ABS (Asset-Backed Securities) affects banking financial performance. The results have found that the ABS has shown a significant positive on ROA as an indicator of firm profitability. On the other hand, ABS has a negative relationship after the moderating variable Size (ABS*Size) is given to ROA (Return on Assets). Furthermore, the process of securitization has significantly changed the bank's role of acting as intermediaries between borrowers and depositors. These findings have implications for banks after securitizing its illiquid receivables loans which to obtain liquid funds and further support their loan portfolio without dependence on the customer deposits. Moreover, bank securitization improved the financial ratio such as ROA (profitability), Size, and reduces banks securitization's default risk and cost-efficiency.

Furthermore, the asset securitization ABS (Asset-Backed Securities) has a positive effect on ROA where the result is significant for the Banks to undertake asset securitization as a breakthrough to obtain funding in the capital market. In addition, asset securitization can improve the bank's financial ratios for example profitability ratios (ROA), capital adequacy ratios (CAR), and low loan loss provisions (LLP). The bank's CAR is not really concerned to maintain the CAR level because the bank can be independent increase its asset by selling bank loans receivable to the capital market and related to accounting policy which the bank does not have to record.

In addition, the advantages of the ASEAN (Southeast Asian Countries) economy and the development of banks securitization in ASEAN. ASEAN is part of the world's economic center. AEC (ASEAN Economic Community) was established in earlier 2010, countries in the region have created a global economic market as a production base and made the AEC market a single market with a big domestic market, the members of countries have carried out export and import trade at competitive prices. Further, most of the multi-national corporations (MNC) in the world have trade representative offices in Singapore. In line with the AEC global economic market, the role of the development of banks in ASEAN, as an example, banks in Singapore in the earlier 1990s, have carried out asset securitization transactions. Therefore, Singapore has made special attention to the development of banks in ASEAN including banks

that exist in regions such as Indonesia, Malaysia, Thailand, and the Philippines. Moreover, the role of banks in securitization also encourages foreign direct investment and portfolio investment to contribute to economic growth in the regions.

Future research of further investigation as follows: SME (Small Medium Enterprises) which is considered the member of SME is very large and has a strong influence on the Indonesian economy. Moreover, SME has proven during times of economic crisis that still exists while others are out of business. Therefore, the banks should be concerned with SME to provide working capital with affordable interest rates. Further, study new variables to make this research more interesting, to explore the effect of securitization on the bank financial performance, such as ROE (Return on Equity) profitability variable, DER liquidity variable (Debt to Equity Ratio), variable efficiency of BOPO (Operating Expenses, Operating Income) and NIM (Net Interest Margin). Moreover, the development of asset securitization is not only in the ASEAN regions but also in modern countries where the asset securitization system is already at advanced levels such as the United States, China, and India (as considered countries have big population). Finally, the government encouraged playing a role in asset securitization, as an example, forming secondary market institutions to provide tax convenience and ease of banking regulations to encourage the banks active in securitization.

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Business Strategy for Religious Tourism in Mount Haruman, Indonesia

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Abstract

This study is aimed at investigating the strategy formulation in the development of religious tourism in Mount Haruman by using a SWOT analysis and Quantitative Strategic Planning Matrix (QSPM). The latter was used to determine the recommended strategies to be implemented. The research employed a descriptive qualitative research with a case study approach. The data were collected by using in-depth interviews and distributing questionnaires to a number of key informants around Mount Haruman. The results showed that there were a number of alternative strategies used. The religious tourism managers of Mount Haruman were able to develop their natural potential by holding special events, providing navigation, increasing promotion, providing and developing various facilities, improving the quality of human resources, establishing cooperation and community ownership, planning and developing tourism, maintaining and repairing infrastructure, as well as improving visitor awareness. Based on the analysis of all alternative strategies through QSPM, the strategy that should be implemented and treated as a top priority is to increase promotion. It can be carried out by utilizing information and communication-based technology that is currently developing. The study brings implication that information technology plays a crucial role in tourism development, especially in religious tourism in Mount Haruman.

Keywords:
religious tourism; mountain tourism; tourism development; strategic priority

Introduction

Tourism in Garut is continuously growing and it makes the local government sets out tourism as the leading sector with hope that it may attract the attention of many investors, and revive the trade sector in Garut Regency which is currently struggling to control its regional income (Indopos, 2018). The program that is being intensified by the government in

order to foster the growth of Garut tourism is a tourist destination development program by providing activities that can improve the quality of tourist attractions. It is done so that Garut has a tourist destination with national standards.

As there are many Muslims in the country, pilgrimage to the tombs of the religious leaders become quite common activities. As a result, as far as the religious tourism concerns, there is always a business competition between the managers and the local government. Mount Haruman is one of the religious tourism centers in Garut Regency, Indonesia.

In this mountain, there are several sacred tombs that can be found. Some of which are the tomb of Sheikh Jafar Siddiq or better known as Sunan Haruman, Sheikh Malik Ibrahim, and Nyai Fatimah who were the prominent figures in spreading Islam in North Garut and the surrounding areas. The number of visitors to these places reached 40 thousand people in 2015. However, from that time, the number kept decreasing until 2019. Table 1 represents the number of the tourist visits to the religious tourism complex of Mount Haruman for last 5 years.

Table 1.
Tourist Visits to Mount Haruman from 2013 to 2018

Year	Number of Tourists		Total
	International	Domestic	
2013	-	38.135	38.135
2014	-	39.017	39.017
2015	41	40.669	40.710
2016	31	10.583	10.614
2017	41	8.968	9.009
2018	-	16.485	16.485

Source: Tourism and Culture Office of Garut Regency (2019)

Tourism Development

Grytsiuk et al. (2017) state that tourism which is continuously growing contributes to the economic growth of either developed or developing countries. As one of the most dynamic industries in the current economic conditions, the tourism industry gives contribution to the creation of new jobs and the growth of the country's Gross Domestic Product (GDP).

Tourism development is an effort designed to achieve the successful implementation of tourism sector in order to increase tourists' interest and attention (Aini, 2015). According to Cucculelli and Goffi (2016), a sustainable tourism development will support the preservation of ecological balance that is able to increase competitiveness.

UNWTO defines sustainable tourism as tourism that concerns with the management of all resources so that economic, social and aesthetic needs can be met while at the same time maintaining cultural integrity, essential ecological processes, biodiversity, and life support systems (Coros et al., 2017). The development of sustainable tourism should also be supported by the inclusion, equity, synergy, reciprocity, social balance and responsibilities, environment and culture (Cortez, 2010).

Grytsiuk (2017) explains that in order to achieve the goals of the strategic planning of tourism development, there are practical tasks that need to be carried out. They are explained as follows:

1) Improving the quality of tourism services;
2) Being able to adapt to the market needs that affect the tourists;
3) Maximizing the company revenue by reducing the cost of tourism services when setting up the market prices;
4) Optimizing business costs, developing the motivation and evaluation criteria of the staffs, and planning the types of tourism activities;
5) Monitoring the main indicators of the company's financial and economic activities;
6) Developing the organizational structure and financial system of the company;
7) Creating pricing policies for tourist services in various seasons and times;
8) Encouraging intensive development in advertising the company activities.

Kong et al. (2015) explain that the first step towards sustainable tourism development is to identify the stakeholders to further gain their understanding regarding tourism planning and development. To realize this step, the government should strengthen its role in this field and form an effective working model among the government, business people, and society (Grytsiuk et al., 2017)

Compliance to the sustainable tourism development that take the specific objectives of each region into account while still preserving its environment is one of the aspects that must be considered in developing a sustainable tourism development strategy. The following are the principles that become the basis of sustainable tourism (Ene & Bărăitaru, 2010):

1) Minimizing the impacts of tourism on the natural environment to achieve environmental sustainability by contributing to the maintaining and improving the conservation status by returning a portion of the revenues from the protected areas.

2) Minimizing the negative impacts of tourism on the local communities to achieve social sustainability. It can be achieved by developing forms of tourism that do not disrupt the daily lives of the local residents. It is important in order to avoid the occurrence of strained relationship with the local community.
3) Minimizing the negative impacts of tourism on cultures / traditions / habits of the local community to achieve cultural sustainability.
4) Maximizing the benefits of the local economy as a result of tourism development to achieve economic sustainability. It is one of the most important principles of sustainable tourism in which it provides protection services and encourage the economic development of the local communities and protected areas.
5) Providing education, training, and information for all those involved in the tourism activities. Educating the tourists through a higher understanding and appreciation of their impacts in order to improve personal attitudes and reduce the environmental impacts. This includes the ecological education components for visitors, residents, local government, rural and urban populations, etc.
6) Creating local control as a basic principle of sustainable tourism, namely by involving local communities in all matters regarding sustainable tourism development, and being an active part of decision makers.

Tourism Marketing

Marketing emerges as a new framework and paradigm that enables marketers to increase value for all stakeholders in tourism by revolutionizing their offerings and jointly creating products and services dynamically with the consumers (Buhalis & Foerste, 2015). Butcher & Smith (2017) state that tourism industry throughout the world is receiving a significant impact from the information technology as a search engine platform. It has an impact on the general performance of online tourism activities. Kotoua and Ilkan (2017) explain that computer ownership among tourists has increased internet consumption on marketing channels in various tourist destinations. Luo et al (2012) suggest the promotion of websites and advertisements on the internet as it is easily accessed by the tourists around the world and even those in the smallest villages. Serving the tourists with internal and external

contextual information through mobile devices is an innovative and powerful form of marketing that may help creating better tourism experience (Wang & Xiang, 2012).

Religious Tourism

Continuing the results of research by Jee et al. (2019) which states that the atmosphere, cultural environment, and brand destinations of community-based tourism destinations, as well as the attachment of objects to their visitors and the intention to revisit, are potential marketing strategies to be developed. The religious tourism of the Mount Haruman is a tourist attraction with these characteristics. Imandaneifar et al. (2014) view religious tourism as one of the oldest types of tourism that is currently developing throughout the world. It is rooted in the religious beliefs which manifest into the activities such as visiting religious sites for religious experience. According to Fluker and Turner (2000) in Haq (2014), religious tourism is practiced for various motives including achieving self-actualization and personal well-being, as well as fulfilling spiritual needs which are at the center of human social psychology regardless of race, skin color, belief, religion, and etc.

Ulumudin et al. (2019) claim that among the Indonesian boarding school communities, there is a shift in the tourism paradigm, from the "sun, sand and sea" to the "tranquility, sustainability and spirituality". Furthermore, although the majority of Indonesians are Muslim, religious tourism still has not received proper attention either from the government or investors. The development of religious tourism in Indonesia, which consists of architecture, mosques, Islamic teachings and others, cannot stand alone. It needs to be combined or integrated with the natural tourism, cultural tourism or other tourisms (Pasya & Gitasiswhara, 2013).

Due to the fluctuating number of tourist visits, the parties involved in the management of the religious tourism of Mount Haruman need to reconsider the strategic steps that must be taken. They need to develop and reconstruct the important factors in their tourism. Therefore, this study aims to identify the strategy formulation in the development of religious tourism in Mount Haruman Garut by using a SWOT analysis in which the External Factor Analysis (EFA) and Internal Factor Analysis (IFA) matrices become the tools used. Furthermore, the study also utilized the Quantitative Strategic Planning Matrix (QSPM) to determine which alternative strategies that highly need to be implemented.

Methods

Research Characteristics

The research utilized descriptive qualitative method with a case study approach. This case study on the religious tourism development strategy in Mount Haruman aims to find out the situation in the area and the community evaluation on the tourism system. It was done to provide an overview of the internal and external factors that influence the tourism in Mount Haruman which is expected to then become the basis for the formulation of tourism development strategies. The data consisted of primary data which were gained through observation, interviews and questionnaires distributed to a number of informants, as well as secondary data in the form of literature study. By using the snowball sampling method, the study obtained 3 key informants and the data collection process was carried out through the following stages.

Profil of Informants

In this research, the informants to be interviewed were selected based on the specific criteria i.e. the informant's knowledge on the information needed. The informants are the descendant of Sheikh Jafar Siddiq, namely MA the representative of the Assalafiyah Islamic Boarding School, namely NS who is also the representative of residents around the Great Mosque of Syekh Jaffar Siddiq, and the representative of the residents around Mount Haruman namely AS. The descriptions of each informant in this study are explained as follows:

1) First Informant

   The first informant was a descendant of Sheikh Jaffar Siddiq, MA. He was chosen as one of the informants because he is the person who knows the history of Sheikh Jaffar Siddiq as an influential figure in the spread of Islam at that time.

2) Second Informant

   The second informant was the representative of the Assalafiyah Islamic Boarding School, NS. She was also the representative of residents around the Great Mosque of Sheikh Jaffar Siddiq. She was chosen as one of the informants as she is the local resident who knows the stories that develop in the community, and how the development of religious tourism on Mount Haruman is progressed.

3) Third Informant

   The third informant was the representative of the residents around Mount Haruman religious tourism area, AS. He was chosen as one of the informants because he is one of the sellers who always stay in the tourism area. This means that he knows every change and development in Mount Haruman.

Data Analysis

This study employed four matrix as its analysis models. They were the IFE Matrix, EFE Matrix, TOWS / SWOT Matrix and QSPM which were carried out in three stages of implementation. SWOT analysis was used to determine the internal and external conditions of the object under study, while QSPM analysis was used as a follow-up analysis to determine the alternative strategy to be implemented.

The Input Stage

In this stage, IFE (Internal Factor Evaluation) Matrix and EFE (External Factor Evaluation) Matrix were used. The IFE matrix was utilized to determine the internal factors i.e. strengths and weaknesses, while the EFE Matrix was employed to evaluate the external factors i.e. opportunities and threats. The steps in preparing these two matrices included:

1) Identifying the internal and external strategic factors of the objects under study.

   Identifying the strengths and weaknesses by making a list of each factor based on the results of interviews with the key informants. The data were presented with the positive factors (strengths and opportunities) written before the negative factors (weaknesses and threats).

2) Assigning weights for each factor

   Weights are obtained from the average of the informants' answers on how important these factors are compared to the overall internal or external factors, using the scale from 0.20 (very important), 0.15 (important), 0.10 (quite important), 0.05 (not important) to 0.0 (very unimportant) which if it is totaled with all the factors, it should not exceed 1.

3) Rating each factor. Rating represents how effective the current strategy is with response to the existing strategic factors. The ranking of these factors is determined by filling out the questionnaire. The rating is based on the following information:

For IFE:	For EFE:
1 = very weak	1 = below average
2 = slightly weak	2 = average
3 = strong enough	3 = above average
4 = very strong	4 = very good

4) Calculating the scores of the weights and rating of each factor. The scores were obtained by multiplying the weights with the rating score. The total score was obtained by summing all the scores.

The Matching Stage

In this stage, the TOWS / SWOT Matrix was used. This matrix is a matching tool developed to describe how opportunities and threats (external factors) are adjusted to the strengths and weaknesses (internal factors). The TOWS / SWOT matrix produced four possible alternative strategies. The steps for preparing this matrix are as follows:

1) Listing the company's external opportunities and threats, as well as the company's internal strengths and weaknesses.
2) Developing an SO (Strength-Opportunity) strategy by matching the internal strengths and the external opportunities.
3) Developing a WO (Weakness-Opportunity) strategy by matching the internal weaknesses and the external opportunities.
4) Developing a ST (Strength-Threat) strategy by matching the internal strengths and the external threats.
5) Develop a WT (Weakness-Threat) strategy by matching the internal weaknesses and external threats.

The Decision Stage

In this stage, QSPM was used as an analysis tool to objectively evaluate the alternative strategies based on the main internal-external factors identified in the previous stage. The steps in preparing the QSPM matrix are as follows:

1) Making a list of external opportunities or threats and internal strengths or weaknesses in the left column of QSPM. This information was obtained from the IFE Matrix and the EFE Matrix.

2) Giving weights to each internal and external factor according to the weights gained on the IFE and EFE matrix.
3) Matching and identifying the alternative strategies that will be considered for implementation.
4) Obtaining the Attractiveness Scores (AS) which shows the relative attractiveness for each strategy with the conditions as follows:

   1 = not attractive;

   2 = slightly attractive;

   3 = quite attractive;

   4 = very attractive.
5) Calculating the attractiveness score by multiplying the weights of the attractiveness scores in each row.
6) Summing up the Total Attractiveness Scores (TAS) in each QSPM column. The highest TAS indicates the main alternative strategy, while the smallest TAS indicates the last choice of strategy.

Results and Discussion

The first step taken was to identify the SWOT factors by interviewing the key informants consisting of Syekh Jafar Siddiq's descendant, MA, the representative of the Assalafiyah Islamic Boarding School, NS and the representative of the resident around Mount Haruman religious tourism area, AS. Table 2 and Table 3 present the results of internal and external mapping factors.

Table 2.
Internal Factor Evaluation

No	Internal Key Factors	Average Rating	Average Weight	Score
Strengths				
S1	Religious tourism of Mount Haruman is an tourism object with special attraction, that is, religious tourism. It is located in Cibiuk Subdistrict	4,00	0,09	0,35
S2	Religious tourism of Mount Haruman is a sacred place with spectacular scenery.	4,00	0,09	0,35
S3	Religious tourism of Mount Haruman is a sacred place with cool air.	4,00	0,09	0,35

No	Internal Key Factors	Average Rating	Average Weight	Score
S4	Religious tourism of Mount Haruman has a special bale (center) at each tomb complex as a place for tourists to pray.	3,33	0,08	0,26
S5	Religious tourism of Mount Haruman has a rare chili tree from which *sambal* (sauce) *cibiuk* was made	2,50	0,06	0,16
S6	Religious tourism of Mount Haruman is a heritage site with a high historical value.	4,00	0,09	0,35
S7	The location of Mount Haruman religious tourism is easily accessed by tourists.	3,33	0,07	0,25
S8	The location of Mount Haruman religious tourism is close to the other tourist attraction, namely the typical culinary tour of Cibiuk.	4,00	0,09	0,35
Weaknesses				
W 1	It is yet recognized by the people of Garut Regency	2,67	0,06	0,16
W 2	The environmental cleanliness at the tourism area is not well preserved	3,00	0,07	0,21
W 3	The unavailability of comprehensive concepts regarding the development of religious tourism in Mount Haruman.	2,67	0,06	0,17
W 4	Lack of human resources.	2,67	0,06	0,17
W 5	Lack of supporting facilities, such as lodge	4,00	0,09	0,35
	Total Score		1	3,48

Table 3.
External Factor Evaluation

No	External Key Factors	Average Rating	Average Weight	Score
Opportunities				
O1	Rabiul Awal and Rajab are the most visited time.	4,00	0,12	0,47
O2	The history of *sambal cibiuk* which is passed down from Sheikh Jaffar Siddiq's daughter, Nyimas Siti Fatimah, is one of the things that attract the visitors to come.	3,67	0,11	0,40
O3	The development of rafting has the potential to become an additional tourist attraction that increases the attractiveness of the tourist destination.	2,33	0,07	0,17
O4	The addition of paragliding has the opportunity to become additional tourist attractions that increase the attractiveness of tourist destination	2,67	0,08	0,21
O5	Religious tourism of Mount Haruman has the potential to become a source of community income	4,00	0,12	0,47

No	External Key Factors	Average Rating	Average Weight	Score
O6	Religious tourism of Mount Haruman is a tourist destination that is visited by many tourists from outside the Garut area, especially from Nahdlatul Ulama.	4,00	0,12	0,47
Threats				
T1	The existence of egocentric community which makes the development of the religious tourism in Mount Haruman get hampered.	3,33	0,09	0,31
T2	The unwillingness of the people to be opened to investors who want to develop the area	3,67	0,10	0,36
T3	A high concern from people about the changing of the management status.	3,67	0,10	0,36
T4	The lack of visitor awareness of environmental cleanliness.	3,33	0,09	0,31
	Total Score		1	3,55

The average score is 2.5. The total score lower than 2.5 indicates weak internal position, while that of higher than 2.5 indicates a strong internal position. Table 2 shows that the IFE Matrix score is 3.48 which means that Mount Haruman religious tourism has a strong internal position. A total score of 4.0 indicates that the organization responds very well to the opportunities and threats emerged. Meanwhile, a total score of 1.0 indicates that the organization does not take advantage of the emerging opportunities or does not make any attempt to avoid external threats. Moreover, from Table 3, it can be seen that the EFE Matrix score is 3.55, which means that religious tourism stakeholders of Mount Haruman respond very well to the opportunities and threats that exist.

Next to those findings are the proposed strategies as the results of the SWOT analysis presented in Table 2 and Table 3. Each proposed strategy is given a TAS code. Of the 23 strategy indicators, 11 TAS were obtained. Based on the results of TOWS / SWOT Matrix, several alternative strategies to support the development of religious tourism on Mount Haruman were produced. In determining the prioritized alternative strategy, a QSPM analysis was carried out using an attractiveness scores on a scale of 1 to 4 with 1 = attractive, 2 = slightly attractive, 3 = attractive enough, and 4= very attractive. The results of the QSPM analysis can be seen in Table 4.

Table 4.
QSPM Matrix and TAS

Key Factors		Strategic Alternatives										
		1 TAS	**2 TAS**	**3 TAS**	**4 TAS**	**5 TAS**	**6 TAS**	**7 TAS**	**8 TAS**	**9 TAS**	**10 TAS**	**11 TAS**
Opportunities												
1	O1	0,43	0,43	0,39	0,47	0,39	0,47	0,39	0,47	0,47	0,47	0,43
2	O2	0,36	0,36	0,36	0,43	0,40	0,43	0,40	0,43	0,40	0,43	0,40
3	O3	0,14	0,19	0,26	0,26	0,26	0,24	0,26	0,28	0,24	0,28	0,21
4	O4	0,21	0,24	0,27	0,32	0,27	0,32	0,24	0,32	0,32	0,29	0,29
5	O5	0,43	0,39	0,47	0,47	0,43	0,47	0,43	0,39	0,47	0,47	0,43
6	O6	0,35	0,39	0,35	0,39	0,43	0,47	0,43	0,47	0,43	0,47	0,43
Threats												
1	T1	0,22	0,28	0,28	0,38	0,35	0,38	0,28	0,38	0,31	0,38	0,31
2	T2	0,33	0,36	0,40	0,40	0,30	0,40	0,36	0,40	0,33	0,40	0,36
3	T3	0,30	0,26	0,26	0,40	0,36	0,33	0,30	0,40	0,40	0,33	0,30
4	T4	0,22	0,28	0,25	0,38	0,35	0,38	0,31	0,38	0,38	0,38	0,35
Strengths												
1	S1	0,32	0,35	0,32	0,35	0,29	0,35	0,32	0,35	0,35	0,32	0,32
2	S2	0,32	0,35	0,29	0,32	0,32	0,32	0,26	0,29	0,35	0,29	0,32
3	S3	0,32	0,32	0,29	0,35	0,32	0,35	0,29	0,32	0,29	0,35	0,32
4	S4	0,23	0,23	0,26	0,31	0,26	0,26	0,28	0,31	0,31	0,31	0,23
5	S5	0,17	0,21	0,17	0,25	0,23	0,25	0,19	0,25	0,23	0,25	0,23
6	S6	0,32	0,29	0,35	0,35	0,29	0,35	0,32	0,35	0,35	0,29	0,29
7	S7	0,25	0,27	0,27	0,30	0,27	0,25	0,22	0,30	0,27	0,30	0,27
8	S8	0,32	0,29	0,29	0,32	0,26	0,32	0,32	0,35	0,35	0,29	0,26
Weaknesses												
1	W1	0,16	0,24	0,22	0,24	0,20	0,24	0,18	0,24	0,20	0,24	0,01
2	W2	0,23	0,23	0,28	0,28	0,21	0,28	0,26	0,28	0,28	0,28	0,02
3	W3	0,21	0,21	0,19	0,25	0,23	0,23	0,19	0,23	0,25	0,21	0,01
4	W4	0,17	0,19	0,19	0,25	0,23	0,25	0,23	0,25	0,25	0,25	0,02
5	W5	0,23	0,29	0,32	0,35	0,32	0,32	0,32	0,35	0,32	0,32	0,03
Total Score		6,27	6,70	6,76	7,84	6,99	7,68	6,82	7,81	7,57	7,63	5,88
Rank		10	9	8	1	6	3	7	2	5	4	11

In determining the alternative strategies using the QSPM method, the attractiveness scores and total attractiveness scores were used. The QSPM analysis was based on the selection of strategies that are most preferred by respondents. The results show that the strategies that need to be implemented to develop religious tourism in Mount Haruman are follows:

1) TAS 4. Increasing the use of information and communication technology-based promotion to promote tourism potential that is not widely known by the public.
2) TAS 8. Increasing the sense of ownership of the community and visitors to preserve the nature so that the coolness of the air and its beautiful scenery are maintained;

3) TAS 6. Improving the quality of human resources by fostering tourism to the community through counseling, training, and community empowerment;
4) TAS 10. Doing maintenance and repair of the infrastructure in order to improve visitor satisfaction;
5) TAS 9. Conducting tourism planning and development to optimize the utilization of the potential of Mount Haruman;
6) TAS 5. Providing and developing various tourism facilities that can generate comfort among visitors;
7) TAS 7. Improving the system of cooperation and coordination between the relevant agencies, private managers, and the community in utilizing and developing the tourism potential of Mount Haruman;
8) TAS 3. Providing the navigation that shows the direction and distance to the location of the religious tourism of Mount Haruman;
9) TAS 2. Holding special events in order to increase tourist visits. It can be done through a collaboration with Nahdlatul Ulama as the most dominant organization in making some changes in tourism areas or other religious institutions;
10) TAS 1. Developing the existing potential and improving its quality standards in order to add new tourist attractions and achieve visitor satisfaction;
11) TAS 11. Increasing visitor awareness of environmental cleanliness.

Conclusion

The present study investigated the development of religious tourism strategies on Mount Haruman. Based on the results and discussion presented in the previous sections, there were 23 SWOT components found which were then divided into two major factors namely internal and external. In regard to internal factors, there were 8 components of strengths and 5 components of weaknesses. Meanwhile, in terms of external factors, 6 opportunities and 4 threats emerged. Out of 23 SWOT components, 11 attractive strategies were proposed. Increasing the use of information and technology based promotion to promote tourism potential that is not widely known by the public, based on the accumulation of the total scores, is a superior strategy and become a main priority to be implemented by the stakeholders of Mount Haruman religious tourism management in the future.

Recommendation

Based on the results of the study, there are some suggestions that can be offered to the management of Mount Haruman religious tourism. They are as follows:

1) Implementing the strategies generated from this present study in order to improve and develop tourism in Mount Haruman;
2) Establishing a good relationship between the local government and the surrounding community so that the same understanding and initiative related to development planning are achieved. It is also important to be done so that good communication and coordination can be carried out which may help avoiding the risk of tension between the local government and the local community;
3) Conducting effective and controlled cooperation among agencies, private parties, and business people. It is important to involve local communities and local governments that still lack a role in developing the potential of Mount Haruman. This cooperation should be done from the process of planning to the implementation of the program, so that all parties involved can carry out their respective roles properly, and the potential possessed by Mount Haruman can be utilized optimally. By involving the community in the process of planning, organizing, implementing, and monitoring, it is expected that the welfare of the surrounding community can be realized;
4) Developing while maintaining the authenticity of the site such as by avoiding the restoration of the tomb as mandated by Sheikh Jaffar Siddiq. Because he was a simple figure, he did not want his tomb to be made luxurious like those of other God's messagers;
5) Doing active promotion by utilizing information and communication-based technology that is currently used as a medium of tourism marketing. One of the forms of technology that can be used for promotion is social media, assisted or in collaboration with some influencers in the field of tourism, such as tourism ambassadors, and popular accounts;
6) Improving the ability and skills of the local community by providing tourism trainings or conducting community empowerment. The trainings can cover various aspects such as training for being a tour guide, and training to improve skill and creativity in making products or goods like souvenirs of Mount Haruman. Such a training is necessary so that people can trade with higher quality of goods and higher selling value. Training in

providing services is also helpful and needed so that potential customers will feel interested and satisfied with the services provided.

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SiBakul Jogja Free Shipping: Empowerment to Turn on the Economy of Yogyakarta's MSMEs in Pandemic Era

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Abstract

This study focuses on the efforts made by the government to make MSMEs survive and their products accessible to consumers in this pandemic era. The real problem for MSMEs in this pandemic era is rebuilding a sluggish economy due to a number of policies that require people to be at home to reduce the spread of the Covid-19. The research method used in this research is descriptive exploratory qualitative research method. This study uses a desk study and interview technique. Desk studies are carried out through secondary data tracking. Interviews were conducted with regional apparatus organizations (OPD) which handle MSMEs and MSMEs' actor. From the research conducted, it is known that SiBakul Jogja Free Shipping is enough to be the answer to reviving the economy for MSMEs who are still struggling through the Covid-19 pandemic to get their market back, without visiting consumers or making conventional transactions.

Keywords:
MSMEs; Covid-19; Empowerment

Introduction

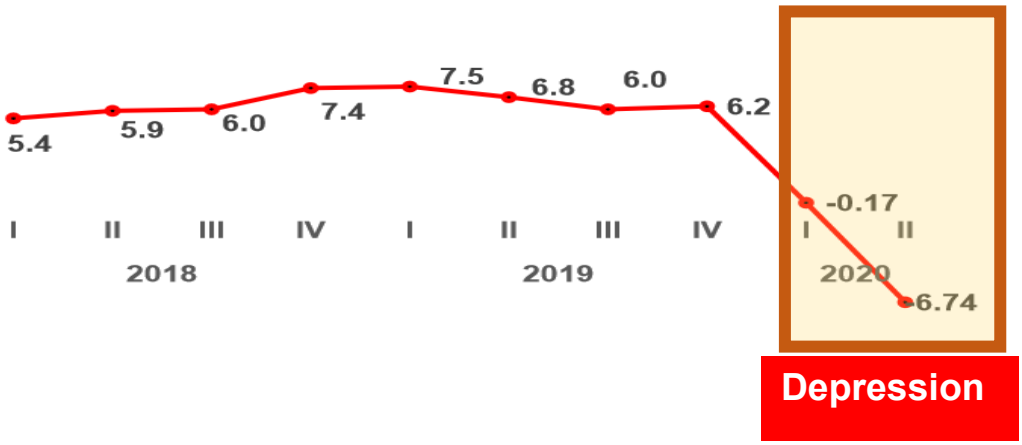
This study focuses on the Yogyakarta's government innovation in striving for MSMEs' survival and their products remain accessible to consumers in the era of the Covid-19 pandemic. MSMEs cannot be separated from the bad effects of the Covid-19 pandemic (Shafi, Liu, Ren, 2020; Hadi, 2020; Adian, Doumbia, Gregory, Ragoussis, Reddy, Timmis, 2020; Papadopoulos, Baltas, Balta, 2020). Unlike the 1998 crisis, where the bad impact was more on big businesses, the Covid-19 pandemic also targeted MSMEs (Amri, 2020). Many MSMEs have experienced a decrease in income and have to stop their business. Based on a survey conducted by the international labor organization (ILO) in Indonesia during the period April, 24 – 26, 2020, it was found that almost 70 percent of MSMEs stopped production. As many as 63 percent of MSMEs ask their employees to take paid or unpaid leave. As many as 90 percent experienced cash flow problems (Katadata, 2020).

The problems faced by MSMEs were caused by an economic slowdown that emerged as a result of the pandemic (Dev and Sengupta, 2020). The economy slowdown due to the effects of social and physical distancing. The existence of social and physical distancing then causes delays in the delivery of products and services from producers to consumers (Suprihatin, 2020). Then, it also causes people to be unable to attend wedding receptions, conferences, lectures, business meetings, tourist visits, meetings, and so on. At that point in time, it lowered people's interest in visiting restaurants, malls and other crowd centers. As a result, the income of MSMEs is reduced.

Reporting from the Bappenas website, in Indonesia MSMEs have a major contribution, namely: expansion of employment opportunities and absorption of labor, formation of gross domestic product (GDP) and safety net providers, especially for low-income people to carry out productive economic activities (Bappenas, 2014). Cited from Tambunan's MSMEs in Indonesia (2020), also have an important role in economic development and growth.

In the second quarter of 2020, Yogyakarta's economy came under increasing pressure. After growing -0.17% (yoy) in the first quarter of 2020, the performance of the Yogyakarta's economy in the second quarter of 2020 decreased by -6.74% (yoy), lower than the national economy which contracted to grow -5.32% (yoy). The quite deep contraction of the Yogyakarta's economy originated mainly from the decline in the performance of the tourism industry and several supporting sectors, namely MSMEs.

Figure 1.
Performance of Yogyakarta's MSMEs



Source: Yogyakarta Office of Cooperatives and MSMEs, 2020

In Yogyakarta, MSMEs are still the main pillar of the provincial economy. Data for 2019 shows that the contribution of MSMEs to the provincial economy reaches 98.4 percent.

Meanwhile, MSMEs are able to absorb 79 percent of total employment (Yogyakarta Office of Cooperatives and MSMEs, 2019). This data was supported by business actors totaling 248,499 business units. However, the absence of activities in the tourist area until the implementation of online learning has made the marketing of MSMEs actors in this city are jammed. More than 59 percent of MSMEs actors admit that they have difficulty in marketing because of the absence of tourism(https://www.viva.co.id/berita/bisnis/1287269-59-persen-umkm-di-diy-terdampak-pandemi-virus-corona). The hotel is also closed. Education furthermore carried out online, so that MSMEs do not have buyers. Not only from the culinary sector, Yogyakarta also has around 78,000 small and medium industries that support the trade sector. This sector forms the informal workers or gig workers in Yogyakarta and forms the backbone of the Yogyakarta's economy with a fairly large contribution. Moreover, the COVID-19 pandemic has also made MSMEs' actors unable to move. Apart from marketing difficulties, the Large-Scale Social Restriction (PSBB) policy in a number of regions also made it difficult for MSMEs in Yogyakarta to obtain raw materials. Regions that implement PSBB automatically cannot send the raw materials needed by MSMEs in Yogyakarta.

The number of policy developments that have responded to this problem has led to a lot of research on this topic. Among these studies is research on steps that can be used by policy makers to help entrepreneurs face the challenges of the COVID-19 pandemic (Kuckertz, A., Brändle, L., Gaudig, A., Hinderer, S., Reyes, C. A. M., Prochotta, A., ... & Berger, E. S. 2020). Another study is about setting corporate financing policies during the decline in turnover in this pandemic era (Didier, T., Huneeus, F., Larrain, M., & Schmukler, S. L., 2020). Another research is conducted by Pakpahan (2020) which seeks to analyze the impact of the COVID-19 pandemic on the existence of MSMEs in Indonesia and provide emergency solutions for MSMEs in surviving in a pandemic and post pandemic era.

To fill the gap, this article will focus on policy innovation in order to make MSMEs survive and to make their products accessible to consumers in this pandemic era. While current literature has partially investigated strategic steps that must be taken by the government and other stakeholders that support MSMEs to survive in the pandemic era, policy innovations that specifically intervene in MSMEs are rarely discussed. Perhaps this is because innovation is more focused on governance or MSME institutions and not on policy innovation from the government.

Policy innovation is a policy which is new to the states adopting it, no matter how old the program may be or how many other states may have adopted it (Tyran & Sausgruber, 2005). Innovation is an integral part of the demands of public organizations both in the central and regional governments. Public policy innovation responds to various changes and dynamics of community demands. At the government level, both local and central government, the ability to innovate, especially policy innovation, is part of the ability to utilize potential resources both locally and nationally, supported by bureaucratic creativity at various levels. There are several objectives for policy innovation, including to increase competitiveness and provide impact and benefits for the public interest. One of the important prerequisites for encouraging the growth of policy innovation is the creativity of the bureaucracy in creating the power for change and new ideas.

Methods

The research method used in this research is descriptive exploratory qualitative research method. This research method is a research that produces descriptive data about spoken and written words, and observable behavior of the people studied (Taylor and Bogdan, 1984). Meanwhile, descriptive qualitative research is a type of research that aims to explain something through a study that aims to describe it, not looking at relationships or comparing (Ulum and Juanda, 2016). Qualitative descriptive research here is to explore how The Yogyakarta Office of Cooperatives and MSMEs (Dinas Koperasi dan UMKM) formulate this innovation policy, so that it can respond to the problems faced by MSME's actors in Yogyakarta.This research has been carried out during September – November, 2020 in The Yogyakarta Office of Cooperatives and MSMEs and several MSMEs' actors.

Moreover, in this research, the researcher utilizes two data collection methods:

- **Desk Study**

  This method is used in order to examine archives relating to problems being researched; for instance, letters, memorandums, meeting notes, administrative documents, announcements, scrapbooked materials, news, or articles sourced from mass media, and so on. Desk study is also employed to examine literatures from the past such as books, reports, academic works, and other similar documents that relate to the research problems.

- **Interview**

  This method is used to gain information from those involved in the process of formulating documents, such as The Yogyakarta Office of Cooperatives and MSMEs.

Data Analysis Method

Data analysis method is an integral part of data collection. Moreover, this research is based on qualitative data. Data analysis is the process of collecting and systematically formulating the data obtained from interviews, fieldwork notes, and other documentation by organizing data into categories, translate them into units, synthesize, grouping them into patterns, prioritizing important ones and further examining them, and then formulating a clear conclusion that is easily understandable by the researcher themselves and others. (Sugiyono, 2012)

The process of analyzing and understanding data begins by examining all data available from various sources, such as interviews, observation conducted through fieldwork, documentation made in the span of data collection stage, pictures, photos, and et cetera. Therefore, there would be plenty of data; however after reading, understanding and examining, the next step is to reduce those data by abstraction. Abstraction is a way to outline the synthesis of those data, including the processes and statements that needed to be preserved within. The next step is to formulate them within units. These units are categorized in the steps that follow. These categories are formulated by coding. The last step of the data analysis process is by checking the validity of the data and after that the data interpretation becomes the research outcome and therefore the substantive theory. The research methods should elaborate on the method utilized in addressing the issues including the method of analysis.

Results and Discussion

In line with the implementation of regional autonomy which gives regional governments authority to formulate policies, the role of public officials in the regions in making public policy innovations is expected to increase and to have a positive impact on the quality of policies or regulations to be drafted. Thus the quality of local regulations is an important indicator of governance performance in the regions. On the other hand, the low

ability to innovate and willingness to innovate are challenges for public officials in government agencies both at regional and central levels.

In a pandemic situation, the responsiveness of local governments in making policy innovations is needed to respond the changes and dynamics of community demands, including in the management of MSMEs. As explained in the introduction to this article, MSMEs have many challenges in the era of the Covid-19 pandemic, one of which is the challenge related to the marketing of MSMEs products. MSMEs have obstacles in the delivery of products and services to consumers.

These challenges emerged as a result of the pandemic Covid-19 which changed people's activities, needs and search patterns. Many people choose to stay at home as recommended by the government to break the chain of Covid-19 transmission. This pandemic also made people focus on primary needs, because some of them experienced a decrease in productivity which had an impact on the income they earned. Finally, people started looking for new activities to kill boredom because activities were only carried out at home.

Responding to the dynamics of change and the demands of the people above, the Yogyakarta's Government prepared a strategic policy as a framework for economic recovery in the Yogyakarta region. The purpose of establishing this policy is to create regional social & economic resilience in facing the Covid-19 pandemic, with three specific objectives, namely that the Covid-19 pandemic can be suppressed, the economy will rise and the creation of social resilience towards the new normal era in a sustainable manner. A number of programs and activities are prepared by the Yogyakarta's Government to support the achievement of the goals set out above. Among these programs and activities include empowering human resources through MSMEs empowerment, IT-based online marketing training and other programs and activities.

At the same time, the Yogyakarta's Government through the Office of Cooperatives and MSMEs made adjustments through a number of stages, namely improving the MSME baseline data through SIBAKUL[9], the Covid impact survey on MSMEs, establishing

[9] SiBakul Jogja is an acronym for the Information System for the Development of Cooperatives and Business Actors while Jogja is a popular word from the Yogyakarta Special Region Government area. SiBakul Jogja is an innovative program for the management of cooperatives and integrated MSMEs which consists of a database system and clustering / grouping for appropriate, effective, appropriate and sustainable guidance.

operational procedures & SOPs for cooperatives and MSMEs in the New Normal Era, as well as the socialization process for cooperative SOPs and MSMEs in the New Normal Era.

The adjustment process is continued with an acceleration process where the Yogyakarta's Government, through the Cooperative and MSMEs Office, collaborates with Market Hub Partners, namely Grab and Gojek, in helping MSMEs answer the challenge of delivering their products to consumers through a free shipping policy. This free shipping policy is a policy of exemption from shipping costs to consumers who shop for MSMEs products in Yogyakarta with a minimum purchase of IDR 50,000. This policy began to be implemented starting May 16, 2020. The shipping fee that is free to consumers is borne by the Yogyakarta's Government, whose funds are taken from the 2020 Yogyakarta's Regional Budget for the allocation of Covid-19 handling and regional incentive funds[10]. This policy also serves as a stimulus to restore people's purchasing power.

Technically, the Free Shipping policy which is the topic of this article is organized by the Cooperative and MSMEs Office for MSMEs' products that pass curation. Before using this free shipping facility, MSMEs' products must first be registered in the Sibakul application. The registration process is carried out through the application by filling out the form on the application and uploading a photo product. If it passes, there will be a notification delivered by the Cooperative and MSMEs Office Service to MSME actors through registered WhatssApp numbers. Likewise, if it doesn't pass. There will be a notification sent through No WhatsApp along with the reasons why it did not pass. MSMEs who do not pass the curation will be accompanied by the Cooperative and MSMEs Office to repair their products until they are declared eligible to be included in curation again.

As of September 2020, it was recorded that 665 MSMEs had used the free shipping facility with a total of 6,134 transactions and a total nominal delivery fee of IDR 163,355,000, -. The nominal total expenditure from MSMEs is IDR 784,866,170, -. This value has driven the economy of MSMEs, consumers and online motorcycle taxis (Grab and Gojek) by 5.8 times, which is around IDR 948,221,170 million, the economy of MSMEs is rotating.

Purchases of MSMEs' products are made online or on-line with the aim of confirming the social distancing policy, through the following pages: (1) the sibakuljogja.jogjaprov.go.id

[10] Regional incentive funds are a reward from the Central Government to the Yogyakarta's Government for their best achievement in handling Covid-19 in the regions

web as a market hub, and (2) the JOGJAKITA playstore application, which includes a SIBAKUL JOGJA menu. In short, consumers are completely free of shipping costs for products purchased from MSMEs.

MSMEs is indirectly provided with marketing media assistance with free shipping costs, because postage costs will be borne by local governments who partner with online motorcycle taxis. Orders for online motorcycle taxis are made by the Customer Service (CS) of the Yogyakarta Cooperatives & SMSEs Office, which continues to stand-by for seven consecutive days, to help SMSEs and encourage increased public consumption.

In addition, SMSEs is also directed to adhere to health protocols in the production process to the marketing aspect, which is directed to be carried out online. Even the delivery process by motorcycle taxis is also carried out by adhering to health protocols, such as: keeping a mask, always being provided with a hand sanitizer, and giving products not being done in direct contact with consumers.

Based on this description, it is known that Sibakul Jogja Free Shipping is a policy innovation that responds to changes and dynamics of community demands related to the empowerment of MSMEs during a pandemic. By utilizing the potential of digital business resources owned by Grab and Gojek and supported by bureaucratic creativity in Yogyakarta, MSMEs' marketing problems can be resolved. The goal of policy innovation, namely to increase competitiveness and provide impact and benefits for the public interest, can also be achieved with this innovation.

Conclusion

Based on the above discussion, it can be concluded that the Yogyakarta Special Region government has generally succeeded in responding to the pandemic situation by providing various stimulus, accelerated, and sustainable programs that can be utilized and beneficial for MSMEs' actors by focusing on strengthening the empowerment of human resources for MSMEs' actors, MSMEs assistance, IT-based online marketing training and other stimulus programs and activities. In addition, the creation of various applications such as SIBAKUL and Free Ongkir and collaboration with online service providers is also a sign of the seriousness of the Yogyakarta Government's acceleration in maintaining MSMEs so that they can survive.

The suggestion from the above discussion is that consistency in the implementation of these innovative programs is needed, especially in economic conditions that have not shown significant recovery. Consistency, which is accompanied by various monitoring and evaluation of program improvements, is expected to improve the overall quality of the program so that it has an impact on increasing the competitiveness of MSMEs actors in Yogyakarta.

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Laporan Analisis Daya Saing UMKM, Bappenas, 2020

Poverty Alleviation Strategy Policy Formulation in Toba Regency, North Sumatra Province

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Abstract

This paper aims to uncover the process of public policies formulation, specifically regarding poverty reduction strategies and social protection in Toba Regency, North Sumatra. The poverty reduction policy that is the focus of this research consists of three Regional Regulations (*Perda*), which were only issued in 2019, after the district was established (autonomy) since 1999, namely: Regional Regulation No. 2/2019 concerning the Implementation of Social Welfare, Regional Regulation No. 10/2019 concerning Protection and Fulfillment of the Rights of Persons with Disabilities, and Regional Regulation Number 11/2019 concerning the Implementation of Elderly Welfare. This qualitative research concludes that the process and formulation of poverty reduction policies in Toba Regency took place technocratically and elitist. *First*, the three Regional Regulations are considered as "derived regulations", the operationalization of a higher level of statutory regulation (in this case government laws and regulations), which are considered to have clear scope and conception. *Secondly*, the three regional regulations were drafted at the end of the government (executive) period and national legislative elections which have implications and the potential for ineffective implementation of policies and as well as minimal oversight of the legislative majority which is not elected in the next period. This factor caused suspicion towards the three Regional Regulations to be solely formulated for the pragmatic interests of the incumbent regents for the sake of popularity and electability in the next regional elections. *Third*, there is a lack of public participation because these three regional regulations have policy targets for socially, culturally and politically vulnerable and voiceless groups, as well as the lack of support from civil society organizations. Based on the findings above, the policy recommendation put forward is that public involvement in the process and formulation of this Perda is not merely administrative in nature, but an active sequence from the setting agenda to the formulation.

Keywords:

policy formulation;, social protection; welfare; disability; elderly welfare

Introduction

This paper wants to reveal how the process and formulation of poverty reduction strategy policies in Toba District (previously known as Toba Samosir). The focus of the research discusses how decision makers, both technocratically[11] and politically[12], formulate public policies in the form of local regulations related to poverty reduction strategies[13]. In the policy-making process, did the government and the Local Legislative (DPRD) of Toba Regency involve community participation or deliberative policy[14]. The research focus is in Toba Regency on the grounds that because this district is a new district not in the era of reform or decentralization, it is hoped that the process and formulation of regional policies on poverty reduction will be more advanced. The assumption is that the government and the DPRD of Toba Regency are more experienced, so it is hoped that in any regional policy making, it is oriented towards the public interest and involves public participation. The argument to be built in this research is, "the policy-making process in the form of regional regulations, local government and the DPRD of Toba Regency is more guided by existing legislative policies, is not oriented towards the public interest, and minimal involves public participation, both at the technocratic level and political level."

Why choose the case process and policy formulation in the form of regional regulations on poverty reduction? There are at least three reasons for choosing this. First, the poverty reduction policy in this area is a non-routine policy. This means that this policy is made according to its interests - meaning that it is not formulated every year.[15] Second, this policy is a regional policy that has a direct impact on the public, so it is necessary to study more deeply the role of the public in the making process. Logically, the public as a policy target must be involved in the regional policy-making process. Third, in public policy studies, there are various stages, namely agenda setting, policy formulation, policy making, policy implementation, policy evaluation, and policy change. Research on policy implementation

[11] It is a process and formulation of a draft poverty reduction strategy policy in the local government of Toba Regency.
[12] It is a process, discussion and policy setting in the Toba Regency DPRD.
[13] One form of public policy. There are at least 10 different uses of public policy terms (Hogwood and Gun, 1986 in Parson, 2005).
[14] The involvement of the community is very necessary so that in the implementation process, the public who is the target affected by the policy can convey various desires that need to be regulated in the regional policy that is being formulated.
[15] Another form of policy is routine policies, namely policies formulated every year. For example, regional regulations on the Regional Revenue and Expenditure Budget (APBD).

and evaluation has been done a lot, on the other hand, research on the process of formulating or making public policies is still very rare. Research conducted by Wibawa (1992) reveals that the process of making public policy in Indonesia is still focused on the executive or technocratic realm. His research focus is limited to how vertical and autonomous agencies formulate policies. The research has not yet reached its discussion at the DPRD or at the political level. Meanwhile, Hutahaean's (2013) research discusses policy making between the city government and Pematangsiantar DPRD regarding the Regional Revenue and Expenditure Budget (APBD, but the focus is on the dynamics of the formation of a divided or unified government. In addition, the cases raised are about routine policies), namely the APBD which is annually discussed and determined through regional policies.

The process of making public policy is not a simple matter, because it involves many actors and is often accompanied by a variety of interests. These differences in interests are often influenced by values. These values often influence the attitudes and behavior of actors. There are actors who want that the focus of policy is directed at increasing human resources, but there are also those who emphasize increasing infrastructure development. Or there are those who want economic growth, on the other hand there are those who want an even distribution of income.

Anderson (1979: 9), states, that "policy-making typically involves a pattern of action, extending over time and involving many decisions, some routine and some not so routine." This view would like to state that policy-making that involves various patterns of action and decisions applies to both routine and non-routine policies. Routine policies are policies that each year must be drawn up and discussed jointly between the executive and legislative branches. The State Revenue and Expenditure Budget (APBN) and Regional Revenue and Expenditure Budget (APBD) are examples of routine policies. Meanwhile, non-routine policies are policies that are jointly formulated and discussed between the executive and legislative branches based on their needs and interests. Even if this policy is discussed again later, it is usually a revision of several articles or paragraphs which are adjusted to the existing conditions. Revisions to non-routine policies are usually carried out within a certain period of the year.

Furthermore, Lindblom (1980: 2) provides the best way of understanding who and how to make policies. According to him, "one thing that must be understood is the

characteristics of those who participate, what roles they play, what authority and power they have, and how to agree with and supervise one another." Furthermore, Lindblom (1980: 2-3), says that, "various kinds of participants, each playing different roles such as community groups (ordinary citizens), leaders of interest groups, legislators, legislative leaders, party activists, party leaders, judges (judges), public servants, technical experts, and business managers. "

At some level, policy is a political decision. It can even be said that the product of every political system is a policy. Lester and Stewart (2000: 29) even state that public policy-making is often seen as a conveyor belt, namely that issues are recognized first as problems and in the process of making them cannot be separated from the political process. As a political decision, ideally, policies are produced jointly by the executive and legislative branches. At the national level the public policy is in the form of a law (UU), while at the regional level it is a regional regulation (Perda). If the products of this public policy are in the form of laws and regional regulations, then it needs to get legitimacy from the legislature which is the people's representation.

Furthermore, one way to find out how policy makers formulate and determine policies is through a policy model approach. Policy models can clearly identify the reasons behind them, what are the bases, and how they formulate public policies. The elite model is an abstractation of a policy process in which public policy can be said to be identical with the perception of the political elite. In this model, the elites who are a small part have the function of regulating larger groups of society. Usually, various issues on the policy agenda are strongly influenced by the agreement or the outcome of conflict between elites. Meanwhile, the conflict itself is not a reflection of the will of the people. It is very difficult for the community to influence the elite to change the issues they have made into the policy agenda.

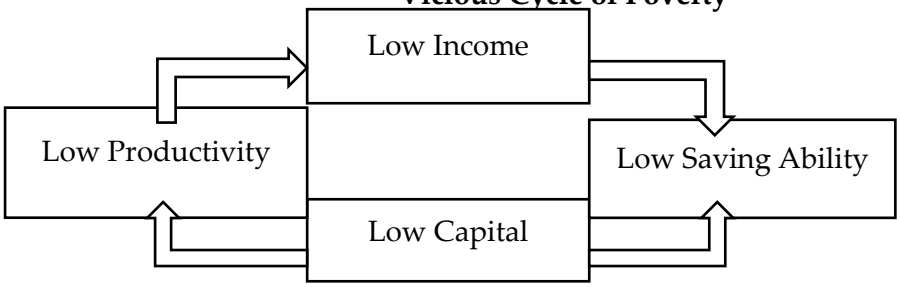
This model also suggests that elites usually want to maintain the status quo. It is realized that the elites, however, still pay attention to the needs of the community in making any policies. Because, at a certain level, they really need community support. The problem is, the fate and welfare of society seems to depend on the will of the elite and not in the hands of the society itself.

On the other hand, poverty is a problem faced by all countries. Even in developed countries such as the United States and Japan, although they are different in size than in

developing countries, there is also poverty. Sharp et.al. (1996) as quoted by Kuncoro (2004: 141) states that: "Poverty amidst plenty" is a striking feature of the American scene. Our nation is the richest in the world, yet millions of the people are poor, and million that do not live in poverty are poor relative to others. This is not American dream; it is the American paradox. "

Ragnar Nurkse, as quoted by Moeljarto (1995: 25), further said that a poor country is poor, because he is poor. (a poor country is poor because it is poor). This view became known as the vicious circle of poverty theory. This is visualized in Figure 1 below.

Figure 1
Vicious Cycle of Poverty



Source: Moeljarto (1995)

Meanwhile, Jazairy et.al. (1992: 69-87) suggests 10 factors that cause poverty, especially in rural areas. The ten factors are: (1) policy induced processes, (2) socio economic dualism, (3) population growth, (4) resource management and the environment, (5) natural cycles and processes, (6) the marginalization of women, (7) cultural and ethnic factors, (8) exploitative inter mediation, (9) internal political fragmentation and civil strife, and (10) international processes.

Judging from the poverty rate, the percentage of poverty level in Toba Regency is indeed above the national average. When the Government published its success in reducing the poverty rate to one digit (9.66%) in 2018, the poverty rate in Toba had actually reached one point (8.67%) below it. However, this poverty rate is still relatively high, especially when compared to other districts in North Sumatra Province, such as Dairi (8.2%), Serdang Bedagai (8.2%), and Padang Lawas (8.4%).) (sumut.bps.go.id).

Table 1.
Number and Percentage of Poor PeoplevToba Regency 2004-2018 and Indonesia 2004-2019

Year	Number (000)	State Percentage (%)	National Percentage (%)
2004	58,40	19,21	16,66
2005	30,80	18.99	15,97
2006	30,18	17,85	17,75

2007	25,60	15,28	16,58
2008	19,78	11,62	15,42
2009	17,34	10,07	14,15
2010	17,60	10,15	13,33
2011	16,93	9,67	12,36
2012	16,64	9,43	11,66
2013	16,96	9,54	11,46
2014	16,51	9,23	10,96
2015	18,31	10,21	11,13
2016	18,20	10,08	10,70
2017	18,49	10,19	10,12
2018	15,82	8,67	9,66
2019	-	-	9,41

Source: Toba Regency in Figure 2020, p. 205.

https://www.bps.go.id/website/materi_ind/materiBrsInd-20200115120531.pdf, Access May, 24 2020.

The importance of a policy in obtaining legitimacy from the legislature is that the substance of the policy is truly in favor of the public interest. As representatives of the people, members of the legislature are obliged to bridge various interests of the people and voice them to the executive. Especially if the policies to be made intersect with the public interest.

In the context of the process and formulation of regional policies on poverty alleviation, policy actors, both those from the government and those from the DPRD, have different values, interests and goals. There is a pure goal of how to solve the problem of poverty properly. On the other hand, there are also those that aim not at the stated interests, but only to fulfill the assessment that they have produced regional policies even though their content is far from expectations and difficult to implement.

Another problem that arises in the regional policy-making process is the lack of public participation. Stakeholders, especially local governments and DPRDs are too rigid, that is, they only guide the regional policy-making process as stipulated in laws and regulations. They lack the courage to make breakthroughs by involving public participation from the start of the formulation process in the local government and the deliberation process in the DPRD. Thus, there is a tendency that the regional policy-making process is elitist.

Based on the above problems, the research questions in this paper are 1) What is the process of formulating the poverty reduction strategy policy in Toba Regency? 2) Did the local government and DPRD Toba Regency provide space for public participation in the

formulation process? 3) If yes, how is the participation space carried out? 4) If not, what were the factors causing it?

Methods

The method is a method used by researchers to collect and analyze data in order to test or answer research questions that have been formulated previously. The choice of method is closely related to the type of data and the objectives desired by the researcher and the scope of the study. This research, which wants to see the link between decentralization policies and poverty reduction, uses secondary data obtained through various documents such as books, journals, previous research results, websites, and regional success stories that have succeeded in reducing poverty. In line with that, this research uses qualitative methods. Cresswell (2009: 4) states that the qualitative research method is "methods to explore and understand the meaning-by individuals or group of people-ascribed to social problems or humanity."

The data collected in this study, then be analyzed with descriptive analysis. By this technique it will be illustrated throughout the data or facts obtained from the field by applying the following procedure:

a. Using descriptive analysis to develop categories that are relevant to the purpose of research.
b. Interpretation of the results of descriptive analysis is done by referring to the data and theories accordingly.

Specifically, the data analysis done by the following steps:

1. The various data are grouped according to the main objectives to be achieved, especially the formulation of poverty reduction strategy policies in Toba district.
2. Next explains how to submit poverty reduction policy proposals in Toba district.
3. Furthermore, the discussion process for draft regional regulations related to poverty reduction at the political level in the Local Legislative is explained.
4. Finally, to draw conclusions about whether the public participates in the formulation of poverty reduction policies, it will be explained through the process of formulating the tatar-technocratic level and the process of discussing it at the political level. Based on this explanation, in the end it will be concluded whether the process of formulating the poverty alleviation strategy policy in Toba district uses a deliberative model or

public involvement, or does it use an elite model. This means that the local government and legislative elites have played a very important role in the formulation.

Results and Discussion

1. Formulation of Public Policy on Poverty and Social Welfare in Toba Regency

This paper concludes that the formulation of policies in the form of three regional regulations (Perda) related to poverty (Perda on Social Welfare, Perda on Disalibity, Perda on Elderly) issued at the end of 2019 in Toba District was technocratic and elitist, with minimal public participation, and — in contrast to the theoretical assumptions which presuppose there is a tug of war and dynamic — in the process there is no struggle and tension between the parties concerned, especially the target groups who are the target of the Perda and other stakeholders.

It is called technocratic because the draft Perda originates from the executive (Dinas Sosial) as a derivative regional regulation where higher laws and government regulations with the same nomenclature have been issued beforehand. The formulation of this kind of Perda usually does not experience serious obstacles or challenges, compared to Perda-perda which arise as the specific and specific needs of a region. The formulation is also called elitist because this policy formulation process only takes place in a limited manner among the bureaucratic elite and the DPRD, without involving representatives of vulnerable social groups who are the target groups. These provisions regarding public participation can be fulfilled but are only administrative and legal formal. Community social groups and civil society organizations (CSOs) that are active in various issues of poverty, welfare, and social protection in the Toba region were not included.

The head of the Toba District Social Service, Dr. Rajaipan Sinurat, revealed that the motivation or background for the submission of these three Perda by his agency was to increase the leverage of the APBD budget against OPDs or their offices, in particular the increasing need to respond to the three issues (social welfare, disabilities, and the elderly) where so far there has been no legal umbrella. He admitted that the availability of funds at the Dinas was very small, the Perda also did not exist, so that the agency experienced difficulties when, for example, a number of social issues such as the increase in beggars and homeless people had increased in this district in recent years. However, he admitted, until the

budget for the following year after this regional regulation was passed, the required budget could not be realized due to the outbreak of the Corona virus (Covid-19) which forced central and regional budgets to focus on handling this global pandemic.[16]

In addition, usually derivative regional regulations no longer require debate, receive minimal input from the public, including input from the legislature, because all basic considerations, references, concepts, indicators, measures, and other important matters have been clearly provided in the higher regulation. Derivative regulations usually only follow existing provisions, so that the formulation process tends to be a formality and ratification. The process and context of formulation at the level of laws and government regulations are considered to be in-depth and sufficient, so that in the formulation of derivative regional regulations of this kind, laws and government regulations are considered "given".

Local regulation (Perda) Number 2 of 2019 concerning the Implementation of Social Welfare (enacted May 6, 2019) is a derivative regional regulation (Perda derivative) of Law Number 11 of 2009 concerning Social Welfare, which is also regulated in Government Regulation Number 39 of 2012 concerning the Implementation of Social Welfare. Perda Number 10 of 2019 concerning Protection and Fulfillment of the Rights of Persons with Disabilities (stipulated 28 November 2019) is a derivative of Law Number 8 of 2016 concerning Persons with Disabilities and Government Regulation Number 70 of 2019 concerning Planning, Implementation, Evaluation of Respect, Protection and Fulfillment Rights of Persons with Disabilities, which was passed on Friday, 11 October 2019.[17] Regional Regulation Number 11 of 2019 concerning the Implementation of Elderly Welfare (enacted 28 November 2019) is a derivative of Law Number 13 of 1998 concerning Elderly Welfare and Government Regulation Number 43 of 2004 regarding the Implementation of Efforts to Improve the Welfare of the Elderly.

More details regarding the basic considerations, aims and objectives, as well as the target groups of the three Regional Regulations above, can be seen in table 2 below.

Table 2.
The Main Provisions in the Three Regional Regulations of Toba Regency concerning Social Welfare

[16] Interview with Rajaipan Sinurat, Head of Social Affairs Office of Toba Regency, at the Regent's Office, Balige, May 9, 2020.

[17] See https://difabel.tempo.co/read/1259756/pp-pedoman-pemenuhan-hak-penyandang-disabilitas-sudah-diketok/full&view=ok, accessed on 31 May 2020.

	Product of Lawa	Basic Consideration	Objectives and Goals	Target Group
1	Local Regulation Number 2 of 2019 concerning the Implementation of Social Welfare (enacted May 6, 2019).	• To protect the entire community, promote public welfare and achieve social justice, it is necessary to carry out social welfare; • In order to improve services for social welfare issues, it needs to be implemented in a planned, directed and sustainable manner; • In implementing Social Welfare issues simultaneously, a juridical basis is required for the region as a guideline for the implementation and handling of people with social welfare problems.	• The purpose of the implementation of social welfare is to ensure the implementation of social welfare in a directed, integrated and sustainable manner, which is carried out by the Regional Government and the community according to their authorities based on the provisions of laws and regulations. • Implementation of social welfare aims to: (a) Increase the level of welfare, quality and survival; (b) Restoring social functions in order to achieve independence; (c) Increase the social resilience of the community in preventing and dealing with social welfare problems; (d) Increasing the capacity, concern and social responsibility of the business world and the community in organizing social welfare in an institutional and sustainable manner; (e) Improve the quality of management of social welfare administration.	• Persons with Social Welfare Problems (PMKS): • Family: the house is not suitable for habitation; socio-economic vulnerability; social psychological problems; The poor; victims of social disasters. • Children: neglected toddlers; homeless child; Street children; brat; children with disabilities; children with legal needs; children in conflict with the law; child victims of criminal acts, and or; child witness of a crime. • Women: socio-economic vulnerable, and / or; victims of violence. • Elderly: neglected; disabilities; the poor, and / or; victims of violence. • Disabilities: physical; intellectuals; mentally, and / or; sensory. • Social disabled: homeless; beggar; displaced people;

	Product of Lawa	Basic Consideration	Objectives and Goals	Target Group
				victims of drug abuse; former convicts; people living with HIV / AIDS (PLWHA); chronic disease scars, and or; prostitute.
2	Regional Regulation Number 10 of 2019 concerning Protection and Fulfillment of Rights of Persons with Disabilities (stipulated 28 November 2019)	• Persons with disabilities are part of citizens who have equal rights and obligations, the same dignity and status based on the 1945 Constitution of the Unitary State of the Republic of Indonesia and have recognition and protection of human rights and guarantee equality before the law; • The need for understanding both from the community and from local government officials about the existence of Persons with Disabilities as part of citizens, where Persons with Disabilities are equated with sick and helpless people, so that the rights of Persons with Disabilities in the regions to	• The purpose of this Regional Regulation is an effort by the Regional Government and the community to protect and fulfill the rights of Persons with Disabilities in the Regions. • Protection and Fulfillment of the Rights of Persons with Disabilities is aimed at: (a) to fully and equally respect, promote, protect and fulfill human rights and basic freedoms of Persons with Disabilities; (b) ensure the respect, promotion, protection and fulfillment of the rights inherent in the dignity of Persons with Disabilities; (c) realizing a higher quality, fairer, physically and mentally prosperous, independent and dignified standard	Persons with Disabilities, in the General Provisions, are stated as "every person who experiences physical, intellectual, mental, and / or sensory limitations for a long period of time who interacts with the environment may experience obstacles and difficulties to participate fully and effectively with other citizens based on equal rights ".

	Product of Lawa	Basic Consideration	Objectives and Goals	Target Group
		develop and be creative like citizens in general cannot fulfilled; • In order to realize equality of rights and opportunities for Persons with Disabilities in the regions towards an independent life and without discrimination, institutional support and laws and regulations are needed that can guarantee its implementation.	of life for Persons with Disabilities; (d) protect Persons with Disabilities from neglect and exploitation, harassment and all discriminatory acts, as well as human rights violations; and (e) ensure the implementation of efforts to respect, promote, protect and fulfill the rights of Persons with Disabilities to develop themselves and utilize all abilities according to their talents and interests to enjoy, participate and contribute optimally, safely, freely and with dignity in all aspects of life. nation, state, and society.	
3	*Local Regulation Number 11 of 2019 concerning the Implementation of Elderly Welfare (enacted November 28, 2019)*	• Elderly people have the right to social security, social empowerment, and social protection in order to fulfill their life; • The social welfare improvement program for the elderly in Toba Samosir Regency has not been carried out optimally to fulfill their rights guaranteed by laws and regulations; • In order to guarantee	The purpose of administering the welfare of the elderly is to: (a) guarantee protection and fulfillment of basic rights for the elderly; (b) increasing community participation in efforts to improve the social welfare of the elderly; (c) ensure consistency, integration, synchronization and synergy of programs	Elderly (seniors), in the General Provisions, it is stated "someone who has reached the age of 60 (six pulu) and above", which is divided into: • Potential elderly: elderly people who are still able to do work and / or activities that can produce goods and / or services; • No potential elderly:

Product of Lawa	Basic Consideration	Objectives and Goals	Target Group
	the fulfillment of the rights of the elderly, it is necessary to carry out an integrated and sustainable manner by stipulating in the Regional Regulation.	and improvement of social welfare for the elderly; (d) extending life expectancy, increasing independence and productive life in the elderly.	elderly people who are helpless to make a living so that their lives depend on the help of others; • Poor elderly: someone who is 60 (sixty) years of age and over, does not have provisions for life, work and income; • Abandoned elderly: someone who is 60 (sixty) years of age and over, does not have provisions for life, work, income, or does not even have relatives who can meet their basic needs.

Source: Processed from the Perda Document, 2020.

In the technocratic process of formulating or formulating Perda-perda, public participation tends to be minimal and almost neglected. The technocratic paradigm in the Weberian tradition, especially in the context of public policy formulation, presupposes that the bureaucracy is seen and sees itself as a rational, neutral, non-interest, impartial actor who stands above all interests. This is compounded by other factors such as a paternalistic culture, which considers the bureaucracy as the "father" and the community as "the child".

The choice of words used for these vulnerable groups as "people with social welfare problems" (PMKS) implicitly shows a biased perspective of the bureaucracy which tends to regard these vulnerable groups as "problems" (problems) and the programs launched in In these Perda-perda it is considered as "social assistance" rather than the "right" of the community group which is guaranteed in the constitution. Poverty also tends to be perceived as a weakness in the poor itself, such as lack of skills, laziness, indiscipline, or weak need for achievement. According to Ishak Salim, the term PMKS has long been a criticism of activists and academics with disabilities. In addition to placing the diffable as the object of social

welfare problems, this terminology or disability-related policies makes the Ministry of Social Affairs the leading sector, where cross-sectoral affairs should be.[18]

This trend can be traced further into the paradigm of poverty policy makers in the regions, including in North Sumatra, namely a strong perception that blames people for being poor because they are stupid, lazy, lacking high achievement motivation, lack of skills, which in the end forgetting the structural factors and public policies that are the main causes of poverty. The survey on Governance and Decentralization (GDS 1) conducted by the UGM Center for Population and Policy Studies (PSKK) in 2002 concluded that policy makers in the regions, namely the local government (bureaucracy) and the DPRD tended to judge that poverty that occurred in the area was mainly due to weaknesses. Weaknesses found in poor people, namely due to low education and lack of hard work, lack of skills and skills, including heredity, namely because the poor actually come from a poor family. They do not see structural factors such as job opportunities, lack of budget for poverty alleviation programs, ineffective programs, and regulations that harm the poor as the main problems. Thus, this survey illustrates that, from the start, long before the poverty alleviation program was implemented, it could be predicted that the failure was due to the fact that in the minds, mind sets and paradigms of policy makers and stakeholders there was bias in viewing poverty.

In the context of the formulation of the three Regional Regulations, legally and formally, the process of formulating this public policy also follows the provisions in Law Number 12 of 2011 concerning the Formation of Laws and Regulations, which, among other things, requires public participation, but this is not done in a representative manner. Public participation tends to be minimal because these social groups with direct interests in issues of social welfare, disabilities and the elderly are socially and culturally vulnerable and politically voiceless and lack civil society organizations. strong supporters such as those of workers ', peasants', children's and women's organizations, which are common in cities and remote areas of the country. If anything, they tend to be excluded because of the persistent perception in the bureaucracy that they are "provocateurs" or "trouble makers".

Although in Toba District there is a social institution classified as large and legendary under the HKBP church organization, Panti Karya Hepata, which handles groups of people with disabilities, this institution admits that it is completely not involved and does not know

[18] Sihakl Salim, online interview, June,1st, 2020,

the process of formulating the regional regulation on disabilities, the elderly and social welfare. . "There is no invitation to discuss drafts, hearings, outreach, or public consultations. We don't even know that these regional regulations already exist, "said Pdt Osten Matondang, Director of the Hepata Panti Karya.[19]

Meanwhile, KSPPM, is known as a CSO who is very active and leading in public policy advocacy in the Lake Toba area, as well as the Tano Batak Indigenous Peoples Alliance of the Archipelago (AMAN), admitting similar things, were not involved in the policy formulation process, including because the two institutions it may be assumed — and not always true — that it does not pay special attention to the issues set out in the three Perda. According to the staff of the Toba KSPPM Region, Iwan Bernando Samosir, SS, the KSPPM was not involved at all in the formulation process of these three regional regulations, including the stages up to the approval. "This is probably because the Toba Regency Government always views the existence of KSPPM as a 'provocateur', which is often expressed by the current Toba Regent, especially after KSPPM advocated for land cases between the Batak indigenous people in Sigapiton and BODT." He admitted, when the KSPPM asked the Head of the Social Service directly why there was no socialization about the three regional regulations and did not involve CSOs such as the KSPPM, the head of the service only replied diplomatically and on the grounds that he had forgotten to give an invitation. According to him, this concern of the district government is completely unfounded because the KSPPM is also a partner of the DPRD and the Toba Regency Government in making regional regulations on Indigenous Peoples in Toba, which were initiated by KSPPM itself and have now been passed which take a long time and process, starting from the drafting. by KSPPM, team formation, FDG, RDP, socialization and others. In Nando's view, the issuance of the three social protection regulations seems to show that the Toba Regency Government does not expect input from the public or elements of civil society. "So, we suspect, there is an interest behind the issuance of these regional regulations," he added.[20]

The head of the Indigenous Peoples Alliance of the Archipelago (AMAN) tano Batak, Roganda Simanjuntak, SS, also shared a similar sentiment. AMAN Tano Batak was never invited to the drafting and socialization process. According to him, the Toba Regency

[19] Interview with Pdt Osten Johnhenri Matondang, Director of Panti Karya Hepata, May, 31st 2020.
[20] Online interview with Iwan Bernando Samosir, Staff of KSPPM Wilyah Toba, June, 1st, 2020.

Government is still not seriously paying attention to public participation. Even if there is a public consultation process, it tends to be done as a formality. Like the process of issuing the Perda on Indigenous Peoples recently, according to him, the district government only conducted one public consultation, but suddenly two weeks later the draft regional regulation was passed in a plenary session. AMAN Tano Batak, according to Roganda, is actually very supportive of the issuance of the three regional regulations, because it targets vulnerable groups in Toba Regency. However, the content / substance of the regional regulation has not been known to many parties due to the lack of socialization and publication since the drafting, discussion, approval, and public consultation. According to him, public participation is absolutely necessary so that the public can later monitor the implementation of this Perda because the three Perda will automatically use the public budget (APBD). "There should be a tiered consultation starting from the sub-district level to the regency level," he said.[21]

In addition, these three regional regulations were issued at the end of the term of office of the currently serving regent (2015-2020 period), not even long after the national legislative elections (7 April 2019) were held. On the one hand, the process of drafting this regional regulation cannot directly support, instead it becomes the support, vision and mission of the elected district head implemented during his administration. Since these perda were drafted at the end of the period, it is likely that all three of them could no longer be implemented by the incumbent district head, unless he was re-elected in the next pilkada. If the public issues or problems regulated in this Perda are strategic issues for his government, surely these perda will be born at the beginning of the period so that they can be implemented as soon as possible to keep campaign promises.

On the other hand, the preparation of the three regional regulations was also carried out after the national legislative elections, in which most members of the legislature were no longer elected. According to a member of Commission C of the Toba Regency DPRD for the 2014-2019 period, who was also re-elected for the 2019-2024 period, Fauzi Sirait, the drafting of a regional regulation at the end of this term seemed deliberate by the executive because many DPRD members were not re-elected, so that attention their response to the formulation process for these Perda-perda has been greatly reduced. In addition, at the end of the period, many DPRD members were more concerned with official travel than attending meetings to

[21] Online interview with the Chairman of BPH AMAN Tano Batak, Roganda Simanjuntak, SS, June, 1st, 2020.

earn additional income.[22] According to Fauzi, the purpose of drafting these welfare regulations is to provide a legal basis for increasing the budget for social assistance ahead of the direct regional head elections for the benefit and benefit of the incumbent regent candidate. He confirmed the statement from the Head of Social Affairs as quoted above, that the formulation of this Perda was intended to increase budget leverage. However, according to Fauzi, this budget increase is not purely related to increasing social protection as mandated in various laws and regulations, but as a pragmatic political interest to the regions in the context of direct regional elections. This is not surprising because a similar phenomenon is also found in various regions in Indonesia: the budget allocation for social assistance has increased rapidly in the lead-up to the national election events and direct regional elections.[23]

Collectively, the technocratic approach, lack of public participation, and weak legislative oversight have resulted in minimal conflict of interests and tensions between actors in the formulation of these perda, which makes their implementation ineffective even though these perda have been passed. From the point of view of issues and social groups with an interest in these Perda-perda, the government and legislature are seen as issues and groups that are less strategic with their interests. According to Fauzi's admission, the tough discussion of ranperda between the executive and the legislature, including community groups, is that the three local regulations target sources of regional revenue (PAD) such as tax rates, tower or billboard rentals, and so on. The reason is that DPRD members are very interested in the increase in PAD which largely determines the clusters of their salary levels. In addition, discussions on ranperda are also tough if they come from DPRD initiatives because this is a record of their achievements and productivity.

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[22] Only 10 candidates for the incumbent Toba Regency legislature were re-elected. Interview with members of the Toba Regency DPRD, Fauzi Sirait, ST, Porsea, May 25, 2020.

[23] See: https://nasional.tempo.co/read/243050/jelang-pilkada-dana-bantuan-sosial-tasikmalaya-meningkat; https://tirto.id/anggaran-bantuan-sosial-langganan-naik-saat-tahun-pemilu-dcdb; https://www.kppod.org/berita/view?id=425; https://www.cnbcindonesia.com/news/20190422174033-4-68067/sebelum-pilpres-pemerintah-sebar-bantuan-sosial-rp-37-t; https://edukasi.kompas.com/read/2015/11/09/18010771/Dana.Bansos.yang.Meningkat.Jelang.Pilkada.Dikhawatirkan.Rawan.Politik.Uang; https://nasional.tempo.co/read/720635/dana-bansos-dan-hibah-meningkat-jelang-pilkada; https://news.detik.com/berita/d-3759685/jelang-pilkada-serentak-kpk-ingatkan-inkumben-soal-dana-bansos; https://www.liputan6.com/news/read/2365846/kemendagri-akui-dana-bansos-selalu-meningkat-jelang-pilkada; https://kumparan.com/kumparannews/dana-bansos-dan-hibah-rawan-diselewengkan-petahana-jelang-pilkada; all access May, 31st, 2020.

Table 3.
Process and Participation and Contestation of Interests in the Formulation of Three Social Welfare Local Regulation

Name of Local Regulation	Process and Engagement of Stakeholders	Parties Involved	Form of Engagement	Interest Contestation
Local Regulation Number 2 of 2019 concerning the Implementation of Social Welfare (enacted May 6, 2019).	The process of formulating this Perda emerged at the initiative of the Social Service. In each stage, Focused Group Discussion (FGD) and seminars were conducted for outreach in two sub-districts: Balige District and Siantar Narumonda District.	Academics from North Sumatra University (USU)	Making Draft of Local Regulation	There is no strong or stressful contestation of interests by the parties (stakeholders) in the making of this Local Regulation.
		Public	Provide input related to local regulations	
		People of the Press	Publication	
		Legislative	Facilitator	
		Executive	As iniciator, facilitator and local regulation certifier	
		PMKS	Provide input related to local regulations	
Regional Regulation Number 10 of 2019 concerning Protection and Fulfillment of Rights of Persons with Disabilities (stipulated 28 November 2019)	The process of formulating this Perda emerged at the initiative of the Social Service. In each stage, a Focused Group Discussion (FGD) and seminars were conducted for outreach.	Academics from North Sumatra University (USU)	Making Draft of Local Regulation	There is no strong or stressful contestation of interests by the parties (stakeholders) in the making of this Local Regulation.
		Public	Provide input related to local regulations	
		People of the Press	Publication	
		Legislative	Facilitator	
		Executive	As iniciator, facilitator and local regulation certifier	
		Person with Disabilities	Provide input related to local regulations	
Local Regulation Number 11 of 2019 concerning the Implementation of Elderly	The process of formulating this Perda emerged at the initiative of the Social Service. At each	Academics from North Sumatra University (USU)	Making Draft of Local Regulation	There is no strong or stressful contestation of interests by the parties

Name of Local Regulation	Process and Engagement of Stakeholders	Parties Involved	Form of Engagement	Interest Contestation
Welfare (enacted November 28, 2019)	stage, a Focused Group Discussion (FGD), Seminar and outreach were conducted.	Public People of the Press Legislative Executive Elderly	Provide input related to local regulations Publication Facilitator As iniciator, facilitator and local regulation certifier Provide input related to local regulations	(stakeholders) in the making of this Local Regulation.

Source: Interview with Head of Social Service, Toba Regency, dr Rajaipan Sinurat, at Balige, 20 March 2020.

2. Poverty Alleviation, Social Protection, and Welfare Programs in Toba District

Departing from the previous description, this research also found that Toba District did not yet have a poverty reduction and social protection strategy that was formulated in a comprehensive, participatory and sustainable manner. It is not surprising then that, as seen in relation to perceptions and perspectives on poverty, poverty alleviation programs are carried out sporadically and without a clear vision. There is no strategic plan in which the results can be measured and evaluated later. Among the various sporadic aid programs referred to, among others, are:

- Providing seeds and agricultural tools for farmers which are distributed through the Department of Agriculture;
- Providing medical expenses for poor people through the Health Office and in collaboration with the Social Service;
- Providing assistance in the style of weaving tools, threads, sewing machines for UKM groups through the Koperindag Office; and,
- Other assistance related to community development through related agencies.

In general, poverty alleviation programs only tend to participate in poverty alleviation and social protection programs implemented by the central government through programs sourced from the state budget such as the Prosperous Family Card (KKS) which includes the Prosperous Indonesia Card (KIS), the Smart Indonesia Card (KIP), The Family Hope Program (PKH), less prosperous rice (Rastra), and childbirth insurance (Jampersal). Meanwhile, the

budget amount for PKH Tobasa through the Ministry of Social is Rp. 8,753,208,941 (2016), Rp. 7,619,240,000 (2017), Rp. 8,250,285,600 (2018), and Rp. 21,392,750,000 (2019).

Meanwhile, the social protection program budgeted from the Toba District APBD in 2019 is IDR 21,392,750,000 with 56,840 beneficiaries, while in 2020 the budget is IDR 4,306,800,000 with 4,075 beneficiaries. For Non-Cash Food assistance, the beneficiaries of the Tobasa APBD are: 8,335 families (2018) and 7,996 families (2019), while for joint business group (KUBE) assistance are 85 groups (2016), 30 groups (2018), and one group (2019) . For 2018, beneficiaries for health insurance sourced from the APBN, APBD-Provincial and Regency APBD are recipients of contribution assistance (PBI) from the APBN totaling 58,441 people, recipients of Contribution assistance (PBI) from the Provincial APBD totaling 3,315 people, recipients of contribution assistance (PBI) APBD-Kab as much as 3,000 0rang (class-3 at a price of Rp. 23,000 / month. In addition, the beneficiaries for renovating houses that are unfit for habitation in 2016-2019 from the APBD are 100 units (2016), 17 units (2017)), 3 units (2018), and 11 units (2019).[24]

Thus, we can see how poverty alleviation, social protection and welfare programs in Toba District do not have a clear pattern and format. On closer inspection, welfare programs in the era of regional autonomy do have some good news as well as some bad news. There are regions that take advantage of regional autonomy policies to innovate public services that can be replicated (best practices), but not infrequently they also only take advantage of these policies in the context of pragmatic and short-term politics only. We have witnessed the many creation and innovation of welfare policies in the regions, which not only provide a record of failures, but also successes. In this context, the discourse on welfare presents a diverse and multidimensional face: it cannot be seen solely in a single and steady national framework, but as a specific and contextual pluralistic regime. In other words, in the era of reform and decentralization in Indonesia, understanding and interpreting a single and uniform welfare regime is a misleading conclusion.

However, we will also soon find a disappointing reality because in general the discourse on welfare is temporary, populist and unsustainable because it comes from the "good intentions" of the authorities, not the result of struggles and actions to seize rights (citizenship) from the side of society. Welfare programs in various fields such as education,

[24] Interview with Rajaipan Sinurat, Head of Social Affairs Office for Toba Regency, in Balige, March 20, 2020.

health, and agriculture that were born without a democratic citizenship process will be vulnerable to change or end automatically if the regional head changes. We also see how various forms of welfare programs are carried out in various ways, without clear standards and targets. It tends to depend on the "good intentions" of the leader, or at best the political commitment of the regional head and the legislature. It is not surprising that in various regions, this kind of program only tends to be accessed by community groups close to the power in the regions in a clientelistic manner.

Instead of being interpreted as a manifestation of citizens' rights, welfare programs like this can easily slip into mere "political tools" of power. This kind of situation eventually gives rise to populist-style leaders, who are not impossible to climb to a higher power in the present and in the future. Clearly, the quality of public services depends on political “contestation” at the local level: the power of civil society forces local governments to improve their performance. The direct election system makes it possible for the public to "push forward" the promotion of public services; while politicians and local governments have an interest in maintaining "electability".

Conclusion

This paper reveals that the process and formulation of poverty alleviation policies in Toba District — which consists of three regional regulations included in this research: the Perda on Social Welfare, the Perda on Disability, and the Perda on Elderly — took place technocratically and elitistly. Technocraticism and elitism in the formulation of these three Perda occurs for several reasons: first, these three Perda are considered as "derivative Perda", the operationalization of a higher level statutory regulation (in this case government laws and regulations), has a clear scope and conception. Second, these three regional regulations were drafted at the end of the government (executive) period and in the national legislative elections which had implications and had the potential for ineffective policy implementation and minimal oversight from the legislature whose majority was not elected in the next period. This factor causes suspicion that the three regional regulations are solely formulated for the pragmatic interest of the incumbent regent for the sake of regional head elections for the next period. Third, the lack of public participation because these three regulations have policy targets for vulnerable groups socially, culturally and politically (voiceless), as well as the lack

of support from civil society organizations. Public involvement in the process and formulation of these three regional regulations is strictly administrative in nature to fulfill mere formal legality. Thus, the policy formulation process does not reflect the aspects of public participation and control as well as the lack of contestation and compromise dynamics among strategic groups (deliberative policy). As a result, the effectiveness of implementing this policy in the future tends to be questioned. This situation can be concluded as a bad public policy formulation process (flawed policy process) and takes place in "dark" spaces (intransparent), which in turn has implications for the effectiveness of its implementation.

If traced further, this technocratic and elitist policy formulation process was caused by the persistence of perceptions among bureaucrats and public officials that these policies and bureaucracies themselves are rational, neutral, and impartial entities and institutions that are believed to do their "best" and are above the interests of all groups. This Weberian tradition of bureaucratic thought is still dominant in our bureaucracy. This is exacerbated by the persistence of a paternalistic culture that regards government as “government” and not “public servant”, which tends to make citizens as “clients” (clientelism), not as sovereign citizens (citizenship). On the other hand, these perceptions and paradigms are not only possessed by the bureaucracy but are also still attached to the citizens, who perceive welfare and social protection programs as charity from the government, not rights protected in the constitution.

Based on the above conclusions, the policy recommendation put forward is that in the future the formulation of public policies (Perda) is carried out in an open and participatory manner, which not only receives comprehensive supervision and discussion from the Regional People's Representative Council and the public at large, but also oversight from Ministry of Home Affairs and Ministry of Law and Human Rights. The provisions in the formulation of regional regulations must be implemented in accordance with the provisions stipulated in law.

However, by realizing that local regulations and public policies in general are political products, it is the duty of civil society organizations (CSOs) and strategic community groups (stakeholders) to fight for and ensure the birth of public policies that are on their side without waiting for the state and bureaucracy to fulfill them. . Struggle, competition, contestation, and compromise are political necessities that occur in democracy and deliberative policy.

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Supervision Strategies for Improving Community Welfare Program in East Indonesia Area

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Abstract

Various programs to improve community welfare established by the government exist as an effort to solve the problem of poverty, the implementation of which must be accompanied by effective supervision so that the objectives of the program can be achieved. This article aims to explain the monitoring strategy for the implementation of programs to improve community welfare, by selecting the people's salt business program in the Eastern Indonesia region as a case study. The qualitative research method was carried out through interviews and observations, which were then strengthened by secondary data on the strategy of monitoring the people's salt business program. The findings in the field show that the implementation of supervision of the people's salt business program can run optimally, if the stakeholders involved in the supervisory task continue to coordinate well, carry out supervision according to a predetermined time, form a Coordination and Coordination Team in accordance with the direction of the Minister of Marine Affairs and Fishery. In addition, it is necessary to increase the number of employees, as well as to guarantee employee safety while carrying out supervisory duties.

Keywords:
Program; supervision; people's salt business

Introduction

The welfare policy aims to optimize the role of the state in helping and encouraging people to achieve a better standard of living (Guy, 2015; Suryono, 2014). The welfare policy is explicitly directed at cash transfer programs (Riccucci, Meyers, Lurie, & Han, 2004). However, since the welfare policy reforms, the focus of policy has been emphasized on the importance

of work and self-sufficiency in order to achieve a quality of life, (Ewalt & Jennings, 2004; Riccucci, Meyers, Lurie, & Han, 2004; Hayward, 1998; Ko, 2015; Blank & Haskins, 2001).

Even though the welfare program in Indonesia still applies a cash transfer program (Khomaini, 2020; Iping, 2020; Rachman, Agustian, & Wahyudi, 2018), it does not mean that there are no welfare programs that focus on the importance of work and independence. The people's salt business program (PUGaR) which is a form of realization of the policies of the Minister of Marine Affairs and Fisheries, in increasing national salt self-sufficiency, (Kurniawan & Azizi, 2012; Haidawati, Fachry, & Arief, 2014; Dharmayanti, Suhartono, & Rifin, 2013), since 2016 no longer provides direct assistance to salt farmers. The assistance provided was in the form of goods used to integrate salt fields. This is done so that the assistance provided is not misused.

Regardless of how well policies are made, there is always the possibility that they will be implemented poorly (Ewalt & Jennings, 2004), as happened in the eastern part of Indonesia. The provision of geomembrane plastic aid which aims to improve the quality of salt is not used properly. This is because salt farmers find it difficult when using geomembrane pallets, where when the rain suddenly comes, they must immediately roll up the plastic, and put it back when the weather starts to improve, besides that the harvest time is longer when compared to using the traditional method, so that plastic geomembranes that have been given are only stored in the warehouse.

Responding to the problems in implementing the PUGaR, the government needs to improve the supervision strategy. This is because of all the management functions that are important in implementing a policy or program, it is the supervisory role that has a greater influence, because the supervisory role is not only responsible for administrative work, but is also involved at all stages of program implementation (Mou, 2017; Ng, 2015) so that when a problem occurs in the implementation of the program, it means that something is wrong with the implementation of supervision. In addition, supervision positively affects employee work motivation, which in turn leads to increased work performance (Ng, 2015; Riccucci, Meyers, Lurie, & Han, 2004). Where this is very important for the parties involved in the supervision of PUGaR.

Apart from the reasons for the importance of implementing supervision of policy, researchers are interested in conducting research on the strategy of monitoring PUGaR

because previous research generally only examines policy aspects, such as observing the implementation and evaluation of PUGaR, (Erna & Adriyani, 2019; Deliarnoor, Buchar, & Felfina , 2018; Sari, 2018; Kurniawan, 2016). So that this research is expected to be able to provide an overview to the government, both central and regional governments, especially the regional government of Jeneponto Regency, regarding a good monitoring strategy to be carried out in order to minimize errors in program implementation, so that the objectives of PUGaR can be achieved.

Methods

The implementation of the people's salt business program (PUGaR) in Eastern Indonesia which is experiencing problems has prompted researchers to conduct research on surveillance strategies. Because the failure of a program cannot be separated from the implementation of supervision. Therefore, this research was conducted using qualitative methods, because by using this method according to the views (Creswell, 2009), the researcher was able to present accurate research results, which then made it easier for readers to understand the existing problems.

The research data consisted of primary data and secondary data, which were obtained from the results of observations, interviews, and documentation reviews. Informants in this study were determined using the snowball technique, which according to (N Discovery, 2013) the informant was determined based on the information that had been obtained, which then became a reference for determining the next informant. The informants in this study consisted of the Head of the Department of Marine Affairs and Fisheries in Jeneponto Regency, the staff of the Department of Marine Affairs and Fisheries in the Jeneponto Regency, the Fisheries Extension Officer in the Jeneponto Regency, and the salt farmer groups. Furthermore, the research data obtained are analyzed using data analysis techniques from (Miles, Huberman, & Saldana, 2014) known as interactive models, which consist of data reduction, display data, and conclusions, drawing / verification.

Results and Discussion

The organizations involved in the implementation of PUGaR supervision in Eastern Indonesia, is Jeneponto Regency, South Sulawesi consist of the Central Government and the

Local Government. The Central Government, is the Inspectorate General of the Ministry of Marine Affairs and Fisheries. The Regional Government consists of the Department of Marine Affairs and Fisheries of South Sulawesi Province, the Office of Marine Affairs and Fisheries of the Jeneponto Regency, and a part of the Fisheries Extension Officer.

Since in this research the research location is in the district area, the focus of the research is on the supervision carried out by the Jeneponto Regency Marine and Fisheries Office assisted by the Fisheries Extension Officer. This is based on the Ministry of Marine Affairs and Fisheries Decree No. 1 / Kep-DJPRL / 2020 concerning Technical Guidelines for Community Salt Business Development, that the Jeneponto Regency Marine and Fisheries Service has the responsibility to supervise the utilization of PUGaR assistance at the district level. The results of the supervision of the Jeneponto Regency Marine and Fisheries Service will be reported to the Inspectorate General of the Ministry of Marine Affairs and Fisheries, the Department of Marine Affairs and Fisheries of South Sulawesi Province.

Based on the previous discussion, it has been explained that this study aims to explain the monitoring strategy that must be carried out by the Jenepoto Regency Marine and Fisheries Office in the success of PUGaR. Therefore, the researcher uses the theory from (David, 2010), because the theory explains the strategic planning stages, which consist of the input stage and the analysis stage. The input stage is related to the External Factor Evaluation Matrix (EFE) and Internal Factor Evaluation (EFI), while the analysis stage is related to the SWOT Matrix. For more details regarding the PUGaR supervision strategy, it is presented as follows:

1. Matrix EFE and EFI

The EFE and EFI matrix analysis on PUGaR supervision in Jeneponto Regency, South Sulawesi, was made based on the results of the identification of internal and external strategic factors in the Office of Marine Affairs and Fisheries, Jeneponto Regency, which consists of strengths, weaknesses, opportunities and threats. The identification of these internal and external strategic factors obtained from the interview results is presented in the following table:

Table 1.
Strategic Factors

No	Strength	Weakness	Opportunity	Threat
a.	Has supervision guidelines for the Pugar Program issued by the Ministry of Marine Affairs and Fisheries	The number of extension workers and staff of the Jeneponto Regency Fisheries and Marine Service who supervises the Pugar program is not sufficient	The opportunity to have a cooperative relationship with the Industry and Trade Office of Jeneponto Regency regarding salt price protection.	Lack of trust from salt farmer groups in extension workers and agencies related to the Pugar program.
b.	Coordinate with the Department of Marine Affairs and Fisheries of South Sulawesi Province, Inspectorate of the Ministry of Marine Affairs and Fisheries and Fisheries Extension	The staff of the Jeneponto Regency Fisheries and Marine Service who supervise the Pugar program do not comply with their main duties and functions	Opportunity to improve systems, procedures and patterns of supervision in accordance with the needs of the Jeneponto District government.	The safety of extension workers in carrying out their tasks is threatened
c.	Have a schedule of supervision	Fisheries staff and extension workers do not take the initiative to impose sanctions on groups of salt farmers who do not use the assistance provided	Have opportunity to know the needs of farmer groups in improving the quality and production of salt	The level of awareness of pond farmers to produce quality salt is still low

Source: Author's Process, 2020

After the strategic factors were identified, they were weighted using the paired comparison method. This aims to determine the level of importance of strategic factors for supervision. The results of weighting strategic factors are presented as follows:

a. Internal Matrix Analysis

The EFI matrix strategy is a formulation of internal environmental analysis. This matrix provides a summary and evaluation of the main strengths and weaknesses of the Department of Marine Affairs and Fisheries in Jeneponto Regency. The EFI matrix also provides an introduction and evaluation basis for the supervision carried out by the Jeneponto Regency Marine and Fisheries Service together with the Fisheries Extension Officer. The

results of the analysis on the identification of internal factors of PUGaR supervision in Jeneponto Regency can be seen in the following table:

Tabel 2.
Matrix EFI

Internal Strategic Factors	Bobot	Rating	Total
STRENGTH			
1) Has supervision guidelines for the Pugar program issued by the Ministry of Marine Affairs and Fisheries	0,168	3,6	0,6048
2) Coordinate with the Department of Marine Affairs and Fisheries of South Sulawesi Province, the inspectorate General of the Ministry of Fisheries and Marine Affairs and extension agents.	0,158	4	0,6320
3) Have a monitoring schedule	0,148	3,4	0,5032
			1,74
WEAKNESS			
1) The number of extension officers and staff of the Jeneponto Regency Fisheries and Marine Service who supervises the Pugar program is not sufficient	0,204	1,8	0,3672
2) The staff of the Jeneponto Regency Fisheries and Marine Service who supervise the Pugar program are not in accordance with their main tasks and functions	0,160	1,4	0,2240
3) Fisheries staff and extension workers do not take the initiative to impose sanctions on groups of salt farmers who do not use the assistance provided	0,164	2,2	0,3564
			0,9476

Source: Author's Process, 2020

Based on table 2 above, it can be seen that the main strength of the Jeneponto Regency Marine and Fisheries Service in carrying out PUGaR supervision lies in the coordination carried out with the Inspectorate General of the Ministry of Fisheries and Marine Affairs, the Office of Marine Affairs and Fisheries of South Sulawesi Province, and Fishery Extension Officers in Jeneponto Regency.

In program implementation that involves many stakeholders, the role of coordination is very important. Because with good coordination, there will be no overlapping of authority, chaos, disputes, and various other problems that are not expected in the implementation of PUGaR. One example when coordination does not go well in the implementation of policies

that involve several stakeholders is the implementation of the development of the Mamminasata urban area in South Sulawesi. Because coordination was not going well, causing chaos in the formulation of spatial plans incorporated in the Mamminasata area, which then hampered the development process (Widyawati, Widianingsih, & Pancasilawan, 2018).

Coordination carried out by the Department of Marine Affairs and Fisheries of Jeneponto Regency together with the Inspectorate General of the Ministry of Fisheries and Marine Affairs, the Office of Marine Affairs and Fisheries of South Sulawesi Province, as well as the Jeneponto Regency Fisheries Extension Officer, is carried out every 2 times a year, namely between May - June and October - November. . Through the coordination carried out, the cooperation between the organizations involved in implementing PUGaR is well-maintained.

The implementation guidelines and monitoring schedule, although not included in the main strengths of the Jeneponto Regency Marine and Fisheries Office in carrying out PUGaR supervision, still contribute well to the implementation of PUGaR supervision. When employees have guidelines in carrying out activities, the possibility of errors is very minimal. Guidelines provide an overview to employees what to do in carrying out their role as program supervisor. Then with the supervision schedule, the implementation of supervision can be carried out routinely.

Furthermore, it is related to the main weakness of the Jeneponto Regency Marine and Fisheries Service in carrying out PUGaR supervision, according to table 2 above, namely the minimum number of employees conducting PUGaR supervision. The Head of the Jeneponto Regency Marine and Fisheries Office assigns the responsibility for implementing the PUGaR program to the Facilities and Infrastructure Sector for Capture and Management of Marine Spaces. Of the 4 employees in this field, only 1 person supervises. This is because only this person really understands PUGaR activities. Due to the lack of staff to supervise, the Head of the Office also involved 6 Fishery Extension Officers to help supervise PUGaR, so that the total number of officers who carry out PUGaR supervision in Jeneponto Regency is 7 people.

If it is related to the existing area of salt in Jeneponto Regency, which is 971 Ha, it is certainly not proportional to the number of workers who carry out supervision. This then led to an overcapacity workload, so the implementation of supervision did not go well. This is in

line with the view (Lisnayetti & Hasanbasri, 2006), that if someone has a high workload, then their performance will decrease. Research results (Rolos, Sambu, & Rumawas, 2018) also show that a high workload can reduce the potential for employee performance.

b. External Matrix Analysis

The EFE matrix is used to summarize opportunities and threats to the organization. The EFE matrix analysis is carried out the same as analyzing the IFE matrix, namely the calculation of the weight and rating of each factor. The results of identification of external factors of PUGaR supervision by the Department of Marine Affairs and Fisheries, Jeneponto Regency can be seen in the following table:

Table 3.
Matrix EFE

External Strategic Factors	Bobot	Rating	Total
OPPORTUNITY			
1) Have the opportunity to establish salt marketing systems and procedures and increase production.	0,156	3,6	0,5616
2) The Department of Maritime Affairs and Fisheries has the opportunity to cooperate with the Jeneponto Regency Industry and Trade Office regarding salt price protection.	0,172	2,8	0,4816
3) Have the opportunity to know the needs of farmer groups in improving the quality and production of salt	0,158	2	0,3160
			1, 3592
THREAT			
1) Lack of trust from salt farmer groups to extension workers and the Dinas related to the Pugar program.	0,162	3	0,4860
2) The safety of instructors in carrying out their duties is threatened	0,168	2	0,3360
3) the level of awareness of pond farmers to produce quality salt is still low	0,184	2	0,3680
			1,19

Source: Author's Process, 2020

In table 3 above, it can be seen that the opportunities that can be carried out by the Jeneponto Regency Marine and Fisheries Office in implementing PUGaR supervision are creating a salt marketing system and procedure and increasing production. In 2019 the salt harvest in Jeneponto Regency is abundant, but it cannot be absorbed in the market. This is because there have been no buyers since the outbreak of the Covid 19 virus. So that farmers

are forced to pile up their crops in warehouses. In addition, salt farmers still have minimal knowledge about the marketing system. So far, farmers have only marketed their crops by hawking in front of their houses.

Although the opportunity to establish a cooperative relationship with the Jeneponto Regency Industry and Trade Office regarding salt price protection is not included as a major opportunity, the government needs to pay attention to the price of salt, because when salt farmers are able to produce quality salt, it is not accompanied by a high selling price. Besides having an impact on salt farmers, it will also have an impact on the implementation of PUGaR.

One of the reasons why salt farmers prefer to use the traditional method is the low salt price, and there is no difference between the price of salt using the traditional method and the use of geomembrane plastic. When this is allowed to happen, the government's efforts to improve the welfare of the people can fail. As stated by, (Strassheim, 2019; McConnel, 2011), that when the goals of the policies made by the government are not achieved, then the policies are considered failures.

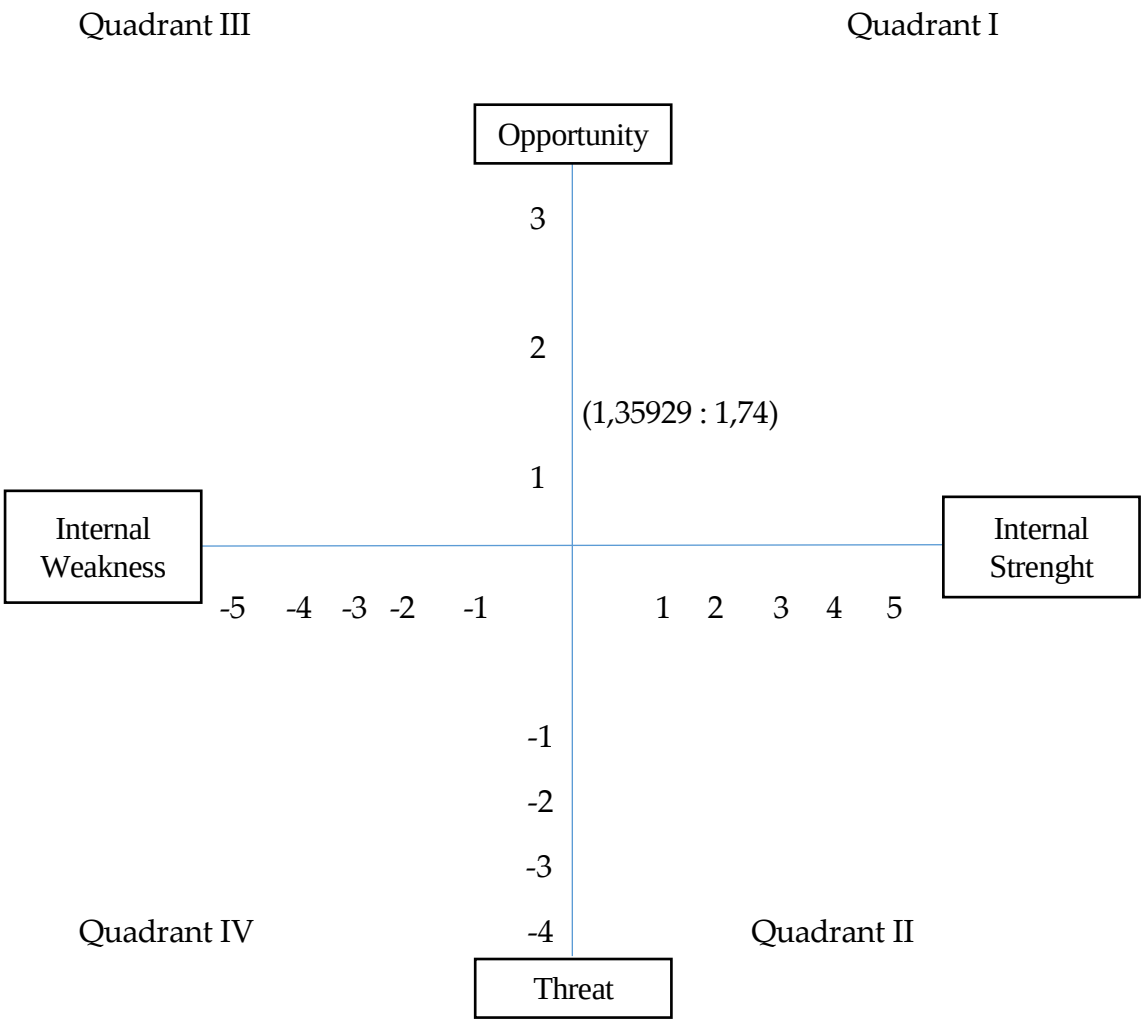
Furthermore, for the third monitoring opportunity, namely knowing the needs of farmer groups in improving salt quality and production, in 2019 it has been able to be carried out properly. The results of the supervision carried out by the Fisheries Extension Officer, namely salt farmers need warehouse assistance for storing their crops. From the results of the supervision, assistance was provided in the form of building a warehouse in Bangkala District, Jeneponto Regency, South Sulawesi.

2. SWOT analysis

Based on the analysis of the internal and external environment that has been carried out, what researchers do next is to make a SWOT analysis which aims to provide an insight into the steps that can be taken by the Jeneponto Regency Marine and Fisheries Service in carrying out PUGaR supervision, so that the objectives of PUGaR can be achieved and the welfare of petmabk. salt in Jeneponto Regency is getting better.

The first step the researchers took in conducting a SWOT analysis was creating a SWOT quadrant. This aims to determine the strategies that can be carried out. For determining the location of points in the quadrant, refer to the IFE and EFE matrices that have been presented previously. For more details about the SWOT quadrant, see the following figure:

Picture 1.
SWOT Quadrant



Based on the picture above, it is known that the strategy of the Jeneponto Regency Marine and Fisheries Service is in Quadrant 1, which means that the strategy that must be implemented by the Jeneponto Regency Marine and Fisheries Service is to support aggressive growth policies (Rangkuti, 2013). This means that the Jeneponto Regency Marine and Fisheries Service is in a favorable situation, namely having the strength and opportunity, so that the Jeneponto Regency Marine and Fisheries Service with its internal strength can take advantage of the existing opportunities so that PUGaR supervision can be carried out optimally.

The next step is to create a SWOT matrix, with this matrix it will be easier to formulate various strategies, which are directed at efforts to use strengths, improve weaknesses, take

advantage of surveillance opportunities and overcome threats. For more details, see the following table.

Table 4.
SWOT Matrix

Internal Factor	Strength (S)	Weakness (W)
	1. Has supervision guidelines for the Pugar program issued by the Ministry of Marine Affairs and Fisheries 2. Coordinate with the Department of Marine Affairs and Fisheries of South Sulawesi Province, the inspectorate General of the Ministry of Fisheries and Marine Affairs and extension agents. 3. Have a monitoring schedule	1. The number of extension officers and staff of the Jeneponto Regency Fisheries and Marine Service who supervises the Pugar program is not sufficient. 2. The staff of the Jeneponto Regency Fisheries and Marine Service who supervise the Pugar program do not comply with their main duties and functions 3. Fisheries staff and extension workers do not take the initiative to impose sanctions on groups of salt farmers who do not use the assistance provided
External Factor		
Opportunity (O)	**S - O strategy**	**W - O strategy**
1. Have the opportunity to establish a salt marketing system and procedure and increase production .. 2. The Department of Marine Affairs and Fisheries has the opportunity to cooperate with the Jeneponto Regency Industry and	1. The Department of Marine Affairs and Fisheries of Jeneponto Regency, together with the Department of Marine Affairs and Fisheries of the Province of South Sulawesi, the Inspectorate of Marine	1. Increase the number of staff and fishery extension workers in the implementation of monitoring the utilization of PUGaR assistance 2. Forming a Coordination and Consolidation Team.

Trade Office regarding salt price protection. 3. Have the opportunity to know the needs of farmer groups in improving the quality and production of salt	Affairs and Fisheries of the Jeneponto Regency, formulate a more modern marketing strategy so that salt farmers can be distributed not only in South Sulawesi. 2. The Department of Maritime Affairs and Fisheries and the Department of Industry and Trade in Jeneponto Regency proposes the central government to formulate policies related to the protection of local salt prices. 3. Optimizing the implementation of supervision by adhering to the technical guidelines for supervision to better understand the needs of salt farmers.	
Threat (T)	**Stretegi S - T**	**W - T strategy**
1. Lack of trust from the salt farmer groups in extension workers and the Dinas related to the Pugar program. **2.** The safety of the extension personnel in carrying out their duties is threatened. **3.** The level of awareness of pond farmers to produce quality salt is still low	1. Disseminating the new policy regarding PUGaR assistance to salt farmers using various media. 2. Socialize the importance of improving the quality of salt for sales and health.	1. Provide work safety guarantees to employees and extension agents who supervise the utilization of PUGaR assistance. 2. Give sanctions to salt farmer groups that do not use PUGaR assistance properly.

Source: Author's Process, 2020

Conclusion

The implementation of PUGaR supervision in Eastern Indonesia still has constraints that are influenced by the internal and external environment of the organizations responsible for implementing PUGaR at the district level. So that in order to maximize the implementation

of supervision in achieving the objectives of PUGaR, it is necessary to coordinate in formulating marketing strategies, in collaboration with the Department of Industry and Trade to propose policies related to protection of local salt prices to the central government, recruit PUGaR supervisors, form coordination and co-consolidation teams. In addition, due to changes in the PUGaR assistance system, supervisors need to maximize the implementation of socialization and impose sanctions if the assistance provided is not used.

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Sub-Theme: Leadership and Crisis

Implementation of Smart Governance in Realizing Tomohon Smart City

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Abstract

This study aims to describe the implementation of smart governance in realizing Tomohon Smart City. This study used a qualitative approach, with data collection techniques, namely interviews, observation and documentation. Sources of data from informants are: Head of Tomohon City E-Government Administration, Tomohon City Technology and Communication Infrastructure Section Head, Tomohon City Application Development Section Head, Tomohon City Communication and Informatics Office Staff / Staff, Matani Village Head, and Tomohon City community as users infrastructure and facilities provided by the government. Data analysis using data reduction, data presentation, and drawing conclusions. Data were analyzed descriptively qualitatively. The results showed that: 1) The rules governing the running of the program or policy have not been well socialized and communicated, especially in agencies that have a role as implementers. 2) The government, in this case the Tomohon City Information and Communication Service, is still closed in providing information related to Smart City, especially Smart Governance. 3) The government has not yet launched a public complaint application even though it has been launched since 2016. 4) The government is still not ready to respond to existing technological and social developments, especially in the process of implementing Smart Governance. The Conditional Factors of Policy Implementation are a) Information Distribution, b) Resource Support, c) Government Attitude, d) Implementers. Therefore, it can be suggested, 1) There is a need for better socialization, communication and coordination regarding existing regulations to members and related agencies. 2) The government must be more open to the public, and must better prepare itself in responding to all situations and conditions that exist, especially in running the Tomohon Smart City program. 3) The government must improve work discipline, especially in the recruitment process, in order to create "the right man on the right job".

Keywords:
implementation; smart city; smart governance; local government programs; regional innovation; Tomohon city

Introduction

One of the programs for accelerating bureaucratic reform carried out by Local Governments is related to the development of an integrated electronic government system (e-government). The concept of e-government is present in order to improve the quality of governance in the world. The concept of egovernment is closely related to the development of information and communication technology in the world. Cities are the centers of various activities ranging from economic activities to government activities, so that it gives a consequence that most human activities are in urban areas. The development and growth in urban areas has caused problems such as large population and difficult to census, scarcity of resources, congestion, environmental degradation, the emergence of slum settlements, problems of waste and pollution, there are also problems such as garbage and crime rates. increasing along with the development of the city. The role of local governments in supporting a participatory development policy is very important. This is because the Regional Government is the government agency that best knows the potential of the region and also knows the needs of the local people. In the process of solving problems in the city and maintaining its performance, various concepts of city development and management continue to be developed by the city government (Mantiri, 2018).

With the development of the times, technology, communication and information are able to have a big influence on people's activities and lives. Even in a city, the development of increasingly smart technology makes the concept of smart not only applied to various devices, but also to various systems or structures. One of them that has stuck out lately is the concept of Smart City. This Smart City concept connects every existing infrastructure elements using ICT (Information and Communication Technologies) technology. Based on Law no. 23 of 2014 concerning Regional Government. In Chapter XXI entitled Regional Innovation. This means that the government can make its own innovation for the city or region. The local government innovation policy refers to the principles of: increasing efficiency; effectiveness improvement; service quality improvement; no conflicts of interest; oriented to the public interest; done openly; meet the values of propriety; and can be accounted for the results are not for self-

interest. With the development of media and technology, now Tomohon City as a city with higher growth requires a more capable urban system.

In order to realize a smart city, it takes serious planning and commitment and the involvement of all stakeholders in the city. Not infrequently, smart city is only defined as the use of technology in city management, and ignores public participation in the city development process. The use of ICT is a tool in the process of building a smart city. As explained by Nam and Pardo that "in the development of a smart city, there are three driving dimensions that must be integrated by the city, namely technology, people, and institutions." (Nam: 2011) In an effort to integrate the three driving dimensions of smart city above, a change management is needed, which not only focuses on planned changes but there are unplanned changes (Gerald, 1977).

For this reason, in this digital era, the ability of implementation to supervision from the City Government needs to be upgraded. With the implementation of the city in real time so that it can solve problems effectively and efficiently, especially in the field of service to the public. With that, the City of Tomohon takes the opportunity to create a program and implement new innovations that are created in accordance with the situation and conditions of the city, namely the program with the Smart City concept as stated in Mayor Regulation number 31 of 2019 regarding Tomohon Smart City. The Smart City concept is not only based on following technological developments but how to adapt, use and utilize it. The Smart City concept is divided into 6 indicators; Smart Government, Smart Branding, Smart Economy, Smart Living, Smart Society, and Smart Environment, and in this study researchers focused on implementing Smart Governance..

Based on research conducted by researchers, it turns out that the implementation of the Smart City program, especially in the scope of Smart Governance, is still not in accordance with expectations, where the use of human resources, technology and the existing budget is not maximized properly. Lack of knowledge of existing regulations shows that the implementation of this smart city is not carried out seriously, the procurement of experts, especially in the IT field to support all activities related to hardware / software such as application of public complaints, and information service provider operators are also not fulfilled so that the facilities or infrastructure such as CCTV and Command Center that should have been implemented and utilized has not been realized and the impression was money

wasting, the government's closed and non-transparent attitude also triggered suspicion about the implementation of this program. With the many awards and acknowledgments given to the local government of Tomohon City in implementing a smart city, with what was realized especially in the scope of Smart Governance, this program feels over-rated and seems to want to show or show what the government itself wants to show. To find out more clearly about these problems, the researchers in this study attempted to examine the process of "IMPLEMENTATION OF SMART GOVERNANCE IN REALIZING TOMOHON SMART CITY."

Methods

The method used in this research is qualitative research methods. The researchers think this method is good enough and able to help researchers in describing and analyzing problems regarding the Implementation of Smart Governance in Realizing Tomohon Smart City.

The focus in this study: 1) Implementation of Smart Governance in Realizing Tomohon Smart City with 2 (two) sub-focuses or indicators, namely a) Development of Information and Communication Technology Infrastructure a) Application of Public Complaint Applications. 2) Conditional factors in the implementation of smart governance in realizing Tomohon Smart City, which are divided into 4 (four) indicators, namely Information Distribution, Resource Support, Government Attitudes, and Implementers. The data sources were 10 informants, places and events in Tomohon City, documents namely Law no. 23 of 2014 concerning Regional Government and Mayor Regulation No. 31 of 2019 concerning the Implementation of Tomohon Smart City. Data analysis techniques include data reduction, data presentation, and conclusion drawing.

Results and Discussion

3.1 Implementation of Smart Governance in Realizing Tomohon Smart City

According to Dye (1992) programs cannot be separated from aspects of policy, policy or in this case public policy, in principle, it can be interpreted as "Whatever government choose to do or not to do". Understanding Infrastructure, according to Grigg (1988) infrastructure is a physical system that provides transportation, irrigation, drainage, buildings

and other public facilities, which are needed to meet basic human needs, both social and economic needs. This definition refers to infrastructure as a system. Where the infrastructure in a system is parts of facilities and infrastructure (networks) that are inseparable from one another. Smart Governance or smart governance is one part of the realization of a Smart City. As a whole, Smart City consists of 6 forming dimensions, namely Smart Governance, Smart Branding, Smart Economy, Smart Environment, Smart Living, Smart Society / Smart People (Cohen, B., 2013). The description of Smart Governance can be seen from the requirements to make it happen, which are intended so that we get a clear and specific picture so that we can easily plan its implementation. Important points related to the description of Smart Governance include: a) Openness of public information b) Maximizing the resources owned for the welfare of the community (Kota Mandiri). c) Smart Culture d) Can express opinions, ideas and desires directly e) Provide job security for its citizens f) Provide a reliable and cheap transportation system g) Children-Friendly Cities. Based on Law no. 23 of 2014 concerning Regional Government in Chapter XXI entitled Regional Innovation, Tomohon City takes the opportunity to run the Smart City program and its implementation is regulated in Mayor Regulation No. 31 of 2019 concerning the Implementation of Tomohon Smart City.

3.2 Development of Information and Communication Technology Infrastructure

According to Ginanjar Kartasasmita (1994) infrastructure development is a process of change for the better through planned efforts. Meanwhile, according to Robert J. Kodoatie (2005) Infrastructure is a system that supports an environmental system, where this system can be used as a basis for making policies. Smart Governance is part of the realization of Smart City in Tomohon City as it is known that it has been implemented for the past 4 years, but unfortunately many members of government agencies who play a role as still do not know about the existence of Regional Regulations regulating this program. Lack of socialization among the members of the related institutions, the staff and employees are knowledgeable and even the implementing agency does not master in detail what is the purpose of all activities or development activities carried out. Providing information to the public is also one of the important issues where the government as an informant or party has the authority to convey valid information about matters that are in contact with the life of the community itself must be nimble and open, consistent and transparent in order to obtain Public trust especially

during the COVID-19 pandemic, it was found that a lot of information was not conveyed properly and information updates for the public were updated after a lot of false information was circulating. Things that should be public also cannot be accessed by the public, such as the Smart City master plan and Electronic Procurement services. Even though good and quality service has implications of satisfaction to the community, because the community directly assesses the performance of the services provided (Hayat, 2017). Procurement of facilities or infrastructure such as computers and internet / wifi networks, network towers, CCTV that were delivered approximately 55 devices have been distributed but it turns out that only 4 are used, online queues, traffic lights have not been distributed in areas or villages in Tomohon City, services The security of the 112 Tomohon City call centers is also not well socialized so that no community has yet used these facilities and the misuse of the command center facilities used for event activities has made the implementation of Smart Governance still ineffective and inefficient in supporting the realization of the Tomohon Smart City. According to Haang and Keen, Information and Communication Technology is a set of tools that help humans work with information and perform tasks related to information processing. Meanwhile, according to Williams and Sawyer Information Communication Technology is a technology that connects computing (computers) with high-speed lines that carry data, voice, and video..

3.3 Application of Community Complaint Applications t

One of the concrete forms for the realization of a Smart City based on Smart Governance application is an output that must be implemented by the government. In Wikipedia, an application is a subclass of computer software that takes advantage of the ability of a direct computer to perform a task that the user wants. According to Marimin (2011) Applications are programs that can directly perform processes that can be used on computers by users. Based on this understanding, the researcher can argue that the application is a software that can be accessed and simplifies the user's task.

According to Presidential Regulation Number 76 of 2013 concerning Complaint Management Article 1 Number 8 Complaints are complaints submitted by complainants to public service complaint managers regarding implementing services that are not in accordance with service standards, or neglect of obligations and / or violations of prohibitions

by the organizer. According to Presidential Regulation Number 76 of 2013 concerning Complaint Management. In the management of complaints that have been regulated in Presidential Regulation Number 76 of 2013 concerning Complaint Management, there are several important stages that need to be known by public service providers so that Complaint Management can run effectively and efficiently, including: (1) Availability of means of submitting complaints, can by telephone, sms, WA, come directly, etc .; (2) There are officials who manage complaints; (3) There is a complaint procedure mechanism system; (4) There is a period of complaint resolution; (5) Prepare regular reports on the results of complaints management that have been carried out as material for evaluation and consideration of policies for improving public services.

As we know, with the rapid development of the times and the emergence of the internet and increasingly sophisticated technology, it can be said that these things have become a part of life today. All forms of information, both from within the country and from abroad, can be accessed easily by the public with smartphones that provide information support features. The application of applications, especially the application of complaints, is very important for social life, especially in the midst of situations and conditions like now where we as a society no longer need to interact with each other directly. As found in research that this form of communication has often been proposed by the community, but there has been no movement from the government and the government only provides suggestion boxes, even then they are no longer found and are no longer implemented as if this activity is no longer needed because the government does not provide access to the public in a means to convey aspirations. In fact, one form of the Smart City program is at least having a communication platform with the community based on online software. Application of applications such as E-Kinerja, E-Discipline, Electronic Procurement Service (LPSE), Regional Goods Information System (SIMBADA), Online Licensing, Disaster Warning and especially Public Complaints Application should have been implemented because considering the implementation of this program has been running since 4 years ago. A government entitled Smart Governance should be ready and ready to provide facilities that can make it easier for the public, especially in using technology.

3.4 Conditional factors in the implementation of smart governance in realizing Tomohon Smart City

In the view of George Edward III in Widodo, there are 4 factors that influence the success or failure of policy implementation, namely (1) communication, (2) resources, (3) disposition (attitude) and (4) implementers [10]. From the theory of Edward III Horn, the researcher uses it as a research knife and adopts four implementation models, namely information distribution, resource support, government attitudes, and implementers who are used as sub-focus or indicators in focus II of this study in order to obtain information..

1. Information Distribution

   According to Edward III in Widodo (2010), communication is defined as "the process of delivering communicator information to communicants". Edward III argues that communication and policy implementation include several important dimensions, namely transmission, clarity and consistency. In addition, according to Agustino (2006); "Communication is one of the important variables that influence the implementation of public policies. Communication is critical to the success of achieving the goals of implementing public policies". Judging from what the researchers found in the field, the government has not maximized the socialization process, especially regarding the applicable regulations in government agencies. The use of advances in communication technology is also not maximized so that the government seems sluggish and unable to adjust to existing progress where there are still limitations in the process of delivering information or poor communication between superiors and subordinates. The delivery of information that is more effective and efficient to the public as a government facility based on Smart Governance is also not implemented properly, such as what researchers found that the delivery of the latest information is still not updated over time and the government is less assertive in conveying information, especially during the COVID-19 pandemic. which is sensitive so there is a lot of miss-communication.

2. Resources

   According to Edward III in Widodo (2010) that these resources include human resources, budget resources, equipment resources and authority resources. Makmur

and Thahier resources have various types, forms, and numbers, but if we modify the various types, forms and amounts of resources owned by public organizations, in fact they can be classified as two groups, namely the first is the resource. originating from humans with the terms (human resources) which have different types of weaknesses and types of strength between one human being and another, and the second one is non-human resources which also have very different forms and types. diverse (Makmur: 2016).

Based on the information obtained by researchers, there is indeed a shortage in the procurement of resources, especially human resources, which causes the government to be unprepared and unable to self-synchronize itself with the times. Lack of human resources, especially in the IT sector and operators as well as a workforce dominated by contract workers who do not have the appropriate background, make the implementation of Smart Governance not as it should be. Fulfillment of infrastructure facilities is also not maximized even though the Smart City program has been funded from the APBD.

3. Disposition (Attitude)

The definition of disposition according to Edward III in Widodo (2010) is said to be "the willingness, desire and tendency of policy actors to implement the policy seriously so that what is the goal of the policy can be realized". According to the opinion of Van Metter and Van Horn in Agustino (2006): "the attitude of acceptance or rejection of policy implementing agencies greatly affects the success or failure of public policy implementation". Through the results of research carried out the disposition consists of bureaucratic appointment and incentives, selection or appointment of bureaucracy that is not according to need and sometimes based on nepotism relations has a bad impact in the process of implementing Smart Governance. Incentives that are not implemented also make staff or employees not motivated to work, especially in implementing Smart Governance in Tomohon City, some staff / employees have to take turns overtime due to lack of human resources.

4. Executor (Bureaucratic Structure)

According to Edwards III in Winarno (2008), there are two main characteristics of bureaucracy, namely: "Standard Operational Procedure (SOP) and fragmentation".

Ripley and Franklin in Winarno (2008) identified six characteristics of bureaucracy as a result of observations of bureaucracy in the United States, namely: 1) Bureaucracy was created as an instrument in dealing with public affairs (public affairs). 2) The bureaucracy is a dominant institution in the implementation of public policies which has different interests in each hierarchy. 3) The bureaucracy has a number of different goals. 4) The function of the bureaucracy is in a complex and broad environment. 5) Bureaucracy has a high survival instinct, so it's rare to find a dead bureaucracy. 6) The bureaucracy is not a neutral force and is not under full control from outside parties.

Based on what the researchers found that the implementer before the researcher carried out research on the location, the implementer still used the SOP as stated in the Minister of Communication and Information Technology Regulation Number 18 of 2016 concerning Guidelines for the Nomenclature of Regional Apparatus in the Communication and Informatics Sector as well as Tomohon Mayor Regulation Number 11 of 2018 concerning Public Service Malls in implementing the Smart City program which should not be an SOP of a Smart City. Then after conducting another interview with the informant who played the role of implementer for a long time, the agency stated that it used Mayor Regulation number 31 of 2019 concerning Tomohon Smart City, but many staff or employees did not know the contents of the regulation. Seeing that this is related to the role of the implementor as a driving force for the running of a program, it does not meet expectations because considering their very important role they should be able to master their main functions, therefore it is not surprising that the implementation of Smart City still seems to be constrained by many things.

Conclusion

The implementation of Smart Governance in Realizing Tomohon Smart City, it can be concluded that the implementation of the government has not been optimal yet and still seems far from expectations due to many incompatible factors in the program implementation process. Based on the results data and discussion, the following conclusions can be drawn:

1) Lack of knowledge from the executing apartment regarding the applicable regulations and existing SOPs causes the implementation of Smart Governance to not run properly.
2) The absence of openness or publication of the master plan for the implementation of the Smart City program makes the implementation of this program unstructured and the direction and objectives unclear.
3) Smart Governance is not running well because the support of human resources and facilities is inadequate because most of the implementing staff or employees do not have the appropriate background.
4) The development of technology and communication infrastructure has not been maximized because it is not implemented evenly, and there are facilities that are misused and their use is not realized.
5) The absence of public complaint applications and other community service applications which are important factors in the realization of Tomohon Smart City.
6) Information distribution: Inconsistent information distribution and agencies that are not yet able to adapt to the pace of social media or technology development make the distribution of information less than optimal.
7) Resource support: Limited resources make the implementation of the program not optimal, especially in running a government based on Smart Governance.
8) Disposition (attitude): The attitude of the government that is still not firm or disciplined because the recruitment of employees is not in accordance with the needs of the agency, making the agency seem rich in structure, poor in function.
9) Implementer (bureaucratic structure): Lack of knowledge of implementers in carrying out their duties makes the achievement of the Tomohon Smart City program not appropriate and even seems over-rated.

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Regional Innovation: Regional Leadership in Empowering the Aceh Community during the Covid-19 Pandemic

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Abstract

Leadership is an important factor that we cannot avoid from the success of community empowerment in an area. Apart from the role of regional leadership that supports all innovations and creativity in society. Aceh Province has great potential to develop superior commodities such as coffee, patchouli, rattan, fisheries, potential for natural beauty and culture. The Covid-19 pandemic which infected almost all regions in and had a significant impact on economic conditions both at the central and regional levels, including in the province of Aceh. This research examines the extent of the role of regional leadership in empowering the people of Aceh during the Covid-19 pandemic and seeing what are the factors that affect regional leadership in empowering the community. The research method used is a descriptive qualitative approach and uses library research techniques. The results of his research show that regional leaders play a role as policy makers, coordinate and communicate with various related parties, carry out empowerment, monitor, and evaluate. Factors that influence internally: personal awareness of the duties and responsibilities of leaders, strong commitment, clarity of division of tasks, good communication between actors. External factors: The existence of local potential that should be empowered, the existence of joint commitment from the private sector, village government, universities and the community, the existence of positive support and acceptance and the economic and social conditions at that time.

Keywords:
leadership; community empowerment; Aceh

Introduction

Indonesian society is currently entering the global era. We can understand globalization as a process characterized by increasingly diverse mobility on the face of the earth in the form of physical mobility, money, images, goods, and waste, which are now occurring across communities.

The aforementioned developments change the role of the local government which was originally the main development role where the local government is both a regulator and a

significant development actor. The DPR members decide what can be done and what cannot be done, while the social experts provide intervention models and suggestions on what to prioritize and what not. The role of local government has shifted to become a facilitator where the government has certain limitations in managing the resources, lives and needs of its citizens. Poverty cannot be alleviated only with the social assistance programs provided, but the government needs to do it in other ways, one of which is by empowering the community. It is through community empowerment that the government provides knowledge, training, mentoring, supervision so that the community is able to produce something of added value for them. Not only as additional income, but even a source of their income. In addition, the community also has potential strengths that deserve full appreciation and support by the government, especially local governments. This is because, in essence, local governments better understand geographic and social and cultural conditions and better recognize the potential that exists in the region. Therefore, the role of regional leadership is very important in empowering local communities.

We know that Indonesia is a country that is rich in culture, natural potential, human resources and various other local wisdoms, so it is the government's duty to manage it so that it is able to produce quality products. Where these products are the work of the nation's children which are managed jointly between the community, the government and the private sector through the establishment of small community business units or groups, as an embodiment of community empowerment carried out by the government, the private sector or a collaboration between the two. The collaboration of these three parties should be able to maintain harmony by the government, both at the central and regional levels.

In connection with the foregoing, we need to observe that leadership is an important factor that we cannot avoid from the success of community empowerment in an area. Local leadership is currently an important issue in Indonesia, because many regional leaders realize that the progress and prosperity of a region is due to the commitment of their regional leaders. When regional leaders are loyal and totality in serving and building the community in their area, policies, programs and activities are carried out only to improve the welfare of the community. One of them is by fully supporting community empowerment in the regions, because the role of a very strategic leader is what makes leaders demanded to have good communication competences and be able to channel the needs or desires of the community

well as well. Apart from the role of regional leadership that fully supports all innovations and creativity of the community, it is the community who in fact is the subject and object of empowerment itself. So, program formulation or community empowerment is actually bottom up.

Aceh Province itself has great potential to develop superior commodities, such as fisheries, coffee, patchouli, rattan, rice, and horticultural commodities, as well as the potential for superior commodities and the tourism sector in September 2018. According to Aceh Province BPS data, the number of poor people in Aceh in September 2018 it reached 15.97 percent. This figure is above the national average of 9.66 percent. This makes Aceh the province with the highest percentage of poor people in Sumatra and ranks 6th in Indonesia after Papua, West Papua, East Nusa Tenggara (NTT), Maluku, and Gorontalo (Serambi Mecca, 2019).

The aforementioned conditions provide dynamics and challenges in managing resources in the regions. As for several regions in Aceh Province that are able to maintain and continue to improve the existence of local products to the public both at national and international levels, such as Banda Aceh City, Kab. Aceh Besar, Aceh Barat District, Aceh Tengah District, Gayo Lues, Aceh Utara. Each region has its own local wisdom, and their respective potentials such as Banda Aceh with aceh bag craft center and Acehnese souvenirs, Aceh Besar with its rattan, North Aceh with its patchouli, Central Aceh and Gayo lues with coffee and natural charm.

Cooperatives, Small and Medium Enterprises, or other home industries as a result of community empowerment in Aceh Province were able to absorb 275 thousand people. However, because currently the whole world is attacked by the Cobid-19 virus which not only attacks humans but also attacks the joints of the country's economy, including Indonesia. In Indonesia alone until October 2020 and attacked 493 cities / districts including Aceh Province. Positive confirmed cases of Covid-19 in Aceh according to data from the Aceh Government Health Service as of October 17, 2020 there were 6,434 cases, where positive cases of Covid-19 attacked evenly in all districts / cities in Aceh with the highest cases in Banda Aceh City with total cases 984.

The Covid-19 pandemic which has infected almost all regions in Indonesia has certainly had a significant impact on economic conditions both at the central and regional levels,

including in the province of Aceh. That is why the authors are interested in examining the extent of the role of regional leadership in empowering the people of Aceh during the Covid-19 pandemic and seeing what are the factors that influence regional leadership in empowering the community.

Leadership itself is a leader's way or style to influence the behavior of subordinates so that they are willing to work together and work productively to achieve organizational goals (Hasibuan, 2000). The figure of a leader in an organization becomes very strategic, because it is in the position of a leader that this organization can progress or become stagnant and even retreat. The leader becomes someone who is not only inspiring, but he is able to influence his subordinates to do what he wants. So that each of these leaders has their own style, has their own way of advancing the organization.

This is further strengthened by the definition of Soedarmayanti that leadership is an art to influence and take advantage of others by means of obedience, trust, honor in order to achieve the common goal of empowering society (Safitri & Rahaju, 2015). Howard H. Hyot also stated that leadership is an art to influence human behavior and to guide people (Kartono, 1998). Schein in the leadership module by Asep Suryana (Suryana, 2016) views leadership as the ability to step out of culture, meaning someone who always starts a change process and is more adaptive. The key elements in leadership itself are leaders-followers, people, influence, change and goals to be achieved. Therefore, we can understand that leadership can be widely understood not only as a person's ability, but rather a process in the form of interactions that occur in it. This is in line with Suryana's statement that leadership is in nature abstract, which is produced by humans in the process of their interaction with the environment (Suryana, 2016)

Leadership has several functions such as an instructive function, a consultative function, a participation function, a delegation function, and a control function (Nawawi, 1993), as follows:

a) Instructive function is a direct function and one-way communication means that the leadership gives direction to staff regarding the implementation of decisions.

b) The consultative function is a direct function and two-way communication between the leader and the person they lead, the communication is limited in nature only with certain people who have various information materials they need in making decisions

c) The participatory function is a direct function, two-way communication and takes the form of implementing the relationship between the leader and staff effectively in accordance with their respective positions and main duties and functions.

d) The function of delegation is the function of giving the authority to make or determine decisions whether with the approval of the leadership or not. Leaders must be willing and able to trust other people, according to their position / position, if they are granted / received the delegation of authority.

e) The control function is a one-way communication that can and can be done through guidance, direction, coordination and supervision.

The five functions above have been implemented in regional leadership in empowering the Acehnese people even during the pandemic period, community empowerment is still carried out by the Aceh government which in this case is carried out by the PMG Office along with the Gampong government and the community by paying attention to the Health protocol when there must be a direct meeting involving some people. Meetings are still being held to collect information and evaluate the course of products from the results of previous community empowerment, and to plan programs and activities for the 2021 fiscal year.

One of the theories of leadership, namely the situational theory initiated by Hersley and Blancard in Hidayat, states that "A person's leadership style is a pattern of behavior shown by that person when influencing other people's activities as perceived by others." This means that the effectiveness of leadership is strongly influenced by ability levels such as maturity and readiness of subordinates to accept or reject leaders. So it can be said that the situational leadership style is a leadership style for guiding, directing, implementing, and also encouraging subordinates to achieve goals and use all existing abilities optimally by combining and adapting to the situation.

The above statement is also supported by Fielder's understanding (Safitri & Rahaju, 2015) that leadership needs to use a different approach when facing different situations as well for the effectiveness of achieving organizational goals. In addition, according to him, the intelligence of a leader in reading the situation that occurs in his organization is the key to the success of a leadership. The following are the situational factors of the Fielder, namely:

a. Superior relationship with employees

In this point the emphasis is on the level of trust, respect and also employee disbelief. This relationship is mainly a form of response and a form of participation from followers to their leaders. So that there is a reciprocal relationship between the two. The leader gets input or suggestions from his followers, the followers work and complete the task responsibly according to the rules and direction of the leader and maintain the trust of the leader in him.

b. Task structure

This section emphasizes that tasks are carried out in a structured manner or not. Then there is the provision of clear and firm procedures. In this structure there is clearly an arrangement of assignments, coordination of task implementation, direction or guidance from the leader to his followers which is reflected in the task structure and is contained in a formal written regulation.

c. Position of authority

The position of the leader's authority is based on the formal authority possessed by the leader, meaning that there are applicable rules that regulate the limits of the leader's authority in an organization.

Community Empowerment

Community empowerment in the RI Minister of Home Affairs Regulation Number 7 of 2007 concerning Community Empowerment Cadres article 8 Paragraph 1 is a strategy used in community development as an effort to realize capability and independence in the life of the community, nation and state. Eko Sutoro also explained that empowerment is a process of developing, independent, self-empowering, strengthening the position of the community at the lower level against the pressing forces in all fields and sectors of life (Sutoro, 2002). The concept of empowerment can also be understood from two perspectives: first, empowerment is interpreted in the context of placing a position as a community.

The position of the community is not an object of beneficiaries that depends on gifts from outside parties such as the government, but in a position as subjects who act independently but remain the responsibility of the state such as providing public services in the fields of health, education, housing, and so on. An independent society as a

participant means opening up space and capacity to develop creative potential, controlling the environment and its own resources, solving problems independently, and taking part in determining the political process in the realm of the state. The community participates in the development and governance process (Sutoro, 2002).

Empowerment includes not only strengthening individual members of society, but also its institutions. Inculcating modern cultural values, such as hard work, frugality, openness, and responsibility are the main parts of this empowerment effort. community empowerment is closely related to stabilization, culture, and the practice of democracy. Community empowerment can be carried out by many elements: government, universities, non-governmental organizations, the press, political parties, donor agencies, civil society actors, or by local community organizations themselves. The empowerment process can take place more strongly, comprehensively and sustainably if the various elements build partnerships and networks based on the principles of mutual trust and respect (Sutoro, 2002).

Community empowerment can be viewed as an activity to create conditions in which society always has the potential to be developed. Then it is also seen as a step to strengthen the local potential that is owned, and is also seen as an activity to protect the weak from the strong so that the community does not depend on assistance or gifts but they are able to be economically independent. As is the case, according to Wikirannolo and Riant Nugroho in Safitri, who conveyed that empowering the community means enabling and empowering the community (Safitri & Rahaju, 2015).

Thus the ultimate goal is to make society independent, enable, and build the ability to advance towards a better life in a sustainable manner (Cholisin, 2011). The concrete steps taken in community empowerment begin with the local government starting from the provincial, city / district level, down to the village level, which should provide space for the community to provide their creative and innovative ideas or ideas, then also create a conducive climate or atmosphere. . According to Kartasasmita, real steps in community empowerment are further strengthened by providing various inputs and opening access to various opportunities that will make the community more empowered (Kartasasmita, 1996).

According to Adhi Iman Sulaiman, a development communication expert and community empowerment, an effective empowerment program is to involve the community from planning, implementation to program evaluation, where community involvement is needed to identify and analyze problems to the potential of the various resources they have (Puspitasari). , 2020). Through this community empowerment, new jobs can be created so as to reduce the number of unemployed. Especially during the Covid-19 pandemic, of course, community empowerment programs are very much needed, so that people can survive with entrepreneurship made through community empowerment programs facilitated by the local government.

Methods

The method in writing this article is a descriptive qualitative approach and uses the Literature Study Technique to collect factual data and supporting documents in accordance with the research object, such as through books, journals, reports, and other relevant documents. Miles and Hubberman (Reiza Macella, 2020) describe that all the data that has been collected is then processed by adjusting the research questions by reducing data, presenting data and drawing conclusions.

Results and Discussion

1. The role of regional leadership

   Community empowerment is carried out as a form of social development, where the development is no longer only centered on infrastructure development but one that has far-reaching and significant impacts is by building the community through the potential that exists in each region. Now in Indonesia, in line with the implementation of regional autonomy, the Ministry of Rural and Remote Areas and Disadvantaged Areas is also supported by the existence of Permendes No. 17 years old 2019 regarding general guidelines for the development of village community empowerment makes the role of local leadership starting from the governor, mayor / regent, to the village head play an active role in planning strategies, programs to activities then coordinating with related parties such as universities, the private sector and the community, of course, to synergize in succeed in community empowerment.

This has also been done by the Aceh provincial government which is committed to empowering the community through village empowerment and is managed by the Gampong Community Empowerment Service in all cities and districts in Aceh. This service was formed several years ago to be precise in 2016, based on Aceh Qanun Number 13 of 2016 concerning the Formation and Composition of Aceh Apparatus and PERGUB no 117/2016 concerning the position, organizational structure, duties, functions and work procedures of the Aceh community empowerment service changed to Aceh Community and Gampong Empowerment Service (DPMG).

Through this service, the implementation of community empowerment is controlled and evaluated. The PMG Office together with the Gampong Government work together in implementing community empowerment in the village. In addition, community empowerment in Aceh is included in the Aceh government's flagship program at the seventh point, namely Creative Aceh. This creative Aceh encourages the growth of industries in accordance with the potential of regional resources and protects the products produced through the provision of production centers based on local potential resources and oriented to local markets (Humasaceh.go.id). Activities related to the aceh creative mission and programs, such as the development of natural resource potential through the Application of Innovations. The Gampong Community Empowerment Service has the main task of carrying out government affairs and development in the fields of governance, development and empowerment of mukim and gampong communities.

Based on the foregoing, the commitment of the regional leaders of Aceh province to community empowerment is clearly seen through the vision, mission and superior programs of the Aceh government which are then coordinated by forming a special PMG Office to manage community empowerment, whether related to policy formulation, policy implementation, monitoring, evaluation, implementing administration and coordination between agencies related to the empowerment of the Acehnese people. Coordination has been carried out starting from the Aceh Governor who then coordinates directly with the Aceh PMG Office, the Aceh PMG Office coordinates with the PMG Office at the district and city levels which then coordinates with the gampong government which will be empowered later.

As with some community empowerment that has been carried out during the pandemic, such as laying hens in Cut Kumbang village, Seunagan district, Kab. Nagan Raya, which has succeeded in developing chicken livestock since 2018 even though during the Covid-19 pandemic. The empowerment of the community in the livestock sector is managed by local BUMG and generates Rp. 1,875,000 per day. Then in the village rambong payong Kab. Bieureun produces teabags from Moringa leaves accompanied and mentored by DPMG Bieureun together with DPMG Aceh (DPMG Aceh, n.d.)

Aceh itself is one of the regions in Indonesia which is rich in natural potentials such as fisheries, coffee, patchouli, rattan and also beautiful natural charm that can be used to empower people through tourism. This natural potential is the superior product from Aceh. As in Aceh Besar, which has superior products such as rattan, these products are made by groups that are members of the home industry and MSMEs. Where the group involved village residents, especially women, as rattan craftsmen. The marketing is not only to Indonesia but abroad such as Malaysia and its surroundings. However, rattan products in Aceh are still unable to compete with rattan products in Java because of the limited ability of craftsmen to use certain machines to support the production process.

In addition, Central Aceh has superior potential in the form of Gayo coffee, its natural and cultural charm which is known to the international community. This is a local potential that can be empowered by the community. Of course, through this a group was born a business group that involved the local community. In addition, there is also tourism potential that can empower the community, such as in the village of Agusen, district. Gayo Lues, formerly known as Ganja Village, was due to changes made by the Balngkejeren sub-district head at that time who made new breakthroughs to improve and empower his village through community empowerment based on tourist villages. The breakthrough has been carried out such as education for the community related to regional potential (HM et al., 2020), providing entrepreneurship training & English, infrastructure development by inviting USAID Lestari, and cultivating coffee plants. Once again we can see that local leadership plays an important role in empowering the community. When regional leaders commit to community empowerment, creativity and innovation will emerge as contained in programs and activities

Supporting the above statement that leadership commitment affects the success of regional leadership, of course, cannot be separated from the involvement of other actors as followers as stated in the Situational Theory. Likewise in the implementation of community empowerment involving the PMG Office, Gampong government, non-governmental organizations, private sector, universities and also the community as in BUMG Rambong Payong Kab. Bieruen who is with DPMG. Then patchouli processing which will later be used as a patchouli tourism village in the village of Rantoe Sabon Aceh Jaya which was initiated by the district government. Aceh Jaya is supported by Bank Indonesia, in collaboration with ARC Unsyiah, and the Makmue Beusare farmer groups who can later empower the village community.

Then, with the bottom-up communication carried out by the leadership during the monitoring and evaluation process, the leadership will know what the shortcomings and desires of the community are regarding the empowerment of the local community. This is being carried out by the Aceh government through the Aceh PMG Office which monitors and evaluates several gampongs in Aceh such as Gampong Kubu, West Aceh which produces water hyacinth handicraft products, in the village of Lubuk Pusaka, Kab. North Aceh, which produces turmeric processed by women, in the village of Term Alue Bie, Kab. Bieureun which produces floating fish feed pellets. In the monitoring and evaluation process, the community and gampong government demonstrated that they were still constrained by inadequate machinery, lack of community skills and the absence of copyright protection so that this needs to be assisted by the local government to overcome these obstacles (DPMG Aceh, 2020). Aceh's regional leadership plays a role in establishing and maintaining communication with various parties involved in community empowerment, especially to the community itself as the subject and object of empowerment.

He results of community empowerment in the form of products can later be assisted by the government to be marketed to the public. In addition, the people who are involved in empowerment can increase their production capacity by joining to become umkm, which will then be given capital assistance by the government. So that it can increase the turnover of product sales and later can increase public opinion so that the level of community welfare also increases and can reduce poverty, especially in the Aceh region.

One of the innovations made by the Aceh government is by promoting local MSME products and community empowerment through exhibitions or expos which are held annually by the Aceh provincial government and there is also a village innovation week organized by the Aceh PMG service specifically to promote good technology products. use or finished goods as a result of community empowerment. In addition to direct promotion, the government also facilitates the marketing of local Aceh products through e-commerce owned by the Aceh government. So that anyone, anytime, anywhere will be easier to find, find and buy local Aceh products.

2. Factors Affecting Regional Leadership in Empowering Communities

The author examines that in looking at the factors that influence there are two sides, namely internally and externally. Internal factors are factors that come from within, while external factors are factors that come from outside such as organizational conditions, attitudes of subordinates, environmental conditions and so on. Internal factors that influence regional leadership in empowering communities such as:

a. There is personal awareness of the duties and responsibilities of regional leaders in managing regional potential optimally and providing welfare for the people in the area

Of course, with the awareness that as a leader who has been sworn in and given the trust of the community in holding a good position at the provincial, city / district level to the village, this is what makes a person always and will work in totality for the advancement of his area including the people in it.

b. There is a strong commitment to improving the community economy through community empowerment

c. The ability of a person in leadership contains certain elements, namely commitment, which is then actualized responsibly, discipline and other behaviors as part of the organization. A strong commitment in holding firm to a position is a very determining factor in how leadership works. In terms of empowerment in Aceh, as the author has described in number 1, the commitment of Aceh leaders is seen in the Vision and Mission and the Qanun that has been drafted, namely Aceh Qanun Number 13 of 2016 concerning the Formation and Composition of Aceh Apparatus and PERGUB no 117/2016 on position, The organizational structure,

duties, functions and work procedures of the Aceh community empowerment agency changed to the Aceh Community and Gampong Empowerment Service (DPMG). In addition, the commitment of the PMG Office as the manager of community empowerment is also very important in supporting the success of community empowerment in Aceh.

- There is a division of tasks through a clear assignment structure and rules

Community empowerment in Aceh itself is managed directly by the Gampong Community Empowerment Service as an extension of the governor in implementing community empowerment. In terms of the main function, the PMG Office manages community empowerment, whether related to policy formulation, policy implementation, monitoring, evaluation, administration and coordination between agencies related to the empowerment of the Acehnese people as regulated in PERGUB 117/2016.

- Able to establish communication networks with various parties outside the government

This ability to communicate is also the capital in empowering the community. Because regional leadership will certainly be more optimal by involving various parties such as the private sector through its CSR program which is then supported by its implementation by the Aceh government, universities that carry out community service through KKN for students and tri dharma colleges carried out by lecturers. Where in its implementation requires cooperation between universities and local government. With good communication, cooperation will also be well established. So that the process of community empowerment is not only a burden borne by the Aceh government, especially considering the Covid-19 Pandemic, of course, on a very limited budget. Therefore, cooperation between the private sector, non-governmental organizations, village government and universities is very supportive of regional leadership in empowering communities, especially in Aceh

Then external factors that affect regional leadership in empowering communities in Aceh such as:

- The existence of local potential that should be empowered by the local community

The richness of local potential and Aceh's superior commodities such as coffee, rattan, patchouli, high-quality fisheries and also its charming natural charm are the materials or input for the Aceh government to formulate what programs or activities can increase regional income and improve the community's economy and can reducing regional poverty rates through the processing of local potentials and superior commodities in Aceh. Each district / city itself has realized the potential of their respective regions and cultivates this potential by embracing related agencies such as the PMG Service and the UMKM Cooperative Office, the village government, the private sector and the local community as well as coffee commodities that are developed and empowered on the land of Gayo Lues, Aceh. Tengah, then rattan which is the center of products in Aceh Besar and Banda Aceh then Moringa Leaf Tea becomes a product of the district. Bierueun, Turmeric Processing in Kab. North Aceh, water hyacinth crafts in West Aceh, patchouli oil in North Aceh which is the second highest quality in the world, and so on.

- There is a joint commitment from the private sector, village government, universities and the community

  This commitment that continues to be built and strengthened is what will later affect the running or success of Aceh government activities or programs carried out at the village level. As with the agusen gampong community empowerment program in Gayo Lues Regency, which jointly empowers the village to become a tourist village. Several universities in Aceh have collaborated with the Aceh Government such as Syiah Kuala University, Malikulsaleh University, Teuku Umar University, and other universities to carry out community service, for example in the form of community empowerment itself. Through the cooperation that exists between these actors, leadership will run optimally so that the goal of implementing community empowerment can achieve optimal results.

- There is positive support and acceptance

  This positive support and acceptance is a supporting factor for the success of leadership in the organization. As explained by Philip (Suryana, 2016) that leadership as a process can be grouped into several parts, for example, such as interactions between various actors, both as leaders and as followers, interactions

are influenced by the situation in which the interactions take place, and group closeness. Leaders cannot actualize their leadership without positive acceptance from their followers. No one follows his orders and the leadership will not work. So it is very important when with a strong leadership spirit, clear task structure, good communication coupled with positive respect from followers, in this case the Aceh PMG Service, District / City Level PMG Service, District / City Government, Gampong Government who participate in carrying out the task. , in essence, their function as public servants includes carrying out community empowerment in order to improve their welfare with full responsibility, discipline in accordance with applicable regulations. That way, Aceh's regional leadership in community empowerment runs well and is integrated with one another.

Apart from government elements, there are also other actors involved in community empowerment in Aceh, namely the private sector with the CSR program in collaboration with the government, universities through student community service activities and community service carried out by lecturers by embracing local regional government. The most important thing here is active community involvement not only as an object but also as the subject of community empowerment. All actors carry out their respective roles, carry out their duties and jobs in community empowerment according to the portions, rules and procedures that have been set by the government.

- Economic and social conditions at that time

The economic condition of both the region and the condition of the community which is considered far from prosperous, where the poverty rate is still high and the unemployment rate is also high, so that regional leaders and their staff formulate a policy that can be implemented in order to improve community welfare, as well as create jobs through community empowerment. Especially with the covid-19 pandemic, the government, through regional leadership, innovates and tries to continue to facilitate the implementation of community empowerment. Given that the impact of Covid-19 is not only on the loss of a person's life but the economy is also stagnating. In addition, the social conditions of the Acehnese people which were affected by the past conflict, followed by the impact of the 2004 tsunami left a special

grief and affected the social conditions of the Acehnese people, where there are still many of them who do not go to school, are left behind and are isolated so it is necessary to be empowered so that later the community is able to independent to produce a product or service that is very valuable and increase their income as small entrepreneurs. That is why the Aceh local government is working hard by involving various parties to actively participate in empowering the Acehnese community through the flagship program "Aceh Kreatif" which is implemented in all cities / districts in Aceh.

Conclusion

The Aceh provincial government is committed to empowering the community through gampong empowerment and is managed by the Gampong Community Empowerment Service based on Aceh Qanun No.13 of 2016 concerning the Formation and Composition of Aceh Apparatus and PERGUB no 117/2016 on the position, organizational structure, duties, functions and work procedures of the empowerment agency the Acehnese community has changed to the Aceh Community and Gampong Empowerment Service (DPMG). Community empowerment in Aceh is included in the Aceh government's flagship program, namely Creative Aceh. Activities in it such as developing natural resource potential through the Application of Innovations. The commitment of the regional leaders of Aceh province to community empowerment is clearly seen through the vision, mission and superior programs of the Aceh government which are then coordinated by forming a special PMG Office to manage community empowerment, both related to policy formulation, policy implementation, monitoring, evaluation, administrative implementation and coordination between agencies related to the empowerment of the Acehnese people.

Regional leadership plays an important role in empowering the community. When local leaders are committed to community empowerment, creativity and innovation will emerge in their programs and activities. The success of regional leadership certainly cannot be separated from the involvement of other actors as followers as stated in the Situational Theory. In the implementation of community empowerment that involves the PMG Office, Gampong

government, non-governmental organizations, the private sector, universities and the community.

The presence of the Aceh regional leadership as a formulator of strategies, plans, and programs as well as Aceh community empowerment activities through the Aceh PMG Service as a regional public organization managing community empowerment in Aceh. Coordinating with the village government, the private sector, universities, NGOs and the community with socialization, FGD, coordination meetings which are held regularly. Regional leadership also carries out activities in cooperation with related actors in proportion to their respective positions and roles. In addition to monitoring in the form of assistance, field visits to evaluation so that later the government in this case will be represented by the Aceh PMG Service to get feedback from the community regarding obstacles during the production of goods or services, their input and hopes which will then be used as references in formulating activity program plans in the next fiscal year.

Aceh's regional leadership plays a role in establishing and maintaining communication with various parties involved in community empowerment, especially to the community itself as the subject and object of empowerment. The results of community empowerment in the form of products can later be assisted by the government to be marketed to the public. Marketing is carried out at the Aceh UMKM exhibition or expo every year, then when the gampong Innovation Week is also held annually by moving locations according to the point of the PMG Office, and is also marketed through online media with e-commerce owned by the Aceh government which is specifically made to promote Aceh local products so that anyone, anywhere can buy and see various kinds of local Aceh products.

Internal factors that influence regional leadership in empowering the community such as personal awareness of the duties and responsibilities of regional leaders in managing regional potential optimally and providing community welfare in the area, a strong commitment to improving the community economy through community empowerment, distribution of tasks through structures clear assignment and rules, Able to establish communication networks with various parties outside the government. External factors that affect regional leadership in empowering communities in Aceh, such as local potential that should be empowered by the local community, positive support and acceptance, economic and social conditions at that time.

The suggestions that the author gives for the implementation of empowerment of the Acehnese people during the pandemic are as follows:

a) The Aceh Government through the Aceh PMG Service can continue to increase cooperation between universities, BUMN, and private companies that can help finance the implementation of empowerment, and also actively participate in carrying out community empowerment
b) The Aceh government collaborates with the Cooperative and UMKM offices to improve knowledge and business skills for all village communities, including youth groups, mothers, and fathers so that later the results of community empowerment are able to create new entrepreneurs and later open job opportunities
c) Universities and the private sector are always encouraged to do community empowerment to help the government, which is impossible for everything the Aceh government to do. However, it requires the cooperation of various parties.
d) Periodically the City / District Government of Aceh holds FGDs or meetings that invite academics, village community leaders. Private companies, NGOs, successful entrepreneurs in order to get input and even new ideas for future community empowerment planning.
e) Provide education to gampong government and gampong community that community empowerment starts from the village. So that later the community will participate more and feel they have a joint effort in the village in order to empower the community

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Strategy for Improving The Work Discipline of Village Apparatus in Sidenreng Rappang Regency

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Abstract

The purpose of this study was to analyze and determine strategies for improving the work discipline of village officials in Sidenreng Rappang Regency. This research was conducted in Carawali Village, Sidenreng Rappang Regency. The method used in this research is a qualitative approach (qualitative research). Data collection was carried out by means of observation and in-depth interviews. The primary data source in this study consisted of key informants, namely the Head of the Carawali Village and the informants in this study were officials / employees of the Carawali Village, Sidenreng Rappang District, obtained through the purposive sampling method. The data analysis technique uses the SWOT analysis method which is one of the methods used to describe the condition of a problem, and evaluate the problem, which is based on internal and external factors, namely Strengths, Weaknesses, Opportunities and Threats which then create a matrix. and assessment to find out the most appropriate strategy. Based on the results of this study, the most appropriate strategy to improve the work discipline of the Carawali Village Officials in Sidenreng Rappang District is to improve village apparatus services by conducting leadership training, utilizing human resources to participate in training in improving quality to use information system technology, improving coordination and supervision of village heads with other village officials, making clear SOPs on the rules and salary system to be applied.

Keywords:

strategy; work discipline; village apparatus; swot analysis

Introduction

The application of regional autonomy makes the revitalization of decentralization very important in the context of improving the performance of the government bureaucracy, provision and services so as to spur increased efficiency and strengthening competitiveness.

In this regard, the decentralization of government bureaucracy, the provision and services to the community in a real, efficient and responsible manner needs to be accelerated further by referring to the direction and policies of regional autonomy decentralization (Dewi,2017). In line with the enactment of Law No. 32 of 2004 concerning Regional Government has a logical consequence for the Regional Government, namely the empowerment of the apparatus to be more professional, responsive and transparent. Given this fact, improving the quality of human resources is a definite need. The increasing need for civil servants aims to change their behavior into behavior capable of carrying out activities in all fields, because basically human behavior can influence every action in achieving the goals to be achieved (Istiqomah, 2017).

The issue of quality human resources is a very important issue in today's competitive era. The maximum empowerment of human resources will enable an organization to be able to compete by producing efficiency and effectiveness in its production process. One of the components of human resources that is so vital to an organization is employees. Where every organization, employees have an important role in order to achieve organizational goals, so that every employee is required to work optimally with effectiveness and efficiency, which in order to produce a quality employee requires empowerment (Jaitun,2013).

An alternative to increasing the empowerment of these employees is to increase work discipline (Mulyanto,2020). The existence of work discipline is very important because in a disciplined work atmosphere an office can carry out work programs that have been planned. Work discipline will be closely related to work regulations formulated by an organization or office. These regulations will be a reference for employees to become a common guide and at the same time to unite and align various goals and individual values held by employees (Mustika,2013).

Employee discipline is someone's behavior in accordance with the rules, existing work procedures or discipline is the attitude, behavior and actions in accordance with the rules of the organization, both written and unwritten. Work discipline is a tool used by managers to communicate with employees so that they are willing to change a behavior as well as an effort to increase one's awareness and willingness to comply with all company regulations and prevailing social norms (Puspasari, 2017). Another definition of discipline is a procedure that corrects or punishes for violating a rule or procedure while work discipline is influenced by factors which are also an indicator of work discipline, namely:

1. Punctuality, employees come to the office on time, orderly and regularly, so it can be said that work discipline is good.
2. Using office equipment properly, and being careful in using office equipment, can show that a person has good work discipline, so that office equipment can avoid damage.
3. High responsibility, employees who always complete their assigned tasks according to procedures and are responsible for work results, can also be said to have good work discipline.
4. Compliance with office rules.

   Employees wear office uniforms, use identification cards, make permits when not entering the office, are also a reflection of high discipline.

Carawali Village, Watang Pulu District, Sidenreng Rappang Regency, which is located on the Makassar-Tana Toraja tourism route. Carawali Village is a stopover village for domestic and foreign tourists, besides that there is also a traditional Lipa Sabbe (Silk Sarong) weaving center, the monument to the heroes of A. Cammi, a historical place, the Celli'e river, the beauty of iguanas and the ecosystem in it and the expanse. rice fields that stretch very wide, then the Village of Carawali as an agro-tourism village towards an environmental tourism village. Carawali Village is one of the places where the fighters in Sidenreng Rappang during the resistance against the invaders to formulate tactics and strategies, so that the name Carawali has been retained until now.

Village government administration activities in Carawali Village are carried out by village officials with a total of 12 people, consisting of the village head and village officials. The implementation of village government services will run and be better directed and even more advanced if the work discipline of all village officials in providing services follows the rules that have been set. Carawali village officials still often enter the office not on time, wear clothes that are not according to what is stipulated, in community service is still slow, causing complaints from the community being served.

The purpose of this research is to find out the right strategy to improve the work discipline of the village apparatus of Carawali, Watangpulu District, Sidenreng Rappang Regency. The way to get the right strategy is to use a SWOT analysis, namely Strength, Weakness, Opportunity and Threats. For Strengths and Weakness the factors come from the internal organization, while Opportunity and Threats come from outside the organization.

Methods

This research uses a qualitative approach, which is research that intends to understand the phenomena experienced by research subjects such as behavior, perception, motivation, action, etc. holistically and by means of descriptions and forms of words and language, in a context. special nature and by utilizing various natural methods .

Data collection was carried out by means of observation and in-depth interviews. The primary data source in this study consisted of key informants, namely the Head of the Carawali Village and the informants in this study were officials / employees of the Carawali Village, Sidenreng Rappang District, obtained through the purposive sampling method. The data analysis technique uses the SWOT analysis method which is one of the methods used to describe the condition of a problem, and evaluates the problem, which is based on internal (internal) and external (external) factors, namely Strengths, Weaknesses, Opportunities and Threats which then create a matrix. and assessment to determine the most appropriate strategy (Ngindi,2018).

Results and Discussion

Discipline Improvement Strategy with SWOT Analysis

Based on data obtained from interviews with village officials, the lack of work discipline is due to the leadership supervision system, in this case the village head is lacking, is not firm in directing work and cannot be an example to his subordinates. Another main cause of lack of discipline is the unclear system of compensation / salary or wages to village officials, both in terms of the amount of salary and the timing of the payment of the salary that is not correct. This ultimately led to the village apparatus not following the rules that had been established in Carawali Village. Another thing that happens is that the village apparatus always arrives late and leaves earlier than the set working hours on the grounds that the community only comes at certain hours. The less than optimal service eventually caused complaints from the community who received services from the Carawali village office. For this reason, a strategy is needed to improve the work discipline of village officials in Carawali Village.

The purpose of increasing and fostering work discipline is to fulfill the goals of the work discipline itself so that work implementation becomes more effective and efficient. Basically, work discipline development aims to create an orderly, orderly condition and work implementation can be carried out in accordance with predetermined rules. In this study, the aim of increasing work discipline refers to the optimal service of village apparitions so as to improve the performance of the Carawali village apparatus.

The strategy to increase work discipline is to use SWOT analysis techniques, using SWOT analysis, the results of the analysis which include strengths, weaknesses, opportunities and threats for Carawali Village, are:

Table 1.
The SWOT Analysis Table for the Carawali Village Apparatus

Internal Factors / **External Factors**	**Strenghts**	**Weakness**
	1. There are 12 village officials 2. Having a village website that maximizes the potential of the village 3. Have a village information system in terms of correspondence administration.	1. Low service 2. Low work discipline 3. The salary payment system is not on time 4. Supervision of low-level leaders 5. Lack of coordination in planning, implementing and controlling 6. Mastery of Information and Communication Technology that is not evenly distributed

Opportunity 1. Increase supervisory supervision 2. Provide leadership training 3. Local government review	**SO (Strenghts & Opportunity)** 1. Empower human resources in improving Information and Communication Technology in assisting the performance of village officials 2. Review of applicable SOPs by the local government 3. Information system technology improves village apparatus services	**WO (Weakness & Opportunity)** 1. Improving village apparatus services by conducting leadership training 2. Utilization of human resources to participate in training in improving the quality of using information system technology 3. Improve coordination and supervision of village heads with other village officials 4. Preparation of clear SOPs regarding the applicable salary rules and systems.
Threats 1. Target of improving the quality of the apparatus 2. Evaluate the number of employees as needed 3. Technology that develops very fast	**ST (Strengths & Threat)** 1. Increase the number of employees as needed 2. Applying appropriate regulations to improve the work discipline of the apparatus 3. Improving the quality of human resources by training the use of existing information systems	**WT (Weakness & Threat)** 1. Prioritizing educational background when recruiting employees 2. Tighter leadership supervision of the apparatus. 3. Given training for mastery of information system technology

Source: Data Analysis Results

Based on the results of the calculation of weight, rating and value, the total value of IFAS = 0.85 (x) is obtained, while for the total value of EFAS = -0.44 (y). After getting the x and y values, then look for the positions shown in the SWOT quadrant. Based on the diagram, the organization of the Desar Apparatus is included in Quadrant IV (WO Strategy), so the most suitable strategy to use to improve the discipline of work of the Carawali Village apparatus is to use the WO strategy, namely:

1. Improving village apparatus services by conducting leadership training
2. Utilization of human resources to participate in training in improving the quality of using information system technology

3. Improve coordination and supervision of village heads with other village officials
4. Preparation of clear SOPs regarding the applicable salary rules and systems.

The four strategies above can improve the work discipline of the Carawali Village Apparatus, so that if the work discipline is optimal, it will improve performance, the service to the community will also increase. Leadership training is deemed necessary, so that each village apparatus personnel can know their respective duties, so they have more responsibility for their work, and can manage time properly, so that no village apparatus comes late and leaves early.

In addition to leadership training, Computer Information Technology training was also conducted to obtain superior and quality human resources in running the existing information system in Carawali Village. So far, the existing information system has not been maximally used because only a few village apparatus personnel understand how to operate the information system. Even though this information system really supports the improvement of performance in providing services to the community and facilitates information on the current data, conditions and potential of Carawali Village.

The next strategy is to increase the coordination and supervision of the leadership, in this case the village head, with other village officials. Lack of coordination and supervision results in decreased work discipline, and organizational functions cannot run properly. Because with good coordination and supervision, the goals in village organizations will be achieved. The lack of leadership supervision will make employees act at will because they feel they will not receive a warning if they do something that is not in accordance with the applicable rules.

The fourth strategy is to make clear SOPs on the rules and salary system to be applied. Due to the absence of standard rules and a clear wage / salary system in the village of Carawali, the village apparatus has minimal staff work. For this reason, a clear SOP in accordance with the applicable Village Regulation must be done so that there are standards that are followed so that village officials know and understand the rules that must be carried out in order to achieve good performance from village officials.

Conclusion

The most appropriate strategy in improving the work discipline of the Carawali Village Apparatus, Watangpulu District, Sidenreng Rappang Regency is improving village apparatus services by conducting leadership training, utilizing human resources to participate in training in improving the quality of using information system technology, improving coordination and supervision of village heads with officials in other villages, making clear SOPs on the rules and salary system to be applied.

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The Fall and Rise of The Contingency Theory of Leadership

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Abstract

This article aims to look at the development of The Contingency Theory of Leadership which had developed in the 1970s, but declined in the 1990s, and has begun to be considered relevant again in handling major crises in recent years, including Covid-19. The study used a descriptive qualitative method to review the related literature. The Contingency Theory of Leadership with the main approach to leadership appropriate depending on the environmental situation that arises in the context of a particular action or behavior. Discovered in 1964 by Fiedler, then expanded in 1970, slowly declining until the 2010s. The number of catastrophes and major disasters in the world proves that the response of a leader to a crisis that is considered successful is one that can adapt to the context and circumstances. Some of the leader's characters that are relevant in crises are Achieving Situational Awareness, Adaptive Decision Making, Communication, Energy Management, and Learning. A crisis is a situation that requires high leadership sensitivity. It takes a certain character that can help with proper handling both before, during and after a crisis.

Keywords:

contingency; Covid-19; crisis; leadership

Introduction

Leadership is complex, there are many types of definitions and theories of leadership in various literatures (Yukl, 1989; Rost, 1991; Lussier and Achua, 2007; and Northouse, 2016). Leadership studies have a permissive and relativistic culture because the definition of an expert is as great as any other definition, so that somewhere in the range of 1900 and 1990 there were in excess of 200 unique meanings of authority (Rost, 1991). Apart from the many ways of conceptualizing, according to Northouse (2016) the concept of leadership basically consists of a process, involves influence, happens in bunches, and includes common objectives. During its development, leadership is studied in different ways so that it requires different definitions (Yukl, 1989; Lussier and Achua, 2007). The definition of leadership has

also developed and changed along with the research trends that existed at that time (Yukl, 1989; Northouse, 2016). Several previous studies categorized various studies on leadership, as well as to see the development of leadership theory from time to time. Yukl (1989) tries to develop an understanding of leadership theory from the approach to traits, behavior, power, and situational factors in the 1980s time period. Lowe and Gardner (2000) developed a categorization of leadership theory based on the Trait, Behavioral, Contingency, Multiple-Level Approaches, Leadership and Information Processing, Neo-Charismatic Approaches, Other Prominent Approaches, New Directions in the 1990s. Gardner et al (2010) continued and developed Lowe and Gardner's (2000) research for the 2000-2009 period and added the Other approaches and New methods category. Meanwhile Dinh et al (2014) expanded the scope of use by Gardner et al (2010) and limited the time period from 2000 to 2012.

The Contingency Theory of Leadership is a leadership theory that was coined in 1964 and developed until the 1970s (Yukl, 1989). This theory was coined by Fiedler (1964) who was triggered by his anxiety over the existence of leadership effects in certain situations that could not be explained by previous leadership theories, which were mostly based on trait and behavioral paradigms (Vroom and Jago, 2007; Hernandez et al, 2011). As researchers develop interest in other leadership theories that also adapt to world developments that have begun to implement the NPM paradigm, interest in The Contingency Theory of Leadership has decreased (Yukl, 1989; Lowe and Gardner, 2000; Wart, 2013), this continued until the 2010s (Hernandez et al, 2011). Various disasters and major calamities in the world in recent years have invited several studies on the success of handling the crisis, the results of which have led to the relevance of The Contingency Theory of Leadership in certain situations (Hemmer and Elliff, 2019; Keen et al, 2020). So that the reason of this study is, to begin with, to see how the Contingency Theory of Leadership was created, developed, plummeted and re-developed. Second, to provide an overview of the relevance of The Contingency Theory of Leadership in crisis situations. Third, provide an overview of the character of The Contingency Theory of Leadership which is again relevant to crisis situations such as the Covid-19 pandemic. The three objectives will be answered with research questions: a) What is the background of the birth of The Contingency Theory of Leadership ?; b) How is the development of The Contingency Theory of Leadership ?; c) How is the relevance of The Contingency Theory of

Leadership in a crisis situation ?; d) What are the characters of The Contingency Theory of Leadership that are relevant to handling situations during a crisis?

The Contingency Theory of Leadership

The Contingency Theory of Leadership was first put forward by Fred E. Fiedler (1964) in an article entitled A Contingency Model of Leadership Effectiveness. The basis of the approach to The Contingency Theory of Leadership is that the right type of leadership depends on the environmental situation that arises in the context of a particular action or behavior (Saha, 1979). According to Hernandez et al (2011), the emergence of the contingency theory approach in the 1960s and 1970s was an attempt to define the effects of leadership and explain more variations on the effectiveness of leaders that take into account situational factors more precisely. Leadership theory developed previously is usually based on a paradigm derived from traits, especially for the 1900s and behavioral for the 1930s (Vroom and Jago, 2007; Hernandez et al, 2011). Fiedler (1964) attempted to clarify that task-oriented leaders are more viable in exceedingly favorable or exceedingly unfavorable circumstances, whereas relationship-oriented leaders are more compelling in tolerably favorable circumstances, so that certain authority styles will be more successful depending on the circumstance in which they are set, not over time and circumstance.

In line with Fiedler (1964), House (1971) also proposed The Path Goal Theory which is included in the contingency theory group. This theory focuses on situational moderators on leader effectiveness. House (1971) developed this theory based on Vroom's (1964) theory of expectation motivation which in substance proposes that individuals are more likely to lock in in certain behaviors in the event that they see a tall probability that the behavior will lead to compensated results. Saha (1979) further explains the development of The Contingency Theory of Leadership, that Osborn (1975) in Saha (1979) broadens the applicable scope with the adaptive-reactive theory of leadership which sees “macro” variables that are rarely considered in a leadership approach. The "macro" variable consists of characteristics such as external environment, organizational size, technology, and various aspects of the organizational structure. Furthermore, Levine (1975) in Saha (1979) shows that leadership should not be conceptualized only as adaptive-reactive, but also proactive and entrepreneurial. The Contingency Theory of Leadership has proven to be one of the most valid

and reliable measures of individual leadership potential (Waters, 2013). This variety of evidence, makes experts admit that the context of the situation affects the effectiveness of a leader.

Methods

This research uses descriptive qualitative method by examining various relevant literature. We base the assumption of decreasing or increasing development of leadership theory, in this particular case The Contingency Theory of Leadership, in the article of Yukl (1989); Lowe and Gardner (2000); Hernandez et al (2011); and Dinh et al (2014). The next discussion will be divided into three parts. First, we will describe the development of The Contingency Theory of Leadership from time to time to get an idea of how the interest of researchers rises and falls. Second, we will describe the meaning and relationship of leadership, crisis, and contingency in order to get an idea of the relevance of the three. Third, we will describe the results of a study on research related to leadership during the major crisis of the last few years to get an idea of what kind of leadership character is needed during the crisis, including the current Covid-19.

Results and Discussion

The Journey of The Contingency Theory of Leadership

The Contingency Theory of Leadership is a marriage between social psychology and management science that was popularly practiced in the late 1960s and 1970s (Rost, 1991). Fiedler (1964) built The Contingency Theory of Leadership with the hypothesis that leadership is generally considered an interpersonal circumstance in which one person in a gather has impact over another for the reason of performing a given assignment. Therefore, it is very important to know whether the group environment / situation will make it easier or more difficult for the leader to influence his group members. Fiedler (1964) contended that task-oriented leaders are more viable in exceedingly favorable or profoundly unfavorable circumstances, whereas relationship-oriented leaders are more compelling in tolerably favorable situations. This is supported by Fiedler and Chemers (1974) in Saha (1979), that The Contingency Theory of Leadership tries to coordinate people with suitable circumstances based on person authority styles. This means that in certain or abnormal circumstances (either

above or below), effective leadership is one that is able to adapt or adapt to the situation at hand. An abnormal situation, more precisely above normal, was a crisis.

The development of leadership theory from time to time also causes a paradigm shift in researchers with the times. According to Yukl (1989), leadership theory with a basic situational concept (including The Contingency Theory of Leadership) is still developing, but it tends to move backward from extreme situationism to a more balanced theoretical perspective. Based on the identification of leadership theory over the last 100 years by Hernandez et al (2011), The Contingency Theory of Leadership developed in the 1960s to 1970s in an endeavor to more accurately characterize authority impacts and clarify more varieties in experimental thinks about of adequacy. leader. Lowe and Gardner (2000) examined the development of leadership theory research in the 1990-1999 period. According to Lowe and Gardner (2000), The Contingency Theory of Leadership is still in the rankings of the most publications in LQ, but it seems that the appeal of the contingency approach that was previously studied in leadership research in the 1960s and 1970s is fading, and with Trait Theories and Behavioral Theories have decreased in frequency of publication as the neo-charismatic paradigm increases.

A study of the development of leadership theory for the period 2000-2009 conducted by Gardner et al (2010) concluded that research that focuses on traditional leadership theories, including The Contingency Theory of Leadership, has continued to decline in publication. Gardner et al (2010) revealed that the decline was one of the largest from 12% to only 1%. This result is supported by Dinh et al (2014). The decline in publication interest in certain theories, according to Reichers and Schneider (1990) in Lowe and Gardner (2000) could be because these theories have reached a mature stage in construction development. According to Dinh et al (2014), the leadership theory group that was developing at that time included Ethical / Moral Leadership Theories, especially Servant leadership theory which, according to (Eva et al, 2019), increased significantly. This shift occurs in line with the increasing trend in the world of leadership which is expected to meet the demands of the New Public Management (NPM) and Good Governance paradigm where the leadership model is deemed appropriate.

The latest developments in leadership theory, especially with the many crises in the form of natural disasters, terrorism, and finally the Covid-19 pandemic, the world is again reminded of the need for effective leaders during a crisis, not just how to bring an organization

more advanced and developing. Regarding the handling of the Covid-19 pandemic, for example, various studies have compared how state leaders deal with the pandemic in their region, for example those conducted by Keen et al (2020) and Dirani et al. (2020). Crisis situations are realized to be different from normal situations, so the handling and how a leader overcomes a crisis is also different. So that The Contingency Theory of Leadership becomes relevant again for discussion.

Leadership, Contingency, and Crisis

The definition of leadership can be complex and there is no single agreement (Rost, 1991; Waters, 2013; Northouse, 2016). During the period 1900 - 1990 there were more than 200 different definitions of leadership (Rost, 1991). Northouse (2016) defines leadership as a process where an individual influences a group of individuals to achieve common goals. The word "contingency" literally means a situation that is still shrouded in uncertainty and is beyond reach (KBBI, 2020). Fiedler (1964) revealed that The Contingency Leadership Theory tries to match individuals with appropriate situations based on the individual's leadership style. This means that in certain or abnormal circumstances (either above or below), effective leadership is one that is able to adapt or adapt to the situation at hand. An abnormal situation, more precisely above normal, was a crisis.

Smiar (1992: 149) in Hemmer and Elliff, 2019 defines a crisis as "when we, literally, not ourselves and the world around us really changes". Crises are characterized by low probability / high consequence events that threaten the most basic goals of an organization (Weick, 1988). In other literature there is a difference between crises and extreme conditions. Agreeing to Hannah et al (2009), an extraordinary may be a circumstance that undermines a sudden tall need objective with small or no reaction time, characterized by uncertainty of cause, impact, and implies of determination where the danger comes to the limit where the objective (for illustration, life or safety) not as it were has tall need but is additionally critical. Hannah et al (2009) also offer a model in assessing a condition that can be called extreme in five dimensions, namely Location in time / temporal ordering, Magnitude and probability of consequences, proximity, and attenuators and intensiers. Until now, the Covid-19 Pandemic has entered its 9th month if calculated since the first time WHO decided that Covid-19 had become a pandemic on March 11, 2020 (WHO, 2020) and had infected more than 50 million

people and killed more than 1.2 million people worldwide (worldometer.info). Meanwhile, on the economic side, the IMF estimates that world economic growth will contract by -4.4%, an unprecedented condition (imf.org). So based on the model presented by Hannah et al (2009), the Covid-19 pandemic can be categorized as an extreme crisis condition.

Various studies on The Contingency Theory of Leadership have shown valid evidence of leadership effectiveness for certain individuals in certain situations (Taormina, 2008; Waters, 2013)). In any case, most critically for the consider of administration, The Contingency Theory of Leadership contends that leaders ought to not be anticipated to lead in each circumstance which organizations ought to attempt to put leaders in ideal circumstances (Finkelstein et al, 2008 in Waters, 2013). This is as experienced by various countries in dealing with the COVID-19 pandemic crisis, in a crisis situation, it can even be said to be extreme, until now it is still unknown when it will end, certain leadership styles are only suitable for situations in certain countries and cannot be generalized.

Leadership in Crisis

The need for leadership in times of crisis or even extreme is different from that of normal times. Moilanen (2015) says that leadership and choice making are diverse in a emergency from typical day-to-day operations. Leadership amid a disastrous occasion is around managing with scenes of danger and instability, feelings, and inescapable results that require prompt activity in a way that produces things return to ordinary (Boin and 't Hart, 2003; Rosenthal, Boin, and Comfort 2001 in Hemmer and Elliff, 2019). With the existence of unusual conditions, or in Fiedler's (1964) sense are highly unfavorable situations, or macro environmental factors as expressed by Osborn (1975) and Levine (1975) in Saha (1979), it can be concluded that unusual leadership is needed. or leadership that adapts to the situation. Next, we will outline leadership in crisis management in various worlds.

Hemmer and Elliff (2019) examined leadership in handling Typhoon Harvey Texas. The result of their evaluation is that the region's shifting vulnerabilities in emergencies such as storms put weight on leaders to arrange, think deliberately, and act fittingly when circumstances unfurl. They must take advantage of positive openings and oversee negative dangers and be done utilizing tactile, specialized and versatile work. Dirani et al (2020) examined leadership in relation to human resource management during the Covid-19

pandemic. According to Dirani et al (2020), the government, communities and organizations are right now in emergency mode and are looking for direction from their leaders. It is time for genuine leader to assist frameworks and people overcome confinements and fears and progress their execution. The discoveries that can be underlined are that in times of emergency like this, administration must alter the conditions by promptly understanding the circumstance and reacting to it depending on intuitive and polished skill.

The Covid-19 pandemic has undoubtedly been one of the greatest crises in human history (Loayza and Pennings, 2020). Leadership in various countries has taught that in dealing with the COVID-19 pandemic crisis, certain leadership styles are only suitable for situations in certain countries. Various literature has also documented the response of governments around the world in dealing with pandemics with how politicians, related institutions and local governments make policies that actually destroy each other (Maor, 2020; Carter & May, 2020; in Ciqi May, 2020) and the style of national government policies. which is adaptive to the situation that occurs serves to reconcile mutually destructive policy conflicts, especially how the leadership of the top leadership of the State can determine the appropriate national policy style in times of crisis.

China as the country of origin of the pandemic for three months was able to handle the pandemic well, it was recorded that at the end of March 2020, China had succeeded in controlling the spread of the pandemic with high-cost lockdown efforts in most of its main cities, especially Wuhan (Zhang et al, 2020) using the style leadership which in the view of some countries can be deemed to violate Human Rights (Kupferschmidt and Cohen, 2020). Policies that are even called “brutal but effective” (Guardian.com) China's success is a combination of the various steps taken by many policy actors, the top three chosen by 1000 respondents from an online survey of general population groups as the most important steps in The handling of Covid 19 in China is a strict lockdown, assistance for Hubei province, as well as the dismissal of the leaders of Wuhan City and Hubei Province, all three of which are traditional instruments in the authoritarian State system in responding to the crisis and in accordance with the state's authoritarian control of society (May, 2020) Although at the beginning of the handling of the pandemic, China still maintained a system mechanism known as "fragmented authoritarianism" (Lieberthal and Lampton (1992) in May 2020) where the relationship between the central government and local governments only acts as ex ante

when policy objectives are made and ex post when assessments dila policy kukan, meaning that the highest authority for handling the pandemic rests with the local government, but on January 25 there was a turning point in the change in leadership style shown by Xi Jinping by taking over directly openly and stating that 'I myself ordered and directed' (qinzi zhihui, qinzi bushu) handling of covid-19, the fact is that the change in how to lead Xin Jinping directly resulted in the role of the regional governments of Hubei and Wuhan being only pure implementers (May, 2020) And since then Wuhan has implemented several extreme policy steps. From the initial chaos that occurred in the handling of Covid 19 to the shift in policy logic to a centralized leadership style was an important turning point in China's victory against the pandemic (Hood & Lodge, 2006 in May, 2020) and this also changed the logic of local governments from formulating, supervisory. and policy implementers become pure executors who with all efforts must fulfill the objectives of central policies. So it can be said that the accuracy of changing the leadership of the most important person in China is China's greatest achievement in dealing with the spread of the pandemic.

The combination of policies that China has successfully pursued is not necessarily a series of best efforts that can simply be transferred to other countries. Rather, it is a policy combination befitting of China's authoritarian system featuring centralized leadership, bureaucratic mobilization, and lessons learned by Cihna about successful policy combinations in the previous crisis (May, 2020). Changes in leadership style to be centralized according to the situation of the State of China. Similar to China, Vietnam, although not as "brutal" as China in dealing with the pandemic, has also implemented various strict policies that have worked well thanks to its authoritarian system of government (weforum.org).

When China as the primary nation to involvement the widespread took such extraordinary steps to halt the spread, the nation has been emphatically criticized by the Western world. But at that point fair many months afterward when the infection started to spread quickly and claimed numerous casualties in western nations, leaders within the Joined together States and Europe started to alter their sees and arrangements (Binagwaho, 2020) including the leadership style used by China in dealing with the pandemic crisis.

America is starting to see how China is doing very well in dealing with the pandemic and the US federal government is starting to try to change their policy viewpoint by considering the lockdown strategy and indeed, when the initial phase of the pandemic

spreads the decision to lockdown was the policy of the central government. Because the best way to prevent the spread is to limit the mobilization of people and keep them away from each other because there was no best treatment at that time and a vaccine was not yet available, and lockdowns are the optimal strategy in dealing with COVID-19 in the early stages of the spread of the pandemic (Zhang et al. 2020).

That as it may, this step isn't something that's simple to actualize, be that as it may since the starting President Donald Trump deliberately maintained a strategic distance from appearing a clear part for the government government, the US government government tended to be fractional in plans for a national lockdown or a territorial lockdown (Atlantic.com, 2020) when President Trump attempted to alter his authority fashion by straightforwardly managing with this widespread, checked by his ask to isolate the states of Unused York, Unused Shirt and parts of Connecticut as an exertion to halt the spread of the Covid 19 Infection, indeed some time recently the alter happened when this thought was criticized by Unused York Senator Andrew Cuomo with said that the Government Government does not have any specialist to uphold lockdowns, lockdowns are something that China is doing and usually America (CNBC.com, 2020) it is illegal action and could be prosecuted. This debate is the impact of the federal system of government adopted by the United States, which is rooted in the “very ambiguous division of powers” at the heart of American-style federalism, as argued (Kettl, 2020) and therefore the power of the federal government in implementing direct policy. in the form of a limited lockdown, this causes the federal government to become a weak guide and indeed a national strategy that was designed to deal with a clear pandemic never existed, this is what makes the handling of the pandemic in America directed individually by their respective states without an election basis strong policies, finally the strategy in dealing with covid is returned to the ability of state leaders. President Trump "leaves the job to the governor, and the nation stumbles under the consequences" (Washington post in Kettl, 2020) the consequences that follow a successful experiment by one state can be shared with other states and experiments that are not optimal are discarded. . America shows a situation of great friction between the federal and state governments that no other country has had before (Kettl, 2020), especially in the handling of the Covid 19 pandemic. The description above explains that the authoritarian leadership style in America is completely unacceptable in the country's situation. Until today, the United

States has recorded its failure to handle the pandemic and accounts for nearly 40 percent of the total COVID-19 cases in the world along with Brazil (Global Times.com, 2020). Until the present time, America has not discovered an initiative style that is generally fitting to America's circumstance in managing the pandemic.

Whereas South Korea recorded another interesting phenomenon in handling the pandemic, South Korea did not take extreme steps at all in efforts to deal with a pandemic such as lockdowns by closing major cities or imposing severe travel restrictions, but both reported low levels of pandemic spread (Zhang et al ,2020). The victory of South Korea is frequently misjudged that the deciding figure for its victory is since South Korea carries out dictator ways in which South Korean citizens are portrayed as having tall compliance and surrendering to government control due to the leftovers of dictator run the show in 1970s and 1980s (Park et al, 2020).

In any case, on the opposite, South Korea taken care of the widespread with a totally non-authoritarian authority fashion and instep coordinated its technique towards gigantic tests in collaboration with private parties in Korea. The South Korean government is leveraging cooperation with the private sector in the Public Private Partnership scheme to increase the number of Real-Time Polymerase Chain Reaction (RT-PCR) tests exponentially. With this PPP scheme, the South Korean government develop on Emergency Use Activation (EUA) of Real-Time Polymerase Chain Reaction (RT-PCR) test-kits carried out and developed by innovators from the In Vitro Diagnostics (IVD) industry of South Korea under the Law The Infectious Disease Control and Prevention Act (IDPCA) (Park et al, 2020).

There is something interesting in handling the pandemic, especially the leadership carried out by Moon Jae In as the leader of South Korea, who is under threat of impeachment which has been discussed as the best option if proven to fail in dealing with the pandemic, but immediately President Moon Jae In was able to alter open conclusion radically to succeed in winning the common decision once more in April 2020. This turning point is caused by the leaders of the South Korean state with its law based government realizing and being mindful of their destiny within the following race, so that they are forced to work well in emergency administration, and in this way they turn to procedure which is speedier, to be specific mobilizing open and private implies to win against the widespread (Park et al, 2020) This situation that threatens the stability of this government is exploited by the South Korean

leader to pressure his government to work optimally by choosing the most likely strategy. can be used in the country's situation, so that South Korea can achieve success with its unique strategy of fighting the Covid 19 pandemic.

The above phenomena reinforce the relevance of The Contingency Theory of Leadership in handling various crises, that the most appropriate leadership must be adapted to the situation that occurs, certain leadership styles will only be successful in certain country situations, and whenever applied to different nations whose circumstances are obviously extraordinary, at that point the likelihood of disappointment will be incredible. The literature from The Contingency Theory of Leadership has been able to show the impact of this situation and enable researchers to predict the possible effectiveness of certain leadership in certain situations (Taormina, 2008 in Richard D Waters, 2013). In any case, the foremost critical thing for The Contingency Theory of Leadership in leadership studies is that you just ought to not anticipate leaders to be able to lead in each circumstance and it is accurately the assignment of the organization that must attempt to put the leaders in an ideal circumstance (Finkelstein, 2008 in Waters, 2013) so that his leadership achieve optimal success too. Be that as it may nations that have fizzled in their administration due to their disappointment to evaluate the circumstance, political disappointment or disappointment to moderate the widespread as a danger have dispensed genuine misfortunes on their nations and the world, clearing out numerous individuals to endure which this enduring can really be anticipated by great authority (Binagwaho, 2020). A crisis situation is indeed a big challenge for leadership studies to determine what kind of leadership can survive the crisis and after the crisis.

Based on research on several crisis and extreme events in the world, Keen et al (2020), Hemmer and Elliff (2019), and Goralnick et al. (2015) suggested things that must be done in leadership, namely: first, Achieving Situational Awareness. Leaders must characterize their current circumstance and reality, both inside the organization and remotely. Utilizing what they know as truths, and what they accept to be genuine (suspicions), leaders must rapidly create a need activity arrange. Leaders must regularly verbalize a vision and a arrange of activity (procedure, objectives, strategies, and needs). Hemmer and Elliff (2019) add that leaders must plan, think strategically, and act appropriately when situations unfold. Second, Adaptive Decision Making. Amid a emergency, indeed the foremost working organizations and groups discover out that their ordinary forms and hones for doing commerce cannot meet

the requests of current circumstances and modern substances. To succeed, they must adjust some time recently making basic choices rapidly. In Haiti, after an seismic tremor, it is basic to move rapidly to spare the lives of those buried beneath the rubble of the seismic tremor or reach those who have suffered life-threatening wounds. Now and then, meaning we do not have all the data we need, so we have to be work with deficient information or data. Hemmer and Elliff (2019) include that authority in this delayed emergency is completely illustrated through tangible creation and specialized and versatile work.

Third, Communication. Leaders ought to endeavor to communicate in a way that addresses what the group of onlookers must listen - not fair what the leader needs to say. Such an approach requires a profound understanding of desires of the target group of onlookers and the hones that back this reason. Communicate essentially and clearly the "things to do" of the circumstance inside a clear time outline - maintain a strategic distance from "great things to do" and "great things to do". Clarify needs and rehash them frequently. Concurring to Hemmer and Elliff (2019) leaders must work together and take advantage of their position to decrease approach breakdown. Goralnick et al (2015) also stated that in crisis management an effective communication strategy and information system were essential. Fourth, Energy Management. As the COVID reaction creates, weariness will result. To avoid burnout and oversee vitality for the long term, we advocate the center guideline simply must pay attention of yourself so that you simply can see after your group. We suggest that you just "make a fight beat," which permits you to function at a maintainable pace over time, Fifth, Learning. As well frequently leaders who are submerged in emergency may come up short to keep in mind every day authority lessons. To maintain a strategic distance from this trap, open wellbeing experts have the one of a kind opportunity to act as "member eyewitnesses" by capturing and sharing the many lessons learned from the COVID 19 widespread reaction. Another leadership imperative is for leaders to instill learning forms and best hones to expect or diminish probability. and end of the impacts of enduring. By doing so, leaders are able to supply quick strategic reactions to emergencies whereas building long-term key capabilities. Hemmer and Elliff (2019) include that leaders draw from schedule past encounters to assist direct them through crises; However, they too ought to adjust and enhance, moreover regularly utilizing offbeat approaches to tackling issues.

Conclusion

Leadership is complex, there are numerous sorts of definitions and speculations of authority in different literary works (Yukl, 1989; Rost, 1991; Lussier and Achua, 2007; and Northouse, 2016). Fiedler (1964) built The Contingency Theory of Leadership which tries to coordinate people with suitable circumstances based on their administration fashion. This theory could be a marriage between social brain research and management science that was prevalently practiced within the late 1960s and 1970s (Rost, 1991). Concurring to Hernandez et al (2011), the development of The Contingency Theory of Leadership within the 1960s and 1970s was an endeavor to characterize the effects of leadership and clarify more varieties on the viability of leaders that take under consideration situational components more absolutely. Leadership theory created already is ordinarily based on a worldview inferred from characteristics particularly for the 1900s and behavioral for the 1930s (Vroom and Jago, 2007; Hernandez et al, 2011).

The theory of leadership continues to develop from time to time, the paradigm of researchers has also shifted over time. Results of the study According to Yukl (1989), Lowe and Gardner (2000), Gardner et al (2010), Hernandez et al (2011), and Dinh et al (2014) The Contingency Theory of Leadership since it was first coined in 1964 had experienced significant development until the 1970s, then began to decline in the 1980s to 2010s. One of the reasons is the development of the NPM paradigm which is followed by various leadership criteria that are considered to support it (Wart, 2013). The latest developments with many crises in the form of natural disasters, terrorism, and finally the Covid-19 Pandemic, the world is reminded of the need for effective leaders during a crisis.

Crisis is defined as "when we are, literally, not ourselves and the world around us actually changes" (Smiar, 1992: 149 in Hemmer and Elliff, 2019). If contingency is defined as a situation that is still shrouded in uncertainty and is beyond reach (KBBI), then crisis is included in that definition. Even further, Hannah et al (2009) provide a view of the bigger crisis or what is called an extreme crisis. Various crises in the form of natural disasters, terrorism, and the Covid-19 Pandemic which is said to be one of the greatest crises of all time require unusual leadership, which is able to adapt to the conditions and situations at hand.
Hemmer and Elliff (2019), and Goralnick et al. (2015) suggest what must be done in leadership in crisis situations, first, Achieving Situational Awareness, Leader must characterize their

current circumstance and reality, both inside and outside the organization. Second, Adaptive Decision Making, amid a crisis, indeed the foremost working organizations and groups know that their ordinary forms and hones for doing trade cannot meet the requests of current circumstances and unused substances. Third, Communication, the Leader must endeavor to communicate in a way that addresses what the gathering of people has to listen - not fair what the leader needs to say. Fourth, Energy Management, leaders must take care of themselves and the team by creating a crisis management rhythm. Fifth, Learning, earn from past encounters and listen the conclusions of specialists in their areas.

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Sub-Theme: Public Administration and Digital Transformation

The Resolution of Ojek Online Vs. Traditional Public Transportation Conflict

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Abstract

Nowadays, the demand for people mobility is getting higher. The breakthrough of online application-based transportation innovation such as Go-Jek combining transportation with communication technology through smartphone requires the people to decide which transportation is most compatible to their need. The presence of something innovative in many areas can get resistance, so can the presence of ojek online (online taxibike) in Garut Regency getting resistance from conventional transportation, particularly ojek pangkalan (base taxibike) and city public transportation (angkot) ending up with conflict. This research aims to provide an alternative solution by means of organizing conflict mapping, conflict resolution process, and conflict resolution. Research method employed was qualitative approach, while data was obtained through observation and interview with 8 informants. The result of research showed that factors becoming the main source of conflict are social factor related to the passenger preferring ojek online, ojek online picking up passenger in ojek pangkalan and city public transportation areas and economic factor including cheaper tariff of ojek online.

Keywords:

conflict resolution; conflict mapping; conflict resolution

Introduction

The presence of online application-based transportation, such as Go-Jek in Indonesia, makes people feeling that the children's need for mobility, in addition to using traditional vehicle, is very important. Since its inception, Go-Jek begins to market and advertise its service massively through television, mass, and printed media facilitating the people to know

information on this online application-based transportation. Online application-based transportation is transportation service accessible online through smartphone (Nandi 2019). The change of transportation model from conventional into application based-one is very popular within community and it is a form of social change occurring within community requiring facilitation in using transportation mode (Simarmata and Ikhsan 2017). The changes occurring within community are a normal phenomenon. The higher the community's demand for mobility, the more is the need for transportation vehicles that can provide mobility and movement from one place to another quickly.

Go-Jek is a new business operating in online transportation as the objective of service to people with new breakthrough (Waruwu 2017). This online application-based transportation innovation is supported with communication technology through smartphone. This online application-based transportation is the integration of ojek transportation service and communication technology aspects. Out of many online application-based transportations existing in Indonesia, Go-Jek is the one mostly used by people (community) (Silalahi, Handayani, and Munajat 2017)

However, this existence of ojek online like Go-Jek generates controversy within society. *Ojek online* is indicated to be the competitors to common conventional transportations existing such as city *angkot* and *ojek pangkalan* (*opang*)(Junior 2017)(Azzuhri et al. 2018)(Wijayanto et al. 2018). In its inception in 2017, *ojek online* was responded poorly by some parties. The declination was manifested into oral protest, massive strike, and anarchic protest, as indicated with the massive strike conducted by *angkot* performers and some of actions resulted in damage.

In Garut Regency, competition between ojek online and conventional ojek drivers is indeed inevitable, and mistreatment conducted by *ojek pangkalan* performer against ojek online driver resulted in some lesions on his face. Some conflicts have occurred between drivers of online transportation and those of conventional transportation. This conflict was triggered by the decreased income of *ojek pangkalan* and angkot. Online transportation drivers often feel threatened when entering into an area where there is *opang*. As a result, many Go-Jek drivers reluctantly use the company attribute as their identity because of their worry for the anarchic treatment against them.

Conflict of *ojek online* vs. *ojek pangkalan* and city transportation has not reached reconciliation de facto until today (Anwar 2017)(Arbi and Susilawati 2019). Although the conflicts of *ojek online* vs. *ojek pangkalan* and city transportation have been discussed in many areas in Indonesia, the conflict resulting from different place, with difference source occurring due to many different reasons. Conflict often occurs due to a statement and action made by a party triggering others' anger (Kabir 2015). The role of communication in conflict management process is often called the fraction of all organization regulations to manage conflict (Madalina 2016). Therefore, to deal with the conflict, conflict mapping is required. The conflict mapping is conducted to find out an overall representation of conflict occurring (Brown and Raymond 2014). Conflict mapping describes introduction concerning attitudes, behaviors, and situation developing in conflict dynamic (Abdalla 2017). Furthermore, (Abdalla 2017) represented a problem through seven elements of conflict: conflict source, issues, parties entering into conflict, other party's attitude, behavior or intervention, and final result.

An alternative innovative solution is still needed in Go-Jek conflict case in Indonesia (Wijaya, Setyowati, and Sudarmo 2018). Conflict resolution model in an organization contains two important dimensions (emotion and rationality): cooperative, how far one party intends to satisfy and to care about others and assertive, how far one party intends to satisfy or care about itself only (Liliweri 2009). Meanwhile,(Fisher 2008) defines conflict resolution as the attempt of dealing with the cause of conflict in order to establish new relation that can unite the competing groups.

In developing an interactive conflict resolution, (Fisher 2008) suggested the importance of engaging members of parties entering into conflict in analysis, dialogue, and problem solving. Mediation is a type of alternative confliction resolution used for a long time to resolve many types of conflict. Medation is a conflict manajemen process in which parties entering into conflict resolve their conflict through negotiation to achieve mutual agreement (Wirawan 2011).

Negotiation is also a conflict resolution strategy that can be applied more quickly than collaborative solution, in which the parties hand something over for the sake of approved solution (Kabir 2015).

The objective of research was to map the conflict of ojek online vs. Traditional Public Transportation occurring in Garut Regency and to give an alternative solution by means of organizing conflict mapping, conflict resolving process, and a resolution of conflict.

Methods

This research employed a qualitative approach with ex-post fact method, revealing the facts concerning the conflict occurring in ojek online vs. traditional public transportation case. Furthermore, exploration was conducted using cross-sectional approach. Techniques of collecting data used were observation and interview. Observation was conducted using observation guide as the research instrument to draw conclusion about the meaning from respondents' point of view on occurrence, event, or process observed.

In-depth interview was conducted using interview guide with 8 informants selected and capable of providing data relevant to conflict mapping process, conflict resolving conflict, and resolution to conflict occurring in Garut Regency. The informants included representatives of Garut Regency Government (informant 1); *ojek pangkalan* driver (informant 2); *ojek online* driver (informant 3); chairperson of *ojek pangkalan* community (informant 4); chairperson of public transportation organization or Organda (informant 4); chairperson of *ojek online* community (informant 6); representative of Garut Resort Police (Polres Garut) (informant 7) and community using public transportation mode (informant 8).

Result and Discussion

Map of Conflict of Ojek Online vs. Traditional Public Transportation

Considering the result of interview with informants, conflict occurring due to the presence of ojek online in Garut Regency is presented in table 1.

Table 1.
Summary of Conflict Occurrence

No	Date	Issue/Conflict	Parties involved
1	27-05-2018	An ojek online driver mistreated by ojek pangkalan driver Hundred Ojek Online drivers in Garut were angry and sweeping the conventional taxibike base	- Ojek Online (Ojol) Driver - Opang Driver - Police officer

2	23-06-2018	Ojek online's sweeping over some base taxibike points.	- Ojol Driver - Opang Driver
3	25-06-2018	Organisasi angkutan darat (Organda) Garut (Land Transportation Organization of Garut) threatened to conduct massive strike.	- Organda - Ojek online - Transportation Office - :Police Officer
4	28-08-2018	Conventional Transportation's Massive Strike Part 1	- Organda - Transportation Office
5	25-05-2019	Ojek online Driver was robbed.	- Ojek online Drivers - Ojek online users - Police officers
6	26-06-2019	Ojek Pangkalan driver hitting the Ojek Online Driver in Garut was arrested finally.	- Ojek Pangkalan - Ojek online - Police officers - Organda
7	26-06-2019	Conventional transportation's massive action Part 2	- Organda - Transportation Office

Source of Conflict

Four issues putatively become the source of conflict: ojek online behavior, competition for passengers, infringement against area, and transportation business change. The competition for passenger issue is the most prominent one. The presence of ojek online is considered as rival in earning money by *ojek pangkalan* and city transportation. This competition results because the income of *ojek pangkalan* and city transportation decreases. Such the condition is confirmed by informant (1):

> "….The source of conflict between *ojek online* and *ojek pangkalan* or city transportation is social factor. It includes their envy with *ojek online*, as the passengers prefer using *ojek online* service. Any transportation will face resistance anywhere, such as the presence public transportation facing *andong* driver's resistance in the past. Similarly, because *ojek online* is considered as an alternative facilitating transportation vehicle, *ojek pangkalan* drivers feel disturbed by reduced income…but we do not know what should we do but receiving and following the technology development…"

An informant (2) stated:

> "….The presence of Go-Jek makes me feeling disturbed, my income decreasing, passenger preferring ojek online to *ojek pangkalan* or *public transportation*, because the cost of *ojek online* is cheaper. I want Go-Jek not coming into this base, because frankly we feel it as heavy rival. So, Go-Jek drivers should not pick up passenger haphazardly as it will irritate *ojek pangkalan* drivers…."

The source of conflict occurring is indeed unsurprising. (Tarigan 2012) stated that the behavior of not appreciating others results in anger and looses the relationship. Similarly, in relation to the reason of business competition, (Piezunka et al. 2018) stated that the difference between individuals in the terms of opinion, objective, desire, and stance concerning the object disputed. In social reality, there is no individual with shared character so that this different character contributes to the rise of social conflict. Actually, the infringement of area is not always committed deliberately by *ojek online* (Azzuhri et al. 2018) (Wijayanto et al. 2018), but also due to factor of ignorance that the area passed through belongs to red zone, as suggested by an informant (3):

> "….I have just been *ojek online* driver, I has been informed about red zone where we may deliver but many not pick up passenger. But, there is also a new red zone I have just known when I was blocked by *opang* saying that this area has belonged to red zone…"

Conflict condition occurring between *ojol* and *opang* is also relevant to (Van Kleef et al. 2008) study finding that the interpersonal effect of anger in the conflict is due to the dependency on something, in this case *ojek* job, predisposition of information process performed, and justification of anger expression.

Conflictive issues

The issues of online transportation conflict in Garut Regency are discussed below. Firstly, sweeping is committed by *ojek online* group against *ojek pangkalan*. The sweeping action committed by ojek online is untrue, because sweeping should be conducted by local law enforcers.

Another informant (4) said:

> "….The biggest conflict occurs in Guntur Garut Terminal in the mid of 2018 not with fellow *ojek* (bikers) but with four-wheel vehicle drivers. Once upon a night, terminal base taxibikers (*ojek pangkalan terminal*) were on base point (*mangkal*), many passengers newly went down from bus. Because it was night, city public transportation (*angkot*) has no longer operated, usually they would automatically ride *ojek pangkalan* but in the presence of Go-Jek and Grab, they preferred riding Grab. It generated discontent among *ojek pangkalan* drivers, so that at that time commotion occurred and Grabs car parking in Simpang Lima were damaged due to *ojek pangkalan* drivers' attack. Since then, *ojek online* drivers were angry and conducted sweeping to find those *ojek pangkalan* drivers in taxibike bases …"

Secondly, massive strike was performed by public transportation (angkot) performers. This condition occurred not only in Garut but also in Makassar (Anwar 2017) and almost in all other areas throughout Indonesia, in which public transportation is usually a dependable transportation mode to local people before the presence of *ojek online*.

An informant (5) explained:

> "….As the administrators of Organda, we want some regulations clearly governing the presence of *ojek online* in Garut Regency, in order to keep the conventional public transportation such as city public transportation keeps surviving, despite the presence of *ojek online*. We will perform strike as the protest to the government, so that the government is expected to know that the presence of *ojek online* makes public transportation business performers and drivers restless…."

The form of violence is not only committed by *ojek online* group but also by *ojek pangkalan* group against *ojek online* drivers. This business ethic issue has ever resulted in uproar as it generates counter-reaction.

An informant (6):

> "…as fellow taxibikers, we should maintain ethic and politeness to relieve this conflict. Just like the case occurring yesterday in Karangpawitan Sub District, in which an ojek online driver was stricken by *ojek pangkalan* drivers. It occurred because the *ojek online* drivers picked up passenger in the ojek base area and *ojek pangkalan* drivers knew it, so that it made them emotional and stroke the driver. It is because the *ojek online* driver has no politeness ethic and does not respect *ojek pangkalan*…."

As aforementioned in the source of conflict sub chapter, business ethic arises as the issue triggering conflict. Business seniority generates among *ojek pangkalan* drivers the feeling of wanting to be respected and appreciated by *ojek online* drivers. It is normal, as suggested by (Brouer et al. 2012), that business conflict can arise due to the problem of juniors' attitude to their seniors.

Thirdly, the next issue is promise denial. *Ojek pangkalan* drivers decide on which areas *ojek online* drivers cannot pick up passengers, or called red zone. The banners containing the prohibition of *ojek online* operation are posted in each of bases, not merely because of *ojek pangkalan* drivers' dislike with ojek online but also because of the promise denied by applicator management. It is confirmed by an informant (4) stating:

> "…Central management gives quota for *ojek pangkalan* but it is misused by one of applicators. Eventually, *ojek pangkalan* was only given promise without realization. The applicator promised that it will facilitate *ojek pangkalan* drivers

> to make account easily without Driving License (SIM), and Vehicle Number Identity Letter (STNK), but until today the promise has not been realized yet…"

Disappointment with the central applicator management leads to the establishment of red zone by *opang* drivers in some locations in Garut Regency. (Ganson 2014) stated that breaking business promise will potentially elicit conflict cost in the future.

Finally, the issue triggering conflict is *ojek online* tariff cheaper than *ojek pangkalan* and *city transportation*'s. It makes people as the consumers preferring using *ojek online* for short-distance trip, as suggested by an informant (8):

> "….Yeah… when the destination is around the city, ojek online is preferable, as it is cheaper, provides many promotions, takes shorter time. But, if the destination is far or cross-sub district, city public transportation is cheaper, and *ojek pangkalan* must be more expensive. I use *ojek pangkalan* when there is no other choice, because the cost of *ojek pangkalan* is very expensive".

Ojek Pangkalan performers expect that government will be able to develop regulation about *ojek online* tariff to prevent it from determining too low tariff. And it is indeed granted by central government, considering zonation. Ojek online tariff formerly cheap becomes very expensive as the effect of Minister of Transportation's Decree Number 12 of 2019 in which the tariff is adjusted with zonation system. In the presence of new regulation, minimum tariff of *ojek online* in Garut Regency increases from IDR 4,000 to IDR 9,000. An informant (8) commented later:

> "….. However, since the tariff is increased, it burdens me, even the short distance takes IDR 9000 increasing from IDR 4,000 formerly, so I prefer riding city public transportation (*angkot*)".

The increase in fact also affects the ojek online drivers' income, as suggested by an informant (3):

> "…In the case of new tariff, the drivers of *ojek online* formerly face a problem related to the target to be achieved everyday. They should pick up at least 20 orders, but because the tariff increases, they find difficulty in finding order. But, the advantage is that picking up only 10 orders has given them IDR 100,000…"

Thus, there are six issues relevant to ojek conflict in Garut Regency: sweeping against opang by ojek online, massive strike performed by city public transportation, business ethic, promise denial by applicator management, red zone, and ojek online tariff.

Those entering into conflict

Some parties are putatively engaged in conflict between *ojol* and *opang* in Garut Regency. Informant (3) stated that *ojek online* drivers, *ojek pangkalan* drivers, applicator management, and police are four (4) parties entering into conflict circle, as confirmed by one of informants:

> "….those engaged in this conflict are ojek online and ojek pangkalan drivers, the applicator promising the account development instead worsens the problem as they do not realize the promise, and police officer as the mediator has taken no action.

Meanwhile, according to an informant (8), government enters into the conflict. He stated that:

> "….the approach most potentially used to this ojek online and ojek pangkalan problem is social approach. It is here that the government contributes to dealing with the zonation issue, including village, kelurahan, or sub district government…"

An informant (6) then revealed the name Organda as the one necessarily involved in resolving *ojek* conflict in Garut:

> "*Organda* has a power to make the driver of *ojek pangkalan* or public city transportation understanding it because they interact with each other frequently…".

From the result of exploration, informants mentioned 6 parties involved in and contributing to the resolution of *ojek* conflict in Garut Regency: ojek online drivers, *ojek pangkalan* drivers, applicator management, police officer, local government, and *organda*.

Attitude

Respect to fellows with same profession is very important, because conflict between *ojek online* and *ojek pangkalan* is often due to bad attitude. An informant (3) said:

> "….One of factors causing conflict is ojek online drivers' attitude, i.e. picking up passenger prominently in front of *ojek pangkalan*, thereby irritating the ojek pangkalan drivers, just like the case occurring in Banyuresmi in which an ojek online driver was stricken by ojek pangkalan drivers…"

In addition another informant (2) said:

> "…They (ojek online drivers) should appreciate, and respect *ojek pangkalan* drivers and as the ones with same profession they should understand that *ojek pangkalan* drivers also want to earn money. They are not like *ojek online* drivers who can get passanger anywhere…"

Action

Measure or action taken to resolve the conflict occurring is to see the attitude of opponent (Alamanda and Prasetio 2014). The striking action generates *ojek* conflict in Garut Regency. As suggested by an informant (3):

> "…..One of factors causing conflict is ojek online drivers' attitude, i.e. picking up passenger in front of *ojek pangkalan*, thereby irritating the ojek pangkalan drivers, just like the case occurring in Banyuresmi in which an ojek online driver was stricken by ojek pangkalan drivers…"

Another action taken is demonstration or operational strike. Such action has ever been performed by *Organda* during the appearance of Trans Metro Transportation in Bandung City Bandung (Alamanda et al. 2010). Measure taken by Organda to resolve the conflict is to question the clarity of regulation or policy about *ojek online* in Garut Regency, as confirmed by an informant (5):

> "….All city public transportation vehicles perform strike, we as the administrator of *organda* wants the clear regulation related to ojek online in Garut, to prevent the conventional public transportation such as *angkutan kota* (angkot) going bankrupt due to the presence of *ojek online*. It concerns people's primary (eating) need, because the *angkot* drivers' income comes from the passengers, when the *angkot* is full, it means that the money they get is reasonable. The presence of more *ojek online* drivers in Garut affects the *angkot* driver's fate because many passengers prefer using ojek online…"

The next measure is coordinative one taken by local government related to this conflict. Coordination between policy makers is a positive measure to resolve the conflict. Such action is also confirmed by informant (1):

> "We have coordinated with Go-Jek (an online transportation application company) that will be studied by Transportation Office"

The measure taken by police as mediator of ojek online conflict in Garut Regency is to mediate those frequently entering into dispute. (Seo and Takashima 2017) stated that the role of mediator is very important in resolving horizontal conflict in social life. Police also contributes to impose sanction to the law breaker, including those entering into ojek online conflict in Garut regency. An informant (7) stated:

> "…both *ojek online* and *ojek pangkalan* performers are requested to restrain themselves from acting brutally and conducting sweeping or other actions making the people restless, we can discus it well in police office in kinship circumstance. We will take firm action against anyone breaking the law…"

Intervention

Government has released a regulation about Ojol on March 11, 2018 in Minister of Transportation's Regulation Number 12 of 2019 about the Protection of Motorcycle User Safety used for Community Interest. Through this law, ojek online also have operational foundation.

Then, on May 2019, Minister of Transportation officially governs ojek online tariff as included in Minister of Transportation's Decree (Kemenhub) No.348 in 2019 about Guidelines for the Calculation of Application Motorcycle Use Service Cost used for Community Interest. This regulation is published to answer ojek online drivers' complaint often

This regulation is published to answer the ojek online drivers' complaint often demonstrated in their protest to require the developer application and the government to determine the rational tariff. In the regulation, three different tariff zonations are applied. Lower limit tariff of IDR 1,800 – 2,100/km, upper limit tariff of IDR 2,500-2600/km, and minimum service cost of IDR 7,000 – 10,000/4km are applied to three zonations.

The increase in ojek online tariff indeed relieves *Organda* and *ojek pangkalan*'s anger. However, on the other hand it affects the community economy significantly. This tariff increase in long term can worsen the condition because people will likely switch to other transportation and leave ojek online. It also leads to ojek online partners' difficulty to get passenger in long term.

Results

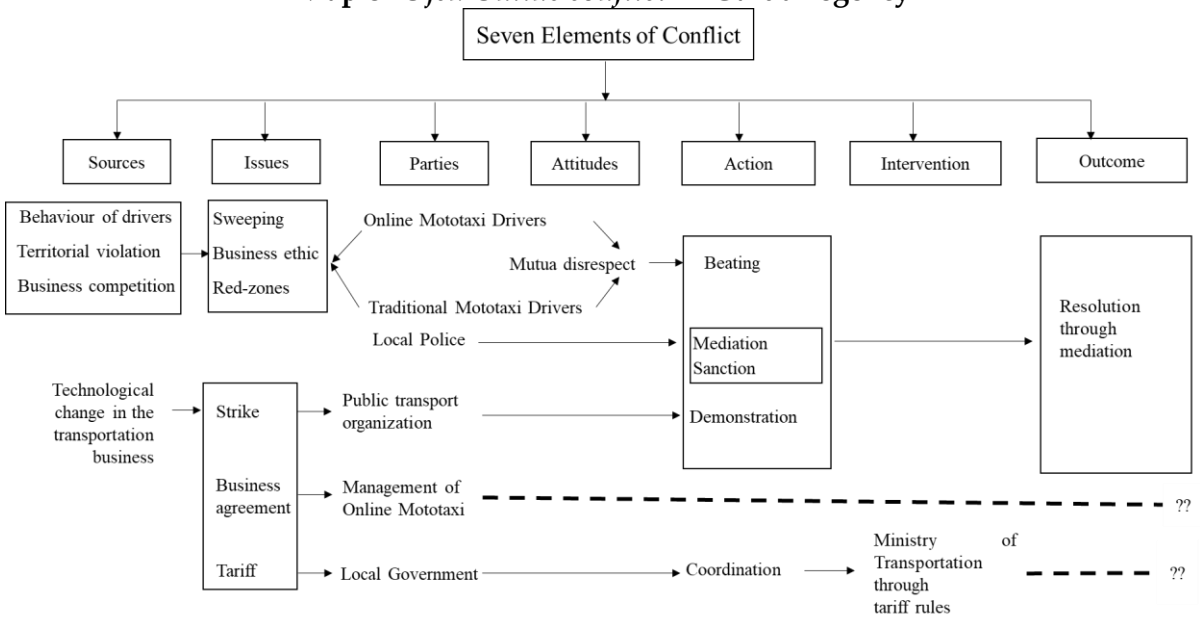
A Model of Conflict Resolution Process between ojek online and ojek pangkalan used here is the one suggested by (Liliweri 2009) in which there are two important dimensions in an organization (emotion and rationality): cooperative, how far one party intends to satisfy and to care about others and assertive, how far one party intends to satisfy or care about itself only and there are two possibilities occuring in this characteristics: declination and accomodation process. Furthermore, assertive dimension is how far one party intends to satisfy or care about itself only, and this attitude is manifested into competition and collaboration, and mediation called compromise in (Liliweri 2009) conflict resolution model. Compromise or mediation means that this conflict resolution is conducted by compromising or mediation. Those involved in mediation process are, among others, ojek online community

existing in Garut, Organda, *ojek pangkalan* community (*Ojek Pangkalan Terminal or* Terminal Base Taxibike), and police as mediator. The result of mediation performed is presented in table 2. The summary of conflict between *ojek online* and *ojek pangkalan* in Garut Regency is presented in Figure 2.

Table 2.
Result of Conflict Mediation between *Ojek Online* and *Ojek Pangkalan*

Those involved	Suggestion	Note
Ojek online Community	1. *Ojek online* is prohibited from operating or picking up passengers from Garut Terminal territorial area between Guntur Melati Street, Guntur Sari Street, and Merdeka Street. 2. *Ojek online* is prohibited from wearing attribute when coming into conflict-vulnerable area including Guntur Garut Terminal, Banyuresmi, Karangpawitan, and Margawati) 3. *Ojek Online* is prohibited from operating in the area aforementioned from 07.00 p.m.-05.00 a.m.	Approving
Ojek pangkalan community and Organda		Approving

Figure 1.
Map of *Ojek Online conflict* in Garut Regency



Conclusion

Conflict mapping represents a problem encountered by those entering into conflict. The mapping of conflict between *ojek online* and traditional public transportation in Garut Regency is made through seven element of conflict consisting of firstly conflict sources including *ojek online*'s behavior, competition for passenger, infringement of area, and transportation business change. The second element is issues including sweeping performed by *ojek online* group against *ojek pangkalan*. The third element is parties entering into conflict consisting of *ojek online* and *ojek pangkalan* drivers, *organda* administrator, applicator management, and police. The fourth element is poor attitude/feeling or non-respect between ojek online and ojek pangkalan drivers. The fifth element is action, bad behavior or action such as striking (attack) committed by *ojek online* drivers against *ojek pangkalan* drivers. Then the action or measure taken by police officer is to impose sanction to the law breakers, including those engaged in *ojek online* conflict. The sixth element is others' intervention, in this case police as governmental institution in charge of safeguarding the community and maintaining their tranquility. Police, as mediator, imposes sanction to law breaker, including those engaged in ojek online conflict, and the seventh element is final outcome performed in compromise or mutual agreement, for example, *ojek online* is prohibited from operating or picking up passenger from Garut Terminal territorial area between Guntur Melati Street, Guntur Sari Street, and Merdeka Street and ojek online is prohibited from operating in the areas aforementioned from 07.00 p.m. to 05.00 a.m.

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Population Administration Service Innovation in Indonesia During the Covid-19 Pandemic

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Abstract

The Corona Virus Disease 2019 (Covid-19) pandemic has an impact on changing work patterns around the world. This also includes public services in the population administration (Adminduk) sector in Indonesia. The Ministry of Home Affairs has issued a letter No. 443.1/2978/Dukcapil dated March 16, 2020, concerning Adminduk Services and Virus Corona Diseases (Covid-19) Prevention. This letter was sent to the Head of Population and Civil Registry (Dukcapil) offices in all Province and Regency/City. This letter consists of some instructions to conduct for Adminduk service efficiently and effectively during the Covid-19 pandemic. Therefore, as an implementation this instruction, a study about innovation of Adminduk service during the Covid-19 pandemic to find out innovation by Dukcapil offices. A problem formulation as a research question as follow, what is innovation of Adminduk service can make by Dukcapil offices during the Covid-19 pandemic? The study was conducted in the second quarter of 2020. Research methods using library research, reference, documents, and data which relevant. An accidental sampling technique is used to take 15 Dukcapil offices. Next, secondary data was collected, and analyzing data used qualitative descriptive technique to identify an innovation of Adminduk service. The result of this study showed, the Adminduk service innovations during the Covid-19 pandemic, in 3 (three) types, covering an online application, Covid-19 health protocols, and pickup the ball innovation. The Dukcapil offices are relevant need to copy an Adminduk service innovation alternative types, with accordance according to local condition, for overcome the Covid-19 pandemic constraints, and use them as input for public service can be function in the new-normal era.

Keywords:

population administration; service innovation; the Covid-19 pandemic

Introduction

The population administration (Adminduk) is an important public service. Because the scope of Adminduk's services is broad, covering population in Indonesia from birth to death. In addition, the dynamics of population change happens day to day also to influence its complexity. Therefore, Adminduk services become the central point for other service fields, including education, health and social services.

Adminduk services are carried out by Population and Civil Registry (Dukcapil) office spread across all regions in Indonesia, covering 34 (thirty four) provinces; and 416 (four hundred and sixteen) districts; and 98 (ninety eight) cities.

The Policy becomes the reference for Adminduk services, in the form of laws and regulations, as the basis for reference services for Adminduk, includes: (1) Law (UU) No. 24/2013 concerning Amendments to Law No. 23/2006 concerning Adminduk. This law mandates every provincies and regencies/ cities government to carry out administrative affairs properly.

Furthermore, the government has issued technical instructions currently, among others; (2) Regulation of the Ministry of Home Affairs (Permendagri) No. 7/2019 concerning Online Adminduk Services. And, (3) Permendagri No. 96/2019 concerning Data Collection and Issuance of Population Documents for Adminduk Vulnerable Populations. Finally, (4) Letter of the Ministry of Home Affairs (Kemendagri) No. 443.1/2978/Dukcapil dated March 16, 2020, regarding Adminduk Services and Corona Virus Diseases (Covid-19) Prevention. This letter content an instruction for the Head of the Service to prioritize online administration services and the Covid-19 prevention.

However, policy implementation concerning Adminduk services in each Dukcapil offices are varied. Because they are influenced both local problems such as different geographical condition, human and system factors, as well as global problems namely the Covid-19 pandemic.

The Covid-19 pandemic has changed social behavior, and so has social cohesion. The pandemic has a direct impact on the lives of the Indonesian people, so that it has experienced quite dramatic changes. Lifestyles have changed, from the individual level, to the social, cultural, economic, political, and legal levels (LIPI, 2020).

So, the Covid-19 pandemic has an impact on changing work patterns around the world, including public services namely Adminduk services in Indonesia. As a solution, it takes a study and policy recommendations to handle the Covid-19 pandemic, by making an innovation in Adminduk services. Innovation is an introduction of new ways of converting inputs into outputs resulting in changes in increasing the value of benefits (Fontana, A., 2011). Innovation activity is a value creation. In creating this value, innovation must be able to provide added value to welfare (Nasution, A.H. and Kartajaya, H., 2018).

According to OECD (2019), innovation is a source of growth and a tool for addressing global challenges like climate change and social issues such as inequality. Regions are seeking to promote their economic development increasingly through support to innovation. They define and implement strategies and policy instruments to build on their strengths and to shift course. So, innovation is an important activity carried out by the government by introducing new ways of converting inputs into outputs for development and community welfare.

Innovation is a social process that is strongly influenced by an interaction between stakeholders (Saparita, R., 2015). Meanwhile, according to Dyer, J. (2013), innovative thinkers relate fields, problems, or ideas, which others perceive as unrelated. Therefore, government officials need to take innovation initiatives based on ideas, capabilities in the fields of science and technology, overcome problems faced to find solutions, and change policies, by making innovation decisions. This means, the success of the initiation and implementation of innovation is determined by the government and society, especially in developing innovation for the welfare of the people.

In other words, innovation is a transformation process that converts input (poor people) into output (wellfare society) through the used of innovation. It means, the success of innovation is determined by the success of the change process for the better. Thus, innovation in public sector is a problem solution and policy changes for public service namely Adminduk services so that efficient and effective.

Some problem about Adminduk services, among others: (1) local problems, related to geographical conditions, systems, and human factors; (2) public sector innovation problems; and (3) global problems, namely the Covid-19 pandemic. This problem most influences Adminduk services.

First, the local problems, related to the geographic condition, human factor, and system, as follows: (1) System limitations: (a) IT that is not supportive: weak network with small bandwidth, data is not up to date; (b) Infrastructure: slow computer equipment, limited forms, no waiting room; (c) Long procedural: in the lowest level of government bureaucracy (RT-RW-Kelurahan-Kecamatan-Dinas); (2) Human factors - Moral hazard: (a) Corruptive / opportunistic behavior: illegal fees, bribery, brokers, and discrimination; (b) Weak public participation/ awareness; (c) Officer behavior: not service-oriented; and (d) less capable human resources: lacks competency certification, often mutation (Utomo, T.W.W., 2017); and

(3) Indonesia has geographical broad conditions too influence problem of Adminduk service in the local area.

Second, public sector innovation problems. According to Mulgan & Albury (2003), public sector innovation has constraints: (1) reluctance to close down failing programs or organization; (2) over-reliance on high performers as sources of innovation; (3) technologies available but constraining cultural or organizational arrangements; (4) no rewards or incentives to innovate or adopt innovations; (5) poor skills in active risk or change management; (6) short-term budgets and planning horizons); (7) very pressures and administrative burdens); and (8) culture of risk aversion.

Third, global problems, namely the Covid-19 pandemic, have an impact on public sector services and innovation. Early, the Covid-19 pandemic happened in Wuhan, China at the end of 2019. Then, it spread to various countries, many residents who contracted the virus due to direct contact. In the first half of 2020, the pandemic has killed half a million people. as already mentioned (Tempo, 2020). So, the Covid-19 pandemic has an impact on changes in the socio-economic life of the community, including work patterns in Indonesia.

Therefore, the Dukcapil offices are needs to solve problems with a solution through innovation to continuously update the Adminduk services, to improve service quality. So the service functions can be held during the Covid-19 pandemic.

As a solution, is carried out with reference to existing policy instruments, including: (1) Permendagri No. 7/2019 regarding Online Adminduk Services; and (2) Letter the Ministry of Home Affairs No. 443.1/2978/Dukcapil dated March 16, 2020, concerning the population administration service and Covid-19 prevention.

Permendagri No. 7/2019 regulates, that the online Adminduk service is the process of managing population documents in which the required documents are sent using web-based electronic media by utilizing technology, communication, and information facilities. The contents of these regulations includes: (1) scope of Dukcapil registration services; (2) use of electronic forms; (3) how to provide online Adminduk services, including services in case residents cannot use the online Adminduk facility; (4) online Adminduk service kiosk; and (5) the process of providing electronic signatures (TTE) of population documents; and (6) performance mechanisms; facilities and infrastructure.

The Letter of Directorate General Dukcapil, Ministry of Home Affairs No. 443.1/2978/ Dukcapil dated March 16, 2020, concerning Adminduk Services and Virus Corona (Covid-19) Prevention was sent to address the Head of Population and Civil Registry (Dukcapil) office Province and Regency/City.

This letter consists of some instructions to conduct for Adminduk services efficiently and effectively during the Covid-19 pandemic. This letter instructed: (1) Maintain distance, do not meet, social distancing measures. Reduce physical contact; (2) Prepare a thermal gun to measure the body temperature of employees/ guests; (3) applying a clean lifestyle, cleaning the equipment/ room with disinfectant. Officer/ customer washing hands with hand sanitizer/ soap; (4) Changing work patterns to prevent viruses, not shaking hands, optimizing information and communication technology using smartphones.

And then, (5) The Head of Service enters the office to guarantee services and regulates officials/ staff who work from home and who enter the office. (6) Prioritize online services, documents are sent online in pdf format and residents print at home. Applications Dukcapil print HVS-A4 / 80-gram paper documents; (7) The Head of Service announces that the public is postponing document affairs for the next 2-3 weeks. People who need documents for the hospitals, military registration is done online, via WhatsApp and SMS; (8) especially for direct physical contact, e-ID card recording, is postponed - except for those that are urgent. When handled, use the Covid-19 prevention protocols.

Implementation, Dukcapil office doing online Adminduk services during the Covid-19 pandemic in various ways, covering: play-store, website, WA, and SMS. They are in total 487 Dukcapil offices (Menpan.go.id, 2020). Based on this total, although it has not yet reached all total covering 518 Dukcapil offices both regencies and cities; but the percentage is very high, reaching 96%. So, almost all of these Dukcapil offices both regencies and cities have implemented online Adminduk services during the Covid-19 pandemic.

And the other, 4% of the Dukcapil office did not have an online service application. This dukcapil office is expected to move step by step towards online services, to improve the quality of adminduk services (Gatra.com, 2020). The trick, is to copy (replicated) the innovation of Adminduk services during the Covid-19 pandemic which has been successful at other Dukcapil offices.

The relevant studied showed, those studied on service innovations during the Covid-19 pandemic were still rare. Those studied, namely: (1) Understanding the Leadership Style of the Minister of Education and Culture and Innovation by the Ministry of Education and Culture in Handling Covid-19: A Literature Study, by Ferryno, M.H. (2020); and (2) Innovation of the Mosque Donation Model through the Application of Financial Technology in the Covid-19 Pandemic Era, by Wisandiko, F.A. and Tias A.I. (2020). So, those study on public service innovations during the Covid-19 pandemic are still rare, because those problems are new and are still ongoing today.

The field or locus of those studied was different with this study. Because, this study about the innovation of Adminduk service. While, other studies about the innovation of educational services; and about the innovation of non-profit service, namely mosque donations. Nevertheless those previous studied have similarities with this study in the focus of service innovation during the Covid-19 pandemic.

In connection with these problems, it is urgent to conduct a study on Adminduk service innovation during the Covid-19 pandemic. And then, to find out innovation by the Dukcapil office. A problem formulation as a research question as follows, what is innovation of Adminduk service can make by Dukcapil offices during the Covid-19 pandemic? The purpose of this study is to find out the innovation of Adminduk services by Dukcapil offices during the Covid-19 pandemic.

The expected output of this study can be input for the Dukcapil office in the innovation of Adminduk service in the New Normal Era to rebuild the competitiveness and sustainability of Adminduk services.

Methods

This study using a library research methods. Sampling of this was taken using the Accidental sampling technique (Sugiyono, 2009) namely the technique of taking samples that were found by chance because they were suitable for use as data sources. As a sample of this research is Dukcapil offices that has innovated in Adminduk service. The number of sample is limited 15 (fifteen) Dukcapil offices spread across in Indonesia.

Next, data collection is carried out used written, printed, and electronic media including the internet website, like reference, documents, information, and data which relevant. The data collected are innovations made by Dukcapil offices during the Covid-19 pandemic. Data processing was done by identifying data according to the group according to focus of this study. The results are presented in the table.

Furthermore, qualitative descriptive data analysis was carried out to draw a conclusion about the innovation of Adminduk service were made by Dukcapil offices during the Covid-19 pandemic. The study was conducted in the second quarter of 2020.

Results and Discussion

The result of this study showed, the Dukcapil offices of the provincial and regency/ city governments carried out innovative Adminduk services during the Covid-19 pandemic (see, table 1). The type of innovation was found, namely:

First, an online service innovation. Innovation in processing population documents, which sends the required files using web-based electronic media by utilizing technology, communication, and information facilities. These facilities include WhatsApp and Facebook.

Second, service innovation with health protocols. This Innovation Adminduk document management process by implementing health protocols. The health protocol is carried out by implementing social & physical distancing (maintaining distance and limiting employees from coming to work), and spraying disinfectants.

Third, pick up the ball innovation. This Adminduk service innovation through distributing documents them to the population concerned. Shuttleball innovations vary in each region. The form of pick up the ball innovation, namely: recording e-ID Card directly in their special place, for the elderly, disabled, and seriously ill during the Covid-19 period; and distributing Adminduk documents (e-ID Card) directly to people's homes. Pick up the ball innovation was carried out by the Dukcapil office in collaboration with PT Pos Indonesia and cooperating with a motorcycle taxi.

Table 1.
Population Administration Service Innovation During the Covid-19 Pandemic

Agency	Innovation (Name)	Type
	Provincial Government	
1. DKI Jakarta	***Alpukat Betawi*** *(Akses langsung layanan. Kependudukan cepat, akurat untuk meng-input data bayi):* an online services, health facilities data content, the results are delivered.	An online and health protocol
	City Government	
2. Denpasar	***Taring Disdukcapil*** (Registering through an online, social and physical distancing during Covid-19 pandemic).	An online and health protocol
3. Bogor	**Anonymous:** Service recording e-ID Card directly in a special place for the elderly people, disabled and seriously ill residents	Pick up the ball
4. Makassar	**Anonymous:** Online Adminduk service for printing family cards and birth certificates at home	An online
	Regency Government	
5. Agam	***Pak Dewa*** *(Pelayanan Adminduk dengan Whatsapp):* Adminduk Service with Whatsapp.	An online
6. Padang Pariaman	***Layanan Nagita*** *(Layanan Nagari* Go Digital): Dukcapil Ceria Mobile android application/ web based application	An online and health protocol
7. Sukabumi	***Mopeling Sarasa*** *(Motor Pelayanan Keliling Saba Rahayat Desa)* Pick up the ball service via WA, online website, health protocols & disinfectant spraying	An online, pick up the ball, and health protocol
8. Bandung Barat	***Silayung*** *(Sistem pelayanan antar langsung):* Adminduk documents are delivered to the applicant's house	Pick up the ball
9. Penajam Paser Utara	***Aplikasi Go PPU*** *(Go Penajam Paser Utara):*Online Adminduk service, through the application on the Play-store, the results can be printed-out directly at home.	An online
10. Bener Meriah	**Anonymous:** Online services through Village Registration Officers and Whatsapp, preventing queues for demographic documents, social & physical distancing	An online, and health protocol
11. Cilacap	**Anonymous:** The cooperation between Disdukcapil and PT Pos Indonesia distributes e-ID Card directly to customer homes	Pick up the ball
12. Trenggalek	**Anonymous:** *Blojek* collaborates with innovation to speed up service delivery of Adminduk documents and health protocols	Pick up the ball
13..Buleleng	**Anonymous:** Online Adminduk service, spraying disinfectants, implementing social distancing to break the chain of viruses.	An online, and health protocol

14. Maluku Barat Daya	**Anonymous:** Adminduk online services via Whatsapp and social media mobile to village	An online, and Pick up the ball
15. Teluk Bintuni	**Anonymous:** Adminduk service online via WhatsApp and Facebook during emergency response	An online

Source: Bogorupdate.com; Balipost.com; Disdukcapil.cilacapkab.go.id; Drka.acehprov.go.id; Kaltim.antaranews.com; Liputan6.com; Pasundanekspres.co; Portal.sukabumikota.go.id; Posmetropadang.co.id; Sipp.menpan.go.id; Sonora.id; Sumbar.antaranews.com; Taburapos.com; Trenggalekkab.go.id; Wartamaluku.com (2020), data processed.

This innovation is one form of service innovation that prioritizes an online aplication during the Covid-19 pandemic by implementing health protocols to prevent the development of the pandemic. So, the Covid-19 pandemic problems and policy changes are driving factors for the Dukcapil office to find solutions through innovation.

The result of this study illustrated a pattern of relationship between the Covid-19 pandemic problems and policy changes to solve problems through the innovation of Adminduk service during the Covid-19 pandemic. Types the innovation of Adminduk service are carried out, namely: (1) an online innovation; (2) application of health protocols; and (3) pick up the ball innovation. This innovation was carried out to ensure that Adminduk's services are good function.

After that, Adminduk service innovation during the existing Covid-19 pandemic, can be used as an input to innovate Adminduk services in the New Normal Era to rebuild competitiveness and sustainability of Adminduk service delivery.

Conclusion

The results of this study found, that innovations in population administration services during the pandemic, in 3 (three) types, namely an online application, health protocol, and pick up the ball innovation.

The relevant Dukcapil officies need to copying or replicating an alternative type of public service innovations in accordance with local conditions to overcome the pandemic constraints and use as input for the new-normal era.

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Opportunities to Develop Enterpreneurial-Based Development Economy in The Era of Globalization

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Abstract

This study aims to look at how entrepreneurship in tourism captures opportunities in the Covid-19 phenomenon that is endemic in Indonesia, and explains the essence and orientation of opportunities to develop the potential of leading entrepreneurship-based tourism. The approach used is quantitative and qualitative techniques, related to philosophical considerations, the application of quantitative and qualitative approaches, and the mixing of these two studies in one study. The results showed: 1. Tourism potential in Sinjai Regency, 2. The development of local and foreign tourists in Sinjai Regency. Tourism potential and tourism development in Sinjai need to be supported by the tourism industry based on entrepreneurship in each tourist destination, through several functions, such as preparing various breakthroughs in preparing and overcoming various unexpected problems both now and in the future, such as: regulating the tourism industry by planning activities operational and procedures in carrying out activities with international standards by formulating standardization policies, recommendations and technical guidance, evaluation, reporting and implementation in the development of the tourism industry, also provides professional facilities in the tourism industry with guidance and technical guidance for tourism businesses regarding standardization, norms, criteria and verification, ease of business by mapping and promoting business investment in the tourism industry through coordination, cooperation, in the context of smooth implementation of tasks. Local governments, entrepreneurs and the wider community are expected to capture the various opportunities available to increase sources of income in supporting development.

Keywords:

globalisation; opportunity; development; entrepreneurship

Introduction

The phenomenon of life in the era of globalization shows a variety of problems that affect various human needs to meet the desires of sustainable living, various innovations generated by researchers and the discovery of various research and breakthroughs written and unwritten to support life in this millennium. Various concepts have been strived to

support development, ranging from the tourism, health, social, economic, education and other sectors carried out by the government to solve life problems in the country of Indonesia.

The era of globalization pays attention to tourism as one of the main sectors that supports ever increasing economic development, because the tourism sector brings benefits and benefits for a country including Indonesia. As a research location, Sinjai as one of the regencies in South Sulawesi Province that is very potential, consisting of various islands, sea, land, mountains, and fishery products which is quite extensive around 223 km2 and has a population of 247,789 inhabitants. This area has a promising tourist destination or tourism potential, therefore, the existing tourist destination must be well managed so that it can be a key factor in creating employment, developing the entrepreneurial world, and developing infrastructure and the availability of optimal supporting facilities. Sinjai has many interesting tourist destinations to visit. One of them is Pulau Sembilan which consists of nine islands with very clear sea water. Of the nine islands, Larea-Rea Island is one of the best of Pulau Sembilan. The vast white sand beach and clear sea water make it look exotic. Based on the results of an interview conducted on January 15, 2019, the Head of the Tourism and Culture Office of Sinjai, Yuhadi Samad stated, "for the development of tourism and cultural potential, it was highly responded by the local government," but now we think it is very difficult to develop tourism that only relies on government funding.

The corona virus pandemic that hit the world, including Indonesia, has disrupted many program activities. So that the Indonesian government makes enough decisions to help people to move and do activities at home, ranging from studying, working, to worshiping. A ban on meetings involving many people has also been carried out in Indonesia. People are also asked to keep their distance to avoid this dangerous virus. However, there is one area that must continue to work to meet the needs of the Indonesian people during #dirumahaja, namely logistics services. Together with its logistics partners, namely Aei, Anteraja, First Logistics, Go-Jek, Grab Express, Janio, Jne, Lion Package, Nss Express, Primatama, and SiCepat, Blibli shows a real commitment so customers can shop #dirumahaja safely and comfortably. Every element of society, from the government, companies, to individuals who struggle to provide assistance to others. The government strives to fulfill responsibilities in maintaining social, economic, tourism and health stability by implementing digitalization in various activities both in government administration and in employers by maintaining

sanitation of operational facilities, ensuring employee health, sending without contact, and ensuring product availability (kompas.com/read/2020/03/31/225204728/ together- we can-).

The International Monetary Fund (IMF) called the economic crisis 2020 as the worst since the "Great Depression" of the 1930s, the cause was a virus called SARS-CoV-2 or known as corona. The virus that causes Covid-19 disease is thought to have spread since December 2019 in China, then spread throughout the world. Until the end of April, the number of cases received reached more than 3 million people and the death toll was above 200 thousand people. Related to the state has taken steps to implement the spread of Covid-19, there are those that apply full quarantine (lockdown) or social permit. Factories also agreed to production, shops closed, students and office workers studied and worked at home. Covid-19 causes health, education, social and financial problems. The IMF predicts the global economy will fall to minus 3 percent by 2020, this projection is down 6.3 points from the estimated 3.3 percent pegged in January. Economic experts estimate, now much worse, the 2008-2009 financial crisis, which is the crisis only hit developed economies such as North America and Europe. In 2020, almost all countries fell because of Covid-19, including China, India, and Indonesia. The IMF released several reasons this year's crisis was worse than previous crises, more important because the repairs at any pandemic would end. Until now there has not been a single drug and vaccine that has been clinically tested to overcome the corona virus. Related to the country arising, starting from public health problems, the domestic economy is disrupted, external demand is reduced, and a reversal of foreign capital flows. The shadow will be the worst in the world in 2020 began to be felt with economic growth in the first quarter of 2020, as one of the countries with the largest GDP in the world, recorded a growth of minus 6.8 percent. In fact, China's GDP usually grows at around 6 percent in the previous quarters (Andrea Lidwina: 5/8/2020, Health or Economy).

How can viruses affect the world economy? Pierre-Olivier Gourinchas, in an article published in the book Mitigating the COVID Economic Crisis (2020) says that modern economies are like complex networks that are interconnected between employees, companies, suppliers, consumers, banks, etc. "Everyone is an employee, consumer, or lender to another," If one of the networks is affected by a disease or is affected by Covid-19's handling policies, it can affect others. As a result when supplier or buyer countries are affected and a number of others begin to close their territories due to Covid-19, efforts to achieve economic benefits will

actually be useless. Furthermore Gourinchas said, the crisis facing the world today is a combination of health and economic crises. This is what distinguishes it from crises in the previous period. This places governments everywhere on difficult policy choices. What should be done first? Suppress the spread of the Covid-19 case or save the economy. The two policy choices are conflicting: between losing lives or creating unemployment, so overcoming health and economic problems is equally important. There are many strategies that can be taken to overcome the recession, such as the central bank providing liquidity assistance to the financial sector or through multilateral cooperation. In essence, it is necessary to have the right combination of policies to deal with a pandemic and recession (Mitigating the COVID Economic Crisis, Center for Economic Policy Research: 2020).

Georgieva Managing Director of the IMF, "Based on what we are improving, mitigating the spread of the corona virus is the most effective way to restart the economy". In April 2020, the Indonesian Regional Science Association (IRSA) in April 2020, out of 145 economists who were respondents, asked permission from the government to fix it by using the corona virus to save lives and human health. Although the policy has a negative impact on money, those who contradict the reimbursement for transfers transferred by Covid-19 will instead cause an economic slowdown. The government is expected to increase investment to improve the health system, such as the construction of emergency hospitals, ventilator production, and also personal protective equipment (PPE). Jason Furman, professor at Harvard Kennedy School, a firmly said "protect people now, help the economy recover later." Furthermore, in the midst of improving and improving what is changing, the government needs to be faster and do whatever can be done. "Much is better than too little," (Furman: 2020) Few actions not only harm public health, but can also overcome economic setbacks. There are several things that can be done, such as allocating a health budget. Then provide cash assistance for households and assistance for the business world. Because what needs to be done is to prevent the crisis from accumulating, so that improving the economy does not make the crisis complicated. Basically, the government needs to prevent people or the world trying to change bankruptcy by making sure people still have money to buy while no longer working.

Roberto Gualtieri, Italian Minister of Finance, "Nobody has to lose their jobs because of the corona virus." The sentence which was later added by Alberto Alesina from Harvard

University and Francesco Giavazzi from Bocconi University, "And if someone loses a job, then their income will be guaranteed until they get a new job." In Indonesia social assistance from government stimulus is not sufficient. The stimulus is given to programs that are already running, namely the Family of Hope Program (PKH) and the Basic Food Supply Card. PKH budget to Rp 37.4 trillion, distributed to 10 million beneficiary families (KPM) from the previous 9.2 million KPM. Grocery recipients also rose 31.6 percent after the budget was increased to Rp 43.6 trillion. These two programs target the poor, but do not include the lower middle class who suddenly lose income and jobs due to the pandemic. "This social protection program is designed by selecting targets based on past income status and assets owned in addition to the current conditions." (Lukita Grahadyarini: 2020).

The tourism sector, which was affected by the Covid-19 pandemic, is entering a new normal era. A paradigm shift is underway and a number of new protocols will be implemented to welcome the new normal conditions in the tourism industry. The new normal era brings new roles, new roads, and expectations in the tourism sector. Digitalization is growing rapidly beyond expectations. The tourism business must adapt to new conditions and reorganize the strategy of the business model so that it can survive in the new normal era, by adjusting technological developments. "The tourism business and its employees must continue to observe and study opportunities for growth. The industry must begin to focus on applying cleanliness, health and safety standards in business operations, "(Wishnutama Kusubandio: 2nd International Virtual Tourism Seminar" Changes of the Tourism Paradigm in The Era of New Normal ", Friday (05/15/2020) .

It will coordinate with the World Travel and Tourism Council (WTTC) to ensure the protocol complies with global standards and has a positive impact on tourists and workers in the tourism sector. The application of cleanliness, health and safety standards in each tourist destination becomes an important standard that will arouse tourist confidence and restore the industry. WTTC President and CEO Gloria Guevara Manzo stated, the Covid-19 pandemic had a major impact on the world travel and tourism industry which had so far contributed greatly to the world economy. Last year, this sector was able to absorb 330 million people worldwide with gross domestic product (GDP) reaching 8.9 trillion US dollars, or growing 3.5 percent. As a result of the Covid-19 pandemic, the number of workers in the travel and tourism sector has resulted in the loss of 100 million jobs, down 31 percent with a value of 2.7

trillion US dollars. The impact even reached five times compared to the impact of the 2008 global financial crisis. Concrete examples such as the Sanur tourism area in Denpasar City, Monday (05/04/2020), looked deserted. The occurrence of the Covid-19 outbreak affected community activities, including tourism industry activities in Bali. Gloria added, to be able to recover the tourism sector more quickly needed efforts to adapt to the conditions of the Covid-19 pandemic. Among them are implementing global protocols related to hygiene, health and safety standards to restore the level of trust between tourists and visitors. Hygienic behavior and health standards will continue after the epidemic. In addition, collaboration between the government and the private sector is also the key to reviving the tourism industry. It is necessary to implement an integrated health check procedure with the contact history of visitors who come, the isolation protocol of infected visitors, or the application of new technology or applications that can monitor the level of crowd in a location.

The natural beauty of the nautical charm of Pulau Sembilan, Sinjai also has the charm of a mangrove forest located in the village of Tongke-Tongke, East Sinjai district. A very beautiful mangrove forest from a distance is a central area of mangrove restoration and learning with an area of 173.5 hectares. Expanse of mangrove forests can be enjoyed by walking through a sturdy iron wood bridge by forming long interconnected alleys. Visitors can also rent a speed boat to get around to enjoy the views of the mangrove forest. Then the peak of Batupake Gojeng which is located at a height so that tourists can see and enjoy the downtown area of Sinjai Regency with beautiful natural scenery. The local government can develop the Sinjai (Mangrove) green mangrove forest in the village of Tongke-Tongke East Sinjai and build and arrange transportation to support travel through a series of nine islands (small islands) that are still part of the Sinjai Regency. Based on a general description of the tourism potential of Sinjai Regency it needs to be mapped to explore local competencies as a basis for developing integrated tourist destinations on the East Coast of South Sulawesi. This study aims to identify, analyze, and explain the essence and orientation of entrepreneurship-based tourism development in facing various challenges and problems in the future such as endemics that arise now and various problems in the future.

The specific purpose of this research is to analyze and find out how local competencies can be developed as a basis for the development of integrated tourist destinations with technology support to improve the entrepreneurship sector in the eastern region of South

Sulawesi, particularly in Sinjai. The results of this study also have a number of practical benefits, namely; 1) Factual data and information sources for regional governments in the East Coast region of South Sulawesi, specifically the Sinjai government together with regional organizations (WTO) who lead the sector in developing integrated tourism destinations, thereby supporting increased regional income, expanding employment and introducing local culture at the national and international level; 2) One of the references and resources for (potential) investors and tourists, both on a local and national scale and on an international scale (foreign countries) of integrated tourist destinations on the East Coast of South Sulawesi and especially in Sinjai; 3) The results are academic and practical, as well as a source of information for people in the East Coast Region of South Sulawesi and the Sinjai community, especially regarding the potential and competencies of tourism destinations so that the community supports and helps preserve the tourism destinations in the region.

Methods

The research sites are in Sinjai Regency and the Sinjai Cultural Tourism Office, located on Jl. Sudirman, Balangnipa, North Sinjai, South Sulawesi. This research was also carried out in several areas such as the Rea Larea Island tourist area, Bakke Tongke-Tongke Forest, Gojeng Batupake Archaeological Park and several tourist areas that have the potential to be developed, due to the vastness of the area. Location of research, quantitative and qualitative approaches are needed to obtain complete information. According to Sugiyono (2014), a combination research method is a research method that combines or tests quantitative and qualitative methods that are used together to maximize the completeness of the data obtained so that it is more valid, reliable, and objective. Application of qualitative and quantitative methods used and procedures to convert research data into mixed methods with sampling strategies in research and validate research data directly. Related to philosophical considerations, the application of quantitative and qualitative approaches, and the mixing of these two studies in one study, this research becomes more complex than simply collecting and producing two types of data that discuss two-party organizations in gathering data about the overall research results and more data greater than quantitative or qualitative research (Creswell, 2014). Collecting data and information at the Tourism Office and linking it with various information from stakeholders as informants, then quantitative data that has been

completed is then compared with the results of qualitative data, then analyzed into various findings in the form of narratives. To fully understand the problems that occur from existing problems, it is necessary to conduct research using research strategies related to data both simultaneously and sequentially, while the combination is a procedure for connecting data, analyzing data, using a combination of quantitative and qualitative sequential methods or conversion. Furthermore quantitative data that has been obtained at an early stage can be proven, deepened its expansion, and weakened and can also be canceled by applying qualitative methods in analyzing further data so that it is more accurate (Sugiono, 2017: 415).

Results and Discussion

The Department of Tourism and Culture of Sinjai Regency based on Regional Regulation of Sinjai Regency Number 5 of 2016 concerning Formation and Composition of Regional Apparatus of Sinjai Regency (Regional Sheet of Sinjai District Number 2016 of 2016, Supplement to Sinjai Regency Regional Sheet Number 93). The main tasks and functions of the Department of Tourism and Culture of Sinjai Regency are listed in the Sinjai District Regulations Number 73 of 2016 concerning the Organizational Structure, Position, Main Tasks and Functions and Work Procedures of the Office of Tourism and Culture. The Office of Tourism and Culture must base on National policies, the RPJP, RPJM, RPJPD, RPJMD, and the OPD Strategic Plan. This is in accordance with the mandate of the Minister of Home Affairs Regulation No. 54 of 2010 concerning Implementation of Government Regulation Number 8 of 2009 concerning Stages, Compilation Procedures, Control and Evaluation of Implementation of Regional Development Plans. The Department of Tourism and Culture of Sinjai Regency must prepare the OPD Strategic Plan for the 2013 - 2018 period which is guided by the 2013 - 2018 RPJMD.

Tourism is a community activity outside the residential area in a short time (less than one year) with the aim of taking time (Richardson and Flicker, 2004; Pitana and Diarta, 2009). Tourism business is a business that is interrelated and quite complex, where there are complex relationships between elements in tourism, such as tourists, local governments, local communities, universities, educational communities and nongovernmental organizations (Weaver and Oppeman, 2000; Pitana and Diarta; 2009). Tourists are the main asset in the tourism business. Tourists are visitors whose trips stay more than one night (WTO, 2008),

tourists are trips with the provisions of a one-night stay, so what is referred to as a vacation trip does not stay at all. The WTO explains that non-permanent trips for recreational purposes, picnics are also called vacation homes (WTO, 2008). In essence, tourists come for vacation (Mc. Kercher, 1993; Sharpley, 2006). Changes in tourism trends that were initially dominated by conventional tourism such as mass tourism which has a more negative impact (Purwanggono and Akiriningsih, 2009). Ecotourism is one form of special demand tourism that emphasizes the moral context as part of tourism (Butcher, 2002; Sharpley, 2006). Ecotourism is one part of the antithesis of mass tourism. In the context of tourism, special interests of tourists are invited to do something in the midst of a positive or enlightening vacation. It is in this special interest tour that the environmental order becomes part of the resource (Darsoprajitno, 2002). A study entitled "Sustainable Tourism Development on the Island: The Gran Canaria Case Study", published by the Journal "Business and Environmental Strategy, 1999" seeks to explain the efforts of stakeholders on the island of Gran Canaria to revive the tourism industry. In general, the tourism industry can increase the number of workers, increase people's incomes, bring up development infrastructure in the region, so as to encourage the economy in a region (Liu et al, 1987). The majority of the tourism industry focuses on the exploitation of natural beauty. Island-based tourist locations have advantages because they offer new things to tourists who come from urban areas. Sunrise and sunset and sand and wave beaches are the main offerings of the island's tourist sites.

The Development of Destinations and Tourism Industry in Sinjai is led by the head of the sector that has the main task of assisting the head of department in carrying out the tasks of coordination, facilitation, formulation and implementation of policies, evaluation and reporting in the field of destination development and the tourism industry which has the function of: 1) Formulating policies in the field Development of Tourism Destinations and Industries, develop and grant tourism business licenses and develop natural and cultural tourism resources; 2) Regulate the application of standards, guidelines, procedures and criteria in the field of tourism destination development, development and provision of tourism business licenses and the development of natural and cultural tourism resources; 3) Services to develop tourist destinations, developing and providing tourism business licenses and developing natural and cultural tourism resources; 4) Carry out guidance, technical guidance in the field of tourism destination development, development and provision of

tourism business licenses and development of natural and cultural tourism resources; 5) Monitor, evaluate and report on the objectives of tourism development, development and provision of tourism business licenses and the development of natural and cultural tourism resources; 6) Carry out coordination and cooperation in the development of tourism destinations, and the development and provision of tourism business licenses and the development of natural and cultural tourism resources; 7) Carry out reporting tasks in the field of development of tourism destinations and industries to the head of department.

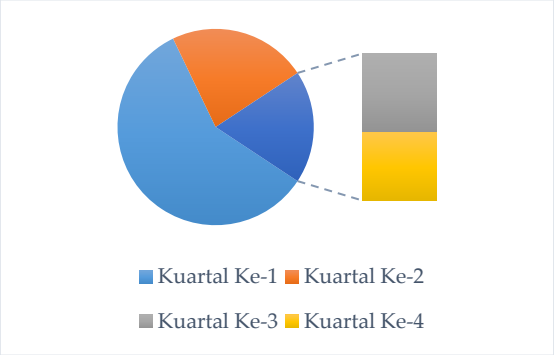
The implementation of tasks in the Department of Tourism in its organizational structure appears to be quite a number of parts that play a role such as marketing, promotion, and tourism cooperation, while some tasks include; a) Develop a plan of activities in the tourism sector; b) Develop standard operating procedures in implementation activities in the tourism promotion section; c) To encourage the integration of the development of tourism promotion; d) Conducting tourism promotion development services; e) Develop administrative standards and documents in the implementation of tourism promotion; f) Conduct technical guidance and evaluation in the field of tourism development and promotion; g) Coordinate in cooperation for the development of tourism promotion; h) Develop an activity plan for the Cooperation and Inter-Institutional Relations Section; i) Develop standard operating procedures for carrying out activities in the Cooperation and Inter-Institutional Relations Section; j) Prepare a plan of activities in the field of cooperation and relations between tourism institutions and actors for the development and development of tourism; k) Coordinate in cooperation and relations between institutions; l) In collaboration with the Indonesian hotel and restaurant association, the Indonesian Travel Agency Association for tourism services; m) Collaborate with the Indonesian Guides Association for tourism scouting services; n) Cooperate with tourism actors for development and development; o) Cooperate and improve coordination with regional/ central tourism institutions and stakeholders in the context of developing tourism promotion and marketing.

Tourism Potential in Sinjai: Sinjai has beaches, caves, seas, islands, agro-tourism, community cultural history, and events (tourism events). Based on data analysis and information on the results of research and discussion, tourism potential in Sinjai can be seen from three aspects, namely: 1) The potential of natural tourism consists of 35 natural tourism objects spread in each destination district, 2) The potential of cultural and historical tourism

areas , 3) Man-made tourism potential and special interests, such as: 1) Agro milk tourism industry, 2) Manipi Pasipahahan Green Park, 3) Agro Vegetable Garden Tourism, 4) Special Agro Tourism Interest, 4) Special Interest in Mount Bawakaraeng Climbing , 5) Park Agro Tourism, 6) View from the height of Gojeng, 7) Appareng River, 8) Gellert Sports and Families, 9) Expert Crafts, 9) TPI Culinary, 10) TPI Lappa Culinary, 11) H. Muh Nur Tahir Swimming Pool, 11) Batumimbalo Welcome Sculpture, 12) Tallasa Sports and Baths, 13) Park City Forest, 14) Yosemite National Field, 15) Horse Sculpture Park, 16) Sinjai Regional Culinary Course. Potential of Man-Made (Man-Made) Travel and Special Interests: The potential of artificial (artificial) tourism and the potential for tourism of special interest can also be enjoyed by tourists when visiting Sinjai. The potential referred to in this case is nature tourism activities such as beaches and trips to the island, mountain scenery by combining special interest in rock climbing on natural tourism which has become the belle of potential tourist destinations characteristic of the Sinjai Tourist market. In general, both foreign and domestic tourists visiting the Sinjai Regency tourism area are distributing main entrances to other cities or provinces to continue tourism activities in Sinjai Regency so that identification of market characteristics must see the development of tourist destinations in the area of interest. The response of tourists to the availability of food and beverage choices is limited to the purchase and sale of culinary products on grilled fish, and traditional foods that have not varied how to processing and presentation. Restaurants and cafes that provide other traditional culinary are not suitable in terms of comfort and cleanliness, and lack of souvenirs so that tourists who visit Sinjai district can only buy souvenirs in the form of fruits, fish and other seafood. and Sinjai specialty drinks. Furthermore, accessibility focuses on providing facilities and infrastructure to reach tourist destinations such as good roads, the availability of various means of transportation both land, sea and air, as well as providing road signs to the tourist sites. Then, amenitas focus on the availability of various supporting facilities to support tourists while in tourist destinations such as restaurants, lodging, souvenir shops, food/drink shops, health facilities, and entertainment facilities. Various phenomena in the character of the needs of the tourism market require entrepreneurs to be actively involved in providing various tourism facilities. This is a strategic enough opportunity to be developed by the local government by involving the community and cooperating with the business world. The development of entrepreneurship in development, especially tourism, must continue to be

managed by the local government to its full potential, because the central government has provided various supports to advance the world of tourism. "This sector may become Indonesia's core economy because it is one of the key factors in efforts to increase export service revenues, the creation and expansion of employment, and the development of business technology in entrepreneurship". As entrepreneurship covers all aspects of work, both private and government employees (Soeparman Soemahamidjaja, 1980). The following is an overview of the state of entrepreneurship in South Sulawesi.

Picture 1.
Number of Entrepreneurial Activities in South Sulawesi Year 2020

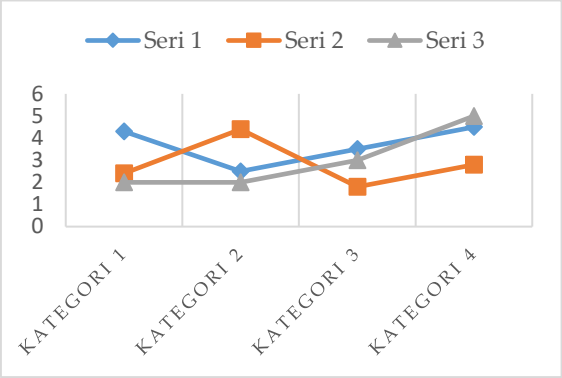


Entrepreneurs are those who make creative and innovative efforts by developing ideas, and gathering resources to find opportunities and improvement (Prawirokusumo, 1997). Entrepreneurship (entrepreneurship) appears when an individual dares to develop new businesses and ideas. The entrepreneurial process includes all functions, activities and actions related to obtaining opportunities and creating business organizations (Suryana, 2001). The essence of entrepreneurship is to create added value in the market through the process of combining resources in new and different ways in order to compete. According to Zimmerer (1996: 51), added value can be created in the following ways:

1. Development of new technology (developing new technology),
2. The discovery of new knowledge (discovering new knowledge),
3. Improvement of existing products (goods and services), improving existing products or services,
4. Finding different ways of providing more goods and services with fewer resources (finding different ways of providing more goods and services with fewer resources).

The following is an overview of entrepneurial activities in South Sulawesi:

Picture 2.
Entrepreneurial Activities in South Sulawesi Year 2020 On Line Based



The next opportunity is the attention of the central government which has provided several alternative financing for the tourism sector through credit financing (either commercial loans or KUR), investments and grants, Integrated Tourism Investment Funds (RDPT), and liquidity facilities for housing finance, lodging and tourist village homestays. Various regulations in the financing system have also been given by the central government in various alternative choices, for example in 2018 the government has reduced the KUR interest rate from 9% per year to 7% per year. KUR 2018 distribution until August 31, 2018 has reached Rp 88 trillion, with NPL of 0.05% (70.8% of the target in 2018 of Rp 123.631 trillion). KUR still dominates for the Micro KUR scheme (66.7%) followed by the Small KUR scheme (33%) and the KUR TKI (0.3%). Meanwhile, total realization of KUR from August 2015 to 31 August 2018 of Rp 300 trillion to Rp 127 trillion in circulation to 12.7 million borrowers. KUR is still quite still followed by sustainable credit quality with a NPL rate of 1.19% KUR. The central government has provided opportunities and efforts to assist local governments in the field of local tourism development. 8% of the target in 2018 of Rp 123.631 trillion). KUR still dominates for the Micro KUR scheme (66.7%) followed by the Small KUR scheme (33%) and the KUR TKI (0.3%). Meanwhile, the total realization of KUR from August 2015 to 31 August 2018 amounted to Rp 300 trillion to Rp 127 trillion in circulation to 12.7 million borrowers. KUR is still quite still followed by sustainable credit quality with a NPL rate of 1.19% KUR. The central government has given great opportunities to regional governments in the field of tourism development. 8% of the target in 2018 of Rp 123.631 trillion). KUR still dominates for the Micro KUR scheme (66.7%) followed by the Small KUR scheme (33%) and the KUR TKI (0.3%). Meanwhile, the total realization of KUR from August 2015 to 31 August 2018

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Tourist activities undertaken by travelers, the most popular type of tourist attraction by tourists, are visiting beautiful panoramic beaches, especially at dusk (sunset) and mountain views stretching throughout the Sinjai Regency. Then the next activity fell on the most desirable culinary choices during a visit to the Sinjai district, which largely indicated that travelers chose traditional Indonesian food and drinks and seafood. Because the choices are still lacking in the variety and variety of decent (representative) restaurants, are still limited, and traditional food and beverage sales. Local governments are expected to more aggressively seize the opportunities available to accommodate various concepts and systems of local tourism development, namely to synergize with local, national and international entrepreneurs. Local governments must actively absorb the available funds, especially to support small businesses such as packaging and distribution of milk dairy fish, anchovies, fresh fish and smoked fish. Tourism development in Sinjai Regency has the potential to be developed, this can be seen in the sufficient natural and human resources available. And the development of human resources through various education and training to provide good service standards according to tourism needs. It remains to the attention of the local government to capture various opportunities, The concept of strategy is derived from Classical Greek, namely "strategos" (generals) whose basically ascension is taken from the Greek words for "force" and "lead". The use of Greek verbs related to "strategos" This can be interpreted as "planning and enemies using effective facility-based facilities" (Braker in Heene et al, 2010: 53) Chandler (Triton, 2007: 15) states that the strategy is the formation of the organization's long-term goals, as well as the implementation of a series of actions and allocation of important powers for that purpose. As it is known that strategy is an action that influences and determines the success of programs or activities, both those that have been

planned and by management. Therefore (Prosperous, 2009: 128) provides an understanding of strategy as a form of rational thought that is systematically regulated, and its formation is based on observations of experience, observations in environmental development (social, economic, political, natural, and scientific) as well as observations of tactics used by people and organizations. Armstrong (Triton, 2007: 16) adding to his presentation with three strategic terms. The first is the declaration strategy, the intention that defines how to achieve the goal by paying special attention to the allocation of resources and empowering and enhancing various capabilities in the external environment. Next, the second, the perspective strategy that explains how critical issues or success factors can be discussed together, as well as making strategic decisions that aim to have a large long-term impact on organizational behavior and success. Finally, the third, namely the strategy of setting goals (strategic goals) and allocating or adjusting available resources with various opportunities (resource-based strategy), so that it can be achieved and there is a strategic match between strategic objectives and various resource bases. Mintzberg (Tikson et al, 2013: 6) identify the meaning of strategy with 5P, namely Plan, Patern, Position, Perspective, and Play.

The aim of strategic management is to create an organization's long-term effectiveness in two environments, namely on the one hand the environment of special authority or the scope of the organization's activities, while on the other hand the development environment is in accordance with its organizational capacity. Thus, strategic management integrates all other management processes with the aim of developing oneself based on a systematic, rational, and effective approach in setting goals and then actualizing organizational goals, monitoring, and evaluating them. Therefore, organizations must try to bring a holistic approach to strategic management, with the understanding that: 1) The attention of the entire organization is focused on unified goals, phenomena and problems that are not addressed by the technical division, and the existence of unequal instructions in the organization; 2) Internal management processes and programs are integrated with achieving the expected results of the organization; 3) Daily and tactical operational decisions are managed together in a flexible boundary line for the achievement of the organization's long-term strategic goals (Poister in Heene 2010: 76). Furthermore, with the slow condition of tourism activities accompanied by a shared disease outbreak, the government must encourage by regulating the tourism system and managing entrepreneurial tourism businesses to capture opportunities in replacing

entrepreneurial activities that are more in line with conditions such as the use of technology in tourism entrepreneurial activities. Peter F. Drucker said that entrepreneurship is the ability to create something new and different. This definition implies that an entrepreneur is a person who has the ability to create something new, or is able to create something different from something that already exists. Meanwhile, Zimmerer defines entrepreneurship as a process of applying creativity and innovation in solving problems and finding opportunities to improve life (business). From the two opinions above, it can be concluded that entrepreneurship is an ability in terms of creating business activities. Entrepreneurship can be done by: a) Owning capital as well as being a manager; b) Deposit capital and management in the hands of partners; c) Only submitting general personnel is converted into shares as proof of business ownership.

In Indonesia, according to the Digital Indonesia book edited by Edwin Jurriens and Ross Tapsell, digital technology has at least brought great changes in terms of connectivity, diversity, identity, knowledge, and business / trade. The development of digital technology that allows everyone free to use the internet in all respects. In this case government policies are needed to protect the public in the misuse of technology. The world currently faces the current of the industrial revolution 4.0. The rapid development of digital has penetrated various sectors, including the government. Digitalization of the government system, is one form of bureaucratic reform. The Indonesian government, like it or not, must participate in this trend. This was conveyed by World Bank Senior Public Management Specialist Erwin Ariadharma, who was the main speaker at the Reformation Corner. According to him, the current world trend is that each community can get access to every government activity and policy. Free access must also be supported by a single data system or data bank, so there is no confusion in the community. "In the future, digital transparency will become a life based on institutional transparency," Erwin said. The challenge facing Indonesia in developing this digital government is that this system is still partial among government institutions. According to him, the system has not been integrated enough to hamper data dissemination. Erwin emphasized that there must be a common platform that can be managed by all government agencies. Data sharing is important for digital government, as well as a strong commitment to eliminate sectoral egos. "Partial destruction is the minimum level," he added. By capitalizing on the rapid development of cyberspace, governments can serve people

quickly, safely, effectively and efficiently, without having to be limited by space and time. The acceleration of the implementation of digital governance is important so that Indonesia is able to compete at the world level (Cudai Nur, Andi. Et. All. 2020: 1). Meanwhile Saša Zupan Korže (2019) revealed some of the most important technologies in the tourism technology ecosystem 4.0 of Peceny, Urška Starc et al above. These technologies are IoT (Internet of Things), Big Data, Augmented Reality (AR), Virtual Reality (VR) networks, updating technology-based business models, utilizing mobile technology, Artificial Intelligence (AI) and Robots, as well as other important elements related with AR and VR technology, which is Mixed Reality (MR) technology. Virtual Reality (VR) is a technology that allows users to interact with the environment in the virtual world that is simulated by a computer, so users feel they are in the environment (https://socs.binus.ac.id/2018/ 11/29 /virtual-reality/). Furthermore, there is the term E-commerce which is usually defined as the process of buying and selling a product, where the services and information needed can be done electronically by utilizing a computer network via the internet, which is one part of "electronic business" (Hildamizanthi, 2011). Then Utama (2017) emphasizes the supply chain system from suppliers to factories, buildings, distribution, transportation services to end customers who need company system integration to create supply chain visibility. E-commerce activities in the field of tourism are known as e-tourism (Ismayanti, 2010), which is a concept of using ICTs to improve the usability, services and marketing of tourism. Furthermore Dickinson et.al. (2012) in Pranita (2018: 246), propose that current tourist destinations must have digital capabilities Industry 4.0. In subsequent developments, the digital economy has become a new phenomenon that shows how important it is to have the ability and skills to use technology to support work to make it easier and faster. Digital economy has a strategic role in the development of the global economy, this argument is proven if we look at the Huawei and Oxford Economics report titled Digital Spillover (2016), the size of the global digital economy has reached 11.5 trillion dollars or about 15.5 percent of world GDP. The magnitude of the contribution of the digital economy to the size of the digital economy can be seen from online trade that has changed the world economic landscape as a "new face" of the global economy, according to the McKinsey report (2018), at least online trade has an impact in four areas. First, financial benefits. Providing exceptional economic benefits for the economy of a country, for example Indonesia as the largest e-commerce market in Southeast Asia. Its value is currently around 2.5 billion dollars and an

estimated 20 billion dollars by 2022.To maintain the sustainability of business activities, the government needs to provide strategies and reliable problem solving solutions for tourism entrepreneurs to maintain the dynamics of their business activities in various economic problems including health problems (Endemic Covic-19), in social and economic activities, one of which invites business people to implement various methods such as the following, which are 22 ways to keep your business running during a corona outbreak. In essence, you as a business owner can monitor work from home, your employees will be better protected, customers will also feel more secure and comfortable by getting the benefits of easy and fast transactions: 1) Analysis of strategies for doing business/purchasing; 2) Based on data and quality; 3) Dare and make new breakthroughs; 4) Maintain consumer confidence; 5) Show your commitment to consumers; 6) Remain transparent and humane in conducting business; 7) Offering assistance, incentives and rewards; 8) Keep communicating politely and actively to consumers; 9) Take advantage of conducive customer relationship management; 10) Offering a different and interesting experience for consumers; 11) Choose a known local supplier; 12) Take advantage of emergency funds and try to invest goods and services; 13) Distribution of work hours and employee shifts; 14) Provide adequate facilities and equipment for conducting business; 15) Encouraging consumers to use payments digitally and mobile; 16) Give gifts to consumers and promotions to employees in real terms; 17) Focus on sending online services; 18) Maintain consumer confidence by providing optimal services: 19) Providing a varied sales system; 20) Provides various pricing options; 21) Price according to quality; 22) Simple technology-based services.

Conclusion

The local government has sought to enhance the development of the tourism sector, but still needs to maximize collaborative efforts with all elements of both civil society organizations, the private sector and stakeholders to optimize the use of technology in entrepreneurial activities ranging from small and medium businesses to professional tourism industry activities in the aspect of providing comfort and security for tourism services. Improving the management of the quality of tourist destinations, accommodation, transportation, promotions, souvenirs, culinary delights and tour guides need to receive government attention. The government can accommodate various tourism opportunities to

increase regional income with a transparent financing system, build a tourism industry network, develop local tourism entrepreneurship through improving the quality of industrial services both nationally and internationally. In addition, policies and strategic plans prepared by the government to develop tourism in a sustainable manner, the next effort is to synergize all available resources by focusing on entrepreneurial activities that are advanced and professionally managed by adopting various technological advances 4.0 in the application of technology-based tourism development entrepreneurs. The tourism potential and tourism development in Sinjai need to be supported by the entrepreneurial-based tourism industry in all tourist destinations, through several functions, such as preparing various solutions to solve problems and break through to overcome unexpected problems both now and in the future. Regulate the tourism industry, planning activities and operational procedures of national and international standards by utilizing technology in various activities, such as in the formulation of standardization policies, recommendations and technical guidance, evaluation, reporting and implementation in the development of the tourism industry. Providing a reliable business network and tourism industry facilities with a variety of technical guidelines for tourism businesses including standardization, norms, criteria, verification, entrepreneurial convenience by mapping and promoting business investment in the tourism industry through a network of coordination, cooperation, monitoring and evaluation. Technology can provide a variety of breakthroughs in management system innovation to deal with various problems that arise such as the case of co-19 epidemic diseases, restrictions on socialization and problems of global economic recession.

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Comparative Study of a Cybersecurity Curriculum To Support Digital Transformation in The Public Sector

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Abstract

The Covid 19 pandemic that has occurred in all parts of the world since early 2020 has forced all humans to follow digital transformation. This momentum is considered good for the acceleration of digital transformation, which since the issuance of Presidential Decree Number 95 of 2018 has begun to be initiated. Digital transformation marks a radical rethinking of how an organization uses technology, people and processes to fundamentally change business performance. Digital transformation occurs in the economic, social and public sphere with the aim of creating innovation, encouraging inclusiveness and increasing efficiency and productivity. Although it is absolutely related to digital technology, digital transformation is not just technology but also takes into account other elements such as infrastructure, policies, leadership, digital literacy, mindset, data, research and cybersecurity. Cybersecurity is a crucial prerequisite because interconnection in the digital world demands data privacy and information security. In fact, the demands of cybersecurity in digital transformation are not matched by human resources who are experts in the cyber field. APTIKOM states that each year in Indonesia it only manages to produce 40 thousand - 50 thousand bachelors of information technology competence, while the need is predicted to reach 600 thousand people per year. At the higher education level, the curriculum in cybersecurity study programs tends to focus on technical areas only. Even though. Cybersecurity is a complex matter that requires a multidisciplinary approach such as experts in regulation and policy, governance and information security risk management, and so on.
This research is a qualitative descriptive study. The author uses a comparative method to compare the cybersecurity curriculum in Indonesia with the Netherlands, which has a multi-disciplinary cybersecurity curriculum. So that we get multidisciplinary curriculum recommendations that can be applied in the cybersecurity curriculum in Indonesia.

Keywords:

digital transformation; covid 19 pandemic; cyber security; curriculum

Introduction

Digital transformation is sweeping the modern world of business as organizations become increasingly cloud-based, automated and global. Digital transformation marks a

radical rethinking of how an organization uses technology, people and processes to fundamentally change business performance, says George Westerman, MIT principal research scientist and author of Leading Digital: Turning Technology Into Business Transformation. Digital transformation requires cross-departmental collaboration in pairing business-focused philosophies with rapid application development models.

It is undeniable that now Indonesia is moving towards digital, almost as a whole several sectors have started to carry out digital transformation. Indonesia's achievements in 2019 have been very good, especially in the digital economy. This means that in business terms, Indonesia is already on the right step. However, not only in the business sector, digital transformation is also carried out by the government as an effort to improve the performance of the quality of service to the community. The Concept of Digital Transformation Framework in Indonesia can be senn in the following figure.

Figure 1.
Concept of Digital Transformation Framework



Source: Ministry of National Development Planning

The Indonesian government has issued Presidential Regulation Number 95 of 2018 concerning Electronic-Based Government Systems (SPBE) as the basis for implementing government that utilizes information and communication technology to provide services to SPBE users. The aim is to achieve clean, effective, efficient, transparent and accountable governance and to improve efficiency and integration of SPBE administration. With this Presidential Regulation, it is hoped that there will be an impetus for digital transformation, especially in the public sector.

There are five strategies that are being carried out by the Indonesian government in accelerating digital transformation. **First,** underlying the strategy with regulations and policies. What must be done is to continue to improve and align regulations with digital developments, align local regulations, involve stakeholders and carry out data-based decision processes. **Second**, develop human resource capabilities and open opportunities for future intelligence and talents. Forge partnerships with the private sector to assess and develop digital skills. Designing curricula and adapting to digital data and technology as well as building edtech platforms and workforce information platforms. **Third,** building infrastructure and mastering technology by expanding access and infrastructure development is carried out to achieve the target of internet services in 12,500 villages / kelurahan that have not been reached by the internet. Completion of the necessary supporting technology, such as the construction of a national data center. **Fourth,** accelerating initiatives with funding and incentives by supporting technology adoption from all sectors, establishing digital funding mechanisms for all ministries / agencies and properly allocating government spending for digital initiatives. **Fifth,** fostering a digital ecosystem by encouraging partnerships and integrating stakeholders to encourage inclusion, building an ecosystem that supports industry needs, international collaboration.

The pressure from the Covid-19 pandemic was felt in various areas of life, not only in economic life but also in social life. Large-scale Social Restrictions also provide the basis for working from home, learning from home and also worshiping from home. These social restrictions have the impact of accelerating digital transformation, which in fact the jargon of transformation has been echoed for several years or has been around for a long time, but still the logic of the old way of working still dominates. With the existence of Covid 19, it forces us to adjust various kinds of jobs. So, the topic of digital transformation is not an option but a necessity.

Services that are fast, easy, affordable, and of quality are an obligation that must be done by the government to the community. To achieve this, it is necessary to transform public services to digital to accelerate and facilitate services. Digitalization of public services is a necessity in an effort to increase transparency and improve the quality of services to the community, especially in the conditions of the Covid-19 pandemic. There are many preparations that must be done in this digital transformation, especially governance, such as

preparing virtual meetings, virtual meetings and new rules that keep one's personal data and work confidentiality guaranteed. By continuing to produce work procedures that are more effective and efficient than before, the digital transformation of the bureaucracy can drive productivity and the confidentiality of our work is guaranteed.

The demand for personal data security guarantees as well as information security at work makes cybersecurity the foundation and enabler of digital transformation in Indonesia. These opportunities are comparable to the increasingly diverse and increasing threat of cyber attacks. The National Cyber Security Operations Center (Pusopkamsinas) of the National Cyber and Crypto Agency (BSSN) managed to detect 149,783,617 cyber attacks that occurred in Indonesia in the first half of 2020. When compared to cyber attacks that occurred in the first semester of 2019, the number of attacks in this has increased fivefold. The higher level of connectivity, accompanied by the use of massive digitalization, is one of the driving factors that have led to the high number of cyber attacks.

Without cyber security, Indonesia's digital transformation process will certainly be disrupted. Indonesia is estimated to have been ranked third as the target of cyber attack threats after the US and India. According to the 2020 State of Application Services (SOAS) Report, one of the triggers is the gap in security experts which not only occurs in Indonesia, but is one of the main concerns in the Asia Pacific. More than 76 percent of companies across the Asia Pacific report a high gap in security expertise.

Indonesia is projected to have a shortage of experts and semi-experts in the field of information technology of 600,000 people per year. The projection is based on McKinsey's data which states that Indonesia will experience a gap of 9 million digital talents by 2030. According to the Association of Informatics and Computer Science Colleges (APTIKOM), each year there are only 40-50 thousand informatics scholars from 850 campuses throughout Indonesia. Furthermore, according to APTIKOM, there are very few universities that have study programs related to information security / cybersecurity, namely only 22 universities that have cybersecurity study programs and almost all of them are in Java. List of Study Program Names in Higher Education related to cybersecurity are described on table 1 below:

Table 1.
List of Study Program Names related to Cybersecurity

Academic Program	Vocational Program
Bachelor/Master/Doctoral :	**Associate Graduate :**
1. Information System	1. Information System
2. Information Technology	2. Information Technology
3. Information System and Technology	**Bachelor :**
	1. Information System Security
	2. Immigration Information System Security
	3. Cyber security engineering
	Master :
	Digital Forensic and Cybersecurity

Source: Decree of the Director General of Learning and Student Affairs Number 46/B/HK/ 2019

In order to achieve good governance based on the development of information and communication technology, competent human resources are needed in the application of SPBE as the most important and strategic asset in the organization. One of the fulfillment channels is through universities. In addition to the lack of quantity problems, it is felt that many of the digital talents of college graduates are not ready to enter the world of work.

The issue of human resource digital talents who are not ready to enter the world of work is material for introspection for universities. Is it true that the profile of college graduates who teach cybersecurity is in accordance with the needs of the job? Until now, all universities that teach cybersecurity still use a curriculum that focuses only on technical fields. Meanwhile, non-technical fields have not yet become the focus. Even though the need for cybersecurity work is not only doing things that are technical in nature. Things such as the formulation of regulations and policies, public management, leadership, even fields such as economics and psychology are also important.

Cybersecurity curriculum reform in higher education is absolutely necessary. Making comparisons and then adopting from cybersecurity curricula in other countries that already understand that cybersecurity requires a multidisciplinary approach can be one way to accelerate the implementation of cybersecurity curriculum reform.

Methods

The research method is the method used by researchers in collecting research data. By applying appropriate research methods, well-structured facts and theories will be produced,

by formulating objectively, rationally and systematically the symptoms contained in an object. This study aims to describe the factual and accurate reality of the cybersecurity curriculum in higher education. Therefore, this study uses a qualitative approach. Qualitative research method is a research method used to examine the condition of natural objects, where the researcher is the key instrument, the data collection technique is done by triangulation, data analysis is inductive and the results of qualitative research emphasize meaning rather than generalization.

The data collection technique is done by using the literature / documentation study method. The documentation method is looking for data or things or variables in the form of notes, transcripts, books, newspapers, magazines, inscriptions, meeting minutes, agendas. In this study, the documents examined were reports or regulations regarding cybersecurity curricula in Indonesia and other countries.

The first step, review, compared and analyzed the curriculum that already exist in Indonesia and Netherland. The second step is to review the curriculum guide issued by NIST and Cybersecurity Occupational Map. The third step is to conduct a comparative analysis between the guidance and the curriculum of Cyber security in Indonesia. So we can find a comprehensive cybersecurity curriculum posture that is suitable for application in Indonesia.

Results and Discussion

In the Results and Discussion section, the author will present the results of a literature study which is divided into 3 sessions. The first session describes the guidelines for cyber security curriculum formulation published by NIST and published by NCCA Indonesia. In the second session, it will explain the curriculum of cybersecurity study programs in Indonesia and as a comparison for cybersecurity study programs in the Netherlands. In the third session, the author make comparisons to get curriculum recommendations that have a multidisciplinary approach and are in accordance with the guidelines as described in the first session.

A. The Guidelines for Cyber Security Curriculum

1. NIST Spesial Publication 80 – 181 : National Initiative for Cybersecurity Education (NICE) Cybersecurity Workforce Framework

The National Initiative for Cybersecurity Education (NICE), led by the National Institute of Standards and Technology (NIST) in the U.S. Department of Commerce, is a partnership between government, academia, and the private sector that seeks to energize and promote a robust network and an ecosystem of cybersecurity education, training, and workforce development. NICE fulfills this mission by coordinating with government, academic, and industry partners to build on existing successful programs, facilitate change and innovation, and bring leadership and vision to increase the number of skilled cybersecurity professionals helping to keep our nation secure and economically competitive.

NICE is committed to cultivating an integrated cybersecurity workforce that is globally competitive from hire to retire, prepared to protect our nation from existing and emerging cybersecurity challenges.

Throughout this document, the combined terms "cybersecurity workforce" is shorthand for a workforce with work roles that have an impact on an organization's ability to protect its data, systems, and operations. Included are new work roles that have been known traditionally as information technology (IT) security roles. Those roles have been added to this workforce framework to highlight their importance to the overall cybersecurity posture of an organization. Additionally, some of the work roles described herein include the shorter term cyber to be inclusive of sectors where cyber has become the conversational norm for this field.

A cybersecurity workforce includes not only technically focused staff, but also those who apply knowledge of cybersecurity when preparing their organization to successfully implement its mission. A knowledgeable and skilled cybersecurity workforce is needed to address cybersecurity risks within an organization's overall risk management process.

The NICE Framework provides a reference for educators to develop curriculum, certificate or degree programs, training programs, courses, seminars, and exercises or challenges that cover the KSAs and Tasks described in the NICE Framework. Human resource staffing specialists and guidance counselors can use the NICE Framework as a resource for career exploration.

The NICE Framework' identification of tasks in work roles allows educators to prepare learners with the specific KSAs from which they can demonstrate the ability to perform cybersecurity tasks. Academic institutions are a critical part of preparing and educating the cybersecurity workforce. Collaboration among public and private entities, such as through the NICE program, enables such institutions to determine common knowledge and abilities that are needed. In turn, developing and delivering curricula that are harmonized with the NICE Framework lexicon allows institutions to prepare students with the skills needed by employers. As the pipeline of students finding desired jobs in cybersecurity increases, more students will be attracted to academic cybersecurity programs as a pathway to a career.

Table 2 provides a description of each category described by NICE Framework. Each includes a two character abbreviation for quick reference of the category and to support the creation of NICE Framework work role identities.

Table 2.
NICE Framework Description

Categories	Specialty Areas	Decriptions
Securely Provision (SP): Conceptualizes, design, procures, and/or builds secure information technology (IT) system with responsibility for aspect of system and/or network development	Risk Management (RSK)	Oversees, evaluates, and supports the documentation, validation, assessment, and authorization processes necessary to assure that existing and new information technology (IT) systems meet the organization's cybersecurity and risk requirements. Ensures appropriate treatment of risk, compliance, and assurance from internal and external perspectives.
	Software Development (DEV)	Oversees, evaluates, and supports the documentation, validation, assessment, and authorization processes necessary to assure that existing and new information technology (IT) systems meet the organization's cybersecurity and risk requirements. Ensures appropriate treatment of risk, compliance, and assurance from internal and external perspectives
	System Architecture (ARC)	Develops system concepts and works on the capabilities phases of the systems development life cycle; translates technology

Categories	Specialty Areas	Decriptions
		and environmental conditions (e.g., law and regulation) into system and security designs and processes.
	Technology R&D (TRD)	Develops system concepts and works on the capabilities phases of the systems development life cycle; translates technology and environmental conditions (e.g.,law and regulation) into system and security designs and processes.
	Systems Requirements Planning (SRP)	Consults with customers to gather and evaluate functional requirements and translates these requirements into technical solutions. Provides guidance to customers about applicability of information systems to meet business needs.
	Test and Evaluation (TST)	Develops and conducts tests of systems to evaluate compliance with specifications and requirements by applying principles and methods for costeffective planning, evaluating, verifying, and validating of technical, functional, and performance characteristics (including interoperability) of systems or elements of systems incorporating IT
	Systems Development (SYS)	Works on the development phases of the systems development life cycle.
Operate and Maintain (OM): Provides the support, administration, and maintenance necessary to ensure effective and efficient information technology (IT) system performance and security.	Data Administration (DTA)	Develops and administers databases and/or data management systems that allow for the storage, query, protection, and utilization of data.
	Knowledge Management (KMG)	Manages and administers processes and tools that enable the organization to identify, document, and access intellectual capital and information content.
	Customer Service and Technical Support (STS)	Manages and administers processes and tools that enable the organization to identify, document, and access intellectual capital and information content.
	Network Services (NET)	Installs, configures, tests, operates, maintains, and manages networks and their

Categories	Specialty Areas	Decriptions
		firewalls, including hardware (e.g., hubs, bridges, switches, multiplexers, routers, cables, proxy servers, and protective distributor systems) and software that permit the sharing and transmission of all spectrum transmissions of information to support the security of information and information systems.
	Systems Administration (ADM)	Installs, configures, troubleshoots, and maintains server configurations (hardware and software) to ensure their confidentiality, integrity, and availability. Manages accounts, firewalls, and patches. Responsible for access control, passwords, and account creation and administration.
	Systems Analysis (ANA)	Studies an organization's current computer systems and procedures, and designs information systems solutions to help the organization operate more securely, efficiently, and effectively. Brings business and information technology (IT) together by understanding the needs and limitations of both.
Oversee and Govern (OV): Provides leadership, management, direction, or development and advocacy so the organization may effectively conduct cybersecurity work.	Legal Advice and Advocacy (LGA)	Provides legally sound advice and recommendations to leadership and staff on a variety of relevant topics within the pertinent subject domain. Advocates legal and policy changes, and makes a case on behalf of client via a wide range of written and oral work products, including legal briefs and proceedings.
	Training, Education, and Awareness (TEA)	Conducts training of personnel within pertinent subject domain. Develops, plans, coordinates, delivers and/or evaluates training courses, methods, and techniques as appropriate.
	Cybersecurity Management (MGT)	Oversees the cybersecurity program of an information system or network, including managing information security implications within the organization, specific

Categories	Specialty Areas	Decriptions
		program, or other area of responsibility, to include strategic, personnel, infrastructure, requirements, policy enforcement, emergency planning, security awareness, and other resources.
	Strategic Planning and Policy (SPP)	Develops policies and plans and/or advocates for changes in policy that support organizational cyberspace initiatives or required changes/enhancements.
	Executive Cyber Leadership (EXL)	Supervises, manages, and/or leads work and workers performing cyber and cyber-related and/or cyber operations work.
	Program/Project Management (PMA) and Acquisition	Applies knowledge of data, information, processes, organizational interactions, skills, and analytical expertise, as well as systems, networks, and information exchange capabilities to manage acquisition programs. Executes duties governing hardware, software, and information system acquisition programs and other program management policies. Provides direct support for acquisitions that use information technology (IT) (including National Security Systems), applying IT-related laws and policies, and provides IT-related guidance throughout the total acquisition life cycle.
Protect and Defend (PR): Identifies, analyzes, and mitigates threats to internal information technology (IT) systems and/or networks.	Cyber Defense Analysis (CDA)	Uses defensive measures and information collected from a variety of sources to identify, analyze, and report events that occur or might occur within the network to protect information, information systems, and networks from threats
	Cyber Defense Infrastructure Support (INF)	Tests, implements, deploys, maintains, reviews, and administers the infrastructure hardware and software that are required to effectively manage the

Categories	Specialty Areas	Decriptions
		computer network defense service provider network and resources. Monitors network to actively remediate unauthorized activities.
	Incident Response (CIR)	Responds to crises or urgent situations within the pertinent domain to mitigate immediate and potential threats. Uses mitigation, preparedness, and response and recovery approaches, as needed, to maximize survival of life, preservation of property, and information security. Investigates and analyzes all relevant response activities.
	Vulnerability Assessment and Management (VAM)	Conducts assessments of threats and vulnerabilities; determines deviations from acceptable configurations, enterprise or local policy; assesses the level of risk; and develops and/or recommends appropriate mitigation countermeasures in operational and nonoperational situations.
Analyze (AN): Performs highly-specialized review and evaluation of incoming cybersecurity information to determine its usefulness for intelligence	Threat Analysis (TWA)	Identifies and assesses the capabilities and activities of cybersecurity criminals or foreign intelligence entities; produces findings to help initialize or support law enforcement and counterintelligence investigations or activities.
	Exploitation Analysis (EXP)	Analyzes collected information to identify vulnerabilities and potential for exploitation.
	All-Source Analysis (ASA)	Analyzes threat information from multiple sources, disciplines, and agencies across the Intelligence Community. Synthesizes and places intelligence information in context; draws insights about the possible implications.

Categories	Specialty Areas	Decriptions
	Targets (TGT)	Applies current knowledge of one or more regions, countries, non-state entities, and/or technologies.
	Language Analysis (LNG)	Applies language, cultural, and technical expertise to support information collection, analysis, and other cybersecurity activities.
Collect and Operate (CO): Provides specialized denial and deception operations and collection of cybersecurity information that may be used to develop intelligence	Collection Operations (CLO)	Executes collection using appropriate strategies and within the priorities established through the collection management process
	Cyber Operational Planning (OPL)	Performs in-depth joint targeting and cybersecurity planning process. Gathers information and develops detailed Operational Plans and Orders supporting requirements. Conducts strategic and operational-level planning across the full range of operations for integrated information and cyberspace operations.
	Cyber Operations (OPS)	Performs activities to gather evidence on criminal or foreign intelligence entities to mitigate possible or real-time threats, protect against espionage or insider threats, foreign sabotage, international terrorist activities, or to support other intelligence activities.
Investigate (IN): Investigates cybersecurity events or crimes related to information technology (IT) systems, networks, and digital evidence.	Cyber Investigation (INV)	Applies tactics, techniques, and procedures for a full range of investigative tools and processes to include, but not limited to, interview and interrogation techniques, surveillance, counter surveillance, and surveillance detection, and appropriately balances the benefits of prosecution versus intelligence gathering

Categories	Specialty Areas	Decriptions
	Digital Forensics (FOR)	Collects, processes, preserves, analyzes, and presents computer-related evidence in support of network vulnerability mitigation and/or criminal, fraud, counterintelligence, or law enforcement investigations.

Source : NIST Special Publication 80 - 181

2. The Cybersecurity Occupational Map – Indonesia

In order to create a cyber environment and implement a safe, reliable and reliable electronic system to advance and grow the digital economy by increasing cyber competitiveness and innovation, as well as building awareness and sensitivity to national security and resilience in cyberspace, the Indonesian government seeks to build the strength of Indonesian human resources. . Among them through the preparation of Occupational Maps and Work Competency Standards. In accordance with the management of HR competencies that have been formulated through the Manpower Law, Government Regulations relating to the establishment of the National Professional Certification Agency, the Minister of Manpower Regulation and the Minister of Communication and Information Technology Regulations have formulated the Occupational Map in the field of National Information and Communication Technology.

The Cybersecurity Occupational Map is prepared with the aim of providing clarity to the workforce, academia and industry regarding the definition of tasks, competencies, powers and careers in the Cybersecurity field. Occupational map is a document containing mapping of occupations in a field or sector based on competency standards, qualifications and national competency levels. The Cybersecurity Occupation Map is an inseparable part of the ICT National Occupation Map compiled in the Indonesian National Qualifications Framework (KKNI). The Occupation Map maps the various types of positions, occupations, and professions contained in the Cybersecurity sector.

To sharpen the analytical framework in identifying and formulating the occupation and competency of human resources for cybersecurity and passwords, a framework called "The Unified Kill Chain" developed by the Cyber Security Academy is also used to understand the threat behavior of cyber attacks. Cyber Security Academy is a think tank in the field of cyber security founded by Leiden University, Delft University of Technology and The Hague University of Applied Sciences which are all based in the Netherlands.

The use of the Unified Kill Chain framework aims to understand the characteristics and behavior of cyber threats in carrying out attacks. Through a comprehensive understanding of the Technique, Tactic and Procedure (TTP) of cyber

attacks, the identification process of occupational needs and HR competencies can meet the needs of various industrial sectors that manage electronic systems.

The National Occupational Cybersecurity Map contains 30 Occupations at levels 5-9, based on the KKNI qualification level, the occupation types of Cybersecurity are as follows:

Table 3.
The occupation types of Cybersecurity in Indonesia

Qualification	Occupation
5	a. Cryptographic Technician b. Cryptographic Administrator c. Junior Cyber Security d. Cyber Security Operator
6	a. ICT Security product evaluator b. Cryptographic Analyst c. Cryptographic Module Analyst d. Vulnerability Assessment Analyst e. Network Security Administrator f. Cyber Security Administrator g. Cyber Security Awareness Officer h. Cyber Security Analyst i. Cyber Security Incident Analyst j. Digital Evidence First Responder
7	a. Cryptographic specialist b. Cryptographic Engineer c. ICT Security Product Lead Evaluator d. Cybersecurity Manager e. Network Security Manager f. Cybersecurity Awareness Lead Officer g. Incident Response Team Manager h. Information Security Auditor i. Threat Hunter j. Penetration Tester, Cyber Security Governance Officer k. Digital Forensic Analyst
8	a. Cyber Risk Specialist b. Security Architect c. Cryptographic Specialist d. Cyber Incident Investigation Manager e. Cyber Forensic Specialist
9	Chief Of Information Security Officer (CISO)

Source : The Cybersecurity Occupational Map, BSSN 2019

B. An overview of cybersecurity curriculum in Indonesia and Netherland

1. Cyber Security Engineering – Bachelor Degree, Indonesia

The Cybersecurity Engineering curriculum was prepared in 2016 by National Cyber and Crypto Polytechnic (NCCP) based on the latest developments in cybersecurity, so it is believed to be able to answer the challenges of National Cyber and Crypto Agency (NCCA) tasks in the cybersecurity domain. Until now, this curriculum has been the reference for the cybersecurity curriculum in Indonesia.

The curriculum is a type of applied study program (vocational) so that for each semester credit unit (credits) the teaching allocation given meets the composition of 40% theory and 60% practice / response. The curriculum consists of 144 (SKS) which must be completed by official bond students over a period of 4 years. The curriculum of the RKS study program has approximately 2434 hours of practicum to achieve competency skills / special skills of study program graduates. The detail of the curriculum are described in table 4 below :

Table 4.
Cybersecurity curriculum structure in NCCP Indonesia

First Year	First Semester	a. Pendidikan Agama b. Bahasa c. English d. Basic Mathematic e. Pancasila/Ideology f. Introduction to Cryptology g. Introduction to ICT
	Second Semester	a. Aljabar Linier Element b. Basic Electronics c. Information Security Fundamentals d. Law and Ethics e. Intelligent f. Basic Statistic g. Data Structure, Algorithm and Programming
Second Year	First Semester	a. Computer Architecture b. Database with SQL c. Computer Network Fundamental d. Operating System Fundamental e. Crypto Device Operational f. Introduction Web Programming g. Telecommunication System
	Second Semester	a. Data Base Security b. Data Communication c. Hardware Programming d. Convergence Network Protocol e. Routing and Switching f. Advanced Operating System g. Distributed System

Third Year	First Semester	a. Network System Administration b. Network Security Fundamental c. Wireless Telecommunication and Network d. Web Security e. Cloud computing f. Network Programming with Python
	Second Semester	a. Firewall and Network Security Perimeter b. Malicious Software c. Research Methodology d. Penetration Testing e. Network Security Protocol f. Virtualization Technology
Fourth Year	First Semester	a. Intrution Detection System b. Wireless Network Security c. Network Forensic d. Network Planning and Management and Data Center e. Field Practise f. Digital Forensic g. Final Project Seminar
	Second Semester	a. Secure Operation and Incident Response b. Cyber Security Governance c. Final Project

Source : NCCP, 2020

We can conclude from the table that all course are technical subject. It could happen because the type of the curriculum is vocational so it focuses on practice/technique.

2. Cyber Security – Master Degree, Netherland

This academic executive master's programme is developed by Leiden University, Delft University of Technology and The Hague University of Applied Sciences. They have combined their knowledge and expertise in education for professionals in this field in the Cyber Security Academy (CSA) in The Hague. Also various private partners are involved. Leiden University is responsible for the programme.

The academic executive master's programme Cyber Security is multidisciplinary; the programme covers technological as well as legal, administrative, economic and psychological aspects of digital security. Participants can either choose a technical or a governance specialisation.

The master's programme is part time and lasts two years (including thesis). The programme consists of four phases: conceptualisation, specialisation, elaboration and research. The detail of the curriculum are described in table 5 below :

Table 5.
Cybersecurity Curriculum Structure in Leiden University,Netherland

First Year	First Semester	a. Introduction to cyberspace b. Introduction to cybersecurity c. Cyber risk
	Second Semester	a. Legal Perspectives on Cyber Security and cyber security economics b. Technical Measures and Intervention c. Network Security d. Cyber security Management in Organisations e. Regulating Security in Cyber space
Second Year	First Semester	a. Case study in Cyber Security b. Global Politics of Cyber Security c. Elaboration Phase
	Second Semester	h. Research/Thesis

Source: https://www.universiteitleiden.nl/en/education/study-programmes/master/cyber-security

The curriculum in the master degree at Leiden University is stated to have used a multidisciplinary approach. Apart from studying technical fields, this curriculum also provides space for courses in legal, economy, organizational management, regulating and even global politics.

C. Comparison between NIST SP 80-181, Cybersecurity National Occupational Map, Cybersecurity Curriculum in Indonesia

After explaining the guidelines for preparing cybersecurity curricula and cybersecurity curricula in Indonesia and the Netherlands, this section will compare them to determine compliance and to provide comprehensive / multidisciplinary curriculum recommendations. The comparison can be seen in the table below.

Table 6.
Comparison between NIST SP 80-181; Cybersecurity National Occupational Map; Cybersecurity Curriculum in Indonesia and The Netherland

NIST SP 80-181 (Specialty Area)	The Cybersecurity Occupation Map (Occupation)	Cybersecurity Curriculum in Indonesia (Y/N)	Information
Risk Management (RSK)	Cyber Risk Specialist Cybersecurity Manager Incident Response Team Manager Information Security Auditor	Y	Senior official or executive with the authority to formally assume responsibility for operating an information system at an acceptable level of risk to organizational operations (including mission, functions, image, or reputation), organizational assets, individuals, other organizations, and the Nation
Software Development (DEV)	ICT security Product Evaluator ICT security Product Lead Evaluator	Y	Develops, creates, maintains, and writes/codes new (or modifies existing) computer applications, software, or specialized utility programs. Analyzes the security of new or existing computer applications, software, or specialized utility programs and provides actionable results.
System Architecture (ARC)	Security Architect Cryptographic Specialist	Y	Ensures that the stakeholder security requirements necessary to protect the organization's mission and business processes are adequately addressed in all aspects of enterprise architecture including reference models, segment and

NIST SP 80-181 (Specialty Area)	The Cybersecurity Occupation Map (Occupation)	Cybersecurity Curriculum in Indonesia (Y/N)	Information
			solution architectures, and the resulting systems supporting those missions and business processes.
Technology R&D (TRD)	Cryptographic Engineer Cryptographic Analyst Cryptographic Module Analyst Cryptographic Module Engineer	Y	Conducts software and systems engineering and software systems research to develop new capabilities, ensuring cybersecurity is fully integrated. Conducts comprehensive technology research to evaluate potential vulnerabilities in cyberspace systems.
System Requirement Planning(SRP)	Cybersecurity Manager Cryptographic Specialist	Y	Consults with customers to evaluate functional requirements and translate functional requirements into technical solutions
Test and Evaluation (TST)	ICT security Product Evaluator ICT security Product Lead Evaluator	Y	Consults with customers to evaluate functional requirements and translate functional requirements into technical solutions
System Development (SYS)	Cryptographic Specialist Cryptographic Module Engineer	Y	Designs, develops, tests, and evaluates information system security throughout the systems development life cycle.
Data Administration (DTA)	Network Security Administrator Cryptographic Analyst	Y	Examines data from multiple disparate sources with

NIST SP 80-181 (Specialty Area)	The Cybersecurity Occupation Map (Occupation)	Cybersecurity Curriculum in Indonesia (Y/N)	Information
	Cryptographic Module Analyst		the goal of providing security and privacy insight. Designs and implements custom algorithms, workflow processes, and layouts for complex, enterprise-scale data sets used for modeling, data mining, and research purposes.
Knowledge Management (KMG)	Cybersecurity Awareness Lead Officer	Y	Responsible for the management and administration of processes and tools that enable the organization to identify, document, and access intellectual capital and information content.
Customer Service and Technical Support (STS)	Cryptographic Module Technician Cryptographic Administrator Junior Cybersecurity Cyber security operator	Y	Provides technical support to customers who need assistance utilizing client-level hardware and software in accordance with established or approved organizational process components (i.e., Master Incident Management Plan, when applicable)
Network Services (NET)	Network Security Administrator Cyber risk specialist Cryptographic Administrator Cryptographic Module Technician Junior Cybersecurity	Y	Plans, implements, and operates network services/systems, to include hardware and virtual environments.

NIST SP 80-181 (Specialty Area)	The Cybersecurity Occupation Map (Occupation)	Cybersecurity Curriculum in Indonesia (Y/N)	Information
System Administrator (ADM)	Cryptographic Administrator Cryptographic Technician Junior Cyber security Cybersecurity Operator Network Security Administrator	Y	Responsible for setting up and maintaining a system or specific components of a system (e.g. for example, installing, configuring, and updating hardware and software; establishing and managing user accounts; overseeing or conducting backup and recovery tasks; implementing operational and technical security controls;and adhering to organizational security policies and procedures).
System Analyst (ANA)	Cyber Risk Specialist Information Security Auditor Cryptographic Analyst Cryptographic Specialist Cryptographic Engineer	Y	Responsible for the analysis and development of the integration, testing, operations, and maintenance of systems security.
Legal Advice and Advocacy (LGA)	CISO Cybersecurity Governance Officer	N	Responsible for the analysis and development of the integration, testing, operations, and maintenance of systems security.
Training Education and Awareness (TEA)	CISO Cybersecurity Manager Cybersecurity Awareness Lead Officer Cybersecurity Awareness Officer	N	Develops, plans, coordinates, and evaluates cyber training/education courses, methods, and techniques based on instructional needs.

NIST SP 80-181 (Specialty Area)	The Cybersecurity Occupation Map (Occupation)	Cybersecurity Curriculum in Indonesia (Y/N)	Information
Cybersecurity Management (MGT)	CISO Cyber Risk Specialist Cryptographic Specialist	N	Individual who manages the Communications Security (COMSEC) resources of an organization or key custodian for a Crypto Key Management System (CKMS).
Strategic Planning and Policy (SPP)	CISO Cyber Risk Specialist Information Security Auditor Cybersecurity Governance Officer	N	Develops cyberspace workforce plans, strategies, and guidance to support cyberspace workforce manpower, personnel, training and education requirements and to address changes to cyberspace policy, doctrine, materiel, force structure, and education and training requirements.
Executive Cyber Leadership	CISO	N	Executes decision-making authorities and establishes vision and direction for an organization's cyber and cyber-related resources and/or operations.
Program/Project Management (PMA and Acquisition	CISO Cyber Risk Specialist Information Security Auditor Cybersecurity Governance Officer	N	Leads, coordinates, communicates, integrates, and is accountable for the overall success of the program, ensuring alignment with agency or enterprise

NIST SP 80-181 (Specialty Area)	The Cybersecurity Occupation Map (Occupation)	Cybersecurity Curriculum in Indonesia (Y/N)	Information
			priorities.
Cyber Defence Analysis (CDA)	Network Security Administrator Information Security Auditor Cryptographic Module Engineer Security Architect Incident Response Team Manager	Y	Uses data collected from a variety of cyber defense tools (e.g., IDS alerts, firewalls, network traffic logs) to analyze events that occur within their environments for the purposes of mitigating threats.
Cyber Defence Infrastructure Support (INF)	Cybersecurity Analyst Cryptographic Analyst Security Architect Incident Response Team Manager	Y	Tests, implements, deploys, maintains, and administers the infrastructure hardware and software.
Incident Response (CIR)	Incident Response Team Manager	Y	Investigates, analyzes, and responds to cyber incidents within the network environment or enclave.
Vulnerability Assessment and Management (VAM)	CISO Cyber Security Governance Officer Cryptographic Specialist Vulnerability Assessment Analyst Cyber security Manager Network Security Manager	Y	Performs assessments of systems and networks within the network environment or enclave and identifies where those systems/networks deviate from acceptable configurations, enclave policy, or local policy. Measures effectiveness of defense-in-depth architecture against known vulnerabilities
Threat Analysis (TWA)	Threat Hunter Penetration Tester Vulnerability Assessment Analyst	Y	Develops cyber indicators to maintain awareness of the status of the highly dynamic operating environment. Collects,

NIST SP 80-181 (Specialty Area)	The Cybersecurity Occupation Map (Occupation)	Cybersecurity Curriculum in Indonesia (Y/N)	Information
			processes, analyzes, and disseminates cyber threat/warning assessments
Exploitation Analysis (EXP)	Information Security Auditor Cybersecurity Administrator Network Security Administrator	Y	Collaborates to identify access and collection gaps that can be satisfied through cyber collection and/or preparation activities. Leverages all authorized resources and analytic techniques to penetrate targeted networks.
All source Analysis (ASA)	CISO Cryptographic Specialist Cybersecurity Manager Network Security Administrator	Y	Analyzes data/information from one or multiple sources to conduct preparation of the environment, respond to requests for information, and submit intelligence collection and production requirements in support of planning and operations
Targets (TGT)	Threat Hunter Penetration tester Vulnerability Assessment Analyst	Y	Conducts advanced analysis of collection and opensource data to ensure target continuity; to profile targets and their activities; and develop techniques to gain more target information. Determines how targets communicate, move, operate and live based on

NIST SP 80-181 (Specialty Area)	The Cybersecurity Occupation Map (Occupation)	Cybersecurity Curriculum in Indonesia (Y/N)	Information
			knowledge of target technologies, digital networks, and the applications on them.
Language Analysis (LNG)	CISO Cyrptographic Specialist Cybersecurity Governance Officer	N	Applies language and culture expertise with target/threat and technical knowledge to process, analyze, and/or disseminate intelligence information derived from language, voice and/or graphic material. Creates and maintains language-specific databases and working aids to support cyber action execution and ensure critical knowledge sharing. Provides subject matter expertise in foreign language-intensive or interdisciplinary projects.
Collection Operation (CLO)	Cyber security Analyst Cyber security Manager Cyber security Governance Officer	N	Identifies collection authorities and environment; incorporates priority information requirements into collection management; develops concepts to meet leadership's intent. Determines capabilities of available collection assets, identifies new collection

NIST SP 80-181 (Specialty Area)	The Cybersecurity Occupation Map (Occupation)	Cybersecurity Curriculum in Indonesia (Y/N)	Information
			capabilities; and constructs and disseminates collection plans. Monitors execution of tasked collection to ensure effective execution of the collection plan.
Cyber Operational Planning (OPL)	Cyber security Analyst Cyber security Manager Cyber security Governance Officer	Y	Evaluates collection operations and develops effects based collection requirements strategies using available sources and methods to improve collection. Develops, processes, validates, and coordinates submission of collection requirements. Evaluates performance of collection assets and collection operations.
Cyber Operations (OPS)	Junior Cybersecurity Cyber security Operator Cyber security Administrator Cyber security Analyst Cyber security Manager	Y	Develops detailed intelligence plans to satisfy cyber operations requirements. Collaborates with cyber operations planners to identify, validate, and levy requirements for collection and analysis. Participates in targeting selection, validation, synchronization, and execution of cyber actions. Synchronizes intelligence

NIST SP 80-181 (Specialty Area)	The Cybersecurity Occupation Map (Occupation)	Cybersecurity Curriculum in Indonesia (Y/N)	Information
			activities to support organization objectives in cyberspace
Cyber Investigation (INV)	Digital Evidence First Responder Incident Response Team Manager Cyber security Incident Analyst Cyber Incident Investigation Manager Cyber Forensic Specialist	Y	Conducts collection, processing, and/or geolocation of systems to exploit, locate, and/or track targets of interest. Performs network navigation, tactical forensic analysis, and, when directed, executes on-net operations.
Digital Forensics (FOR)	Digital Evidence First Responder Incident Response Team Manager Cyber Incident Investigation Manager Cyber Forensic Specialist	Y	Conducts detailed investigations on computer-based crimes establishing documentary or physical evidence, to include digital media and logs associated with cyber intrusion incidents. Analyzes digital evidence and investigates computer security incidents to derive useful information in support of system/network vulnerability mitigation.

From the table above it is known that there are several things that are not yet included in the cybersecurity curriculum in Indonesia, namely :

1. In all specialty areas in the Oversee and Govern category : Legal Advice and Advocacy (LGA); Training, Education, and Awareness (TEA); Cybersecurity Management (MGT); Strategic Planning and Policy (SPP); Executive Cyber Leadership (EXL); Program/Project Management (PMA) and Acquisition.
2. Language Analysis (LNG) in the Analyze category.

Conclusion

A. Summary

1. Cybersecurity occupation map released by the National Cyber and Cyrpto Agency is in line with the NIST Special Publication 80 - 181 concerning the National Initiative for Cybersecurity Education (NICE) Cybersecurity Workforce Framework.
2. The curriculum for the Cybersecurity Study Program has not been adjusted to the cybersecurity occupation map. This is one of the reasons why university graduates are not ready to work.
3. Cybersecurity curriculum reform is needed by adding courses related to Legal advice and Advocacy, Training Education and Awareness, Cybersecurity Management, Strategic Planning and Policy, Executive Leadership, Project Management and Language Analysis.

B. Suggestion

Need to follow up activities such as :

1. Conduct comparative study with several countries which already have multidisciplinary curriculum in higher education level.
2. Opening new/higher degree cybersecurity study program that have multidisciplinary approach with the aim to fulfill the needs of a non technical cybersecurity workforce.

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NIST Special Publication 80 – 181 : National Initiative for Cybersecurity Education (NICE) Cybersecurity Workforce Framework

Strategy for Sustainable Village Status Improvement in Kundur Village Kepulauan Meranti District

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Abstract

This research discusses about strategies to sustainable improve village status in the village of Kundur, Kepulauan Meranti Regency. The problems and phenomena in this study are the selection of Kundur village to be one of the priority development target villages, the lower the IKE value in 2018-2019, and the IDM calculation 2018-2019 The purpose of this research (1) to find out the social, economic and ecology conditions in the Kundur village, (2) to find out the strategies carried out to continuously improve the status of the Kundur village. The research method used is a mixed method. From the results of the study, the existing conditions of social security get a sccore of 0,878 economic resilience of 0,600 ecology resilience of 0,850. From the results of these scores get the Kundur village IDM score of 0,776. And the strategy that should be carried out by the Kundur village to improve the status of thee village is anaggresive and growing strategy, by making utilizing human resources in maintaining natural resources for sustainable development, innovation in adding village owned business entity (BUMDes) units in accordance with existing conditions, and addition of plantation production types.

Introduction

The Villages have genuine autonomy rights based on customary law, can determine the structure of government, manage and manage households, and own assets. The implementation of village autonomy requires the support and development of a development management system that encourages wider community involvement. Village development is an effort to improve the quality of life and for the greatest possible welfare (Undang-Undang No. 6 of 2014). State recognition and respect for villages accompanied by a redistribution of

resources and full development authority as mandated by Undang-Undang No. 6 of 2014, gives a clear sign that that is where the village must become the foundation for developing Indonesia. The ministry of villages, development of disadvantaged areas, and transmigration of the Republic of Indonesia welcomed the law as a starting point for the (re) birth of a new village as well as a momentum to throw away the old village paradigm. Development in villages is very important because the majority of Indonesian citizens live in rural areas.. Based on the Decree of the Director-General of development and empowerment of village communities Number 201/2019, the number of villages in Indonesia is 74,954 villages. The essence of village development is to improve the conditions and standard of living of the community.

Sustainable development is a development that can meet the needs of the current generation without sacrificing future generations to meet their needs (Conrad) (Manafi et al (2009: 65). Sustainable development defined as a development process that optimizes the benefits of natural and human resources, by harmonizing natural resources with humans in development (Salim, 2010: 193). According to Tjiptoherijanto in Mukhlis (2010, 196), to achieve a state that allows sustainable development in general, it contains three important aspects, namely: aspects of sustainable economic growth, aspects of sustainable social development and aspects of sustainable environmental quality management. According to Pezzy in Mukhlis (2010: 193), the aspect of sustainability in development has a static definition and a dynamic definition. Static sustainability is defined as the use of renewable natural resources at a constant rate of technology. Meanwhile, dynamic sustainability is defined as the use of non-renewable resources at a changing rate of technology.

The number of villages in Indonesia has many impacts on high poverty rates in rural areas, so it is important to develop rural areas to be more advanced by trying to explore the potentials of each village so that it can be developed and functioned and increase the village's original income. An assessment of the level of welfare and development in an area requires benchmarks. This increase can be indicated by structural changes in several fields such as education, health, economy, politics, and culture (Arifah, 2018). In Indonesia, to see how advanced and developed a village is can be seen from its status.

The status of this village can be known through the progress and independence of the village which is stipulated in the Regulation of the Minister of Villages for Disadvantaged

Areas and Transmigration Number 2 of 2016 concerning the Developing Village Index. Based on the developing village index, the village status classification includes independent villages, developed villages, developing villages, underdeveloped villages, and very disadvantaged villages. The Village Development Index (IDM) places the initiative and strong community capacity as the main basis in the process of progress and village empowerment, which includes aspects of social, economic, and ecological resilience (Setyowati, 2019).

The Village independence can be realized with a village community empowerment strategy, the output of community empowerment activities is the expansion of assets and capabilities of community members (especially the poor) so that they can improve a better quality of life for all members of society through self-help activities with the aim of strength or empowerment. or the ability concerned can improve welfare or be able to live independently (Amalia and Syawie, 2015). Through developing villages, it is hoped that it can support efforts to achieve the development goals of villages and rural areas, namely to alleviate 5000 underdeveloped villages and to increase 2000 independent villages as stated in the 2015-2019 national mid-term development plan (IDM, 2016).

The Developing Village Index classifies villages into five statuses, namely: very underdeveloped villages, left behind, developing, advanced, and independent with a national average value for Developing Village Index 0.566. The village status classification is determined by the following :

1. Very underdeveloped villages : < 0,491
2. Underdeveloped villages : > 0,491 dan < 0,599
3. Developing villages : > 0,599 dan < 0,707
4. Advanced villages : > 0,707 dan < 0,815
5. Independent villages : > 0,815

Based on the national long-term development plan (RPJPN) for 2005-2025, it has a vision for an Indonesia that is independent, advanced, just, and prosperous. Efforts to realize the vision of the RPJPN, the government implemented it in stages through the five-year national medium-term development plan (RPJMN). The 2020-2024 RPJMN has a vision of realizing an independent, advanced, fair, and prosperous Indonesian society through accelerating development in various fields by emphasizing the development of a strong economic structure based on competitive advantages in various areas supported by quality, competitive human resources. Kundur village is one of the 15,000 development target priority targets in the 2015-2019 national mid-term development plan (RPJMN). Of the 96 villages in

the Meranti Islands Regency, 36 villages are priority villages for development targets in the 2015-2019 national long-term development plan (RPJMN).

Table 1.
IDM of Kundur Village 2018-2019

Years	IDM			TOTAL	STATUS
	IKS	IKE	IKL		
2018	0,77143	0,55000	0,73333	0,68492	Developing
2019	0,8171	0,5000	0,7333	0,6835	Developing

Source : Ministry of Villages for Disadvantaged Areas and Transmigration

Information :

IKS : Social Resilience Index

IKE : Economic Resilience Index

IKL : Ecology Resilience Index

In 2018 the Kundur village got value from the results of the Build Village Index Calculation (IDM) 0.68492 with the status of a developing village. In 2018 there was a weakness in the Economic Resilience Index assessment with a value of 0.55000. In 2019 the results of the calculation of the Kundur Village IDM were 0.6835 with the status of the developing village. And in 2019 there was also a weakness in the Economic Resilience Index value with a value of 0.5000, even this value was lower than the previous year.

Table 2.
IDM Score of Kundur Village in 2019

No.	Index	Number of indicators counted	Sum of all indicator/index scores
1.	Social Resilience Index	35	143 ($\frac{143}{175}$ = 0,8171)
2.	Economic Resilience Index	12	30 ($\frac{30}{60}$ = 0,5000)
3.	Ecology Resilience Index	3	11 ($\frac{11}{15}$ = 0,7333)

Source : IDM Kundur Villages 2019

Based on the problems, observations, and observations made, this study aims to analyze:

a. Kundur village was chosen as one of the priority target villages for development by the Ministry of Villages for disadvantaged areas development and transmigration from 2015-2019
b. The condition of the economic resilience index in Kundur village is getting lower from 2018-2019.
c. The final number of village index calculations for building a kundur village from 2018-2019 is getting lower even though it is in the same village status.

Methods

The research focus is for the Strategy to Improve Village Status in a Sustainable Way in Kundur Village, Meranti Islands Regency. The research method uses a mixed-method or mixed-method between qualitative and quantitative research. In this study, a sequential mixed-methods strategy is used, especially a sequential explanatory strategy. The data collection technique was done using observation, interviews, documentation and questionnaires. The qualitative data analysis was done by using triangulation technique and for quantitative data using SWOT analysis.

Result and Discussion

In the discussion of this research will explain the results of research on the strategy to improve village status from developing to being independent in the village of Kundur, Kepulauan Meranti district.

Existing Condition of Kundur Village

To determine the existing conditions of the village of Kundur, the researchers used the indicator guidelines in the Build Village Index (IDM).

Social Resilience

The social resilience index (IKS) consists of 38 indicators which are divided into 4 (four) dimensions, namely the first, the health dimension which consists of 7 (seven) indicators. second, the education dimension which consists of 8 (eight) indicators. Third, the dimension of social capital which consists of 15 (fiveteen) indicators. The fourth is the settlement dimension which consists of 8 (eight) indicators.

So, the scores for the Social Resilience Index are:

$$I_{Social} = \frac{\sum_1^n Social\ score}{n_{Social} \times highest\ indicator\ score}$$

$$\frac{Dimension\ health + Dimension\ education + Dimension\ of\ social\ capital + Dimension\ settlement}{number\ of\ indicator \times highest\ indicator\ score}$$

$$\Rightarrow \frac{29+36+63+39}{38\times5}$$

$$\Rightarrow \frac{167}{190}$$

$$= 0{,}878$$

So, at this time, Kundur village had a very good social resilience index, with a score of 0.878 in the very good category. Namely the combination of the total values of the dimensions of health, education, social capital and settlement. From the social resilience index, the low dimension is in the health dimension, namely a total score of 29 from the calculation of 7 indicators.

Economic Resilience

The economic resilience index consists of 1 (one) dimension, namely the economic dimension. Where in this dimension consists of 12 indicators So, the total score for economic resilience is:

$$I_{Economic} = \frac{\sum_1^n Score\ Economic}{n_{Economic} \times highest\ indicator\ score}$$

$$\Rightarrow \frac{36}{12\times5} = 0{,}600$$

Ecology Resilience

The ecology resilience index consists of 1 (one) dimension, namely the ecology dimension. Where in this dimension consists of 4 indicators. So, the total scores for Ecology resilience are:

$$I_{Ecology} = \frac{\sum_1^n Score\ ecology}{n_{ecology} \times highest\ indicator\ score}$$

$$\Rightarrow \frac{17}{4\times5} = 0{,}850$$

So, at this time, Kundur village had an ecology resilience index with a score of 0.850 which was categorized as very good.So the building village index score (IDM) for the kundur village is as follows:

$$IDM = \frac{1}{3}(IKS + IKE + IKL)$$

$$= \frac{1}{3}(0{,}878 + 0{,}600 + 0{,}850)$$

$$= \frac{1}{3}(2{,}328)$$

$$= 0{,}776$$

From the IDM score, the Kundur village was 0.776 included in the developed village category. With the score that is in the indicator of social and ecology resilience index which is very good, but there are weaknesses in the assessment of the indicator score in the index of economic resilience.

Strategy to increase village status

SWOT Analysis

To determine where the position of Kundur village is and what strategies the government and community of Kundur village should do in order to improve the village status in a sustainable manner using a SWOT analysis diagram

Tabel 3.
SWOT diagram calculation

Strength *(Strenghts)*				
No	Factor	Weight	Rating	Weight × Rating
1	Village autonomy and ADD	0,20	3	0,60
2	Have Village Original Income	0,20	2	0,40
3	Increase in the number of production	0,30	4	1,20
4	Has a large forest	0,20	2	0,40
5	Availability of food stalls	0,10	2	0,20
Total		1,00	13	2,80
Weakness *(Weakness)*				
No	Factor	Weight	Rating	Weight × Rating

1	Inadequate infrastructure	0,60	1	0,60
2	Has large peatlands	0,40	2	0,40
	Total	1,00	3	1,00

Opportunities *(Opportunities)*

No	Factor	Weight	Rating	Weight × Rating
1	Development priority target villages	0,30	2	0,60
2	There is assistance from the Ministry of Village, PDTT, clean water management machines	0,70	3	2,10
	Total	1,00	10	2,70

Threat *(Threats)*

No	Factor	Weight	Rating	Weight × Rating
1	Forest fire natural disasters that come at any time	0,40	1	0,40
2	Information development	0,30	2	0,60
3	Some of the IKE indicators that are impossible are met	0,30	1	0,30
	Total	1,00	3	1,30

Information on weight: The greater the value on the weight, the higher the importance of the indicator.

Tabel 4.
Rating Description

Positive (Strengths and Opportunities)		Negative (Weaknesses and Threats)
Status	Score	Status
No effect	1	Very influential
Quite Influential	2	Take effect
Take effect	3	Quite Influential
Very influential	4	No effect

Determine the point (x, y)

(x , y)

$$\frac{S-W}{2}, \frac{O-T}{2}$$

$$\frac{2,80-1,00}{2}, \frac{2,70-1,30}{2}$$

$$\frac{1,80}{2}, \frac{1,40}{2}$$

(0,90) , (0,70)

Figure 1.

Determination of the points x and y

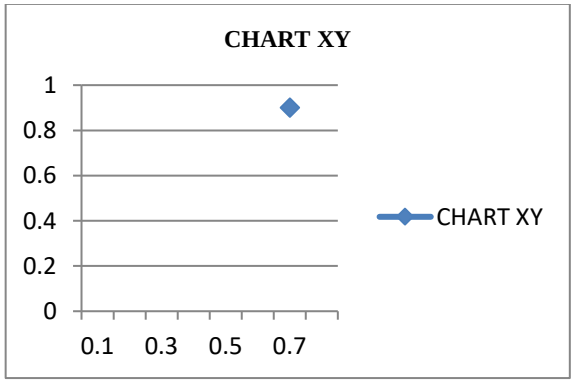


Figure 1 explains that the right strategy to improve the status of Kundur in a sustainable manner is a strategy that is in quadrant (I), which is aggressive or growing, in

which the community and government are in prime and good condition. Where in the strategy in quadrant (I) there is an SO strategy which consists of:

1. Utilizing human resources in safeguarding natural resources for sustainable development, namely making natural resources (forests) the main source of livelihood for the community but by preserving the natural ecology. And there is a mutualism relationship between humans and nature. Where nature is able to have an impact on the economy of the community, and the community is able to preserve nature and protect nature from disasters such as forest fires.
2. Innovation in adding units in Village-Owned Enterprises (BUMDes) that are adjusted to the development of the situation. Namely adjusting the addition of business units within the BUMDesa according to the needs of the community and the direction of the community's economy.
3. Additional types of plantation production, where at this time the community only produces types of production such as rubber, as well as ginger and some coconuts. And to increase the type of plantation production, the villagers can plant palawija, jelutung (gum for gum), geronggong (the trees can be used to become wood for bridges), where these plants can be planted in peat-textured soil.

From the results of the SWOT analysis, the researcher made a summary analysis of the strengths, weaknesses, opportunities and threats in the form of a SWOT matrix.

Figure 2.
The results of the SWOT analysis are in the form of a matrix

Internal / Eksternal	**Streght (S)**	**Weakness (W)**
	1. Village autonomy and ADD 2. Have PADes 3. Increase in the number of production 4. Extensive Forest 5. The availability of a restaurant business	1. Inadequate infrastructure 2. Has large peatlands
Opportunity (O)	**Strategy S-O**	**Strategy W-O**

1. Developm ent priority target villages 2. There is assistance from the ministry of PDTT in the form of a clean water management machine	1. Utilizing human resources in maintaining natural resources for sustainable development 2. Innovation in the form of adding BUMDes units 3. Addition of types of plantation production	1. Development of infrastructure in the agricultural or plantation sector. 2. Agricultural and plantation product innovation

Threat (T)	Strategy S-T	Strategy W-T
1. Forest fire natural disasters that come at any time 2. Information development	1. Collaborating with district and provincial governments in development planning and implementation. 2. Local government provides specific indicators for assessing village status 3. Increase community participation in development in rural areas 4. Collaboration with related agencies in anticipating natural disasters	1. Marketing for economic development based on online village potential 2. Cooperation in marketing the local products of the Kundur village

Conclusion

From the research conducted, in determining the village status through the Village Build Index (IDM), the village of Kundur on the assessment of the social resilience index got a value of 0.878, an economic resilience index of 0.600 and an index of environmental resilience 0.850. Then get the village index value build 0.778, that is, with this value classified into Maju village. The strategy used by the Kundur village to improve the status of the village sustainably is an aggressive or growth strategy, which is contained in the Streghts - Opportunities strategy.

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The Use of Information Communication and Technology (ICT) to Enable Transparency, Accountability, and Participation in Indonesia

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Abstract

This research aims at understanding how ICT as panopticon vision enable transparency, accountability, and Participation in Indonesia. The betterment of these three aspects is believed to be beneficial for the government in fighting corruption. In the transparency aspect, this research has eight indicators which are constructed from studies by Bhatmagar, Davies & Fumega, Park & Florida, Grimmelikhuijsen, Keuffer & Mabillard: (1) the availability of laws and regulations, (2) the availability of government budget allocations and spending, (3) the availability of performance reports, (4) open government processes, (5) identification of elected officials and civil servants under investigation for corruption and fraudulent activities, (6) disclosure of assets and investments of public officials, (7) provision of e-procurement, and (8) using file formats. In the accountability aspect, four indicators from studies of Lee & Kwak and Davies & Fumega are used. They are (1) the availability of social media presence, (2) using mainstream social media for interactive, on-going conversations, storytelling, and communications, (3) the availability of a platform for questions and answers, and (4) the availability of information about feedback from the public. Finally, for the aspect of Participation, three indicators by Lee & Kwak are employed. Those are (1) voting and polling for a decision-making process or a public organization assessment, (2) feedback and ideation platform, and (3) crowdsourcing to report corruption or grievances.

This research uses a qualitative research approach. It is benefiting from the use of secondary data as a form of the big data source. Hence, this research is an initial attempt to exploit the availability of big data as a valid data source. To ensure the secondary data sources' validity, the researchers employed a triangulation process of backgrounds and reference checking. The data analysis in this research is based on 2 ICT based initiatives; Government websites and apps.

It is evident from this research finding that, first, there are 35 ICT based initiatives, 31 websites, and four apps. From these numbers, there are only18 websites and four apps that are available. Second, in general, those websites and apps do enable transparency, accountability, and Participation. Another important highlight of the finding is that three unidentified websites and ten websites are unsuccessful in promoting those three aspects. However, most of the websites and apps had turned out a success. In the meanwhile, ICT as panopticon vision also results in new corruption opportunities. This study highlights three examples of new corruption opportunities. It is recommended that Indonesia continue to work on those ten unavailable websites and, more importantly, be cautious and aware of the new corruption modes. Only by doing those, the role of ICT to fight corruption can be more strengthened.

Keywords:

Information & Communication Technology (ICT); transparency; accountability; participation

Introduction

In the Presidential Regulation of the Republic of Indonesia, Number 95 of 2018 about Electronic Based System of Government, the use of ICT by the government or e-Government is essential to create effectiveness, cohesiveness, continuity, efficiency, accountability, interoperability, and security.[25] Another crucial aspect of ICT is that it also offers countries a new approach to create transparency and promote anti-corruption.[26] To eradicate corruption, OECD (2003) also indicates that "information and communication technologies can act as an enabler to engage citizens in the policy process promote open, accountable government and help prevent corruption" (as cited in Purón-Cid, 2014:45).

OECD (2011) notes that using ICT was designed to support the public with additional tools and information on citizen involvement and facilitate public Participation.[27] If Becker and Stigler (1974) argue that the citizens' Participation in monitoring is vital to overcome corruption, the OECD (2011) confirmed that ICT could boost citizens' participation rate.

A previous study conducted by Sinuraya & Rachmawati (2015) has proposed IT progresses for local governments and the effect of ICT on corruption. In short, they find that:

> *It has indicated that ICT facilitates the creation of transparency, accountability, and Participation. Then the expectation of corruption eradication could happen. However, it has also discussed ICT as the panopticon vision, which could provide new corruption opportunities.*

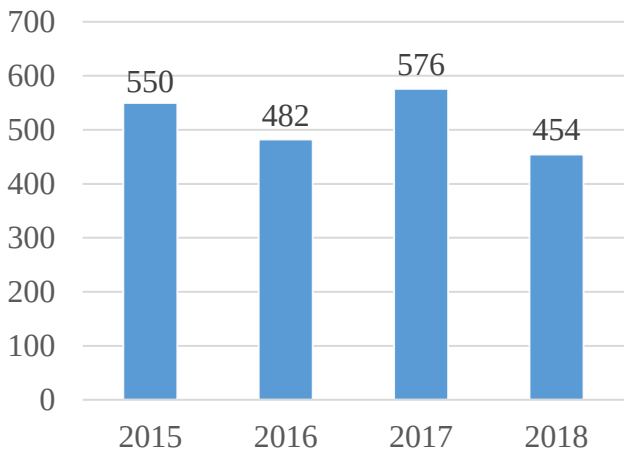
The previous study's result by Sinuraya and Rachmawati (2015) supports this research argumentation that ICT enables transparency, accountability, and Participation. Nevertheless, there are also new corruption opportunities that can be provided by using ICT.

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[25] The Republic of Indonesia Number 95 of 2018 about Electronic Based Government System.
[26] Sinuraya & Rachmawati, 2016. "Does ICT Matter For Corruption?", Asia Pacific Fraud Jurnal, 50.
[27] OECD. 2011. "Austria." In The Call for Innovative and Open Government: An overview of Country Initiatives." OECD Publications., 39.

The number of corruption cases in Indonesia has decreased (Figure 1.5).[28] Figure 1.5 illustrates how corruption in Indonesia experiences its ups and downs. Then, in 2018, the number of cases is lower than in 2015, 2016, and foremost in 2017. It reached about 454 cases. The details are given below in the graphical form:

Figure 1.5
The Numbers of Corruption Cases 2015 - 2018



In the VOA INDONESIA's article titled *Berantas Korupsi dengan IT, Pemerintah Klaim Tingkat Korupsi Menurun* or "*Eradicate Corruption with IT, Government Claims that the corruption rate has decreased*."[29] From this article, the interviewee is Deputy II of the presidential staff office, Yanuar Nugroho. He argued that from these past four years, the Government of Indonesia has some ways to eradicate and fight corruption. Then, using the advent of technology and information is one of them. In the President Instruction (INPRES) Number 7 the Year 2015, there are 96 anti-corruption actions (hereafter referred as initiatives) in which about 31 initiatives within these are using ICT.

Furthermore, other applications of ICT such as e-procurement, One-Single Submission (OSS), or *Sistem Perizinan Berusaha Terintegrasi Secara Elektronik*, KPK Whistleblower System, and more, they have been provided to support transparency, accountability, and Participation. This statement also was written on their regulation basis.

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[28] Indonesian Corruption Watch. 2018., op.cit., 20.
[29] Intan, 2019. "Berantas Korupsi dengan IT, Pemerintah Klaim Tingkat Korupsi Menurun", Available at: https://www.voaindonesia.com/a/berantas-korupsi-dengan-it-pemerintah-klaim-tingkat-korupsi-menurun/4732192.html. Accessed February, 28th 2019.

All those electronic-based initiatives in government is regarded as the panopticon vision. Following the panopticon vision concept the anti-corruption project has been an integral part of the intellectual and political reform movements[30]. One currently dominant paradigm of corruption control is that the `Panoptic vision' sees management techniques of rules and enforcement as the key to controlling corruption.[31]

Panopticon vision is initially provided by Jeremy Bentham's nineteenth-century idea of the Panopticon.[32] As we are using it, a vision is a paradigm or worldview that includes assumptions about the nature and control of human behavior and government institutions' role and potential.[33] Bentham envisioned a "panopticon" prison whose ingenious architecture featured a control tower at the center of a circular cell house.[34] From this tower, the cells, inmates, and staff would be completely visible to the guards.[35] Its purpose is to deter and prevent corruption by establishing a system of thorough and efficient observation.[36] Anechiarico & Jacobs (1995) argue that:[37]

> *The panopticon metaphor sheds light on the "anti-corruption project" in public administration: the panoply of laws, rules, and regulations, and strategies aimed at identifying and preventing official corruption. The pursuit of corruption-free government has led to the adoption of significant measures to control contracting, expenditures, and all sorts of governmental operations to make corruption impossible or at least detectable. The anti-corruption project operates through civil service, conflict of interest laws, financial disclosure requirements, contracting rules, whistleblower protections, administrative and criminal investigations and punishments, and so forth.*

Then Heeks (1999) claims that the Panopticon: a constructed technology that allowed a single central unseen guard to observe all prison inmates' activity.[38] He also cites the statement from (Roszak 1994; Ramasoota 1998), i.e., "*In the late twentieth century, information*

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[30] Anechiarico & Jacobs. 1994. "Visions of Corruption Control and the Evolution of American Public Administration. New York: Wiley and American Society for Public Administration, 465.
[31] Heeks. 1999. "Information technology and the management of corruption." London: Routledge; 184.
[32] *Ibid*.
[33] Anechiarico & Jacobs, Visions of Corruption Control and the Evolution of American Public Administration., Op.cit,p.466.
[34] Anechiarico & Jacobs. 1995. Panopticism and financial controls: The anti-corruption project in public administration. The Netherlands: Kluwer Academic Publishers, 361.
[35] Loc.cit.
[36] Anechiarico & Jacobs. 1994., Op.cit.; 468.
[37] Anechiarico & Jacobs, The anti-corruption project in public administration., Op.cit,p.362.
[38] Heeks. 1999. op.cit.; 184.

technology (IT) presents organizations with the possibility of creating their Panopticon: one that would allow managers to gaze unseen upon the activities of their employees and thus monitor and control corruption."

Hence, this study is questioning **"how can ICT as the panopticon vision enable transparency, accountability, and participation in Indonesia?"**. Therefore, this study would like to understand the way ICT enabling those three aspects. Then, it is hoped by doing this will help the Indonesian Government fight corruption.

Theoretical Framework

The use of ICT by the government, such as providing passport for citizens, licensing service, e-procurement, and so on, was not as massive as nowadays. Based on the researcher's experiences and observations. It is true that now there have been improvements in public services. However, there is no data such as an index that shows the Indonesian government's progress before using ICT and after using it. Furthermore, it is difficult to find a way or any data that can offer the relation between the use of ICT and the decrement of corruption in Indonesia.

This research will identify ICT use by the Indonesian government to enable transparency, accountability, and Participation. However, comparing the corruption decrement before and after the Indonesian government using ICT is not possible due to data lack; therefore, this study focus on ICT as an enabling factor to transparency, accountability, and Participation.

ICT and Transparency

Srimarga, Wibowo, & Aisah (2018) explain that transparency is understood as a process of encouraging/making information flows from government to citizens or the public.[39] The transparency information could be a public document such as law and regulations, budget information, and other policy documents.[40] Furthermore, Pathak, Singh, Belwal, & Smith (2007) here also support the importance of ICT and transparency by stating that the

[39] Srimarga, Wibowo and Aisah. 2018. "*Efektifitas Pemanfaatan Teknologi Informasi dan Komunikasi (TIK) untuk Memperkuat Transparansi, Akuntabilitas Dan Partisipasi (TAP) serta Bagaimana Keserasian Interaksi Antara Platform Online dan Platform Offline*." Jakarta: Hivos Asia Tenggara, 46.

[40] Loc.cit.

increased transparency, which can be achieved using ICT, may powerfully reduce all types of bureaucratic corruption.[41]

The researcher has constructed eight indicators based on Bhatmagar (2003); Davies & Fumega (2014); Park & Florida (2019); Grimmelikhuijsen (2012); Keuffer & Mabillard (2019). These indicators will show how the ICT based initiatives should work to enable transparency. These indicators are as follows:

1) The availability of laws and regulations
2) The availability of departmental budget allocations and government spending
3) The availability of performance reports
4) Open government processes
5) Identify elected officials and civil servants who are under investigation for corruption and fraudulent activities
6) Disclose of assets and investments of public officials
7) Public procurement using the electronic system
8) Using file formats that let users explore and analyze the data

ICT and Accountability

ICT enables and supports accountability, meaning that it is possible to identify and hold public officials accountable for their actions.[42] Tiago Peixoto & Jonathan Fox (2016) introduce an additional dimension to understand accountability further. They distinguish between two trajectories for ICT-enabled accountability: Upwards accountability occurs when users provide feedback directly to decision-makers in real-time, allowing policy-makers and program managers to identify and address service delivery problems – but at their discretion. In contrast, downward accountability occurs either through real-time user feedback or less immediate forms of collective civic action that publicly call on service providers to become more accountable and depend less exclusively on decision-makers' discretion about whether or not to act on the information provided.

Therefore, based on the definitions above, accountability is a two-way process; when the government is accountable, the government will be questioned for the work done and

[41] Pathak, et al. 2007., Op.cit. 197.
[42] Purian, Ahituv, and Ein-Dor. 2012. "A New Model for Transparency and E-Participation: Who Transforms What Policy into Whose Practice?" Derry: IGI Global., 193.

explain how it was accomplished. In other words, the government is supposed to be answerable for their actions. Timely and consistent responses of government determine its accountability.[43] A few aspects are available that enable accountability introduced by Lee & Kwak (2012); Davies & Fumega (2014):[44]

1. The availability of social media account
2. Using mainstream social media for interactive, on-going conversations, storytelling, and communications
3. The availability of the question-answer feature
4. The availability of information about feedback from the public

ICT and Participation

The last aspect is that participation; allows members of the public to contribute ideas and expertise so that their government can make policies to benefit widely dispersed information in society.[45] It also has been confirmed by Becker and Stigler (1974), who suggest that public Participation and the right punishments could be used as an approach to reduce corruption (as cited in Olken, 2007).[46] Then OECD (2011) notes that ICT were designed to support the public with additional tools and information on citizen involvement and facilitate public Participation.[47] Complaining or reporting to the government is one of the forms of citizen participation.[48]

Accordingly, where there is a political will to challenge corruption, citizen reports will have a greater chance of leading to change through complaints processes, investigations, and sanctions backed by judicial processes or integrity agencies.[49] Where reports are made public, media attention may also create political pressure for change.[50]

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[43] Lee and Kwak. 2012. "An Open Government Maturity Model for social media-based public engagement." Amsterdam: Elsevier Inc., 494.
[44] Srivastava, Teo, and Devaraj. 2016. "You Can't Bribe A Computer: Dealing with The Societal Challenge of Corruption Through ICT." MIS Quarterly, 1.
[45] Loc.cit.
[46] Olken. 2007., op.cit., 201.
[47] OECD. 2011., op.cit., 39.
[48] The Conversation. 2017. op.cit. Available at: https://theconversation.com/responsive-leaders-needed-to-encourage-citizen-participation-82583. Accessed February 26th, 2019.
[49] Davies and Fumega. 2014., op.cit., 10.
[50] Loc,cit.

Moreover, nowadays, many online channels are formed for citizen reporting have increased outside government. According to Lee & Kwak (2012), there are a few aspects available that enable Participation:[51]

- Voting and polling for a decision-making process or a state institution assessment.
- Feedback and ideation platform
- Crowdsourcing to report corruption or grievances

Participation occurs because state institutions open doors or invite information from citizens.[52] In this case, it should be noted that Participation involves both parties' activity, namely the government and citizens.[53] Participation means the government is active in inviting or at least ensuring that information is taken into account. The more requests from citizens received by state institutions, the state institutions can be said to be more participatory. Moreover, the government's monitoring process could be conducted due to the activation of an ICT based initiatives that supports citizen participation.[54]

ICT and New Corruption Opportunities

Many have argued that information technology, in practice, helps control corruption. However, Heeks (1995) disagree with this. He argues that ICT could not eradicate corruption. Instead, ICT provided new corruption opportunities for some staff. This phenomenon may often be related to closing down opportunities for other staff. ICT does so by creating changes in one or more of four aspects as follows:[55]

- Skills: computerization is often associated with an `up-skilling' of corruption, providing opportunities for those with IT skills, and denying those without these skills.
- Confidence: borrowing from the Panoptic vision concept, a mythical image may be promoted off the computer as an objective, all-seeing, all-knowing machine. This may cause some corrupt staff to lose confidence and to refrain from corrupt practices. Those who understand computers are not put off (and will often spread the myth to reduce the likelihood of competition or detection).

[51] Lee and Kwak. 2012., op.cit, 497.
[52] Srimarga, Wibowo, and Aisah. 2018., op.cit., 48.
[53] Loc.cit.
[54] Olken. 2007. Op.cit.; 201. & Irfani and Rachmawati. 2016. op.cit., 2.
[55] Heeks. 1999. op.cit., 186-187.

- Access: computerization of records was accompanied by closing down access to some staff but opening up access to all those operating the IT systems. With the advent of networked systems, such opportunities for access may significantly increase.
- Control: the mask of data quality and computer omnipotence makes some managers assume that IT removes the opportunities for corruption, i.e., that the Panopticon can operate without the need for human intervention. They may therefore fail to institute controls on computerized systems. This assumption provides greater autonomy for IT-literate staff.

It has shown that the adoption of ICT in governmental systems creates new opportunities for corruption among the officers and staffs who understand and occupy skills of ICT (e-literate). At the same time, block chances for those who do not understand ICT.[56] This is called up-skilling corruption.[57]

Methods

This study uses a qualitative method. Yin (2011) states that qualitative research strives to collect, integrate, and present data from various sources of evidence as part of any given study.[58] The study's conclusions are likely to be based on triangulating the data from different sources.[59] Thus, it will support the data's validity and trustworthiness.

This research uses secondary data sources that are valid or reliable and can be verified. O'leary (2017) defines secondary data as the data found in documents, databases, and on the internet– none of which was created by the researcher for the research project's express purpose.[60] It is existing data that the researcher simply gathers and analyzes.[61]

This study's data sources are the government webs and applications (hereafter referred as apps) based on the President Instruction (INPRES) Number 7 of 2015 about Action of Prevention and Eradication Corruption in 2015. This study found 31 ICT based initiatives. The researcher finds the other four activities included as the best ICT systems practice implemented by several public organizations in Indonesia to add more data.

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[56] Sinuraya and Rachmawati. 2016., op.cit., 54.
[57] Loc.cit.
[58] Yin. 2011. "Qualitative Research from start to finish." London: The Guilford Press., 9.
[59] Loc.cit.
[60] O'Leary. 2017. op.cit.; 484.
[61] Loc.cit

Discussion

There are 31 initiatives based on the President Instruction (INPRES) Number 7 of 2015 about Action of Corruption Prevention and Eradication in 2015 and the other four initiatives or ICT implementations sourced from the researcher's exploration of the internet. So, in total, 35 ICT based initiatives would be assessed in this research. All the ICT based initiatives that are identified in this research provided by different 19 public organizations in Indonesia.

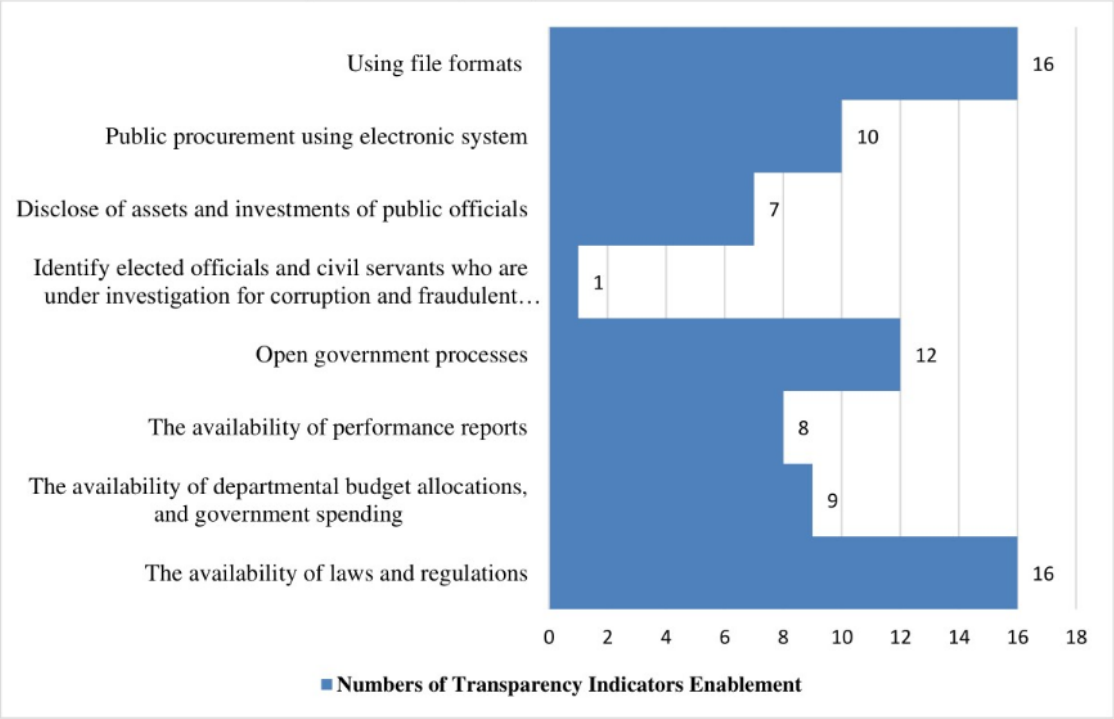
These 35 initiatives consist of 31 websites and four apps, which would be assessed how they enable transparency, accountability, and Participation. Nevertheless, three unidentified and ten unavailable websites could not be accessed or found on the internet**.** The unidentified ones mean that their operations indeed were not openly worked on the internet, but more like intern organization programs. Furthermore, the unavailable websites reflect that those were supposed to be available publicly on the internet based on the INPRES. Still, it turned out they could not be found on the internet.

All available ICT based initiatives have been going through 3 assessment processes. In these processes, the researcher has done all the indicators from transparency, accountability, and Participation. One ICT that is assessed enables those three aspects: it provides an indicator of transparency, accountability, and Participation.

The Use of ICT by Indonesian Government enable Transparency

In the transparency aspect, there are 22 initiatives that enable transparency. These consisted of 18 websites and four apps provided by 19 public institutions in Indonesia. In brief, These 22 initiatives has all eight indicators as illustrated in Figure 4.1 below.

Figure 4.1 Transparency Enablement



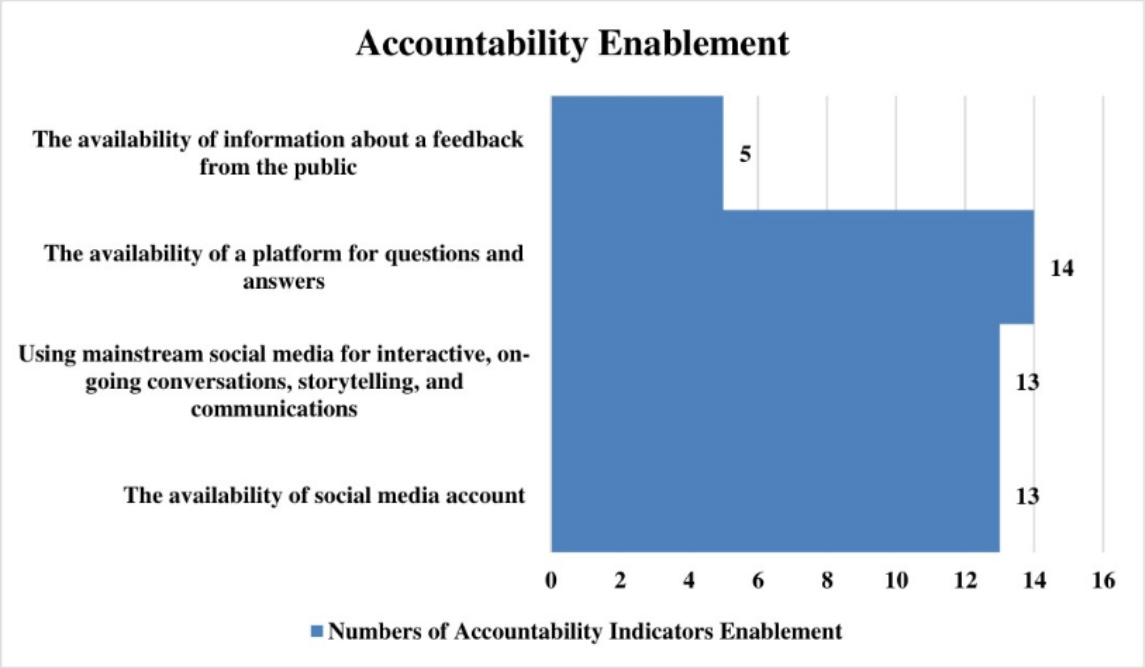
Based on the researcher's findings, only one website was owned by the Commission of Eradication Corruption (KPK) that supported all those eight indicators from transparency. Mainly, KPK is the only public organization that identifies elected officials and civil servants under investigation for corruption and fraudulent activities. These investigations information is shared on the KPK website. This means KPK has been doing their job very well since they are responsible for investigating and suing against corruption.

Since the Indonesian government has enabled the transparency aspect, it means the government has encouraged/made information flows freely from the government to citizens. This is then given a possibility for citizens to find data that can also be used as their proofs to prove corruption.

The Use of ICT by Indonesian Government enable Accountability

Based on the findings, 18 out of 22 initiatives are ICT based initiatives to enable accountability. These 18 initiatives consist of 15 websites and three apps provided by 15 public institutions in Indonesia. Our analysis shows that these 18 initiatives do enable accountability. It is illustrated in Figure 4.2 below.

Figure 4.2 Numbers of Accountability Indicators Enablement



As explained in the theoretical framework part, the government is accountable when they are answerable for their actions.[62] To make the government answerable, they need to provide a question and answer platform for the citizen. The government also needs to display or show all those feedback from the public on its website and app. This study shows that the Indonesian government was answerable. It is evident from 14 initiatives have provided question and answer features, and five initiatives have supported the other indicator: the availability of information about feedback from the public

All four aspects of accountability are found in the 14 ICT based initiatives; therefore, it can be concluded that the use of ICT by the Indonesian government enabled accountability. Davies and Fumega (2014) stated that public officials' authoritarian tendencies and discretionary power would be weakened when accountability is constructed and, hence,

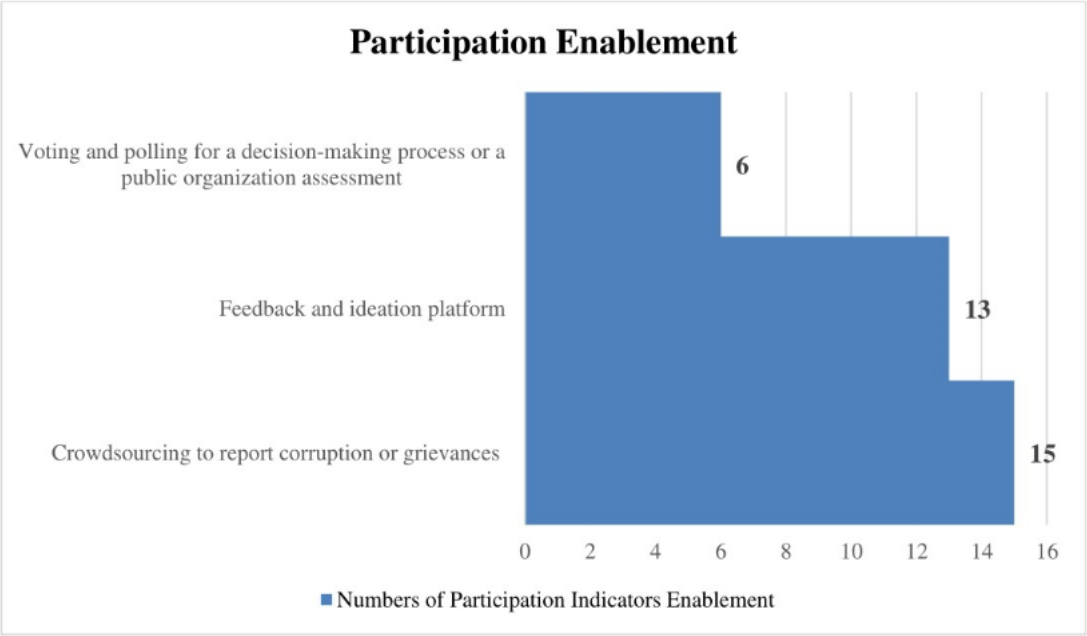
[62] Peixoto and Fox. 2016. 2

mitigates corruption.[63] Further research is needed to study how the achievement of accountability mitigates corruption.

The Use of ICT by Indonesian Government enable Participation

There are 20 ICT based initiatives that enable participation. These consisted of 17 websites and three apps provided by 17 public institutions in Indonesia. All of three indicators of participation are detected in those 20 initiatives. It is shown in Figure 4.3 below.

Figure 4.3 Numbers of Participation Indicators Enablement



It can be concluded that the use of ICT by the Indonesian government enabled participation. This shows how the government has opened a space for the citizen to be involved in governance, such as the decision-making process, evaluation process, etc. Srivastava, Teo also argue it, and Devaraj (2016) participation allows the public to give ideas and expertise to the government to help the government make policies.[64] Davies and Fumega (2014) stated that enabling participation is government political will to challenge corruption.[65] Besides, Davies and Fumega also suggest that complaints or reports as a form of participation should have been made public. It will then gives the government political pressure for change.

The use of ICT as panopticon vision create opportunities for new forms of corruption

[63] Davies and Fumega. 2014. op.cit.; 144.
[64] Srivastava, Teo, and Devaraj. (, 2016). Op.cit. 1.
[65] Davies and Fumega. (2014)., op.cit., 10

Heeks' argues that the use of ICT as the panopticon vision could open up opportunities for new forms corruption. In this section, we have found three examples of new corruption opportunities, as follows:

Case 1

Public Procurement in Indonesia has been conducted through the online system. Electronic Public Procurement Agency (or *Layanan Pengadaan Secara Elektronik*/LPSE) has the task on this. However, corruption can still be found in electronic procurement. One of the e-procurement process requirements is that the project needs to be worth up to 200 million rupiahs. However, in responding to that requirement, one could break the project into a few projects that are worth below 200 million rupiahs.[66] Then, the project does not have to go through the auction process but with a direct appointment.

Moreover, many tender participants have complained that e-procurement could not be accessed. The applicants could then not send their requirement documents, so it inhibits them from being involved in the procurement process.[67] They assumed whether this system error was conducted intentionally to prioritize one particular participant to enter tenders.

In this case, it corresponds to Heeks' argument that that ICT systems access could be closed down for some parties, but those who operate the system could still access it. Therefore, with the advent of ICT systems, such opportunities to do misappropriation may significantly increase.[68]

Case 2

New corruption mode or practice has been identified by the Commission of Eradication Corruption (KPK) in the Fintech Lending (FL) service.[69] Financial Service Authority of Indonesia, or *Otoritas Jasa Keuangan* (OJK), has a responsibility to monitor these FL. Until February 1, 2019, there were about 99 FL registered in OJK. Even though OJK has

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[66] LKPP. 2018. "Urgency Pengusutan Kasus Korupsi Pengadaan Barang/Jasa Melalui Tindak Pidana Pencucian Uang dan Kejahatan Korporasi." Available at: http://www.lkpp.go.id/v3/#/read/5068. Accessed December 12, 2019.

[67] Forum Pengadaan Indonesia. 2013. Available at: https://forum.pengadaan.id/viewtopic.php?t=6919. Accessed December 12, 2019.

[68] Heeks. 1999. op.cit., 186-187.

[69] Jati. 2019. "KPK Antisipasi Modus Korupsi Baru Lewat Fintech." C88 Financial Technologies Pte. Ltd. CekAja.com. Available at: https://www.cekaja.com/info/kpk-antisipasi-modus-korupsi-baru-lewat-fintech/Accessed December 5, 2019.

opened for the FL registration only by 2017, the amount of money loaned in 2018 reached about 22,67 trillion.[70] Moreover, until June 2019, there were 144 illegal FL.[71] Those illegal FL are not registered in the OJK FL list. So, the existence of illegal FL must be questioned.

The vast amount of money and numbers of illegal FL have strengthened KPK suspicion in this money laundering activity. The Functional Officer of KPK is also convinced that they still have little experience dealing with this kind of fraud activity, particularly in digital finance. [72] This case relates to what has been explained by Heeks from the control aspect. Since FL is operated through the online system, as Heeks mentioned, they would have greater autonomy.[73]

Case 3

Corruption has become more sophisticated in Batam Municipal People's Representative or Dewan Perwakilan Rakyat Daerah (DPRD) Administration since 2012,[74] the House of Representatives of the Republic of Indonesia or *Dewan Perwakilan Daerah Republik Indonesia* (DPR-RI)[75], and Attorney General's Office or *Kejaksaan Tinggi* in Papua.[76] Corruption mode, in this case, was formed in a fictitious work visit and budget mark up. Based on the confession of a former specialized staff of DPRD, Batam mentioned that the modes of corruption were quite systematic.[77] For instance, participants of one work visit would be given empty travel electronic tickets, which later on will be invoiced electronically by a travel agent. Lots of airplane tickets could have been marked up; it was because the cost that would be put on the record was the electronic bill from a travel agency.

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[70] Loc.cit.
[71] Setiawan & Diah. 2019. Kompas.com. dengan judul "*Per Juni 2019, LBH Jakarta Terima 4.500 Aduan soal Pinjaman Fintech*." Avalable at: https://money.kompas.com/read/2019/07/29/154700526/per-juni-2019lbh-jakarta-terima-4.500-aduan-soal-pinjaman-fintech. Accessed September 25, 2019.
[72] Loc.cit.
[73] Heeks. 1999. op.cit., 186-187.
[74] Batamnews. Batamnews.co.id.2015. "*Modus Kunker Fiktif dan Mark Up Tiket Pesawat di DPRD Batam*." Available at: https://www.batamnews.co.id/berita-4255-modus-kunker-fiktif-dan-mark-up-tiket-pesawat-di-dprd-batam--.html. Accessed December 10, 2019.
[75] Kompas.com. 2016. "*Banyak Modus Kunjungan Kerja* Fiktif." Available at: https://nasional.kompas.com/read/2016/05/15/08482901/Banyak.Modus.Kunjungan.Kerja.Fiktif?page=all. Accessed December 18, 2019.
[76]REPORTASEPAPUA.COM. 2019. "*Mulai dari Tiket Palsu Hingga Bagi Bagi uang Terkuak dari dugaan Kasus Korupsi Dana Hibah di KPU Sarmi 2016.*" Available at: https://reportasepapua.com/mulai-dari-tiket-palsu-hingga-bagi-bagi-uang-terkuak-dari-dugaan-kasus-korupsi-dana-hibah-di-kpu-sarmi-2016/. Accessed December 18, 2019.
[77] Loc.cit.

Moreover, nowadays many representatives have a travel agency.[78] Therefore, one would be given a chance to make a fake travel bill while no activity is held. This phenomenon relates to skills and confidence aspects as new corruption opportunities that have been explained by Heeks. When one can manipulate any transaction that proceeds through the ICT system, it means they are the ones who have skills and confidence in ICT.[79]

Conclusion

This study found 35 ICT based initiatives, 31 websites, and four apps. These initiatives are provided by 19 public organizations from various national, provincial, and city levels. From these 35 ICT based initiatives, there are 22 ICT based initiatives that have been well developed. These 22 ICT systems do enable transparency, accountability, and participation. This study suggests that there 10 initiatives in the form of websites that are unavailable. We recommend that the Government of Indonesia continue to work on these.

Heeks has argued that ICT as panopticon vision could create new corruption opportunities.[80] Heeks argument is evident from this study. Three cases have been found to illustrate these new forms of corruption. The use of ICT did help the Indonesian Government fight corruption; however, the government must also be cautious and aware of the new corruption modes.

This study uses secondary data, therefore it shows the trend on the use of ICT by the Indonesian government and how each ICT based initiatives could create changes either in transparency, accountability, or Participation to enable transparency, accountability, and participation. Further research to find evidence that the use of ICT does eradicate corruption is needed; research that employ a more precise measurement to understand the changes in transparency, accountability, and participation before and after employing ICT based initiatives and how these three aspects eradicate corruption.

Acknowledgement

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[78] Loc.cit.
[79] Heeks. 1999. op.cit., 186-187.
[80] Loc.cit.

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Understanding Civil Servants Readiness to Work from Home: The Roles of Demographic Factors

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Abstract

This study investigates the roles of four demographic factors, namely the types of position held, age, educational level, and length of work, behind civil servants' readiness to work from home by employing the Readiness for Organizational Change Theory (Holt et al, 2007). Primary data (n = 383) were collected from online survey with non-probabilistic sampling. The results from linear regression analysis show that individual working position, age, and educational level significantly impact their readiness to carry out telework effectively. This finding may serve as a basis for policymakers in designing proper work-from-home policies and procedures for civil servants in the future. Nevertheless, follow-up studies with different designs, theoretical frameworks, and more diverse respondents are encouraged to better understand these early findings.

Keywords:

civil servants; readiness for change; teleworking; work from home

Introduction

In early 2020, various countries around the world are facing a Covid-19 pandemic which not only destabilizes the health sector, but also has a sustainable effect on the social, economic, and state of a country (Ritchie & Roser, 2020). Various countries in the world are required to be able to face this pandemic even with limited information and many uncertainties. In facing this situation, a country must be able to act agile and adaptive, especially in terms of appropriate and appropriate policy making, the existence of a degree of centralization of decisions, autonomy of decisions, to create a balance between the central and regional governments in the face of this pandemic in order to respond responsively and well. for all changes that occur in the environment (Janssen & Voort, 2020).

While facing this condition, it is very important for the government to be able to respond to various forms of changes that occur in the environment accompanied by accurate, useful and up-to-date information to the public by using various social media and digital platforms as well as providing excellent service to the despite with all the existing limitations (TheAsean, 2020). The government is expected to be able to make adjustments and adaptations to face this pandemic, this also applies to the Indonesian government. Stability and adaptation to deal with this pandemic are contradictory, but both are urgently needed (Jansen & Voort, 2016). Adaptation that changes should be made by the government while facing environmental changes, but with a note that stability must be maintained in carrying out the processes within the bureaucracy itself (Bronen & Chapin, 2013).

In the middle of this pandemic, the government is expected to be able to provide optimal and prime services even though minimizing face-to-face services. In Indonesia, the Covid-19 pandemic is considered a momentum in optimizing the implementation of bureaucratic reform, one of which is so that Civil servants (CIVIL SERVANTS) are able to adapt and improve their abilities so that bureaucratic services remain optimal by doing work and providing services digitally (tanotofoundation.org, 2020). The Indonesian government itself has a short-term strategy to make the bureaucracy effective, namely by implementing digital bureaucracy, standardization of services, and professionalism of human resources where digital bureaucracy is considered very much needed during the Covid-19 pandemic itself to maintain the performance of civil servants and become the best way of service. to the community (KASN.go.id, 2020). The existence of digitalization in the bureaucracy is one of the transformations towards virtualization which is a result of one of the megatrends, namely decentralization and location independence that allows work and services to be carried out remotely with the internet revolution and remote working to support employees to work more flexibly which is known as teleworking (Stratigea & Giaoutzi, 2000; Caillier, 2012).

The existence of a teleworking concept with home-based telework work or work from home previously has also been proposed and planned from the Ministry of Administrative Reform and Bureaucratic Reform (PANRB) for civil servants before this pandemic occurs (Fajar, 2019). The Covid-19 pandemic has become one of the factors in the acceleration of the realization of home-based telework for civil servants where the Ministry of PAN issues instructions to work from home as stated in the Circular Letter of the Minister of PAN-RB No.

50 of 2020 concerning the Second Amendment to the Circular Letter of the Minister of PAN-RB No. 19 of 2020 concerning Adjustments to the ASN Work System in Efforts to Prevent the Spread of Covid-19 in Government Agencies. In this instruction, KemenPANRB also instructs that every civil servant compile a fiber work plan to carry out official duties according to the given performance targets and targets then make regular performance reports so that they remain productive and have high performance while working from home (KASN.go. en, 2020).

Work from home (WFH) instruction is one of the changes that occur in Indonesian bureaucracy which relies on the ability and competence of civil servants to change and follow these changes, especially by utilizing technology in running the bureaucracy and still providing excellent service to the community (Mariskan, 2020). However, changes in the work patterns of civil servants within the WFH system are not automatically accepted and implemented properly by all civil servants in Indonesia, it requires personal commitment, knowledge, and supporting facilities such as the availability of internet networks and supporting devices to generate productivity and do not forget to be expected to be able to keep emotions while running WFH (palembang.bkn.go.id, 2020; KPMG, 2020). This is important so that civil servants can continue to carry out their jobs despite changes in the way they work from home.

As long as WFH is implemented, civil servants are in a doubtful performance, according to KASN there are a number of delays in public services that occur as a result of the WFH policy being implemented suddenly as part of preventing the transmission of covid-19, because a number of civil servants need adaptation time in using the online system which is new for ASN (Cahyana , 2020). In the other hand, KemenPAN-RB as quoted in detik.com, stated that at the time of WFH there were many civil servants who were not productive, especially civil servants who were not adaptive to the use of technology, namely civil servants aged 50 and over or identical to civil servants who held structural positions and There are many employees who are not in accordance with the required competencies, so one of the temporary solutions is to move to another position (Lidyana, 2020). Thus, readiness is needed in implementing WFH, because civil servants are not fully able to perform well while implementing WFH.

In line with prior explanation, several studies state that there are several facts that cause the teleworking policy to not work properly when applied to civil servants, including technology, regulations regarding civil servant discipline that are unclear and not well communicated and the low quality of civil servants. itself (Suarlan, 2017). Regarding the quality of civil servants, in fact, training and education programs can be a solution for improving the quality of civil servants, especially in Indonesia, but another problem arises when most of the civil servants in Indonesia are high school graduates and are around 46-55 years old which causes them to think that the training provided especially for implementing teleworking activities is not needed because they think that their professional career will end soon and retire, this is a consideration that the implementation of teleworking will not optimally functioned in Indonesia in the near future (Suarlan, 2017). In line with this, it was also found that younger workers tend to be more consistent in carrying out teleworking which values more about the telework and considers that this method of work is an convenience and has more freedom to plan time and work independently as desired while still paying attention to the quality of the work (Fonner & Roloff, 2010; Nakrošienė, Bučiūnienė, & Goštautaitė, 2019).

Several studies on teleworking also show that the higher the level of education, the employees will choose to work from home. One of the results from the research of Walls, Safirova, and Jiang (2010) shows that education has a strong positive impact on the tendency to work from home, especially people with higher educational achievement. In line with this, Drucker and Khattak (2000) quoted by Walls, Safirova, and Jiang (2010), stated that the higher the level of education a person has and as he gets older/become senior the more likely he is to work at home. Sigh et al (2013) in their research also stated the same thing, namely that individuals with higher levels of education have higher negotiation and influencing ability with their employers, so they have the readiness to telecommute and adopt telecommuting. Research by Rupiettaa and Beckmannb (2016), also shows the same thing as previous research, stating that employees who have better education and higher income, more often decide to work from home. Furthermore, research by Bick, Blandin and Mertens (2020) shows that during the month of May 2020 there were more than half (50.2 percent) of all workers with a bachelor's degree or more (higher education) working from home every day, whereas only

14, 6 percent of workers with a secondary school degree or less (low education) work from home.

Position is also one of the factors in doing work from home, because the position includes the roles, tasks and functions that a person will perform in doing his job. Role theory states that a role is a set of tasks, obligations and expectations related to an individual's position and status (Martin and Wilson, 2005 in Zhang, et al, 2020). Furthermore, Rakhmawanto (2007) states that a position is a collection of work tasks performed by an employee in carrying out his duties, including obligations, responsibilities, and necessary conditions. In line with this, Vries, Tummers, & Bekkers, 2018 in their research stated that a person's position in an organization can influence their views. Pfeffer (1992) cited by Vries, Tummers and Bekkers (2018), specifically emphasizes position as a very important formal resource because people can have power as a consequence of their formal position in the organizational hierarchy.

Based on several previous studies, the author of this article will elaborate on four demographic factors (length of work, age, education level and position), especially in the public sector in Indonesia. This elaboration is also based on Civil servants act number 5 of 2014. Each demographic factor is further regulated in this Law. Regarding positions, it is regulated more clearly in Article 68 paragraph 1, which states that CIVIL SERVANTS are appointed in certain ranks and positions in Government Agencies, so that positions are inherent in CIVIL SERVANTS. Based on Government Regulation of the Republic of Indonesia Number 11 of 2017 concerning Civil Servant Management, position is a position that indicates the functions, duties, responsibilities, powers and rights of an ASN employee in an organizational unit.

According to Holt (2007), readiness itself means that readiness to change is a comprehensive attitude that is simultaneously influenced by content (what is changed), process (how the change is implemented), and context (the circumstances in which the change is taking place, and In line with this, Armenakis et al. (1993) quoted by Rafferty et al. (2013) stated that there are two beliefs as a key component of readiness for change, this component is the belief that change is needed and the belief that individuals and organizations have the capacity to make change In line with this, Bernerth (2004) states that readiness is more than just understanding change, readiness is more than simply believing in change, readiness is a

collection of thoughts and intentions towards certain change efforts. then readiness is an important thing ng owned by civil servants in making changes, especially changes that must be implemented during the pandemic that hit the whole world, including Indonesia. Looking at various previous statements, the readiness of civil servants is the main thing in change, because civil servants must still be able to provide services in various existing situations. In line with this, Armenakis, Harris, and Mossholder (1993) argue that creating readiness is often linked to the relationship as a way to reduce resistance to changes that occur. Readiness is also often described in terms of the beliefs, attitudes and intentions of organizational members (Armenakis, Harris, and Mossholder, 1993), so that it is an important thing because it includes the attitudes and intentions of organizational members in making change. Furthermore, readiness is needed because it is one of the most important factors involved in early support for change initiatives (Armenakis et al., 1993; Armenakis, Harris, & Feild, 1999 in Holt, et al, 2007).

Furthermore, Holt (2007) states that there are four dimensions that are used to measure readiness for change. The first dimension, Appropriateness, which refers to the level of individual confidence that the proposed changes are appropriate, necessary, and beneficial for the organization, which consists of two indicators, namely Discrepancy (the level of individual confidence that change initiatives are needed because it is a need and there are legitimate reasons for taking the initiative. on these changes) and Organizational Valence (the level of individual confidence that changes will benefit the organization). The second dimension, Management support, refers to the level of individual belief that the leader in the organization is committed to and supports the implementation of change. The third dimension is Change-Specific Efficacy which refers to the level of individual belief that they have the ability and skills to carry out tasks and activities when change is implemented. The last or fourth dimension is Personal Valence which refers to the level of individual confidence that the proposed changes are beneficial for the individual personally.

In line with prior explanation, it can be seen that the first dimension represents the Change Content perspective in the individual readiness model, the second dimension represents the Change Process perspective in the individual readiness model, because the role of the leader is closely related to the steps taken during the change, as well as the third dimension and the fourth represents the perspective of Individual Attributes in the readiness

model related to individual characteristics in the organization. These four dimensions are the focus used by the authors in this article to see the readiness of civil servants in Indonesia based on their positions in implementing WFH. Based on the problem description and literature review that has been described by the author above, the writer using Holt's main theory as a measurement tool in seeing the readiness of civil servants based on their position in implementing WFH, will raise the main research question, namely: **Is the level of civil servant readiness influenced by position (structural / Functional), Education Level, Age, and Job Tenure?**

Methods

This study uses a quantitative approach using online survey questionnaire design to measure the readiness of civil servants in carrying out WFH policies. The purpose of this study was to see the differences in the readiness of civil servants in structural and functional positions, age, last education, and job tenure in carrying out WFH policies both in the central government and local governments based on the theory of readiness for organizational change proposed by Holt, Armenakis, Field, and Harris (2007) with four dimensions of readiness; suitability, management support, change-specific efficacy, and personal valency. This research is a descriptive and explanatory research because it is conducted to describe a condition (readiness of civil servants) and to find an explanation of an event, namely between the WFH policy, the position of a civil servant, age, last education, and job tenure. The primary data for this study were taken cross-sectional through an online survey using a monkey survey platform which was conducted on 3rd August to 10th August 2020. The population of this study were civil servants who were divided into two groups, namely structural and functional positions with non-probabilistic sampling, namely quota sampling and there are 383 respondents available (157 respondents from civil servants in structural positions and 226 respondents for functional positions), with proportion of female 195 respondents and male 188 respondents. According to respondents' domicile, most of the respondentss come from West Java Province (130 respondents) and DKI Jakarta Province (113 respondents), so the data does not represent civil servants in general. Data processing used to measure the level of readiness is a likert scale that includes 4 categories (Strongly Agree, Agree, Disagree, and Strongly Disagree), researchers used descriptive analysis techniques by dividing into three

levels of readiness, namely; low is valued 1 with a score of 10-20; moderate valued 2 with a score of 20.01-30; and high is valued 3 with a score of 30.01-40 (Dittrich, France, Hatzinger, & Katzenbeisser, 2007). In doing the statistical analysis, the authors used the SPSS software tools. Measurement of the readiness of each position in implementing WFH is done with basic computing. Furthermore, the formula that being used for testing two groups of sample is the multiple linear regression Analysis for calculating the value of a dependent variable (readiness of civil servants in carrying WFH) from an independent variable (structural and functional position, age, last education, and job tenure). The purpose of using the multiple linear regression is to examine if there is any influence between the dependent variable and the 4 independent variables provided.

Results and Discussion

According to the factual situations on the field that have been previously described regarding the pandemic situation which accelerate the digitalization of public services whose conducted by the civil servants in Indonesia that have been described previously regarding the pandemic situation which is one of the levers for the acceleration of the digitalization of services and the workings of civil servants in Indonesia, researchers will examine the level of readiness of civil servants in conducting WFH by looking at the influence of four demographic factors, namely position (structural / functional), age, education level and length of time working based on data collection that has been done by researchers with a sample of 383 respondentss, consisting of 157 structural positions and 226 functional positions. In this study, the number of female respondents is dominating the survey with 195 respondents while their male counterparts only consist 188 respondents, the data can be referred to Figure 1 below. In line with data from the BKN issued in June 2020, the proportion of women is also more dominant based on gender, with a total of 2,130,961 or around 51.71%. while the number of male civil servants was 1,990,215 or 48.29% (BKN, 2020). Furthermore, table 1 shows the results of calculations using ANOVA and regression. Then, the analysis results of the pandemic effect to current situation using multiple linear regression coefficients is displayed in Table 2

Table 1.
Anova Determinants of Significance of Regression

Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	,190[a]	,036	,026	,51579

a. Predictors: (Constant), LAMA WAKTU BEKERJA, JABATAN YANG ANDA MILIKI, PENDIDIKAN TERAKHIR, USIA

Source: SPSS Data Analysis, 2020

Based on table 1, we can see that 3.6% of civil servants' readiness in implementing WFH is influenced by the length of time worked, their position, last education, and internal age, the rest there are other influences that are not explained in this paper.

ANOVA[a]

Model		Sum of Squares	df	Mean Square	F	Sig.
1	Regression	3,780	4	,945	3,552	,007[b]
	Residual	100,565	378	,266		
	Total	104,345	382			

a. Dependent Variable: Tingkat Kesiapan WFH (Revisi - Recode)

b. Predictors: (Constant), LAMA WAKTU BEKERJA, JABATAN YANG ANDA MILIKI, PENDIDIKAN TERAKHIR, USIA

Source: SPSS Data Analysis, 2020

Table 1 shows that the F count is 3.552, while the F table value can be obtained by using the F table with degrees of freedom (df) Residual (residual) which is 378 as the denominator df and df Regression (treatment) which is 4 as the df numerator with significance level of 0.05. Based on the significant value, it can be seen in the sig column that is 0.007 which means the probability of 0.007 is less than 0.05, then, the regression equation model based on the research data is significant, meaning that the existing linear regression model with predictor variables is the job tenure, the position held, the last education. , and age can be used to predict the readiness of civil servants to implement WFH policies.

Table 2.
Multiple Linear Regression Coefficient
Coefficients[a]

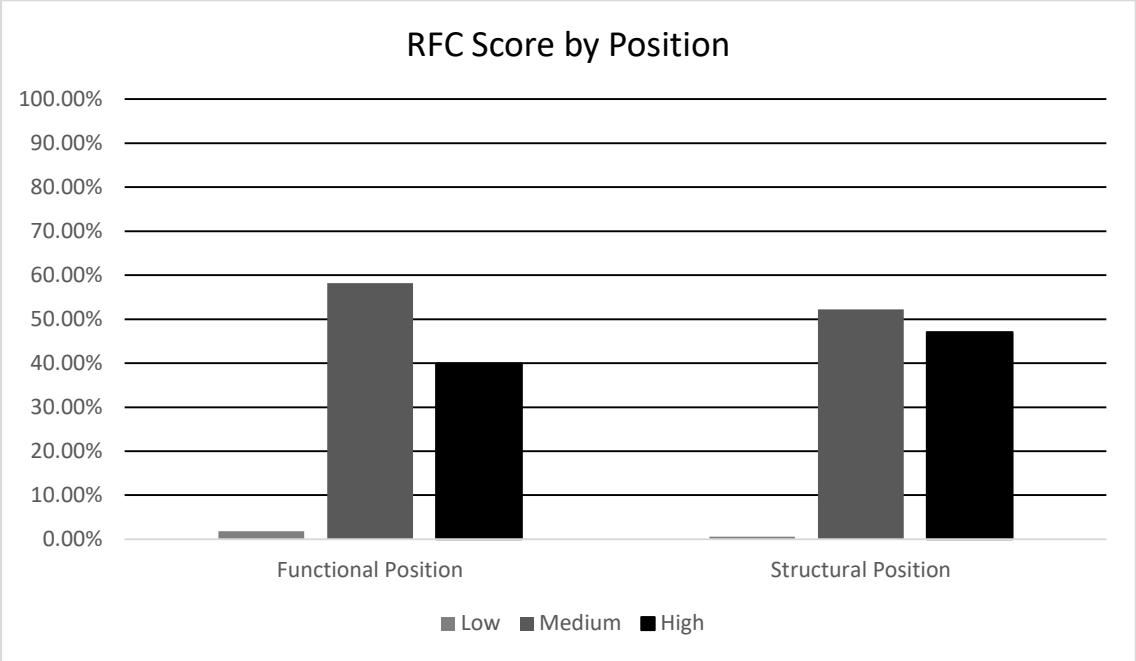
Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
1	(Constant)	2,436	,204		11,945	,000
	The position of a civil servant	-,155	,054	-,146	-2,853	,005
	The last education	,067	,036	,100	1,885	,060
	Age	-,065	,034	-,132	-1,909	,057
	Job Tenure	,019	,042	,032	,457	,648

a. Dependent Variable: Tingkat Kesiapan WFH (Revisi - Recode)

From Table 2, it shows that three out of four independent variables (position held, age, and latest education) have a significant effect on the readiness of civil servants in implementing WFH. The position variable held has a significant negative effect on the one percent confidence level, meaning that structural positions have better readiness than functional positions. Meanwhile, younger and more educated civil servants respondentss have better readiness than older and less educated civil servants respectively at the ten percent confidence level. Meanwhile, the Variable Length of Working Time has no significant effect on the readiness of civil servants in implementing WFH.

The descriptive analysis of the three variables is explained in succession as in the graph below.

Graph 1.
RFC Score by Position

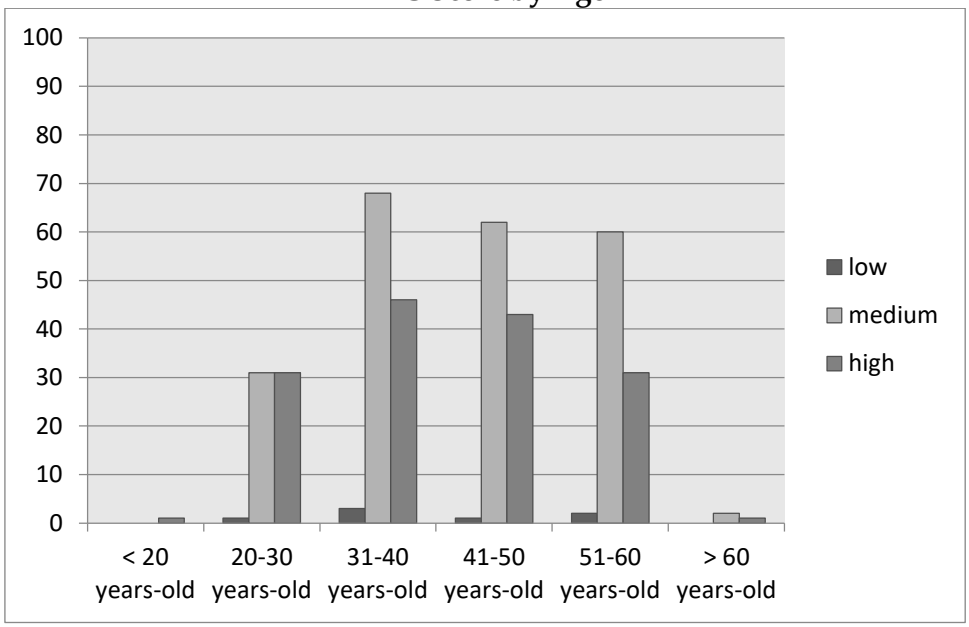


Source: Results of research data processing, 2020

Information n = 383; functional position= 226 respondents; structural position= 157 respondents

According to table 2, the results of linear regression analysis, the occupational variable (functional vs structural) has a significant effect on 1% in a negative direction In spite of the the fact that the second functional and structural positions are spread into two readiness categories (medium and high), the percentage of respondentss who hold structural positions with a high level of readiness is relatively higher than respondentss who have functional positions (47.1% versus 39, 9%). In addition, descriptive analysis at the dimension level shows that the majority of respondentss who have structural positions (50.3%) consider that they get relatively better support from their superiors than respondentss who have functional positions (41.4%).

Graph 2.
RFC Score by Age



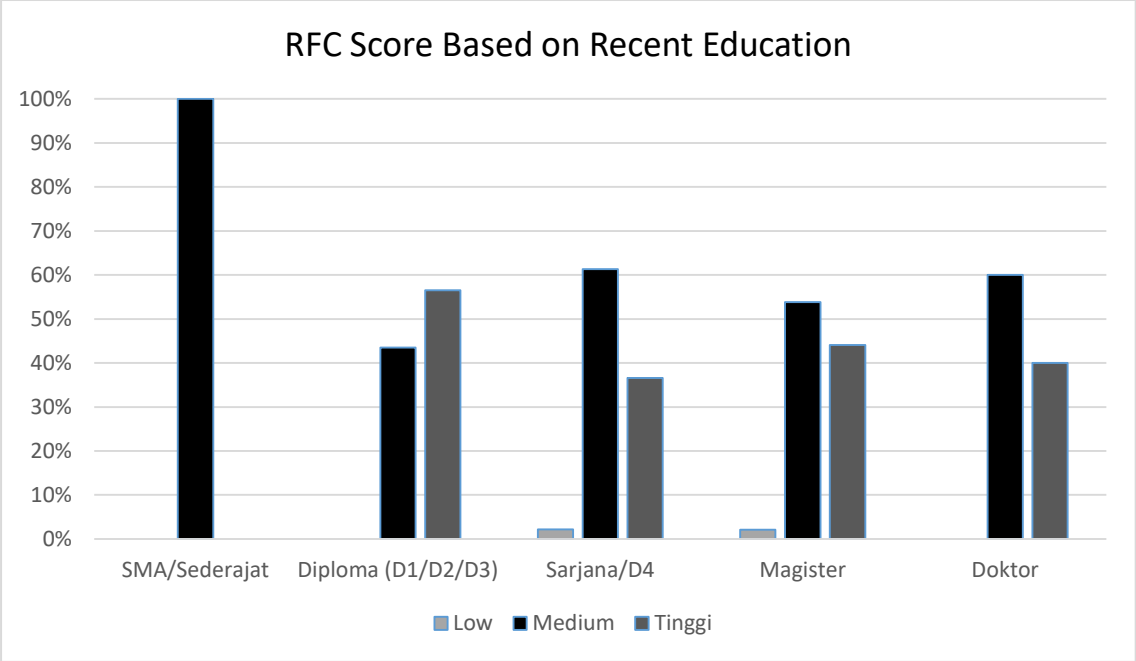
Information: n = 383; age <20 years = 2 respondentss; age 20-30 years = 63 respondentss; 31-40 years old = 117 respondentss; 41-50 years = 106 respondentss; and age> 60 years = 3 respondentss

Source: Results of research data processing, 2020

Based on table 2 of the results of linear regression analysis, younger civil servant respondentss have a better level of readiness than their older colleagues in welcoming the implementation of WFH policies. As shown in Graph 2 above, civil servants who are in the age range <20 have a high RFC score of 100% (2 respondentss). Then, the results of the analysis show that the majority of respondentss at the age of 20-30 have moderate or high readiness (49.5% respectively). In addition, descriptive analysis at the dimension level shows that the majority of respondentss aged <20 years have met three dimensions, namely, the dimensions of Appropriateness, Management Support and Change-Specific Efficacy. This indicates that aged <20 feel confident in the urgency of changing their work style from traditional (working from home) to WFH, getting support from their superiors in running WFH and also feeling confident that they have the ability and skills to carry out tasks and activities when the WFH Policy is implemented. As for the 20-30 years old age category, it is only fulfilled in the dimensions of Appropriateness and Management Support, with an indication that at this age

the urgency of changing work from traditional to WFH and receiving good managerial support is indicated.

Graph 3.
RFC Score based on Last Education



Information: n = 383; SMA / equivalent = 9 respondentss; Diploma (D1 / D2 / D3) = 23 respondentss; Bachelor / D4 = 186 respondentss; Masters = 145 respondentss; Doctorate = 20 respondentss

Source: Results of research data processing, 2020

Furthermore, according to table 2 of the results of the linear regression analysis, education has a significant effect on 10% with a negative direction where the higher the last education a civil servant has, the higher the readiness to implement WFH. Looking at graph 3 above, although the highest readiness of 100% is found from SMA / equivalent respondentss, the number of respondentss is only 9 respondentss. Furthermore, by looking at the distribution of the largest respondentss with undergraduate degree (186 respondentss) and "postgraduate/master degree" (145 respondentss), it can be found that the respondentss have moderate readiness or in other words are undergoing a process towards being ready to implement WFH policies when viewed from theory. readiness for change.

Furthermore, to get a more adequate understanding of the results of the above analysis, the researcher conducted further investigations at the dimension level, namely the

Appropriateness Dimension, Management Support Dimensions, Change Specific Efficacy Dimensions, and Personal Valence Dimensions. These four dimensions will be explained further below;

Table A.
summarizes the results of the descriptive analysis of the Appropriateness Dimensions on the three independent variables (Position, Age, and Education Level)

Variable of Civil Servants Position (n=383)	**Readiness Level**	
Functional Position	Low	3,1 %
	Medium	62,4 %
	High	34,5 %
Structural Position	Low	0,6 %
	Medium	58 %
	High	41,4 %
Variable of Age (n=383)	**Readiness Level**	
<20 years	Low	0%
	Medium	0%
	High	100%
20-30 years	Low	1,6%
	Medium	46%
	High	52,4%
31-40 years	Low	1,7%
	Medium	59%
	High	39,3%
41-50 years	Low	1,9%
	Medium	66%
	High	32,1%
51-60 years	Low	3,2%
	Medium	66,7%
	High	30,1%
>60 years	Low	0%
	Medium	66,7%
	High	33,3%
Variable of last education (n=383)	**Readiness Level**	
SMA/Sederajat	Low	0%
	Medium	100%

	High	0%
Diploma (D1/D2/D3)	Low	0%
	Medium	43,5%
	High	56,5%
Sarjana/D4	Low	2,7%
	Medium	64%
	High	33,3%
Magister	Low	2,1%
	Medium	56,6%
	High	41,4%
Doktor	Low	0%
	Medium	60%
	High	40%

Source: Results of research data processing, 2020

Based on the processed results of the researcher's survey which can be seen in Table A, functional positions and structural positions have a moderate level of readiness with 62.4% and 58% respectively, which means that the two positions are in the process of being ready to implement WFH. Furthermore, the age variable shows that when viewed from the Appropriateness Dimension, readiness is in a high position at <20 years old with a percentage of 100% (1 respondents), 20-30 years old with a percentage of 52.4% (33 respondentss), and at other ages are at a moderate level of readiness. In addition, in the last education level variable, high readiness in the appropriateness dimension was shown in Diploma education (D1 / D2 / D3) with a percentage of 56.5% (13 respondentss), while the majority of readiness viewed from the appropriateness dimension was at a moderate level both at education level Bachelor / D4 (64% or 62 respondentss), master (56.5% or 82 respondentss), and doctorate (60% or 12 respondentss).

This dimension of appropriateness itself means that there is confidence in the individual if a change made is the right way to solve the problem at hand where this change is considered necessary and useful. This dimension consists two indicators, namely; 1. Discrepancy (the level of individual confidence that change initiatives are needed because it is a necessity and there are legitimate reasons to initiate these changes) and Organizational Valence (the level of individual confidence that changes will benefit the organization (Holt, Armenakis, Feild, and Harris, 2007)

Most of the respondentss show a positive response with the change in the way of working for civil servants where the respondentss considered that the WFH way of working

had an effect on the completion of the respondents's work in terms of the effectiveness of the work time and the flexibility in completing the work. Furthermore, this positive response also present because the institution where the respondents works provides website facilities or digital supporting applications that are able to be used by respondentss to facilitate their work during WFH. This positive result was also supported by a statement from the Minister for Administrative Reform and Bureaucratic Reform, Tjahjo Kumolo, that each agency must still be able to provide excellent service to the public even though WFH system is being implemented where each agency is required to have an online attendance application, digitizing services for the community. web-based or application followed by simplification of business processes and supported by standard operating procedures so as to make it easier for bureaucrats and the public (Sugianto, 2020; menpan.go.id, 2020). Furthermore, in other studies said that there is a need for directed regulation regarding WFH itself by looking at the indicators and conditions that make this policy develop by not only paying attention to conditions in the city center (Hynes, 2014).

Table B.
Summarizes the results of the descriptive analysis of the Management Support Dimensions for the three independent variables (Position, Age, and Education Level)

Variable of Civil Servants Position (n=383)	**Readiness Level**	
Functional Position	Low	2,7 %
	Medium	54,4 %
	High	42,9 %
Structural Position	Low	0 %
	Medium	49,7 %
	High	50,3 %
Variable of Age (n=383)	**Readiness Level**	
<20 years	Low	0%
	Medium	0%
	High	100%
20-30 years	Low	3,2%
	Medium	44,4%
	High	52,4%

31-40 years	Low	3,4%
	Medium	58,1%
	High	38,5%
41-50 years	Low	0%
	Medium	52,8%
	High	47,2%
51-60 years	Low	0%
	Medium	66,7%
	High	33,3%
>60 years	Low	0%
	Medium	66,7%
	High	33,3%
Variable of last education (n=383)	**Readiness Level**	
SMA/Sederajat	Low	0%
	Medium	88,9%
	High	11,1%
Diploma (D1/D2/D3)	Low	0%
	Medium	47,8%
	High	52,2%
Sarjana/D4	Low	1,6%
	Medium	50,5%
	High	47,8%
Magister	Low	2,1%
	Medium	53,1%
	High	44,8%
Doktor	Low	0%
	Medium	55%
	High	45%

Source: Results of research data processing, 2020

According to table B above regarding the readiness of civil servants in implementing WFH in terms of the management support dimension, it can be seen that the variable positions, both functional and structural positions, are at a moderate level of readiness, which means they are ready to carry out WFH. Furthermore, high readiness in the age variable is in respondentss aged <20 years with a percentage of 100% (1 respondents) and 20-30 years with a percentage of 52.4% (33 respondentss), and the rest are at a moderate level of readiness. The third variable, namely the latest education level, shows that the high level of readiness to implement WFH is at the SMA / equivalent education level with a percentage of 100% (1 respondents) and a Diploma (D1 / D2 / D3) of 52.2% (12 respondentss), while the level of Bachelor, Master and Doctoral education are at a moderate level of readiness when viewed

through the management support dimension. This dimension itself indicates the existence of senior leader support, which refers to the level of individual belief that leaders in the organization are able to commit and support the implementation of change (Holt, Armenakis, Feild, and Harris, 2007). In addition, commitment is needed to carry out institutionalization where if there is no clear support from the leadership, it will have implications for the attitudes of individuals in organizations who tend to be skeptical and inactive in making changes (Armenakis, Harris, and Mossholder, 2002).

In line with this, Respondents have the same belief in the commitment of agency leaders in implementing WFH, it is proven by the number of respondentss who get supporting facilities from the institutions where they work, both facilities such as adequate internet data plan, supporting infrastructure, motivation, allocation of funds and training as a form of support for implementing changes to the WFH work system. This is in line with the regulations that have been regulated by the Minister of Administrative Reform and Bureaucratic Reform (PANRB) through Circular (SE) Number 58 of 2020 concerning the Work System for State Civil servants in the New Normal Order (Setkab.go.id, 2020) . In this circular, the government provides infrastructure support and support for human resources by providing facilities through organizations. The data obtained by researchers shows that the facilities provided are in the form of credit and quota subsidies as has been done by the Ministry of Finance for civil servants under its auspices since April 2020 in the form of credit assistance of IDR 150,000 and the nominal value will be increased in 2021 (Salihah, 2020) .

Furthermore, both in functional and structural positions both feel that respondents get motivated from the leader to implement WFH. This is intended so that individuals in the organization do not lose direction and experience demotivation when facing changes in job search through WFH which will have implications for decreased performance (Dewayani, 2020). In line with this, another study states that a leader and his employees must have a high sense of trust when implementing WFH and also the role of the leader to keep in touch by providing direct support and empathy is needed so that employees feel cared for and don't forget their work and become what they want. in carrying out work (Vries, Tummers, & Bekkers, 2019)

Then, we have Table C to explain a descriptive analysis of the Dimensions of Change-Specific Efficacy on the three variables that affect readiness in implementing WFH.

Table C.
Dimensions of Change-Specific Efficacy of Three Variables (Position, Age, and Last Education Level)

Variable of Civil Servants Position (n=383)	**Readiness Level**	
Functional Position	Low	1,3 %
	Medium	56,6 %
	High	41,2 %
Structural Position	Low	0 %
	Medium	54,8 %
	High	45,2 %
Variable of Age (n=383)	**Readiness Level**	
<20 years	Low	0%
	Medium	0%
	High	100%
20-30 years	Low	1,6%
	Medium	52,4%
	High	46%
31-40 years	Low	0,9%
	Medium	52,1%
	High	47%
41-50 years	Low	0,9%
	Medium	52,8%
	High	46,2%
51-60 years	Low	2,2%
	Medium	67,7%
	High	30,1%
>60 years	Low	0%
	Medium	33,3%
	High	66,7%
Variable of last education (n=383)	**Readiness Level**	
SMA/Sederajat	Low	0%
	Medium	88,9%
	High	11,1%
Diploma (D1/D2/D3)	Low	0%
	Medium	56,5%
	High	43,5%
Sarjana/D4	Low	1,6%

	Medium	56,5%
	High	41,9%
Magister	Low	1,4%
	Medium	52,4%
	High	46,2%
Doktor	Low	0%
	Medium	60%
	High	40%

Source: Results of research data processing, 2020

According to results of the researcher's survey which can be seen in Table C, the Change-Specific Efficacy dimension with its relation to the three variables affecting WFH (position, age, and education level) shows interesting results with an average level of readiness in medium score. In the Position Variable, both (Functional and Structural) are at the medium level in carrying out WFH, namely 141 respondentss (56.6 percent) in Functional Positions and 91 respondents (54.8 percent) in Structural Positions. The age variable shows that those aged <20 years and > 60 years are at a high level of readiness with 100% (2 respondentss) and 66.7% (2 respondents) respectively and other age levels having moderate readiness levels. Furthermore, the variable level of education is on average at a moderate level of readiness, with the education level of SMA / equivalent having the highest percentage of 88.9% (8 respondentss), then the doctoral education level with a percentage of 60% (12 respondentss).

According to Holt, et al. (2007) Change-Specific Efficacy refers to the level of individual belief that they have the ability and skills to carry out tasks and activities when change is implemented. In this dimension, both positions already have the confidence that the abilities and skills obtained from education, training, and experience can be implemented properly following the changes that occur. In the Age Variable, in this dimension, the age <20 years is more dominant in terms of having confidence in the ability and skills in running WFH. On the one hand, if you look at the education variables, SMA / equivalent, and Doctoral education are more dominant in this dimension.

Civil servants feel confident that they can run WFH with their abilities and skills because during WFH CIVIL SERVANTS is also provided with online seminars or what are known as webinars. One of them is ASN Inspiration Talk which is a discussion forum organized by the Ministry of Administrative Reform and Bureaucratic Reform (PANRB) to

increase the insight and skills of ASN with different themes each week (Menpanrb Humas, 2020). According to Makarius and Larson (2017), a virtual worker must be able to increase other people's confidence in their abilities, by showing competence in tasks and demonstrating their skills. That way, believing in the abilities and skills possessed is important in seeing the readiness for change.

Table D.
Dimensions of Personal Valence for Three Variables
(Position, Age, and Last Education Level)

Variable of Civil Servants Position (n=383)	**Readiness Level**	
Functional Position	Low	8,8 %
	Medium	79,6 %
	High	11,5 %
Structural Position	Low	9,6 %
	Medium	70,1 %
	High	20,4 %
Variable of Age (n=383)	**Readiness Level**	
<20 years	Low	0%
	Medium	100%
	High	0%
20-30 years	Low	12,7%
	Medium	63,5%
	High	23,8%
31-40 years	Low	6%
	Medium	77,8%
	High	16,2%
41-50 years	Low	10,4%
	Medium	72,6%
	High	17%
51-60 years	Low	9,7%
	Medium	84,9%
	High	5,4%
>60 years	Low	0%
	Medium	66,7%
	High	33,3%
Variable of last education	**Readiness Level**	

(n=383)		
SMA/Sederajat	Low	11,1%
	Medium	88,9%
	High	0%
Diploma (D1/D2/D3)	Low	8,7%
	Medium	69,6%
	High	21,7%
Sarjana/D4	Low	10,2%
	Medium	76,9%
	High	12,9%
Magister	Low	7,6%
	Medium	74,5%
	High	17,9%
Doktor	Low	10%
	Medium	75%
	High	15%

Source: Results of research data processing, 2020

Based on the processed results of the researcher's survey which can be seen in Table D, the last dimension Personal Valence gets moderate results on the three Demographic Variables (position, age, and education level). In this dimension, the Position Variables (Functional and Structural) are both at the moderate level in carrying out WFH, namely 180 respondentss (79.6 percent) in Functional Positions and 110 respondentss (70.1 percent) in Structural Positions. Age variables in this dimension are also all at a moderate level, with age <20 years having a high percentage of 100% (2 respondentss). Then, in the variable level of education, high school/equivalent and doctorate dominates with the respective percentage, 88.9% (8 respondentss), and 75% (15 respondentss).

According to Holt, et al. (2007) Personal Valence refers to the level of individual confidence that the proposed changes are beneficial for individuals personally. In this dimension, the results show that the three influential demographic variables, namely position, age, and education level, feel that change is beneficial for individual personalities. The benefits felt by individual civil servants can be seen from semi-open questions that focus on communication with internal and external parties during WFH which can be said to be running smoothly, from these results as many as 281 respondentss (73.4%) answered that they did not experience obstacles in establishing communication with internal parties (such as colleagues, superiors), while to experience obstacles in establishing communication with external parties, 274 (71.5%) of respondentss answered that they did not experience obstacles.

With these results, the three variables, both occupation, age, and education level were equally able to communicate fluently, because it was felt that WFH had personal benefits for individual civil servants.

The benefits that can be felt by individual civil servants during WFH are the creation of a work-life balance, but of course, they must apply time discipline so that work targets can be achieved properly and time for family and other needs can still run in a balanced manner (Rizky, 2020). Furthermore, Mustajab, et al. (2020) stated that there are several positive impacts from WFH, namely Work-Life Balance, Flexibility, Saving Time, Quality Time, and Comfortable. According to the Ministry of Administrative and Bureaucratic Reform (PANRB), the presence of WFH has increased the ability of employees to utilize information technology and also work-life balance (Prabowo, 2020). Changing the work system to WFH has many benefits for civil servants, although not all of the benefits are fully felt.

Conclusion

This study aims to investigate the influence of four demographic factors possessed by civil servants (structural / functional position, age, last education level, and length of work) on their level of readiness in implementing work from home policies. The results of the analysis show that three demographic factors are statistically proven to have an influence on the readiness level of civil servants. First, civil servants who occupy structural positions have a better level of readiness than their colleagues who hold functional positions (1% confidence level). Second, the age factor of civil servants is proven to have an inverse effect on the readiness level of civil servants, namely that younger civil servants are more prepared to work from home. In addition, the higher the level of education possessed by individual civil servants, the higher their level of readiness. The last two factors (age and education level) are significant at the 10% confidence level. The long working time factor has no effect on the readiness of civil servants in implementing the work from home policy.

Practically, the findings in this study can be used as input for policy makers in determining the direction of policies related to WFH in civil servants in the future. These three factors can become criteria in developing a supporting system to support the productivity of civil servants who are allowed to work from home. Although this study has limitations in the number of respondentss involved, it can be a starting point to further explore why civil

servants with structural positions, younger and highly educated have a higher or greater potential to run WFH productively. We encourage follow-up studies with a more representative number of respondentss as well as the use of other theoretical frameworks to increase our understanding of the issue of civil servants working from home.

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Teacher's Readiness Level in Implementing Work from Home Policy in Indonesia

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Abstract

During the Covid-19 pandemic, the Indonesian Government has implemented Work from Home policy for government employees, including teachers. The duties and obligations of teachers are unique compared to other government employees who provide more administrative services. The teacher must deliver learning to students, whose ultimate goal is to measure student's abilities on the curriculum. This paper will describe the readiness of teachers in implementing the Work from Home Policy. This study uses the Readiness for Organizational Change theory with four readiness dimensions, namely appropriateness, management support, change-specific efficacy, and personal valence. This study uses quantitative approach by online survey, through accidental sampling, which is analysed with different tests, Mann-Whitney U Test and Kruskal-Wallis H Test. The results show that all dimensions of readiness are at moderate level, and there are differences in the level of teacher's readiness when compared by regional and age, and there is no difference in the level of teacher's readiness when compared by education level.

Keywords:

level of readiness; readiness; teacher; work from home

Introduction

The Covid-19 pandemic declared by the World Health Organization (WHO) as a global pandemic is one of the challenges faced by the industrial revolution 4.0 era. This pandemic was declared a non-natural national disaster. As a result of its rapid and massive

spread, this pandemic requires the government to enact a new policy for the State Civil Apparatus, including adjusting the working system. The instruction for adjusting the working system is listed in the Circular Letter of the Minister of Administrative and Bureaucratic Reform Number 19 of 2020 on Adjustments to the Work System of the State Civil Apparatus in Efforts to Prevent the Spread of Covid-19 in Government Agencies. One form of adjustment to the work system is that the state civil apparatus can carry out official duties by working at home or working from home (WFH), but it needs to be regulated and adapted by each institution so that they can continue to pay attention and don't interfere government processes and services to the citizen. The implementation of this policy is valid until 31st March 2020, then extended to 21st April 2020 through Circular Letter of the Minister of Administrative and Bureaucratic Reform Number 34 of 2020. This policy is a response to the extension of the status of a certain emergency situation for the Covid-19 disease outbreak in Indonesia that has been issued by the National Disaster Management Agency (BNPT). Finally, in the Circular Letter of the Minister of Administrative and Bureaucratic Reform Number 58 of 2020 concerning the Work System for State Civil Apparatus in the New Normal Order, it is emphasized that the state civil apparatus continues to carry out its duties and functions productively. The work system in the New Normal Order for State Civil Apparatus is flexible and adjusted to the status of Large-Scale Social Restrictions in each region.

The policy made by the Ministry of Administrative and Bureaucratic Reform has also produced specific policies in each ministry. For example, teachers, most of whom have the status of Regional State Civil Apparatus, also have to make adjustments to the work system in view of the circular state of the Minister of Administrative and Bureaucratic Reform. So, the Minister of Education and Culture adapt and make efforts to prevent the spread of Covid-19 in educational settings by issued a Circular Letter of the Minister of Education and Culture Number 4 of 2020 on the Implementation of Education Policies in an Emergency Period of the Spread of Covid-19 which was strengthened by the Minister of Education and Culture Circular Number 15 of 2020 on Guidelines for Organizing Learning from Home in an Emergency for the Spread of Covid-19 (Kamil, 2020; Ministry of Education and Culture Website Manager, 2020).

The methods and media for implementing Learning from Home which are carried out by Distance Learning (Pembelajaran Jarak Jauh or PJJ) are divided through two approaches,

online with 23 pages of learning resources for students and offline through the use of learning programs through Indonesia television (TVRI) , radio, printed teaching materials, self-study modules, and worksheets, and props from the surrounding environment (Ministry of Education and Culture Website Manager, 2020). Based on the Joint Decree between the four ministers, learning methods in the new normal era will be carried out according to the zone; for schools in the red, orange, and yellow zones it is recommended to continue implementing PJJ, but for schools in the green zone they can carry out face-to-face learning while still following health protocols (P3GTK, 2020).

However, the distance learning platform, online and offline, will be permanent with the aim of developing the competence of students in global competition (Ministry of Education and Culture Website Manager, 2020). The Director General of Teachers and Education Personnel of the Ministry of Education and Culture stated that the Ministry of Education and Culture encourages the use of a combination or hybrid model so it still in line with the goal of creating superior and innovative human resources to face the industrial revolution 4.0 (Ministry of Education and Culture Website Manager, 2020). Implementation of distance learning that utilizes technology-based learning methods provides various opportunities to catalyze the implementation of education 4.0 (Anas, 2020). Distance learning offers a variety of facilities and opportunities to learn independently and think critically in reaching and understanding such a wide range of knowledge (Anas, 2020). In line with the use of technology, distance learning requires education units to have the capacity and competence to utilizes technology (Ministry of Education and Culture Website Manager, 2020).

There are still some obstacles from the learning from home method that become challenges for the government. The Coordinating Minister for Human Development and Culture stated that distance learning had more disadvantages than strengths, and the supporting facilities for distance learning were not evenly distributed and adequate (CNN Indonesia, 2020). The Indonesian Child Protection Commission (KPAI) then argued that the government should map the community's constraints during distance learning first, so that the assistance provided is right on target, fair and equal (Liputan6.com, 2020). In addition, other problems exist relating to the number of teachers in Indonesia. The Ministry of Education and Culture predicts that Indonesia will experience a shortage of 1 million teachers

each year in the period 2020-2024 (CNN Indonesia, 2020). Furthermore, the need for the number of teachers increased by 1000% during the Covid-19 pandemic, even though previously the distribution of teachers was still uneven (Sulaiman, 2020). Other obstacles noted by the Indonesian Ombudsman based on public complaints about the implementation of distance learning, include the duration between subjects that are too congested, the internet network, inadequate technical support facilities, and the availability of mentoring time by parents of students (JPNN.com, 2020).

Based on a survey conducted by the Ministry of Education and Culture in April 2020, 86.6% of teacher activities were only giving questions, while online interactive learning is less than 40% (Muhammad, 2020). It caused several problems, such as: *First*, there are many complaints from students regarding the workload that they feel are increasing (Alam, 2020); *Second*, 67.11% of respondents stated that the lack of teacher's ability to operate digital devices was a major obstacle during distance learning; *Third*, things are related to supporting facilities (internet devices and networks), internal support and student environment, teacher support, and the inability to effectively monitor student development (Muhammad, 2020).

Based on Ashal (2020), the implementation of WFH increases the productivity of the State Civil Apparatus, because the working atmosphere at home is more pleasant, but is constrained by the limitations of technological devices. Setyawan and Lestari (2020) stated the obstacles related to the implementation of WFH, including the presence of employees who are not capable of the use of technology and cannot differentiate between work-life and home-life. Rereferring to the level of productivity in implementing WFH, Wahyu and Sa'id (2020) showed in psychological perspective, WFH can increase productivity due to the influence of social facilitation, and vice versa can reduce productivity due to social loafing conditions. Mustajab, et al. (2020) concluded that organizations that provide work facilities have the potential to implement WFH effectively, but there are areas of work that cannot be implemented effectively through WFH, such as direct services, as well as the impact of implementing WFH based on a gender perspective, namely giving disadvantages to married women due to multitasking between office and home work. In line with the field of work in WFH, Tuti (2020) also showed that the WFH policy has a negative impact on online transportation services, which results in a decrease in the level of employee welfare in that sector.

Regarding the implementation of WFH on teachers, many studies have been conducted. As a matter of fact, the implementation of WFH on teachers has positive and negative impacts. Flexibility in working time, saving transportation costs, and minimizing stress levels due to traffic jam are the positive impacts, on the other hand, saturation of the work atmosphere, disruption of work focus, data security problems, and decreased quality of learning are the negative impacts (Purwanto, 2020; Rokhani, 2020). Related to the quality of distance learning, the WFH policy has reduced the quality of learning and teaching process due to the lack of teacher's ability to operate learning applications and limited interaction with students. In addition, there are obstacles in the implementation of WFH due to the low digital competence of teachers, instability of the internet network, and difficulties in managing learning, assessment and supervision (Busyra and Sani, 2020; Rigianti, 2020; Alfiah, et al., 2020; Mastura and Santaria, 2020).

The explanations above describe that the readiness of teachers as a civil apparatus in implementing distance learning in the framework of WFH policies is not optimal, both in terms of technology use and innovation in providing learning. In fact, the readiness of teachers in implementing WFH is a key strategy that determines the implementation of WFH policies to continue in the productivity corridor. WFH as a work system with the use of technology will be closely related with the readiness of a large number of teachers and will have a strong influence on the performance of state civil apparatus teachers in the new work system. Therefore, the subject matter discussed is, "How is the Readiness of Teachers in Implementing the Work From Home Policy".

Methods

This study uses a quantitative approach to measure the level of teacher's readiness in implementing WFH policies, based on the theory of Readiness for Organizational Change by Holt, Armenakis, Feild and Harris (2007) through four readiness dimensions, namely Appropriateness, Management Support, Change-Specific Efficacy, and Personal Valence. Appropriateness is defined as the belief that certain changes are appropriate to address the situation in the organization that is being handled. There are two components in Appropriateness, namely Discrepancy, which refers to the level of individual belief that change initiatives are needed because it is a necessity and there are legitimate reasons for

initiating change and Organizational Valence which refers to the level of individual belief that change will benefit the organization. Management Support or can be referred as Senior Leader Support refers to the level of individual belief that the leader in the organization is committed to and supports the implementation of change. Change requires commitment to implementing institutionalization, because if there is no clear support from the leader, then individuals in the organization tend to be skeptical and inactive to support the implementation of change. Management Support represents the Change Process perspective in an individual readiness model, so that the role of the leader is closely related to the steps taken during the change in implementation. Change-Specific Efficacy or can be referred as Self-Efficacy refers to the level of individual belief that his or her has the abilities and skills to carry out tasks and activities when these changes are carried out, the extent to which the individual feels sure he will perform well and do his job successfully. Finally, Personal Valence or can be referred as Personally Beneficial refers to the level of individual belief that the proposed changes are personally beneficial to individuals. Individuals will assess the positive and negative outcomes of change for themselves, the fairness of change initiatives, and how individuals are treated during the change process is implemented. Individual resistance to organizational change will arise when individual personal interests are threatened.

Descriptive research is used with a purpose to describe and analyse a social phenomenon, that is regarding the readiness of teachers in implementing WFH policies. In collecting primary research data, quantitative method techniques were used through online surveys and literature reviews. This study used an online survey technique that was distributed from 6 to 10 August 2020, consisting of 25 closed questions and 5 semi-open questions. The formulation of closed questions using a Likert scale with four categories (Strongly Agree, Agree, Disagree and Strongly Disagree), its intended to measure the level of respondent agreement on a statement based on indicators of the theory of Holt, Armenakis, Feild, and Harris (2007).

The population were state civil apparatus teachers divided by city or regency domicile, age, and education level. This study used a non-probability technique, quota sampling, with 82 respondents. A literature review was carried out in 5 journals regarding WFH policies, as

well as 6 journals regarding the implementation of WFH for teachers. The data that was collected was then processed using quantitative data analysis techniques.

The hypothesis that is built is:

1. H_{o1}: There is no significant difference between the Readiness of Teachers to implement the WFH Policy between those living in the City and the District

   H_{a1}: There is a significant difference between the Readiness of Teachers to implement the WFH Policy between those living in the City and the District
2. H_{o2}: There is no significant difference between Teachers' Readiness to implement the WFH Policy between those categorized as millennial ages and non-millennial ages

   H_{a2}: There is a significant difference between the Readiness of Teachers to implement the WFH Policy between those categorized as millennial and non-millennial ages
3. H_{o2}: There is no significant difference between the Readiness of Teachers to implement the WFH Policy when viewed from their education (Undergraduate, Postgraduate, and Vocational)

   H_{a2}: There is a significant difference between the Readiness of Teachers to implement the WFH Policy when viewed from their education (Undergraduate, Postgraduate, and Vocational)

Quantitative data analysis processed through SPSS (Statistical Product and Service Solution) software using the Mann Whitney U Test to measure differences in the readiness of teacher groups based on domicile and age, and the Kruskal Wallis H Test to measure differences in the readiness of teacher groups based on education level.

Results and Discussion

a. Teleworking

The challenge faced by public organizations is adapting to social, administrative, and technological changes. One of the organizational innovations that are increasingly being adopted in public organizations is teleworking which is expected to improve the working conditions of state civil apparatus (De Vries, Tummers, & Bekkers, 2019). The implementation of teleworking is expected to support employees in balancing work and personal life and improve organizational performance (Groen, Triest, Coers, & Wtenweerde, 2018). Therefore, employees have been given the opportunity to carry out some or all their duties at home or in alternative locations (Caillier, 2012).

Telework or telecommuting, is a flexible working arrangement, where employees carry out all or most of their work physically separated from the employer's location using the assistance of information and communication technology or ICT (Baruch, 2001; De Vries, Tummers, & Bekkers, 2019). There are three types of teleworking: 1) home-based telework, when employees carry out work at home; 2) teleworking from remote offices, when employees carry out work in offices that are far from the head office; 3) mobile telework, when employees carry out work that involves traveling and/or spending time at the customer's place (Daniels, Lamond, & Standen, 2001). In this study, teleworking is referred as work from home, as it is used throughout the world, especially in the presence of the Covid-19 pandemic which has increased the number of employees working from home (Baert, Lippens, Eline, Sterkens, & Weytjens, 2020). The term work from home is also in line with one of the types of teleworking proposed by Daniels, Lamond, and Standen (2001), namely home-based telework.

b. Teacher's Competence

Various studies in the field of pedagogy have found various perspectives that are closely related to three important factors of education, namely educational attainment (success), professional development, and social change (Suciu & Mâţă, 2011). Pedagogic competence is the ability of individuals to coordinate and synergize the combination of tangible resources (such as teaching materials, books, articles, technology, hardware, and software) and intangible resources (such as knowledge, skills, and experiences) to achieve efficiency and/or effectiveness pedagogy (Madhavaram & Laverie, 2010). Gliga in Suciu and Mâţă (2011) defines pedagogic competence as a professional minimum standard determined by laws and regulations that require teachers to fulfil their roles. The standard of teacher professionalism is related to teacher skills that are adjusted to the context of external pressure reactions, public discourse, and scientific developments (Demirkasimoglu, 2010).

In a more specific context, pedagogical competence reflects teacher competence in relation to collaboration, comprehensive views, and contributions to pedagogical development for education (Ryegård, Apelgren, & Olsson, 2010). Teacher's pedagogical competence in empowering students to face the challenges of the 21st century must be renewed and developed, because the digital revolution that is happening today needs to be balanced with the transformation of the education, teaching and learning system in schools.

Therefore, it is necessary to develop pedagogical competencies by integrating knowledge, pedagogy, and technology (Caena & Redecker, 2019; Fullan & Langworthy, 2014). This pedagogic competence supports the role of teachers in creating environments and opportunities through learning experiences for students to find and improve their capacities (Caena, 2017)

In relation to the implementation of WFH, pedagogical competence is important. As stated in Government Regulation Number 74 of 2008 on Teacher Article 3 paragraph (4), the pedagogical competence includes at least: a) understanding of educational insight or foundation; b) understanding of students; c) curriculum or syllabus development; d) learning design; e) the implementation of educational and dialogical learning; f) utilization of learning technology; g) evaluation of learning outcomes; and h) development of students to actualize the various potentials it has.

c. Facts about Education in Indonesia

Based on data on July 2020, the number of teachers throughout Indonesia reached 2,920,672 people. The highest number of teachers is teaching at the Elementary School level (SD) as many as 1,580,207 people. There are currently 675,733 teachers working at the junior high school level, 321,914 at the high school level, 315,553 people teach at the vocational school level, and the rest teach at special schools. The total number of students was 45,684,771 children, and around 76.62% attended state schools or government-owned educational units (PDSPK). When compared to the number of teachers and students, the ratio is 1:16. According to the Regulation of the Minister of Education and Culture Number 23 of 2013, the number of students in each study group for elementary school is not more than 32 students, and for junior high school is not more than 36 students, which means, the ratio that Indonesia has is more than ideal. However, in fact, the distribution is uneven. More than 647 thousand teachers are on the island of Java, with the highest number in East Java as many as 190.8 thousand people, while the smallest number of teachers is in North Kalimantan at 5.8 thousand.

At the beginning of the leadership of the Minister of Education and Culture, Nadiem Makarim, once alluded to the discourse of national teacher rotation. This is to ensure maximum education distribution in each region. However, until now, this plan has not been implemented. During the previous ministerial period (2018) a zoning policy had also been introduced so that teacher distribution could be carried out. The education zoning system is

a long-term strategic policy to accelerate the distribution of education quality throughout Indonesia. The impact of this zoning system does not only regulate the priority of students in choosing schools based on distance, but also the issue of teacher's equity. So far, many regions have complained about a shortage of teachers with the status of state civil apparatus, this thing has apparently disturbed the system and learning process in the classroom. In big cities, the number of teachers with the status of state civil apparatus exceeds the quota, while in other regions, there is not even a single state civil apparatus teacher. Through the education zoning system, teachers can be mapped and distributed based on their status, so that there is no surplus of teachers in one school.

The Ministry of Education and Culture also noted that the number of certified teachers in Indonesia has not reached 50%, even though certification is a measure in determining professional eligibility. The highest percentage of certified teachers is at the junior high school of 48.44%, and the smallest percentage is at vocational school which is only 28.49% (Jayani, 2019). Teacher certification is the mandate of Law Number 14 of 2005 on Teachers and Lecturers. Teacher certification purposes to determine the eligibility of teachers in carrying out their duties as learning agents. In addition, it purposes to improve the process and quality of educational outcomes. To increase the capacity and ability of teachers, the government provides teacher competency training to have dual expertise. Until 2019, there were 6,077 teachers who had dual expertise and 1.66 million teachers who had attended the training. In the framework of this industrial revolution 4.0, teacher competence is very important. Based on the Ministry of Education and Culture's data, during the Covid-19 pandemic there were 96.6% of students studying from home. As many as 86.6% of Indonesian students studied at home by doing assignments from the teacher, and interactive learning was only successfully carried out by 38.8%.

The implementation of the WFH policy has affected the readiness of teachers in the process of teaching and learning activities in Indonesia during the Covid-19 pandemic emergency period. The number of teachers currently available is apparently not comparable to the number of teachers who are able to utilize technology tools and learning platforms, only 40% of the total teachers are technology literate (Febryan & Rizkyan Adiyudha, 2020). In fact, the ability of teachers to utilize technology is one of the determining factors for the readiness of implementing WFH policies to comply with productivity standards. The results of the

evaluation of the Ministry of Education and Culture, learning from home experienced obstacles, namely as many as 53.55% of teachers had difficulty managing the class during PJJ, and 49.24% of teachers were hampered from carrying out PJJ assessments. Teachers also find it difficult to use technology during PJJ, with a total of 48.45%.

In addition to simplifying basic competencies, the Emergency Curriculum established during the Covid-19 pandemic is a simplification of basic competencies that refers to the 2013 curriculum, which focuses on essential competencies and prerequisite competencies for continuing learning at the next level. One of the most important points in the emergency curriculum is that the teacher does not need to force the completeness of the curriculum, but only chooses essential learning. For example, if the teacher feels overloaded with the existing curriculum, then they can use a simple curriculum, or a curriculum mapped by schools themselves.

d. Respondent Characteristics

The questionnaire sent through the online survey received responses from 82 teachers whose characteristics are illustrated in the following chart.

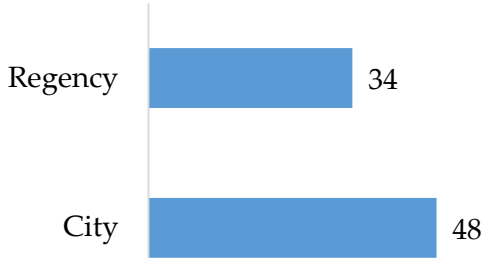


Chart 1.
Respondent by Regional

Source: Obtained from Primary Data, 2020

Although respondents spread throughout Indonesia, most of the respondents (76.83%) resided in Java Island. Chart 1. illustrates that most of the respondents work in the City area. Many people have the view that the City area is always more advanced or modern than the Regency area, and people admit to being embarrassed when they mention they come from the Regency. In fact, based on existing regulations in Indonesia, there is no specific distinction between cities and districts. Article 2 of Law Number 23 of 2014 concerning Regional Government only states that "the Unitary State of the Republic of Indonesia is divided into provincial regions and provincial areas are divided into regencies and cities; Regency/city areas are divided into Districts and Districts divided into sub-districts and/or villages." This law also does not stipulate specific matters regarding the differentiation between the division of authority between regencies/cities, because it is always written with a slash symbol. The only clear difference is in the name of the officer who heads, the Regency

is led by the Regent, while the City is led by the Mayor. Another difference as stated in Article 8 of Government Regulation Number 78 of 2007 on Procedures for Establishing, Eliminating, and Merging the Regions is that the formation of Regency is at least five sub-districts; and the formation of the city is at least four districts. Apart from that, there is also no mention of a capital in a city (Article 12). In its implementation, the smallest government at the cities are the sub districts, while at the regencies are the sub-districts and villages.

If we described further, the differences can be mapped into five aspects:

a. In terms of area, the regency's government area is relatively wider than the city's area. Therefore, in the district area there are many underdeveloped villages, meanwhile, to reach equitable development throughout the region, a larger budget is required.
b. The demographic aspect, the population density in regencies is lower than in cities. Population density is a problem for local governments in terms of providing employment, education, health, and overcoming social problems.
c. the aspect of people's livelihoods, the regency population is generally engaged in agriculture or is agricultural in nature, while urban residents are engaged in trade and services. In the making of regional development policies, the priorities in regency's governments will differ from those in cities governments, especially in terms of implementing optional functions in the regions.
d. the socio-cultural aspect, cities residents have better levels of education and health than regencies. Public service facilities are also better in cities than in regencies.
e. the economic aspects, the average Gross Regional Domestic Product (GRDP) in districts is lower than that of cities.

Chart 2. below illustrated that there is only one respondent who has a vocational education, while the other respondents are in accordance with the legislation. In Indonesia, teacher management is regulated in Law Number 14 of 2005 on Teachers and Lecturers. It is stated in this law that teachers are professional educators with the main task of educating, teaching, guiding, directing, training, assessing, and evaluating students in early childhood education through formal education, basic education, and secondary education.

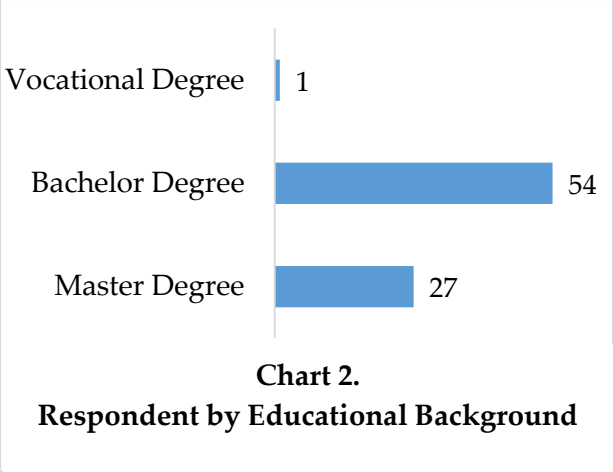


Chart 2.
Respondent by Educational Background

Source: Obtained from Primary Data, 2020

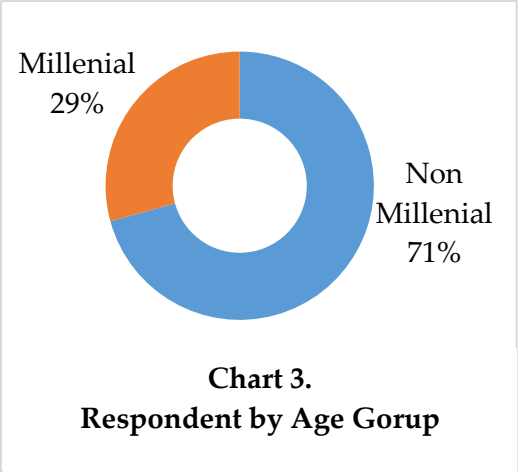


Chart 3.
Respondent by Age Gorup

Source: Obtained from Primary Data, 2020

In accordance with Law on Teachers and Lecturers Chapter IV article 8, there are five requirements for a teacher: 1) has academic qualifications, which is to have a bachelor's degree and/or a relevant skill certificate accordingly. prevailing statutory provisions; 2) has competencies which include personal, pedagogic, professional, and social competences; 3) has educator certificate as formal evidence of teacher recognition as professional staff; 4) has a healthy body, and 5) has the ability to achieve the goals of national education, namely to develop the potential of students to become human beings who believe and have devotion to God Almighty, have noble character, are healthy, knowledgeable, capable, creative, independent and become a democratic and responsible citizen. Until now, there are still 249,827 teachers (16.66%) who do not have a bachelor's degree certificate.

Chart 3. illustrated understanding of Information Technology as a prerequisite for implementing WFH policies in education is needed. Millennial generation refers to individuals under 40 years of age, while non-millennial ages are 40 years and over. Previous studies have shown that many of the characteristics inherent in millennial employees are not owned by previous generations and are closely related to innovation behavior. The results of Cogin (2012) study concluded that millennials are always interested in new challenges in their workplace, whereas, Ng & Gossett (2013) states that millennial generations tend to be more confident, ambitious, have strong social sensitivity, value diversity, and want to contribute to their organization. Nowadays, there is an increase in the number of millennial employees in the public sector. In 2019, there were approximately 1,419,691 or 33.89% of the total number of employees. This number increased compared to 2018 which was 1,363,472 or 32.63% of the total employees (Central Statistics Agency, 2020). Although currently the number of

millennial employees is still smaller than Generation X employees, the number is expected to increase along with the peak of Indonesia's demographic bonus in 2030.

e. Teacher's Readiness Level in Implementation of WFH Policy

This section discusses the results of research related to teacher's readiness as illustrated in the chart below.

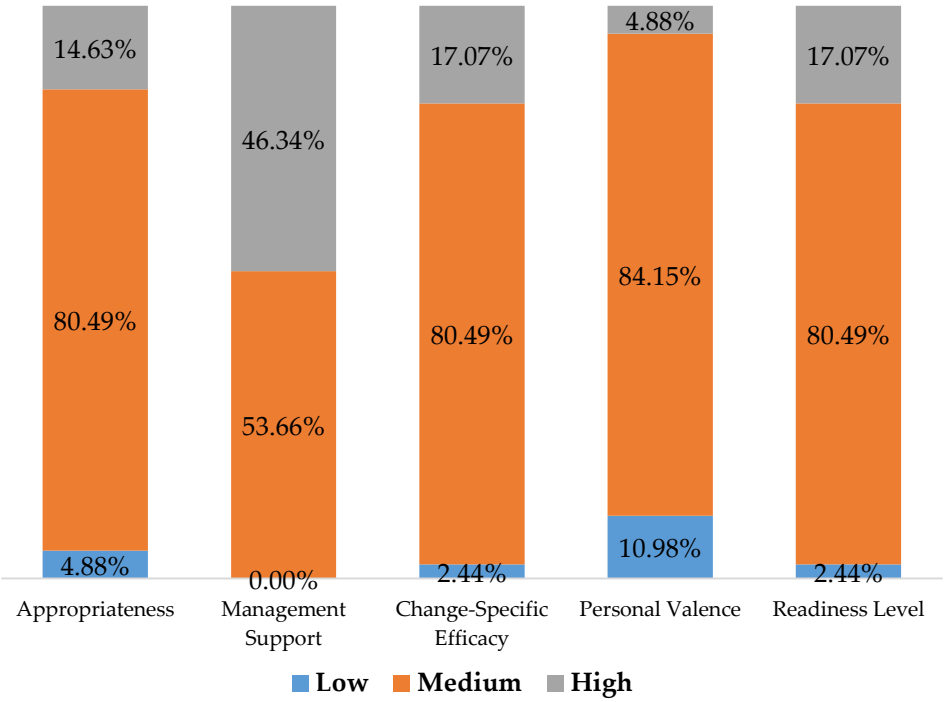


Chart 4. Teacher's Readiness Level in Implementation of WFH Policy

Source: Obtained from Primary Data, 2020

In all dimensions, the readiness was mostly in the medium category. The management support dimension shows the highest percentage of high readiness (46.34%), while the personal valence dimension has the smallest percentage (4.88%). Overall, the level of teacher readiness to implement WFH was mostly in the medium category (80.49%). The four dimensions that exist are the manifestation of the level of teacher's belief cognitively and emotionally which can shape individual teacher readiness in facing WFH.

In the appropriateness dimension, related to the level of teacher's belief that WFH is needed by the organization, in accordance with the situation, and beneficial for the organization in the long term, as many as 80.49% (66 respondents) had a moderate level of belief. This is actually also supported by the Minister of Education and Culture, who stated

that teaching and learning activities should be carried out at home using the use of technology, especially in areas that are still not safe from the threat of Covid-19 (Harususilo, 2020). The appeal is also related to adjusting the state civil apparatus work system in effort to prevent the spread of Covid-19 within government agencies. The number of schools implementing PJJ has also increased along with the growth of Covid-19 cases in Indonesia, as of the end of March 2020, only 54% of schools were implementing PJJ (Ramadhan, 2020). That number increased in May 2020 to 97.6% of schools, as stated by the Minister of Education and Culture (Shofa, 2020).

In the management support dimension, related to the level of teacher's belief in agency leaders in terms of commitment, communication and support to individuals during the implementation of WFH, as many as 53.66% (44 respondents) had a moderate level of belief. Support from the leaders can be seen through various policies issued by the Minister of Education and Culture. As long as the teacher implements WFH or distance learning, such as relaxing the use of School Operational Assistance (BOS) funds which can be used to finance school needs, issuing an emergency curriculum that can be tailored to the learning needs of students, as well as learning modules to make it easier for teachers to teach (Ihsan, 2020 ; Ministry of Education and Culture Website Manager, 2020). Currently, the government has also provided supporting facilities for the implementation of WFH, in the form of providing learning quotas, as well as other supporting infrastructure. The Minister of Education and Culture also actively communicated with teachers and schools during the Covid-19 pandemic, either by visiting in person or virtually by providing advice and motivation (Ashar, 2020; Shofa, 2020).

In the dimension of change-specific efficacy, related to the level of teacher's belief in his or her skill and ability, as many as 80.49% (66 respondents) fall into the medium category. The change-specific efficacy dimension is also related to one of the supporting factors of WFH, namely knowledge intensity, which is the level of knowledge to complete work, and is also related to teacher pedagogical competence specifically in the use of learning technology as stated in Article 3 paragraph (4) letter f PP about Teacher. Training and development for teachers to be adaptive and innovative in facing change have also been held, according to the Secretary General of the Ministry of Education and Culture, Education and Culture Ministry

has held various series of webinars that have been attended by 150.000 teachers (Zubaidah, 2020).

In the personal valence dimension, related to the level of teacher's belief that WFH is beneficial for him or herself, as many as 84.15% (69 respondents) categorized into the medium category. This is also supported by one of the supporting factors for WFH, namely intra-organizational contact. If explored, as many as 69.51% (57 respondents) answered that they did not have trouble communicating with internal parties, the remaining 30.49% (25 respondents) experienced difficulties. Based on research conducted by Purwanto (2020), there are several advantages for teachers from implementing WFH such as being more flexible in completing work, not following office hours, not having to spend transportation costs, minimizing stress due to traffic jam, and having more time spare (Purwanto, 2020).

e. Difference test analysis

As has been described in the research method, there are several difference tests analyses conducted.

1) Readiness of Teachers to implement the WFH Policy based on Region

From the results of the study using the Mann-Whitney U test, the following results were obtained.

Test Statistics[a]

Teacher Readiness by Region	
Mann-Whitney U Test	517.000
Z	-2.820
Asymp. Sig. (2-tailed)	.005

Grouping Variable: Region based on Regency and City

The data in the test statistics above showed that the significance value or P value is 0.005. This figure is less than the critical limit or value of 0.05, so it can be concluded that H_{o1} is rejected, there are differences in readiness in implementing WFH policies between teachers who live in regencies and cities. As mentioned above, regencies and cities have different characteristics, including learning facilities. Although there are national policies, for example the curriculum, with regional autonomy, the policies of each region will be different from one

another. One of the differences, for example, is in terms of allowances and facilities provided to teachers.

This condition was admitted by members of Commission X DPR, that there were still several obstacles that occurred during Distance Learning (PJJ), especially in rural areas (Media Indonesia, 2020). These constraints include the operation of Information and Communication Technology (ICT), the availability of infrastructure such as internet access, internal support from students, external support from the student environment, external support from the teacher environment, and so on (Muhammad, 2020). In addition, there are still 2.4% of schools that do not implement Learning From Home (BDR) on the grounds that there is no internet network, the location of the school is in the interior, the area is not infected by Covid-19, there is no policy from the local government, and others (Muhammad, 2020).

2) Readiness of Teachers to implement the WFH Policy based on Age Categorized

The results of the Mann-Whitney U Test on teacher readiness and age variables are presented in the table below

Test Statistics[a]

Teacher Readiness by Age

Mann-Whitney U	558.000
Z	-2.044
Asymp. Sig. (2-tailed)	.041

Grouping Variable: Age (Millennial and Non-Millennial)

Based on The Mann-Whitney U Test statistical test above showed a significance value or P Value is 0.041 which is less than the critical limit or significance value of 0.05, so it can be concluded that Ho_2 is rejected, there are differences in readiness in implementing WFH policies between teachers who grouped the millennial and non-millennial age. In line with differences on millennial and non-millennial age, the results of Wardinur and Mutuwally (2019) study showed that age is a factor that affects the ability of teachers to use educational platforms as learning media (Wardinur & Mutawally, 2019). Refers to 58 respondents in the non-millennial age group, 55 respondents have worked experience for more than 10 years, so that the opportunity to get digital-based education and training provided by the government (Pustekkom, Balitbang, LPMP and P4TK) is much more than teachers at the millennial age.

Regarding to pedagogical competence especially ability to utilize technology, this is more influenced by the teaching experience compared to age, so that teachers who are non-millennial age and have worked for more than 10 years are more effective in providing learning, and encourage a higher level of readiness in implementing WFH policies (Pratiwi, 2016)

3). Readiness of Teachers to implement the WFH Policy based on educational background

The results of the Kruskal-Wallis test regarding the readiness of teachers to implement WFH policies based on their educational background can be seen in the following SPSS output.

Test Statistics[a]

Teacher Readiness by Educational Background	
Chi-Square	5.168
Df	2
Asymp. Sig.	.075

Grouping Variable: Educational Background

The significance value or P value in the research results above is 0.075. This figure is greater than the critical limit or the significance value of 0.05, so it can be concluded that Ho_3 is not rejected. It means that there is no significant difference from the readiness of teachers in implementing WFH policies when viewed from their educational background. As stated above, the prerequisite for being a teacher is to have education at the bachelor's level. The skill factor of utilizing digital devices and supporting infrastructure is the main aspect that affects the level of readiness of teachers in implementing WFH. This is supported by Indra Charismiadji's statement as Director of CERDAS, that teachers need to be given training that involves experts, national and international education figures, so that PJJ in the coming academic year will be more prepared and run efficiently and effectively (Widyanuratikah, 2020). Even if there is one person who has a vocational education background, it is necessary to increase it with the obligation to continue to a higher level.

Conclusion

The readiness of employees to adapt to various changes is an important note for an organization. This includes how to make teachers always ready for various changes and

developments in the Industrial Revolution 4.0. It is necessary to carry out various participatory policy innovations to realize the goals of national education. On the other hand, the government must also make breakthroughs in terms of coaching teachers, which also involves a comprehensive range of stakeholders from all parties is very necessary to make learning successful not only during the Covid-19 pandemic.

Engagement of stakeholders is needed holistically. The government (both central and local) prepares various educational facilities, including a good curriculum, standardized infrastructure, and competent teachers; Parents are expected to actively participate in teaching and learning activities at home and not relinquish responsibility for education only to schools; teachers can continue to increase their capacity to carry out interactive learning; and schools can facilitate teaching and learning activities with the most appropriate methods; teachers also have to change traditional ways of thinking and teaching methods while still paying attention to the readiness of students and existing local wisdom; and the private sector can also provide a variety of reinforcement for teachers including training and development.

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The Analysis of Employee Performance at Semarang Religious Training Center

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Abstract

Employees play a significant factor for the success of an organization in any organization. Therefore, it is necessary to achieve good performance of employees in a company. Performance is a completion of official tasks and duties to achieve organizational goals. This study analyzed the performance of employees at Semarang Religious Education and Training Center and which aimed to find a solution on how to improve the performance of employees at Semarang Religious Education and Training Center. The research method used was qualitative with qualitative descriptive approach. The results showed that work performance, skills, behavior, abilities and motivation aspects were still not good enough. Moreover, the solution to improve employee performance are such as adding the quantity of employees to help older employees to work, work placement must be based on their educational background, employees' initiatives need to be always encouraged, and holding some programmed team work improvement activities. In addition, it is necessary to conduct special training programs to increase the ability of employees in their own workfields to improve the employees' skills and a motivation training program to increase employees' motivation.

Keywords:

employee; performance; performance analysis

Introduction

Human resources in organizational activities play a significant role as a one of the most important driving forces for the success of an organization. In addition, human resources are one of the important factors that must be properly considered by all relevant institutions in order to achieve the organizational goal. Besides human resource factors, other factors must also be well concerned as all the factors are eventually related to one another so that they become an integrated unity.

Humans as the organizational driver in nowadays era are highly required by the organization. Almost all organizational output depends on the initiative and work of human resources. Accordingly, almost every problem regarding human resources as the apparatus is

seen as one determining factor for the success of any program. Therefore, an effectively and efficiently managed organization is highly determined by human resources.

Although an organization owns high quality capital or materials, it will certainly be difficult to achieve the goals of the organization there is no human intervention within the running of the organization. Therefore, the development and empowerment of human resources should be directive and optimally implemented.

Human resources are accordingly an important factor which must be well considered by all institutions and agencies in order to achieve the goals. Effective human resource management is directly related to the success of improving the performance of human resources both at individual level, work group level and organizational level. The success of management in an organization is considerably determined by the human resources working in the organization. This means that humans have the resources and capabilities which fit the demands of the needs in every organizational activities implementation. Accordingly, the expected performance can be achieved.

In governmental institutions, good employee performance is significantly expected. Employee can be defined as an individual who works for an employer either as a permanent or temporary/freelance employee based on a written or unwritten work agreement to carry out a job in a certain position or activity (Mardiasmo, 2011). As the time rapidly changes, critical attitude of the public community towards the demands of employee performance increases significantly, particularly on employees working in public organizations or governmental agencies. This definitely makes an impact that an employee is required to improve his performance, especially the performance of those working in public sector.

Work performance or popularly known as performance is quality and quantity of work achieved by an employee in carrying out his task and duties based on the responsibilities assigned to him (Mangkunegara, 2001). Based on the results of the employee performance survey, specifically on the performance of state civil apparatus (SCA, local term Aparatur Sipil Negara-ASN) or civil servants, there were only 40% of SCA possess certain skills and expertise at work while the remaining 60% are in administrative skills. The data were recorded through a survey conducted by the Ministry of State Apparatus Empowerment and Bureaucratic Reforms (local term: KemenPAN RB) (Source: www.jpnn.com).

From the survey data shows that the performance of employees, especially civil servants is low, this phenomenon also occurs at the Semarang Education and Training Center. In the decree of the head of the center it is stated that the completion of the training result report must be completed 7 days after the activity in fact the employee completes it within 20 days, this indicates that the time to complete the task is not in accordance with the set standard time. Thus it can be concluded that the performance of Semarang Religious Education and Training Center employees in completing tasks is still not in accordance with the established performance indicators. Work performance indicators are quantitative and qualitative measures which describe the level of achievement of a predetermined target or goal (Mahmudi, 2013: 103).

The problem which may cause low work performance is such as the presence of employees in the workplace, leaving the workplace in the middle of working hours without any permission, etc. This shows a low level of discipline which consequently affects employee performance.

Low employee performance is also influenced by unsuitable employees' placement which is not based on their educational backgrounds. According to Saydam (2005: 222), employees' placement must carefully consider the educational background, physical and mental health, work experience, and age of the human resources. Moreover, employees' placement at Semarang Religious Education and Training Center is not fit with the employees' educational background, for example the educational background in financial department should be a bachelor of economics, but the one placed is with a bachelor of education. Thus, the employee doesn't fit with the position required in the finance department. In addition, in technical education section, the personnel placed there is the one with an economics degree which definitely doesn't fit with the main expected duties and functions in which those whose bachelor degree in education should be placed in this technical personnel section. The personnel placed in technical section for making report of education and training results is high school education graduate. This educational background is actually inappropriate enough to be reporting section which commonly requires a minimum bachelor degree background. Based on those problems described, this study will discuss why the performance of Semarang Religious Education and Training Center employees is fairly poor and also will

identify how to improve the performance of Semarang Religious Education and Training Center employees.

Methods

The method used in this study is a qualitative research method with a qualitative descriptive approach. The reason why the researcher used qualitative research method is because the researcher tried to describe the existing problems related to the performance analysis of the employees at Semarang religious education and training center. The phenomenon of this research is to analyze the performance of employees while focusing on big questions, i.e. first, why the performance of Semarang religious education and training center employees is not good and second, what is the solution to improve the employees' performance.

The causes of poor employees' performance as the phenomena of the observation in this research were seen from Sedarmayanti framework covering work performance, expertise, behavior. In addition, the phenomena of observing the causes of such poor employees' performance are ability and motivation. The data sources in this research used primary and secondary data. Moreover, to select informants, the researcher used purposive sampling technique. Purposive sampling is the determination of informants based on research needs. (Purwanto et.al, 2007: 47). Furthermore, data collection techniques were carried out by literature studies, interviews, observation, and documentation methods

Data analysis was done by data analysis model from Miles Huberman who argues that analysis activities in qualitative data are carried out interactively which are continuously conducted until it has completely finished and the data become saturated. In addition, data processing includes data reduction, data presentation, and drawing conclusion.

Results and Discussion

Religious Education and Training Center of Semarang is one institution under the Ministry of Religious Affairs whose main task and function to organize education and training for religious affairs and educational technical personnel, to coordinate and develop partnerships with work organization units within the Ministry of Religious affairs and Local Government (City or Regency) and other educational and training institutions. In addition,

Religious Education and Training Center is a strategic institution. Based on its duties and functions, it is expected to contribute in improving the quality of Human Resources (HR). Therefore, the employees in this institution are required to improve their performance. However, in fact, the performance of employees in this institution is not satisfactorily enough and needs to be well improved.

1. The Reasons why the performance of employees at Semarang Religious Education and Training Center is poor

Work Achievement

Work performance can be assessed by observing various dimensions, i.e. work quality, work quantity, engagement with expertise in planning efforts to work and achievement thoroughly (Wijono, 2010: 78). Work performance is defined as the works achieved by an employee in carrying out his/her duties according to the given responsibilities in terms of work quality. Good or bad performance of an employee will greatly affect the employee's work quality and/or quantity. Thus, if the quality of the employee is poor, it can be stated that his/her performance as an employee is also bad. Work performance in this study is seen from two aspects, the first aspect is running office operational standards at work. From the results of the research, all the employees do the work always based on standard operating procedures which have been established. Based on the observation, it shows that all employees have their own operational standards so that their works do not deviate from the main duties and functions specified. Accordingly, this implies that employees at Semarang Religious Education and Training Center have worked based on predetermined standards. However, seen from aspect of accuracy in the completion of office work, the results of the research showed that many employees work overtime to complete their incomplete work and a lot of work is pending for completion because they were unable to complete the work on time. Thus, they worked overtime to complete the work. In general, from the research observation on how the employees worked, it showed that their works were not conforming to the time which had been predetermined. They mostly think that to get the work done was the most important thing without having to complete it by its predetermined time. This time inaccuracy has led to a lot of work was completed late and eventually make the employees' performance not optimal.

Expertise

Expertise is the level of technical ability owned by the employee in carrying out tasks and duties assigned to them. The abilities can be in the form of knowledge, initiative, communication and teamwork. This study analyzed expertise from the following aspects:
Having knowledge on main duties and functions at work

Knowledge is the most fundamental thing which can be easily observed from a person's expertise. How well the employee has the knowledge and understands his/her duties at work. Basically educational background greatly affects the employee's expertise, on how well the employee possess the knowledge about his/her duties and functions. Knowledge is often linked to educational backgrounds. Employees with suitable backgrounds will certainly master their work. However, the placement of employees at Semarang Religious Education and Training Center is not based on the educational backgrounds. Thus, the employees are not fit with their main duties and functions. This should be seriously concerned so that the placement of employees in the future must be based on the educational background regarding the tasks to be handled. This is important due to the fact that employees whose educational background related with their main duties and functions will certainly bring a significant effect on the results of the work.

Having the initiative to immediately and completely do the tasks and duties

Employees whose self-initiative to work will certainly obtain a good assessment from their leader. Initiative in this case means to immediately complete their work or reports before being asked. Employees who do not have work initiatives can definitely affect employees' performance. Moreover, their main tasks and functions should be carried out more quickly without postponing other tasks. Another initiative is to help colleagues in their work when they have more workload. Employees who do not own any initiative can also be influenced due to their inadequate educational background since a good educational background will produce good output from cooperation aspect in completing their work. Lack of solidity at workplace amongst the employees should be importantly concerned for them to work well cooperatively in completing their duties and tasks. Accordingly, the work can be quickly completed and they can produce good work results based on the work instructions and demands.

Conducting two-way communication among employees in completing their duties and functions.

Communication is a significant factor to improve employees' performance. A good communication among employees needs to be well established to achieve organizational goals. The results of the research found that two-way communication among employees was not well established. Moreover, intense communication was established only among particularly similar employees. In other words, it seemed that the employees tended to form friends-groups which make them to be more familiar with their own group than with other employees. The research results implied that a two-way communication has not been well established. Meanwhile, with a good two-way communication among the employees, the goals of organizational performance can be more easily achieved.

Creating cooperative collaboration in completing office work

Cooperation is an important factor as an effort to achieve organizational goals. The results of this research showed that there was not any solid cooperation. This could be seen by the absence of reciprocal assistance in carrying out their main tasks and functions in their section. This was probably due to the lack of employees' awareness in working together. Employees mostly only cared about their own work regardless other employees'. This should be well concerned as employees would be able to work together in completing their work to make it completed quickly and eventually to produce good work based on their work objectives which have been previously determined.

Behavior

The performance achieved by an organization or institution is basically the achievement of the members of the organization from the superiors to the subordinate members. Human resources are a vital asset in all organizations. Therefore, some efforts to improve organizational performance are unlikely to succeed if the behavior of the employees is not properly directed. Behavior can be defined as the attitude and manner of the employees which are inherent in them and unconsciously carried out when they are conducting their duties. By possessing good behavior, the goals of the organization can be achieved. There are two aspects of behavior observed in this research as follow:

Conducting disciplinary acts in obeying the office rule

Discipline is a mental attitude and self-control owned by a person or group which is reflected in the acts or behavior in the form of obedience to the rules or regulation set by an

organization or institution. Discipline is a factor to measure the good or bad performance of any institution. If the employees are not disciplined, how can they perform well? Thus, based on the observation, employees come early in the morning for morning or arrival presence system, but they are not at work and come back at office after afternoon or second presence hour system. This employees' undisciplined act was due to no reward and punishment applied. This should be a serious concern so that employees can improve their discipline properly in working. Consequently, they can increase the performance and professionalism of the employees.

Being responsible for completing work

Responsibility plays an important role in employees' performance because employees who are truly responsible for their duties and work will pay attention to their performance as employees. Based on the results of this study, employees do not have adequate attitude and responsibility for completing their work because of the lack of awareness on the tasks assigned to them. This should be well considered so that employees can decently increase their responsibilities at work. Responsibility attitude is very important at work because without employees' responsibility, the work will not be carried out properly.

Ability

Based on the study, it was found that employees' ability is seen from three aspects as follow:

Complete daily work properly, quickly and on time

The study results showed that many employees make a lot of mistakes in completing daily work. Besides, they work slowly and not on time. Moreover, there are a lot of works in the office which result in less than it was expected. Thus, it leads to poor performance.

Do the duties and functions skillfully

Employees' skills at work were not actually qualified enough to carry out the work activities. This happened because there is a lack of training programs to improve their skills. Accordingly, it is necessary to conduct training for employees based on their duties and functions.

Perform innovative actions to solve problems at work

The results of the study showed that there were still many employees who were not being innovative in solving problems at work. It might be due to the fact that the employees

were afraid to provide input and/or suggestion when there are any problems arising in the office. They were afraid if their input or suggestion would not be accepted by the leader/senior or by their co-workers, so they preferred to say nothing.

Motivation

The same thing in addition to poor abilities is also seen from employees' motivation at work. This can be concluded from three sub-aspects as follow:

Having responsibility to do main duties and functions

The study results showed that the employees do not yet have sufficient responsibility to do their own main duties and functions. This may be because the workloads of employees are different, some are small and some are even excessive. Accordingly, there were so many employees put the other duties aside due to the lack of time and because of the uneven work volume for each employee. Employees whose less work volume should be given more volume to make all employees obtain a balanced work load

Dare to take any risk to complete the duties at work

The results of the study showed that employees did not dare to take the risks for solving work problems. This occurred because they were afraid of being blamed by the leader or senior whenever a problem occurs. Consequently, employees do not have the courage to take risks, especially for a hard work.

Being enthusiastic at work

The results of the research showed that the employees' passion and/or spirit to work were really poor. This probably was because besides doing monotonous works, it was related to additional income. The employees who did additional works have not obtained their additional bonus or salary. This made them less enthusiastic to work.

2. Solution to Improve the performance of Employees at Semarang Religious Educational and Training Center

By observing the problems which existed as seen in the results of the research, it is necessary to propose some solutions to improve the performance of the employees at Semarang Religious Education and Training Center. Therefore, it can increase the organizational performance which eventually will achieve the goals of the institution

effectively and efficiently. The followings are some solutions for the problems found in this research seen from some aspects.

a.Work performance

Do standard operating procedures to conduct office work.

There is not any solution suggested for this aspect because all the employees have already implemented standard operating procedures which have been established by Religious Education and Training Center of Semarang.

Punctuality in completing office work

In this sub-aspect, the completion of office work was mostly late. The solution given to this problem is by adding additional employees to help old employees at work, because the workload volume at Semarang Religious Education and Training Center was considerably abundant In addition, it is necessary to equally distribute the works, duties and functions to each employee. Consequently, each employee's work can be completed on time.

b. Expertise

Possess the knowledge about their main duties and functions at work.

In this sub-aspect, the employees' knowledge about their main duties and functions in working was commonly poor. This possibly was due to the fact that the employees' placement was not on educational basis. Consequently, many employees work in the field they are not really skillful at.

The solution proposed is it is necessary to regularly and gradually give training programs for employees to increase their knowledge to work at their section because so far based on the result of the study, this program is still rarely held.

Have the initiative to complete work without waiting for instructions from the leader/senior. In this aspect, the employees did not seem to have the initiative to complete office work. This was because the lack of employees' awareness. The proposed solution is to directly escalate a sense of enthusiasm for employees so that they can be aware of and develop their initiatives at work without having to wait the instructions from their leaders.

Make a two-way communication among employees in completing office work.

In this sub, the communication carried out by the employees in completing office work was commonly not in two-way. This was because of the lack of communication among

employees. The researcher suggests that it is the roles of the leader who must encourage the employees to build effective communicate at work.

Do cooperative collaboration in completing office work.

In this sub-aspect, the employees seemed not to have solid cooperation. Employees often behaved neglectfully to others and prioritized their work individually without willing to create any cooperative collaboration with other employees. Thus, it is necessary to create some routine teamwork improvement activities at least once a month to build more solid and integrated team which eventually will bring them to be able to do cooperation at work.

Behavior

Do disciplinary activities in obeying office rules. In this aspect, the employees seemed not to be disciplined particularly to obey office rules. This might due to no reward and punishment for employees who were disciplined or undisciplined. Thus, the researcher suggests a solution to give strict punishment to employees so they don't do any undisciplined act and become more responsible for their work and providing rewards for employees who are disciplined. Applying rewards and punishments procedures will bring a significant impact on the increasing employees' performance.

Possess responsibility for completing their work on schedule

In this aspect, employees did not have responsibility for completely finishing the work. This was perhaps due to the lack of employees' awareness on their job responsibilities. Accordingly, the solution proposed it is necessary to create an institutional target to complete the work on time

d. Ability

Complete daily work properly, quickly and on time.

In this sub-aspect, many employees make a lot of mistakes in completing daily work. Besides, their work performance tended to be slow and not on time. The solution proposed is to hold a routine training program according to their work fields so that they can work with their own style.

Do the duties and functions skillfully

In this sub-aspect, employees' skills at work were not actually competent enough to carry out the work because the lack of training programs to improve their skills. Accordingly, it is necessary to routinely conduct training for employees to improve their soft skill.

Perform innovative actions to solve problems at work

At this sub-aspect, the absence of innovation done by the employees to solve the problems at work was due to the lack of encouragement from the leader to the employees to be innovative. As a consequence, the employees tended to do nothing when there were any problems arising in the office. Accordingly, it is necessary to hold training program on problem solving more frequently and to give more encouragement and/or inspiration to employees so that they can be have more skills in innovating to solve problems at work.

Motivation

Have responsibility to do main duties and functions

In this aspect, the employees seemed not to have sufficient responsibility yet to do their own main duties and functions. This might be because the workloads of employees were different, some were small and some were even excessive. Accordingly, there were employees who did nothing but there were also employees who were overloaded with the works. This would bring some effect on the work result, such as imperfect output. Accordingly, it is suggested for the leader to equally distribute the workload to all employees. Each employee is calculated his/her workload based on their main duties and functions. If it can be done, the workload volume for all employees will be evenly distributed and this will make the employees feel if their workload is not too hard put the other duties aside due to the lack of time and because of the uneven work volume for each employee. Consequently, each personal employee responsibility will increase.

Dare to take risks in solving Dare to take any risk to complete the duties at work

In this sub-aspect, the employees did not dare to take the risks for solving work problems. This occurred because the lack of encouragement and motivation from the leader and they were afraid of taking a risk in completing their work. Thus, it is suggested to hold team building activity at least every month to give more courage and motivation for the employees so that they can have more bravery to take risks in completing their work.

Being enthusiastic at work

The lack of employees' passion and/or spirit to work was because besides doing monotonous works, it was related to additional income. The employees who did additional works have not obtained their additional bonus or salary. This made them less enthusiastic to work. Accordingly, it is necessary to hold planned motivational training to increase employees' motivation and also to provide additional income or bonus which is given on time that will make the employees more enthusiastic to work.

Conclusion

This study focusing on work performance of the employees at Semarang Religious Education and Training Center concluded:

The causes of the poor performance of Semarang Religious Education and Training Center employees seen from Sedarmayati theoretical framework are i.e. work performance aspect, the employees were not on time in carrying out office operational standards at work and in completing office work; expertise aspect, employees' knowledge on their main tasks and functions was not adequate, employees did not have high initiative at work, employees' communication was not in two-way direction and employees' cooperation was not solid yet; and behavior aspect, many employees were not disciplined and did not have responsibility for work

The causes of the poor performance of Semarang Religious Education and Training Center employees based on Mangkunegara theoretical framework are first, ability aspect, the employees did not do the work properly, quickly and timely; besides, the employees' skills at work were not sufficiently qualified and there was no innovative action done by employees in carrying out the problems which occurred. The second is motivation aspect. In this aspect, employees did not have responsibility for their own main tasks and functions and there was no employee whose courage to take risks in completing work and also lack of enthusiasm possessed by the employees to work

The followings are some solution to improve the performance of Semarang Religious Education and Training Center employees, i.e. in work performance aspect is by adding additional employees to help old employees; from expertise aspect is by holding routine training programs to improve the employees' knowledge; while in behavior aspect is by applying strict sanctions; for ability aspect is by holding a management training program so

that the employees can focus more at work, holding a training program to improve the employees' soft skills and a training program to improve problem solving for work problems. In addition, for motivation aspect, it is necessary to hold training to improve employees' motivation; the employees' work volume must be equally distributed based on their abilities, to hold a team building program every month and there must be a motivation training program to increase employees' motivation at work.

Based on the conclusion, the recommendations regarding this study are: It is necessary to hold a coaching clinic on time management so that the employees can manage their time at work. Consequently, they can complete their duties on time**.** It is necessary to conduct employees' rotation regularly by always paying attention to their educational background, employees' expertise, and types of work. Moreover, the leader or the head of the organization or institution must frequently provide more direction and motivation so that the communication process can be more open. This will lead to the employees are able to become more solid and integrated at work

Applying strict sanctions in the form of employees not being assigned for additional tasks in order to create a deterrent effect on employees. Consequently, the employees will not repeat this undisciplined actions and to be more responsible for their work

Increasing the employees' ability conducting well-programmed training to improve employees' soft skills based on their work fields

Holding self-motivation training program gradually to improve the employees' motivation in addition to the provision of additional income or bonus which should be given on time.

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Telework During Pandemic: Comparing Readiness between Local and Central Government Employees

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Abstract

Employing Holt, et al.'s (2007) Readiness for Change Theory, this study investigates the readiness level among the local and central government employees to embrace the unanticipated Telework policy during the COVID-19 pandemic. For this purpose, individual perceptions of 383 respondents (237 central and 146 local government employees) were analyzed using the Mann-Whitney test. The statistical results reveal that the respondents who represent central government employees show significantly higher readiness level than their colleagues from the local regions. Further analysis at the dimensional level provides further explanation for this: It is evident that the central civil servant respondents show their superiority over local civil servant respondents on the three aspects, namely the level of understanding about the urgency of changing the way of working to telework, confidence in learning new skills to support telework, and awareness of the potential benefits of telework for themselves respectively. Interestingly, there is no significant difference between the two groups in terms of managerial support.

Keywords:

readiness for change; telework; COVID-19

Introduction

The world has been shocked by the emergence of Coronavirus Disease (COVID-19) since early 2020 which brings significant impact to various strategic sectors, including economy, health, politics, and security (Mustajab, et al. 2020). Beyond that, COVID-19 has significantly affected the governance system and the provision of public services to the general citizens, partly due to changes in the way and working patterns of Government Employees (Paudel, 2020). No one ever expected before that the "Work From Home" (also known as 'telework') policy could be implemented in most government agencies by 2020.

In August 2019, the Ministry of Administrative Reform (Kemen PAN-RB) issued a discourse on flexible working arrangement for government employees by utilizing technology (Fajar, 2019). The Deputy for Human Resources Apparatus of the Kemen PAN-RB, Setiawan Wangsaatmaja, explained that this idea came up considering the fact that as many as 572,000 Government Employees in 2019 are already technologically literate. It is estimated to continue growing by 200,000 formations every year, until it reaches 50% of Government Employees in 2024 and thus becoming the foundation for Indonesian future bureaucracy (Sukmana, 2019). It is also consistent with the results of 'We Are Social Survey': 175.3 million people or about 64% of Indonesia's population currently using the internet on all types of devices (Kemp, 2020).

The discourse on teleworking policy was also conducted as an integrated effort to realize the Smart ASN (Smart Government Employees) profile as a reward for Government Employees with good performance (PRC, 2019). The minister of Kemen PAN-RB (2018-2019), Syafruddin, explained that the main source of inspiration for developing the WFH scheme was from the best practice in Australia which allows selected high-performing employees to work from home every Wednesday. Furthermore, he also explained that the teleworking option provided for government employees is not for basic service officers or those who require physical presence (Rahma, 2019). Commissioner Rudiarto Suwarwono from the State Civil Apparatus Commission divides the forms of flexible working into three models, namely workplace flexibility, working time flexibility, and task flexibility. Before the pandemic came, the initial stage of this telework policy was planned to begin as an experiment involving 1,000 civil servants working at the Ministry of National Development Planning (Bappenas) with a work flexibility scheme by early 2020 (Ulya, 2019).

Mukaromah (2019) highlights the pros and cons of the teleworking, such as the minister of Kemen PAN-RB, Tjahjo Kumolo who supports Government Employees' work flexibility plan without having to work in the office and Chairman of the Association of Governments of Indonesia (APKASI), Abdullah Azwar Anas who perceives this idea as a government's response to the global work flexibility trend. On the other hand, there are also resistances shown by a number of local governments including Padang, North Aceh, Gayo Lues, and Lhokseumawe on the grounds of the urgent need to provide better facilities in advance for the entire region prior to telework implementation (Mukaromah, 2019).

The concept of teleworking has evolved from time to time, however it is generally interpreted as a flexible working arrangement given to individual employees to do whole or part of their work from a separate location, outside office, with the help of information and communication technology (De Vries, et al., 2019; Baruch, 2001). In this study, teleworking can be used interchangeable with the terms 'work from home' or 'flexible working arrangement'. The Ministry of Administrative Reform called it 'work from home' (WFH). The term WFH itself is used in order to adjust the government employees' work system to prevent the spread of COVID-19 in government agencies.

Previous studies have shown that the implementation of WFH policy has bring both positive and negative impacts for the government and its employees. Wardhana (2020) found that WFH policy could reduce the operational burden of the office where the cost of office maintenance such as room rental, office assets, water, electricity, and others, while for employees it is cost efficient because they no longer need to spend extra money for transportation, appearance, and other related expenses. Moreover, earlier studies also show the following benefits of WFH, namely reducing work-life conflict, reducing stress levels, and reducing congestion and air pollution (Handy & Mokhtarian, 1996; Fonner & Roloff, 2010); increased job satisfaction (Gurstein, 2001); increase time with family (Ammons & Markham, 2010); reducing unnecessary communication (Khalifa & Davison, 2000); and creating plenty of time for employees to prepare for their work (Morgan, 2004).

Krisyohana (2020) argues that the implementation of WFH in public sector may produce various problems as a result of the one-size-fits-all national Standard Operating Procedure (SOP), unforeseen implementation of WFH in response to the conditions of the COVID-19 pandemic, and inadequate system to optimally support the provision of online public services. In addition, she also emphasizes that in absence of the required legal basis regulating the number of office hours during WFH has contributed to make the situation unclear, less motivated, and stressful as they feel overburdened with continuous multitasking and distraction.

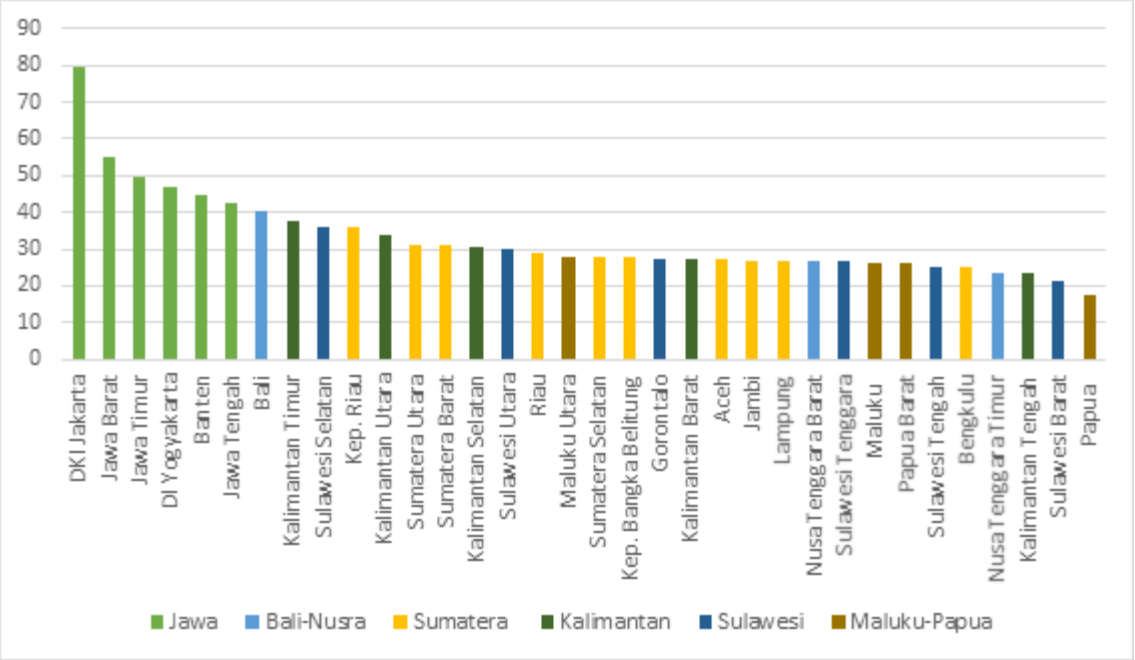
Finally, there are also problems related to limited technology coverage and weak internet connections (Suarlan, 2018). The existence of poor infrastructure will undoubtedly become a big challenge for the government in implementing the WFH policy. Previous studies also show that WFH may lead to social isolation and lack of communication with colleagues,

limit the alignment with organizational values and goals, and loss of important working tools (Baruch, 2002; Cooper & Kurland, 2002; Wilson & Greenhill, 2004; Ammons & Markham, 2010; Ipsen & Kirchner, 2020).

The readiness shown by employees to make changes is a key to the organizational success (Abdurrohman & Kadiyono, 2019). It is also in line with their individual preparedness to determine whether the implementation of WFH policy will continue to run within the productivity corridors or not. If the civil servants are not supportive towards change then there is a greater possibility that they may not be able to fulfill the demand and may feel overburdened by the WFH policy (Hanpachern, Morgan, & Griego, 1998).

Graph 1.

Digital Competitiveness Index 2020 Score



Source: East Ventures (2020). Re-Processed by Researchers.

Graph 1 summarizes the results of a recent study on the Digital Competitiveness Index 2020 conducted by East Ventures (2020). The results of the study show the fact that DKI Jakarta (79.7 points) and five other provinces in Java in a row, namely West Java (55), East Java (49.7), Yogyakarta (46.7), Banten (44.8), and Central Java (42.6) are listed as the six provinces with the best digital development, both from input aspects (utilization of technology and information), output (productivity generated), and support (facilities, financial infrastructure,

regulation, and capacity of local government) when compared to other provinces outside java (East Ventures, 2020). This finding supports an argument that geographical location, e.g. inside or outside Java island; mountain or hill area, does matter. For example, civil servants working at the Banjarnegara regional government may experience network-related constraints in carrying out WFH policy because of Banjarnegara's geographical location that is mostly within mountainous areas (Rigianti, 2020). This fact is very challenging given the proportion of regional government employees who dominate the Indonesian civil servants population (77.03% or 3,174,570 employees), meanwhile the central government employees are only amounted to 22.97% or 946,606 employees (Badan Kepegawaian Negara, 2020). Reflecting from this fact, researchers are interested to investigate whether there is a difference in term of readiness between central government employees and regional government employees in implementing WFH policy. We propose the following hypothesis:

H0: There is no difference in readiness between the readiness of Central government employees and Regional government employees in implementing WFH policy

H1: There is a difference in readiness between the readiness of Central government employees and Regional government employees in implementing WFH policy

Readiness for organizational change is defined as a comprehensive attitude that is influenced simultaneously by content (what is being changed), processes (how changes are applied), context (the circumstances in which changes are taking place), and individuals (characteristics of actors who are required to change). At individual level, readiness reflects the extent to which individuals are cognitively and emotionally inclined to accept, support, and adopt a deliberate change plan to change the status quo (Holt, Armenakis, Feild, & Harris, 2007).

According to Holt, Armenakis, Feild, and Harris (2007) individual readiness is defined as a multidimensional concept influenced by individual beliefs. The concept was developed by reviewing 32 instruments of measuring readiness for organizational change plus 131 other related sources, including books, articles, research, reports, and scientific manuscripts. Holt, Armenakis, Field, and Harris (2007) also completed their literature review works with the results of semi-structured interviews with 15 senior to mid-level managers, as well as by distributing open questionnaires to 60 mid- and lower-level managers. Based on a thorough analysis of these sources, Holt, Armenakis, Field, and Harris (2007) obtained the final results

and revealed the most important 4 dimensions related to the concept of individual readiness, namely:

1. Appropriateness

According to Holt, Armenakis, Feild, and Harris (2007), appropriateness refers to the level of individual confidence that proposed changes are necessary, appropriate to the situation, and beneficial to the organization. This is in line with Holt and Vardaman's definition of appropriateness (2013) which is the belief that certain changes are appropriate to address the situation of a particular organization that is being addressed. In Holt, Armenakis, Feild, and Harris' research (2007), the dimensions of appropriateness consisted of two themes which are discrepancy and organizational valence. According to Holt, Armenakis, Feild, and Harris (2007), discrepancy refers to the level of individual belief that a change initiative is necessary because it is a necessity and there are legitimized reasons for making such a change initiative. Meanwhile, related to the theme of organizational valence, Holt, Armenakis, Feild, and Harris (2007) stated that organizational valence refers to the level of individual belief that change will benefit the organization. The focus of organizational valence includes the benefits of change, improving efficiency, and the suitability between change and organizational goals. There are three indicators in this dimension, namely the individual's belief that work from home is necessary by the organization, the individual's belief that work from home is appropriate to the situation faced by the organization, and the individual's belief that work from home will be beneficial to the organization in the long term.

2. Management support

According to Holt, Armenakis, Feild, and Harris (2007), management support refers to the level of individual confidence that leaders in the organization are committed to and support the implementation of change. This dimension of management support is also supported by Armenakis and Harris's assertion (2002) that change requires a commitment to institutionalization, because if there is no clear support from leaders, then individuals within the organization tend to be skeptical and inactive to support the implementation of change. According to Holt, Armenakis, Feild, and Harris (2007), management support represents a change process perspective in individual readiness models, therefore the role of leaders is closely related to the steps taken during the change. This is in line with van de Ven and Poole's opinion (1995), which revealed that organizational leaders often introduce broad goals and

changes deliberately to realize specific goals. There are three indicators in this dimension, namely that the leader of the organization is committed to carrying out work from home, the leader of the organization participates in communicating the plan of implementation of work from home, and the leader of the organization provides support to employees in carrying out work from home.

3. Change-specific efficacy

According to Holt, Armenakis, Feild, and Harris (2007), change-specific efficacy or so-called self-efficacy refers to an individual's level of confidence that they have the ability and skills to carry out tasks and activities when changes are implemented. The change-specific efficacy dimension reflects the extent to which the individual feels confident of performing well and doing his job successfully. According to Holt, Armenakis, Feild, and Harris (2007), change-specific efficacy represents the perspective of individual attributes in readiness models related to individual characteristics within the organization. The change-specific efficacy dimension is also related to the definition of readiness from Holt, Helfrich, Hall, and Weiner (2010) which states the extent to which the individuals involved are prepared, motivated, and technically capable of implementing changes. Based on this explanation, it can be known that the change-specific efficacy dimension is related to other dimensions, the most visible is management support in the form of support, motivation, as well as example by the leader to his subordinates. There are two indicators in this dimension, namely that individuals feel able to carry out tasks and activities related to the implementation of work from home, and individuals have the skills to carry out tasks and activities related to the implementation of work from home.

4. Personal valence

According to Holt, Armenakis, Feild, and Harris (2007), personal valence or so-called personally beneficial refers to the individual's level of belief that the proposed changes benefit individuals personally. Armenakis and Harris (2002) stated that individuals will assess the positive and negative outcomes of changes for themselves, the fairness of the change initiatives, and how individuals are treated during the process of change being implemented. Individual resistance to organizational change will arise if an individual's personal interests are threatened. Personal Valence in Holt, Armenakis, Field, and Harris research (2007) represents the perspective of individual attributes in readiness models related to individual

attributes within the organization. This dimension is also supported by Vakola's statement (2014) which states that individual readiness levels may differ due to cost and benefit considerations arising from organizational changes. There are three indicators in this dimension, namely that the implementation of work from home is beneficial for the personal relationships of individuals within the organization, the implementation of work from home is beneficial for the social status of individuals within the organization, and the implementation of work from home is beneficial for the employment opportunities of individuals within the organization.

Considering the explanation provided above, in order to gain a better understanding of the phenomenon being investigated, statistical tests were also conducted to find out whether there is a difference in the score of the four dimensions between the central and regional government employees in implementing WFH policy.

Methods

The approach used in this study is a quantitative approach. This study used the withdrawal of non-probability samples i.e. quota sampling. Non-probability sample withdrawal techniques are performed given the limitations in the preparation of sample frameworks or the presumption of samples in the population. Quantitative data collection techniques were conducted by surveying through questionnaire instruments whose dissemination is carried out online using SurveyMonkey platform with the criteria of respondents include government employees who are currently doing or already experienced WFH. The dissemination of questionnaires conducted from 7 to 10 August 2020 resulted in 428 respondents filling out questionnaires with as many as 383 respondent data can be processed and 45 respondent data cannot be processed. The reasons for the elimination of the respondents are due to the discrepancy in the filling of positions, discrepancies in the reasons for reinforcing open answers, and discrepancies in the filling of workplace agencies. Univariate data analysis was employed because it uses one variable namely the readiness for change level among central and regional government employees in implementing WFH policy and the type of univariate analysis used is frequency distribution, concentration size, and data dissemination. The data was processed using SPSS software (Statistical Product and Service Solution). 4-point Likert Scale was used to determine the level of readiness, including:

Strongly Agree, Agree, Disagree, and Strongly Disagree. The formula used to test two groups of samples is Mann-Whitney to test whether or not the score difference exists between the two variables.

Results and Discussion

This chapter summarizes the results of the analysis to answer the predetermined research question: "Is There a Difference in Readiness between Central government employees and Regional government employees in Implementing WFH policy?".

Table 1.
Readiness Level Of Central Government Employees And Regional Government Employees In Implementing WFH Policy

Government Agencies (n= 383)	WFH Readiness Level			Total
	Low	Moderate	High	
Central government employees (n=237)	1,7% (4)	48,5% (115)	49,8% (118)	100%
Regional government employees (n=146)	2% (3)	74% (108)	24% (35)	100%

Source: Processed by Researchers, 2020

Table 1 summarizes the readiness level shows by central government employees and regional government employees in implementing WFH. Based on the analysis, the majority of respondents who are working in central government agencies show high readiness, which is equal to 49.8% or 118 respondents. The remaining 48.5% or 115 respondents show moderate readiness, and 1.7% or 4 respondents has low readiness. Different results were shown by regional government employee respondents, where the majority of respondents (74%) indicated moderate readiness in implementing WFH policy, while only 24% of respondents had high readiness and the remaining 2% showed a low readiness level. Consistent with these findings, statistical test results also show a difference in the readiness level between central and regional government employees to embrace the WFH policy implementation.

Table 2.
The Difference Test of WFH Readiness Level

	WFH Readiness Level
Mann-Whitney U	12878.00
Wilcoxon W	23609.000
Z	-4.890
Asymp. Sig. (2-tailed)	.000

Source: Processed by Researchers, 2020

As summarize under Table 2 above, it is revealed that the significance of the Mann Whitney U Test result between the central government employees variable and the regional government employees is 0.000 < 0.05, so it can be concluded that H0 is rejected; there are differences in individual readiness in implementing Work From Home (WFH) policy between central government employees and regional government employees. To gain further understanding of the findings, the researchers conducted further analysis of the four theoretical dimensions that contributed to the total score scoring of Readiness for Change, namely: Appropriateness, Management Support, Change-Specific Efficacy, and Personal Valence.

Table 3.
Appropriateness Dimension of Central Government Employees and Regional Government Employees

Government Agencies (n=383)	Dimension Level of Appropriateness			Total
	Low	Moderate	High	
Central government employees (n=237)	1% (3)	51% (121)	48% (113)	100%
Regional government employees (n=146)	3% (5)	76% (111)	21% (30)	100%

Source: Processed by Researchers, 2020

Appropriateness dimension according to Holt et al., (2007), refers to the level of individual belief that proposed changes are necessary, appropriate to the situation, and beneficial to the organization. Based on the results of the research survey as summarized in Table 3, 48% of central government employee respondents have a high level of confidence that WFH Policy is absolutely necessary, while 51% of respondents have moderate confidence in the urgency of implementing the WFH policy. Only 1% of respondents did not really believe in the importance of changing from Work at the Office to Work From Home. Meanwhile,

regional government employee respondents in aggregate are also dominated by those with moderate confidence levels (76%), high (21%), and low appropriateness (3%) to implement WFH policy at this time.

Table 4.
The Different Test of Appropriateness of Central Government Employees and Regional Government Employees

	Appropriateness Dimension
Mann-Whitney U	12471.000
Wilcoxon W	23202.000
Z	-5.388
Asymp. Sig. (2-tailed)	.000

Source: Processed by Researchers, 2020

Based on the table shown above, it is known that the significance value of the Mann Whitney U Test result between the Central government employees variable and the Regional government employees is 0.000 < 0.05 on the dimension of Appropriateness, so it can be concluded that H0 is rejected; there is a difference in individual readiness in the dimensions of Appropriateness in implementing WFH between Central Government Employee respondents and Regional Government Employee respondents. Based on the results of the data process, it can be concluded that statistically Central Government Employee respondents have a higher level of confidence compared to Regional Government Employee respondents in assessing the urgency of the implementation of WFH policy as well as their benefits for the agencies in which they work.

Assessment of the urgency of WFH implementation, reflecting from the respondents' answers toward question item number 5 regarding "Rational reasons in the implementation of WFH", 83% or 121 respondents of Regional government employees "Agree" that they realize there are rational and strong reasons to implement WFH, while for central government employee respondents only 65% or 154 respondents who "Agree" on the matter. However, it is also found that central government employee respondents answered "Strongly Agree", which is 31, 2% or 74 respondents who strongly believe that there are rational reasons in the implementation of WFH, while only 6.1% or 9 respondents of Regional Government Employee "Strongly Agree" on this.

Central government employee respondents' approval is consistently also seen in the response they give to question item number 1 regarding the "Benefits of WFH implementation

for the agencies in which they work" where 82% of respondents stated “Beneficial" (68%) or "Very Beneficial" (16%). In addition, the approval of the majority of Central Government Employee respondents (61% "Agree" and 19% "Strongly Agree") on question item number 4 concerning "efficiency improvement for agencies as a result of the implementation of WFH". This efficiency occurs due to a reduction in office costs which include, electricity usage costs and internet usage costs (Mungkas, 2020). It is also similar to Taufik & Warsono's opinion (2020) that the covid-19 pandemic has changed the paradigm of the civil servant's working system to be more effective and efficient, as well as more results-oriented than procedural.

Furthermore, the approval of the majority of Central Government Employee respondents (19% "Agree" and 49% "Strongly Agree") to question item number 6 regarding the "long-term benefits of WFH implementation for individuals". The long-term benefits of this WFH policy are related to the development of individual capabilities using information technology. With WFH, individuals in the organization are encouraged to be able to make adjustments to the use of technology. Yulianto (2020) states that WFH demands civil servants to be able to adapt and keep up with the demands of change, especially from those who are not tech savvy, to civil servants with good digital literacy. This literacy digital competency framework consists of ASN digital insights, ASN digital skills, and ASN digital behavior (Rumata & Nugraha, 2020).

Table 5.
Management Support Dimension of Central and Regional Government Employees

Government Agencies (n=383)	Management Support Dimension Level			Total
	Low	Moderate	High	
Central government employees (n=237)	2,1% (5)	48,9% (116)	48,9% (116)	100%
Regional government employees (n=146)	1% (1)	58% (85)	41% (60)	100%

Source: Processed by Researchers, 2020

The management support dimension refers to the level of individual belief that leaders in the organization are committed and support the implementation of changes as stated by Holt, et al., (2007). Based on the results of the survey that researchers conducted, the majority of Central Government Employee respondents showed relatively good confidence in the

support given by the organization's leadership in supporting the policy of working from home as reflected in Table 5 above (High and Low Confidence of 48.9%). While respondents of Regional government employees also had good confidence where only 1% of them doubted the support of the organization's leadership in supporting WFH.

Table 6.
The Different Test of Management Support of Central government employees and Regional government employees

	Management Support Dimension
Mann-Whitney U	16097.000
Wilcoxon W	26828.000
Z	-1.313
Asymp. Sig. (2-tailed)	.189

Source: Processed by Researchers, 2020

Based on this, it can be seen that the value of significance in the Management Support dimension is 0.189 > 0.05 which means H0 is not rejected; there is no difference in the confidence of Central government employees and Regional government employees in the Management Support dimension in implementing WFH. This occurs because the low, medium and high percentages in the Management Support dimension showed no significant difference. The absence of difference of belief between Central Government Employee respondents and Regional Government Employee respondents in the Management Support dimension becomes interesting. This is because in relation to the support of WFH implementation, it turns out that local agencies and central agencies both provide great support to support their employees in implementing WFH policy. Ashal (2020); Asbari, et al., (2020); Astuti & Khoirunnisa (2018); Jumiran, et al., (2020) argue that organizational support and management support factors are very influential in employee's performance. Organizational support can be in the form of the provision of work facilities and infrastructure, the comfort of the work environment, as well as working conditions and management support in the form of support of management or leaders who are able to form a harmonious work system and be able to develop worker competencies, as well as provide motivation to employees (Ashal, 2020).

In terms of leadership support, reflecting from the collected responses for answering item number 12 concerning "The head of the agency I work for has fully supported the implementation of Work From Home (WFH)", as many as 69.2% or 101 respondents of

Regional Government Employee "Agree" to the leadership of their agency working have fully supported the implementation of WFH, while the respondents of the Central Government Employee only 59.1% or 140 respondents who "Agree" to it. On the other hand, still in the same question, as many as 16.9% or 40 Central Government Employee respondents felt "Strongly Agree" that their agency leadership gave full WFH implementation support, while in Regional Government Employee respondents only 6.2% or 9 respondents felt "Strongly Agree" about it.

Then, in terms of motivation given by the leader can be seen from the respondent's answer in question questionnaire item number 11 concerning "I get motivation from the head of the agency I work for to Implementing Work From Home (WFH)", 73.3% or 107 respondents of the Regional Government Employee "Agreed" that they were motivated by the leadership of the agency they worked in implementing WFH, while the respondents of the Central Government Employee only 59.1% or 140 respondents who "Agreed" on the issue. However, it was also found that Central Government Employee respondents answered "Strongly Agree", which is 13.1% or 31 respondents who were very confident that the leaders of the agencies they worked in provided motivation to implement WFH, while only 4.1% or 6 respondents of Regional Government Employee were "Strongly Agree" to it.

There is no difference of belief in the Management Support dimension in Central government employees and Regional government employees also seen from the open question of "Do the agencies in which you work provide support facilities for employees in implementing Work From Home (WFH)?". When viewed from the respondent's answer to the open question, there is not very significant difference, such as as 19.2% or 28 respondents of Regional Government Employee who answered getting supporting facilities from their agencies working in the form of supporting infrastructure, such as laptops, printers, and computers, while Central Government Employee respondents there were 18.1% or 43 respondents who got supporting infrastructure in implementing WFH.

Table 7.
Change-Specific Efficacy of Central and Regional Government Employees

Government Agencies (n=383)	Change-Specific Efficacy Dimension Level			Total
	Low	Moderate	High	

Central government employees (n=237)	1% (2)	48% (113)	51% (122)	100%
Regional government employees (n=146)	2,1% (3)	69,2% (101)	28,7% (42)	100%

Source: Processed by Researchers, 2020

According to Holt, et al., (2007), Change-Specific Efficacy refers to an individual's level of confidence that they have the ability and skills to carry out tasks and activities when changes are implemented. Based on the results of a research survey that can be seen in Table 7, in dimension Change-Specific Efficacy, the majority of respondents to the Central Government Employee in a row showed high confidence (51%) and moderate (48%) to learn the various skills necessary to implement WFH effectively. While the majority of Regional Government Employee respondents, in the context of potential self-development, have moderate confidence of 69.2% and are followed by those who are very optimistic (28.7%). Employees who felt less confident in their ability to learn new skills were very few (2.1%).

Table 8.
The Different Test of Change-Specific Efficacy of Central government employees and Regional government employees

	Change-Specific Efficacy Dimension
Mann-Whitney U	13303.500
Wilcoxon W	24034.500
Z	-4.395
Asymp. Sig. (2-tailed)	.000

Source: Processed by Researchers, 2020

Based on the table above, it is known that the significance of Mann Whitney U Test results between Central government employees variable and Regional government employees is 0.000 < 0.05 on Change-Specific Efficacy dimension, so it can be concluded that H0 is rejected; there is a difference in individual beliefs in the Change-Specific Efficacy dimension in implementing WFH between Central Government Employee respondents and Regional Government Employee respondents. Based on the results of the data process, it can be concluded that Central Government Employee respondents have a higher rate of Change-Specific Efficacy compared to respondents of Regional Government Employee.

The high confidence of Central Government Employee respondents is seen from the questionnaire answer on question item number 20 concerning "I feel I have sufficient skills in using digital devices to realize the successful implementation of Work From Home (WFH)",

91.5% or 217 Central Government Employee respondents (25.3% or 60 respondents felt "Very Confident" and 66.2% or 157 respondents felt "Confident") stated that they had sufficient skills in using digital devices to realize the success of WFH implementation, while regional government employees only 79.5% or 116 respondents (5.5% or 8 respondents who felt "Very Confident" and 74% or 108 respondents felt "Confident") who felt that way. Then, judging by the questionnaire answer in item question number 19 concerning "I feel unable to complete the task properly when implementing Work From Home (WFH)", as many as 18.1% or 43 respondents of Central Government Employee "Very Do not" feel if they cannot complete the task properly when carrying out WFH, while Regional government employees only 4.1% or 6 respondents who "Strongly Do not" feel that way. This can be seen from the answer of Central Government Employee respondents who answered the open question of "Can working at home or out of the office affect work from home (WFH)?", where the majority (65% or 154 respondents) answered working at home or outside the office did not affect WFH's work completion. This means that Central Government Employee respondents are very confident that they have the ability and skills to carry out tasks and activities when changes are implemented. It was also supported from the answers of Central Government Employee respondents, only 0.4% or 1 respondent had barriers regarding IT skills during WFH compared to Regional Government Employee respondents, namely 3.4% or 5 respondents who had barriers in IT skills, such as stuttering technology and skills in using the application. This can be seen for example in teachers (Regional Civil Servants) in SD Negeri Dengkek 01 Pati where there are still teachers in the school who are less good at technology in conducting the learning process (Rokhani, 2020).

In addition, when compared to ICT literacy among Central government employees and Regional government employees, Central government employees have better ICT literacy compared to Regional government employees. Although the Lembaga Administrasi Negara (LAN) does not yet have ICT literacy data among civil servants nationally (Arrochmah & Nasionalita, 2020), but based on previous studies such as Kanter, et al. (2019), ICT literacy among civil servants of Gorontalo regency is generally still in the category of beginners or relatively low, and Ngantung, et al. (2014) stated that the literacy rate of ICT of Manado City as a whole is classified into a low category. Meanwhile, the digital literacy of civil servants in

the Ministry of Communication and Informatics (KOMINFO) is classified as good (Rumata & Nugraha, 2020).

Table 9.
Personal Valence of Central and Regional Government Employees

Government Agencies (n=383)	Personal Valence Dimension Level			Total
	Low	Moderate	High	
Central government employees (n=237)	7,6% (18)	71,7% (170)	20,7% (49)	100%
Regional government employees (n=146)	12% (17)	82% (120)	6% (9)	100%

Source: Processed by Researchers, 2020

The Personal Valence dimension according to Holt, et al., (2007) is an individual's belief that the proposed changes benefit individuals personally. As summarized in Table 9 above, as many as 20.7% of Central Government Employee respondents have high confidence in the benefits they can get by supporting the implementation of Work from Home policy. Meanwhile, 71.7% of them had moderate confidence, and the remaining 7.6% showed low level confidence in the potential benefits they could get from the WFH Policy. When compared to Regional Government Employee respondents, only 6% of them had high confidence in the benefits they would get by supporting WFH. While 82% have moderate confidence, only 12% of them doubt the potential benefits of implementing the Work From Home Policy.

Table 10.
The Different Test of Personal Valence of Central government employees and Regional government employees

	Personal Valence Dimension
Mann-Whitney U	14425.500
Wilcoxon W	25156.500
Z	-3.646
Asymp. Sig. (2-tailed)	.000

Source: Processed Research Results, 2020

Based on table 10, it can be seen that the value of significance in the Personal Valence dimension is 0.000 < 0.05 which means H0 is rejected; there is a difference in the readiness of Central Government Employee and Regional Government Employee respondents in the Personal Valence dimension in implementing WFH. This is because the percentage of

readiness of Central Government Employee respondents in the Personal Valence dimension is higher than that of Regional Government Employee respondents which is 20.7% or 49 respondents compared to 6% or 9 respondents.

The level of individual confidence that the proposed changes are beneficial to the individual is one thing to note. Based on the respondent's answer based on questionnaire question number 35 which is "Do you feel personal relationship with colleagues become stretched when carrying out WFH?". Central Government Employee respondents showed the majority as much as 57% or 135 respondents "Disagreed" that the implementation of WFH made personal relationships with colleagues difficult. On the other hand, respondents of the Regional Government Employee majority think the same as the respondents as much as 56% or 82 respondents answered "Disagree" that in the implementation of WFH make the relationship with colleagues become stretched. This is reinforced by Gajendran & Harrison's (2007) opinion that the implementation of WFH does not have a bad impact on inter-personal relationships in the workplace.

The Personal Valence dimension also encompasses the implementation of WFH may cause fear that individuals will lose social status in working agencies. Related to that, there is a questionnaire question number 36 which is "Are you worried about losing social status in the agency where you work during the implementation of WFH" in which the majority of Central Government Employee as much as 69% or 164 respondents answered "Disagree" that the implementation of WFH raised fears that individuals would lose social status in the agencies where it worked. Then, for Regional Government Employee respondents to have something in common, the majority answered "Disagree" that the implementation of WFH makes worrying about losing social status in the agency where it works.

McCloskey & Igbaria (2003) argues that concerns from individuals may arise in carrying out tasks remotely which can be a concern for career prospects in the workplace. Related to this, questionnaire question number 37 is "whether WFH can limit career levels in workplace agencies" where the majority of Central Government Employee as much as 71% or 169 respondents "Disagree" that the implementation of work in a WFH way can limit the career level of the individual in the institution in which he or she works. While for Central Government Employee respondents the majority had the same answer, which is shown with

as many as 81% or 118 respondents answering "Disagree" that the implementation of WFH can limit the career level of the individual in the institution in which he or she works.

On the other hand, based on questionnaire question number 40 is an open question namely "Is there any difficulty in establishing good communication with the internal parties of the organization when the implementation of WFH?". It turns out that the majority of Central Government Employee as much as 77% or 182 respondents when running WFH answered "Do not" having difficulty in establishing good communication with internal parties of the organization. Then for Regional Government Employee respondent, the majority of them, as many as 68% or 99 respondents answered the same thing that is "no" having difficulty in establishing good communication with internal organizations during the implementation of WFH. However, there were findings in the Central Government Employee as many as 23% or 55 respondents and as many as 32% or 46 respondents of Regional Government Employee answered that in the implementation of WFH answered "Do" had difficulty in establishing good communication with internal parties of the organization. These difficulties are due to several factors such as miscommunication, stunted communication, work to be done in the office, lack of technology savvy, slow response and limitations of technology and network.

Then for the open question namely question questionnaire number 38 is an open question namely "Do you have any obstacles in completing the work WFH?" the majority of Central Government Employee as much as 65% or 153 respondents answered "Do not" has obstacles in completing the work on a WFH. Then, for Regional Government Employee respondents, the majority have the same answer that the implementation of WFH “Does not” impede individuals in completing the work of 62% or 90 respondents. However, as many as 35% or 84 respondents of Central Government Employee answered "Yes" that WFH hindering individuals from completing their work. On the other hand, Regional Government Employee as many as 385 or 56 respondents chose to answer "Yes" that experienced obstacles in completing the work in WFH due to several factors such as internet network constraints, lack of supporting facilities, environmental conditions, costs, need for adaptation process, and coordination problems.

Summary

The findings in this study are that there is a difference in readiness between central government employee and regional government employee respondents in implementing

WFH policy. Based on the analysis, the central government employee respondents have a statistically better level of readiness than regional government employee respondents. Statistically, central government employee respondents possess better level of understanding of the urgency to change the way of working from conventional to the WFH than their colleagues at the local level. In addition, respondents from central government are also superior in perceiving potential benefit for individuals and organizations. Moreover, central government employee respondents have a higher level of confidence in learning new skills supporting WFH and awareness of the potential benefits of WFH for themselves personally than regional government employee respondents. This is reinforced by the findings of central government employee respondents who have higher confidence in accomplishing the required tasks amidst WFH than their colleagues working at the regional level. In addition, it is also important to note that ICT literacy rates among central government employee respondents are higher than those of regional government employee respondents.

On the other hand, central government employee respondents have a higher level of confidence than regional government employee respondents that various personal benefits will be enjoyed following the implementation of WFH policy. It is evidenced among respondents from central governments that the change from conventional way of work to WFH does not significantly affect personal relationships with colleagues. In addition, majority of central government officers who participated in this study do not worry about losing social status if they support WFH. Besides that, central government employee respondents also show their superiority above regional government employee respondents regarding the possible impact of WFH to their individual career prospects. However, in terms of managerial support, there is no significant difference between central and regional government employee respondents.

The implementation of WFH during the pandemic in general did not create severe problems for both central and regional government employee respondents. The government may consider to prolong the application of WFH's workings among civil servants even after the pandemic ends with a number of improvements and clear objectives.

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