



Conference Full Papers

Asia Pacific Society of Public Affairs (APSPA)
2016 Annual Conference
<http://www.apspa.org>

International Conference on Public Organization VI (ICONPO VI)
On

*“Information, Open Government,
Democratic Governance,
and Public Administration”*

10-11 August, 2016 (Wednesday & Thursday)
Thammasat University, Tha Prachan Campus,
Bangkok, Thailand



Preface

It was seven years ago when University of Muhammadiyah Yogyakarta (UMY) and our Faculty of Political Science, Thammasat University first started a small collaboration, initiated by Associate Professor Dr. Achmad Nurmandi, who at that time was Dean of Faculty of Political Science, UMY. We first had an opportunity to welcome colleagues and students from UMY to present their research of interests at Thammasat University organized by Associate Professor Soparat Jarusombat in collaboration with Associate Professor Dr. Nurmandi in year 2010.

The following year, the First International Conference on Public Organization (ICONPO) was organized by UMY in Indonesia, then in Korea, and back to Bali, Indonesia, before moving to Malaysia in 2014. The fifth ICONPO was organized in Davao City, Philippines last year.

This year, it is my great pleasure and honor to host this event at Thammasat University where it all started. The theme is set on “Information, Open Government, Democratic Governance, and Public Administration” for two days during August 10-11, 2016. There are about 189 proposals submitted this year. The participants come from various countries, namely Philippines (84), Indonesia (80), Malaysia (3), United Kingdom (2), Russia (1), Nigeria (1), China (1) and Thailand (17). All papers were blindly reviewed and will be selected for publication in Journal of Government and Politics. Some would be selected for book chapters. We have about 34 panels in all with topics covering every aspects and issues in Public Administration from Social Media, Network Governance and Open Government to Politics, Conflict, and Corruption in Public Affairs.

As a host of this special academic event, I would like to thank the Executive Committee of Asia Pacific Society of Public Affairs (APSPA) for entrusting us with the honorable mission of organizing this international academic conference this year. My great appreciations also go to all partners and supporters, namely Faculty of Political Science and Law, Burapha University, Faculty of Political Science and Public Administration, Chiang Mai University, Faculty of Humanities and Social Science, Khon Kaen University, Human Resources Institute, Thammasat University, College of Politics and Governance, Mahasarakham University, Sripatum University, EPA Foundation and Alumni, Thammasat University, and Faculty of Political Science, Thammasat University. Special thanks go to all staff for their time, tireless efforts, and dedications in organizing this Conference.

Last, but not least, I wish everyone all the bests and fruitful discussions. Till we meet again next year in Jakarta, Indonesia. Thank you.



Amporn Tamronglak
Your Host,
Professor of Public Administration Faculty of Political Science,
Thammasat University, Tha Prachan Campus
August 14, 2016

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▪ Professor Chaiwat Satha-Anand, Ph.D.	ix
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Session: August 10, 2016

(Full papers are in the conference's thumb drive that follow each session)

1. Social Media, Network Governance and Open Government
2. Information Technology and Innovation Public Governance
3. Civil Society, Social Media, and Participative Governance
4. Culture, Migration, and Community in Public Affairs
5. Communication Technology and Electoral Administration
6. Current Issues in Public Administration
7. Public Innovation/Governance
8. Various Issues in Public Administration
9. Politics, Conflict, and Corruption in Public Affairs
10. Evaluation, Effect, and Influence in Public Issues
11. E-Government, Transparency, and Transformation
12. Public Administration Issues
13. Good Governance and Leadership
14. Public Administration and Political Power
15. Issues in Public Administration
16. New Challenges and Global Issues in Public Affairs I
17. New Challenges and Global Issues in Public Affairs II
18. New Challenges for Disaster Management

Session: August 11, 2016

(Full papers are in the conference's thumb drive that follow each session)

19. Leadership and Human Resource Development
20. Fiscal, Finance, and Budgetary Administration
21. Current Issues in Public Policy
22. Public Policy and Policy Implementation

23. Policy Enforcement and Health Policy Issues	
24. Organizational Effectiveness and Human Resource Management	
25. Community, Empowerment, and Local Governance	
26. City and Local Innovation for Public Governance	
27. Education and Public Affairs	
28. Childhood and Education in Public Administration/Policy	
29. Women and Childhood Issues in Public Affairs	
30. Women, Community, and Equality	
31. Development, Local, and Community Development	
32. Current Issues in Local Governance	
33. Local Innovation and Indigenous Politics	
34. Empowerment and Decentralization in Local Government	
Committee Management Asia Pacific Society of Public Affairs (APSPA)	23
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APSPA's President Welcome Message

THE ASIA PACIFIC SOCIETY FOR PUBLIC AFFAIRS (APSPA) PRESIDENT FORWARD TO THE INTERNATIONAL CONFERENCE ON PUBLIC ORGANIZATION (ICONPO VI) PROCEEDING

Through this “casual” introduction I would like to express a little discussion that will attract our interest. Whereas, the meaning openness in governance is essential at this time. Therefore, it is not surprising that in the theory of democracy and its democratic transformation, the implementation of open and accountable government is one element among the four main elements of democratic government.

If we try to trace back in term of conceptual works by referring to David Beetham and Kevin Boyle, *Introducing Democracy: 80 Questions and Answers* (2002), open government has at least four characteristics as follows:

1. The Government provides a wide range of factual information about policies that will and already made. The actual information that covers all the basics that support these policies, the impact that would arising from its policy, the cost (economic, social, and political) to be borne as a result of these policies, what are the rules of implementation of the policy, where various the information can be obtained, and so on that are relevant to these things.
2. The existence of opportunities for the public and the press to obtain or access various government documents. Access can be done either directly or indirectly. For instance, through open hearings in parliament. Such access includes various private archives regarding individuals who hold various public positions or government positions.
3. The exposure of government meetings to the public and the press. It also includes meetings of parliament and its various commissions and other relevant supports, as well as the minutes of meetings of government agencies and local government meetings.
4. The presence of the public consultation conducted systematically by the government. A public consultation was mainly about the various interests related to the formulation and implementation of policies. Included in that regard, the publication of the information and advice received by the government.

Nevertheless, this principle of open government does not necessarily allow the public to access information on government administration indefinitely. In the open government there is also a principle of exclusion of freedom of information or the limits of openness. That is, there is a certain information about governance may be suppressed by the government, so it does not need to be published. The limits of such disclosure should be determined by the legislature in the form of legislation.

However, the interpretation of the openness that have not been or are not clear in the legislation is the right of the courts, not the right of the government itself. Therefore, to provide access to public information, the president or head of state with the approval of parliament, for example making the Law on public information as one example.

In this section by referring back to Beetham and Boyle (2002) above, there is information classified as exceptions to the freedom of information, there are five kinds confidential information as follows;

1. Considerations of the cabinet.
2. The strategic political advice given to ministers.
3. Certain information when posted openly to the detriment of national defense, the survival of the democratic system itself, or the safety of individual citizens.
4. Trade secrets of state owned companies and private company allied with the state in the country.
5. The private archives, except the private archives of individuals that are needed and related to an investigation related to the rights of the public.

The such fifth information above does not mean that in any democratic country should be established by legislation that is considered confidential information. There are times when some democratic states only assign three or four things any confidential information. The more mature democracy in a country, generally will be a few “exceptions” imposed on freedom of information.

Through this proceedings of the conference on the theme of “Open Government, Democratic Governance and Public Administrations”. I thought that the experience of each participant will color of each characteristic of openness from other countries. Therefore, academic discussion forum and will bridge that is not limited to the realm of academic conceptual but also to the actual practices of openness in governance in providing and implementing public administrations.

Finally, by reading this book let me wish all the best and hopefully this conference produces the real outcome and more beneficial for all involved participants and contribute to the state and nation of the all respective participants.



A handwritten signature in blue ink, appearing to read 'Azhari A. Samudra'.

Professor Azhari A. Samudra, Ph.D.
President, Asia Pacific Society of Public Affairs (APSPA)
Universitas Krinadwipayana

Opening Speech

Professor Somkit Lertpaithoon, Ph.D.

The Rector, Thammasat University

Sri Burapha Auditorium, Thammasat University, Thaprachan Campus

August 10th-11th, 2016



Mr. Secretary General, Distinguished participants, distinguished guests, Ladies and Gentlemen,

It is a great honour for me to be here with you today on the occasion of the General Assembly of the Asia Pacific Society of Public Affairs or APSPA and the 6th International Conference on Public Organization or ICONPO. On behalf of Thammasat University, I would like to take this opportunity to extend a warm welcome for the participants to this prestigious conference to Thammasat University, and to the city of Bangkok.

I would also like to mention that the Conference has been convened the emerging trends of the present and future under the theme “Information, Open Government, Democratic Governance, and Public Administration”. It provides a discussion platform for both academics and practitioners in the area of political science and public administration. This platform is to build the body of knowledge and to share the best practices or lessons learned from public policy implementation, especially among the ASEAN member countries.

As we have seen, the decade of the new millennium brought a countless number of challenges, arising as a consequence of globalization, among other things. Our government has to cope with a new set of problems and restrictions, which are more complex and inherently difficult. The financial crisis from the economic downturn still continues to plague the public sector and the outcomes of public policy, which often are the product of bargaining and compromise

among many participants with diverse interest groups. Even at that, the force of information technology is transforming the world of public administration at an extraordinary speed.

Therefore, public sector today requires innovative ways of operation, which must not only encompass the management functions of state agencies and enterprises, but must also take into account the broader context of democratic governance.

This conference is an excellent forum for the international community of scholars and practitioners of development administration to strengthen relationships and stay up-to-date on new developments, in theoretical as well as practical approaches to government, so it will help us understand and find solutions to the key issues that our governments and societies we facing.

During these two intensive days, I truly expects that you will gain interesting information and have a fruitful outcome of the discussions on these important issues at this conference.

Again, I would like to extend my sincere gratitude and appreciation to all delegates, participants, guests, and involved organizations and individuals for the benevolent support to this conference. Thanks to APSPA as an organization for making this conference possible, meaningful, and significant.

Thank you very much.



Professor Somkit Lertpaithoon, Ph.D.

The Rector, Thammasat University

Opening Remark



Associate Professor Supasawad Chardchawarn, Ph.D.

Dean, Faculty of Political Science, Thammasat University

Sri Burapha Auditorium, Thammasat University, Thaprachan Campus

August 10th-11th, 2016

Respectfully Vice Rector for Academic Affairs Pipop Udorn, the Association President on Asia Pacific Society for Public Affairs and the great honors.

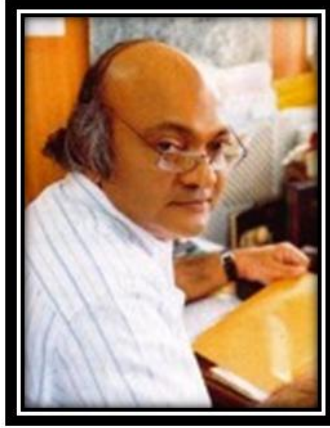
I'm associate Prof. Dr. Supasawad Chardchawarn on behalf of the faculty of Political Science of Thammasat University. I am gratefully and honor that the faculty of political science has an opportunity to held the 6th International conference on Public Organization.

Due to the new age of Globalization, I believe that the study of public administration and governance will be the driving force to various policies in many aspects. As public administration and governance is the science with dimensions such as knowledge of management and public organization, human resources management and budget management in public organization.

Nowadays, the study of public administration and governance has been challenged by different and complex issues. I do believe that this International conference is a good opportunity for public administration scholars to exchange their knowledge and present their academic works in which benefits to everyone in the field of public administration and governance.

Keynote Speech

“Celestial Axe: On the politics of Naming”



Professor Chaiwat Satha-Anand, Ph.D.

Professor, Faculty of Political Science, Thammasat University

ABSTRACT

Why do leaders change the names they want people to call them? What does it mean to change the name of a political operation or an “event”? Is the rose by any other name still a rose? Rather than discussing the impacts that have been brought about by changing names which has been widely examined elsewhere, this keynote address is an attempt to argue that the politics of naming is earthshaking precisely because of the power embodied within the name itself. It begins with a brief survey of the academic landscape on naming and a touch on the term “celestial axe” born from the womb of Thai law in history. Recent research on southern Thailand—presently plagued with violence—about a government labor project and a peace process operation will then be used to illustrate how changes in names engender political reality in terms of the state and its governability. The power of naming itself will then be analyzed using ancient wisdoms which include: Confucius’ teaching, the Bible’s narrative of exorcism, and the Qur’an’s creation story. This paper ends with a story of resistance as a critique of the seemingly omnipotence act of naming.



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August 10, 2016

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✚ **Opening Ceremony:** 08:00 – 10:30 hr.

At Sri Burapha Auditorium, Thammasat University, Thaprachan Campus

08:00 – 08:45 hr. Registration

08:45 – 09:15 hr. **Opening Remark**

Assoc. Prof. Dr. Supasawad Chardchawarn
Dean, Faculty of Political Science
Thammasat University

Prof. Dr. Azhari A. Samudra
President
Asia Pacific Society of Public Affairs (APSPA)

Universitas Krinadwipayana

Assoc. Prof. Dr. Pipop Udorn

Representative of Rector, Thammasat University

Vice Rector for Academic Affairs

09:15 – 09:45 hr. Souvenir and Photo Session

09:45 – 10:15 hr. **Keynote Speech**

“Celestial Axe: On the Politics of Naming”

Prof. Dr. Chaiwat Satha-Anand

Professor, Faculty of Political Science

Thammasat University

10:15 – 10:30 hr. **Coffee Break**

**Change place from Sri Burapha Auditorium to
Faculty of Political Science, Thammasat University

📅 Sessions 10:30 – 12:00 hr.

At Faculty of Political Science, Thammasat University

1. Room102: Social Media, Network Governance and Open Government

1. The Analysis of Network Governance in The Investment Development of Free Trade Zone and Free Port (KPBPB) Batam (1)
Ady Muzwardi and Andri Putra Kesmawan
2. Empowering Young Entrepreneur as CSR of Bank Mandiri (21)
Dea Angkasa Putri Supardi
3. Open Governance, Close Government (Transparency and Participation in Local Governance in the Gowa Regency, Indonesia) (33)
Andi Luhur Prianto
4. Uses and Influences of Social Media and Networking on the 2016 Election in Iligan City, Philippines (48)
G. Reble, K. Tabimina and M.J. Mendoza

5. The Influence of Social Media Technologies on The Voting Preferences Among Selected Fourth Year Student Voters of MSU-IIT in The Upcoming 2016 Presidential Election (172)
Ayana Denisse L. Chan, Sittie Nhurhaena F. Sangca, and Elizabeth L. Codilla
6. The Impact of Computer Literacy and Internet Connectivity Program in Conflict Affected Areas of Mindanao (181)
Vellorimo J. Suminguit

Chairperson/Moderator: Assoc. Prof. Dr. Attakrit Patchimnan

2. Room 202: Information Technology and Innovation Public Governance

1. The Impact of Information and Communication Technology use to The Change of Work Pattern and Public Service Development in The Cooperative Entrepreneurial (56)
Rachmawati Novaria
2. Analysis of Changes in Government Management Paradigm Through Implementation of Information Technology with Lapor Applications (Aspirations and Complaints Service Online People) in Indonesia (62)
Neng Suryanti Nengsih, Rendra Setyadiharja, Sharil Budiman, Suherry, and Raja Dachroni
3. Government Communications in Indonesia During the Reformation Era (70)
Megandaru W Kawuryan, Sukatmi Susantina, and Bintang Rizki Sakinah
4. Forming The Political Governance Image Through Media Social as Implementation of E-Government (79)
Lalu Delva Galang Abdita, Putri Nurlita, and Rizki Sari Eka Putri
5. Innovative Governance and Politics: The Phenomena of Legislative Heavy in The Formulation of Innovative Policies in Batam City, Indonesia (83)
Wayu Eko Yudiantmaja and Dian Prima Safitri

Chairperson/Moderator: Assoc. Prof. Dr. Piyakorn Whangmahaporn

3. Room 403: Civil Society, Social Media, and Participative Governance

1. Pre-Election Surveys and Its Influence in The Voting Preferences: Focus on the 2016 Presidential Elections in The Philippines (82)
Jeffrey B. Payusan, John Henedee A. Quitara, and Hilton J. Aguja
2. The Dynamicity of Civil Society' Orientation Shift from Socio-Religious to Political Movement (93)
Aryn Nur Hermizha
3. Social Media: the Creation of Online "Public Sphere" in Indonesia (94)
Anwar Kholid and Alim Bubu Swarga
4. E-resistance, Internet Memes and Philippines Politics (96)

Prince Aian G. Villanueva, Jonalou S.J. Labor, and Dyra Dinah C. Genovaña

5. Faces and Phases of Participation: A Local Experience on Community ResourceManagement in Southern Philippines (108)

Eva N. Mendoza and Joy Melyn J. Proquis

Chairperson/Moderator: Dr. Halimah Abdul Manaf

4. Room 404: Culture, Migration, and Community in Public Affairs

1. Cultural Adaption and Resistance of the Manobo Pulanginon as Reflected in the Binanog Dance (111)

Bryan Lee D. Celeste

2. Towards Empowered Community: The Impacts and Challenges in Indonesia (117)

Murtir Jeddawi and Andi Heny M.Nuridin

3. Influence of Handedness to the Voting Decisions of the Eligible Voters of CASS and COE, MSU-IIT (119)

Hilton J. Aguja, French Ronald C. Halapan, and Queenie Pearl V. Tomaro

4. Cultural Integration and Assimilation: The Case of the Muslim Maranaos in Valencia City (2000-2015) (120)

Sittie Juhanna M. Pandapatan

5. Migrants of Dologon: a Documentation of Their Stories, 1956-2014 (122)

Reldon E. Maliwang and Sittie Juhanna M. Pandapatan

6. Decommissioning of the Moro Islamic Liberation Front: Prospects and Apprehensions (174)

David N. Almaraz, Trisha Mae K. Deiparine, and Nor-Hidaya M. Mangontawar

Chairperson/Moderator: Dr. Waipote Kulachai

5. Room 405: Communication Technology and Electoral Administration

1. The Social Media as a Transformative Agent in The Electoral Process (124)

David N. Almaraz and Ajree Malawani

2. Clash of Clans: a Simulation of Ancient Spartan Wars (128)

Gamaliel A. Jaramillo and Joy Melyn J. Porquis

3. Facial Morphometric, Voters' Facial Preferences and Electoral Outcomes (129)

Jamairah A. Nagamora, Erika Er Bienes, and Marilou F. Siton-Nanaman

4. Substantive Participation of Citizen and NGOs in The Upstream Watershed Conservation in Indonesia (130)

Tri Sulistyarningsih, Sulardi, and Sunarto

5. Do Information Communication Technology Initiatives have effect on Local Government Bureaucracy Transformation? (132)

Supardal, Achmad Nurmandi, and Bambang Cipto

Chairperson/Moderator: Asst. Prof. Dr. Theeraphong Bualar

6. Room 406: Current Issues in Public Administration


1. Community Fisherman Sedati Sidoarjo Governance Through Integrated (142)
Rachmawati Novaria, Achmad Sjafi'I, and Sukarno Hardjosoewito
2. Globalization and the Arab Spring: The Roles of Technology and Ideology as Precursors to Regime Change in Tunisia and Egypt (143)
Rachel Mary Anne A. Basas
3. Competence vs. Integrity: A Choice in the 2016 Presidential Election (153)
Eucil Pabatang-Hussien
4. Concurrent Elections in Indonesian Politics (155)
Titin Purwaningsih
5. Tourism in Plaridel, MisamisOccidental: Its Implications to Sustainable Development (163)
Gem Queenie B. Cabiles. Hanz L. Paderanga, and Marilou F. Siton-Nanaman
6. The Innovation Strategy of the Economic Community Empowerment Throgh Community-Based Tourism Model to Facing of Global Economic Challenges (185)
Kurnia Nur Fitriana, Sugi Rahayu, and Utami Dewi

Chairperson/Moderator: Assoc. Prof. Sida Sornsri

12:00 – 13:00 hr.

Lunch

At Room 103

 Sessions 13:00 – 14:30 hr.

7. Room 102: Public Innovation/Governance

1. Strategic Management Tensions in Social Enterprises: The Case of Thailand Social Enterprises (9)
Bob Doherty and Ada Chirapaisarnkul
2. On-going Evaluation Based on Street Level Bureaucrats: on Makassar TidakRantasa (MTR) Program (15)
Nasrulhaq
3. Civitas Academic Perception of "Blissful Services" for Recipient Postgraduate Program State University of Makassar, Indonesia (18)
Haedar Akib. Muhammad Guntur, and Rudi Salam
4. Public Private Partnership in Management of Public Facilities in Makassar – Indonesia (20)
Abdul Mahsyar

5. E-Government Innovation in Service Excellence: Implementation of E-Health in Health Care (24)
Indah Prabawati and Meirinawati
6. Processes and Institutions of the Juvenile Justice and Welfare System in the Philippines (179)
Marilou F. Siton Nanaman, Sulpecia L. Ponce, and Irene Estrada

Chairperson/Moderator: Asst. Prof. Dr. Nopraenu Sajakarak Dhirathiti

8. Room 202: Various Issues in Public Administration

1. “Everyone a Changemaker”, or everyone in it for themselves? The motivations of student social entrepreneurs in the UK (10)
Pathik Pathak
2. The China, Sulu, Cebu Connection: A Preliminary Study on 16th Century Trade Relations (34)
Trizer Dale Mansueto, Michael Anthony Ngo, and Munap Hairulla
3. History of Barangay Santiago Open Dumpsite of Iligan City: A cursory study from 1973 to the present (35)
Manolita B. Olores-Regalado and Jay Rome O. de los Santos
4. Bureaucratic Reformation and Implementing of Good Governance (The Study of Local Government Evaluation in Indonesia) (37)
Muhadam Labolo and Etin Indrayani
5. The Basic Standard of Obedience toward the Ruler in Javanese Culture (Critical Study of SeratSitiJenarIngkangTulen) (38)
Aris Fauzan
6. Ynitao and Kanitaw: Looking for Initao in Text and Memory (39)
Glarry Jun A. Vedra and Marjorie Joy Almario-Magdadaro

Chairperson/Moderator: Assoc. Prof. Dr. Thanyawat Rattanasak

9. Room 403: Politics, Conflict, and Corruption in Public Affairs

1. Impact of Bangsamoro Basic Law on Peace After the Mamasapano Incident: a Comparison of Muslim and Non-Muslim Perception (49)
Mary Beth Ann O. Odo, Sherifa Rossmia o. Kadil, Lucille A. Bayron, and Sulpecia L. Ponce
2. Conflict Resolution: Applying the Zoning Formula Model to Resolve Biafra Agitation (59)
Isaac Terungwa Terwase, Asmat-Nizam Abdul-Talib, Ratnaria Wahid, Gloria Samdi, Puldu, Nfor Eric Siben, Olubukola S. Adesina, and Daniel Godwin
3. Political Marketing vs. Political Party in Local Election Bekasi City 2012 (61)
Nurliah Nurdin

4. Analysis of The Practice of Corruption in Electronic Procurement Service System in The Kepulauan Riau Province (63)
Rendra Setyadiharja, Ahmad Nurmandi, Junriana, Raja Abumanshur Matridi, and Suyito
5. The Conflicting Issues Between the Corporate Governance Code of SEC and other Legal Regimes in Nigeria (75)
Adejoh Edogbanya and Gloria Tokula Edogbanya

Chairperson/Moderator: Assoc. Prof. Dr. Soparatana Jarusombat

10. Room 404: Evaluation, Effect, and Influence in Public Issues

1. Influence of Organizational Culture and Leadership Style Toward Work Satisfaction and Employee Performance in Institute of Local Government of Bukittinggi (76)
Ismail Nurdin and Sukree Langputeh
2. The Establishment of 540 Megawatt (MW) Coal-Fired Power Plant: Its Socioeconomic Effects on the Coastal Residents of Libertad, Kauswagan, Lanao del Norte (88)
Connie Fern B. Miranda
3. Performance Evaluation and Promotion Practices in The Philippine Statistics Authority in Marawi City (89)
Nor-Aima S. Saro-Dilna, Johaira P. Motalib, Raisa P. Natangcop, and Alinader M. Omar
4. Measurement of Public Servants' Performance: a Study in Six Districts/Municipalities in Central Java Provinces, Indonesia (92)
Mahfudz
5. Evaluation of The Philippine National Aquasilvi Culture Program (PNAP) in Two Bays in Northern Mindnao (104)
David N. Alvarez, Vanessa Ann V. Jariol, and Ana L. Naul

Chairperson/Moderator: Dr. Eko Priyo Purnomo

11. Room 405: E-Government, Transparency, and Transformation

1. Accountability in Malaysian Local Government: An Employees and Community Perspective (80)
Halimah Abdul Manaf, Ahmad Martadha Mohamed, and Zainal Md. Zan
2. Internal Colonization the Transformation of the Higaonon Reproductive System (87)
Jay Rey G. Alovera
3. Of Digital Footprints and Transparency: E-Governance Maturity and Corruption in the Philippines (97)

Prince Aian G. Villanueva

4. Network Governance++: Advancing a New Paradigm in the Administration of Pre-disaster Preparedness in the Philippines (100)

Reymund B. Flores

5. Implementation of E-Government in Improving Public Services in Temanggung Regency Central Java Province (110)

Marita Ahdiyana

Chairperson/Moderator: Assoc. Prof. Dr. Piyakorn Whangmahaporn

12. Room 406: Public Administration Issues

1. Collaboration & Partnership: Developing Successor Generation of Development Workers (57)

Maria Cecilia M Ferolin and Myrna Siose

2. Assessing the Impact of House Rehabilitation Program to Poverty Alleviation in Kepulauan Riau Province (95)

Riau Sujarwani, Faizal Rianto, Raja Abumanshur Matridi, and Shierly Viani Pratiwi

3. Disability Rehabilitation Services, Employment and Poverty in Indonesia (106)

Utami Dewi

4. Bureaucracy and Forest Fire in Riau: Discussing on the Implementation of Regulation and Province Budget (113)

Mega Hidayati

5. The Extent of Solid Waste Management Program: A Study on Select Industries in Iligan City (125)


Xandelyn Racel R. Baena, Jay Rome O. de los Santos, and Rose F. Langbid

Chairperson/Moderator: Dr. Waiphot Kulachai

14:30 – 14:45 hr.

Coffee Break

At Room 103

 Sessions 14:45 – 16:15 hr.

13. Room 102: Good Governance and Leadership

1. Politically Motivated Terrorist Attack: The Case of Butig Incident in Lanao del Sur, Philippines (105)

Johari K. Hadji Amer and Sulpecia L. Ponce

2. Dependency, Disengagement, and Life Satisfaction: The Challenges Confronting the Elderly of Maramag, Bukidnon, Philippines (127)

Raquelyn Jumawan-Dadang and Eva Natividad-Mendoza

3. Enhancement The Citizen Trust in Government and Satisfaction Through Transparency and Accountability of Budgeting Process (131)
Andi Heny M.Nurdin and Andini Radisya Pratiwi
4. Indonesia Readiness in Dealing ASEAN Economic Community (133)
Hasnan Sumantri and Damianus Oskario Rayadi Asfal
5. Atrocities of Trench Warfare: The Case of Lumads in NorThern Mindanao, Philippines (134)
Jade Harley C. Bretaña and Rona Celeste V. Pasamonte
6. Managing Ethics in Public Sector: Integrity Approaches (188)
Prayote Songklin
7. Collaborative Entrepreneur and Collaborative Managers: the New Leadership Roles in Forming and Sustaining Local Government Collaboration (189)
Pobsook Chamchong

Chairperson/Moderator: Assoc. Prof. Sida Sornsri

14. Room 202: Public Administration and Political Power

1. Studies on the Analysis of Consumer Loyalty program based customer relationship marketing and corporate image (141)
Rachmawati Novaria, Ni Made Ida Pratiwi, Ayun Maduwinarti, Agung Pujianto, Achmad Sjfaii, and Sukarno HS
2. The Political Power in Clash of Clans (COC) Vis-à-Vis The Philippine Concept of Political Power (145)
Joy Melyn J. Porquis and Jann Anthony A. Mag-Abo
3. The Political Symbolism Underlying Video Games: a Case Study of Clash of Clans (146)
Joy Melyn J. Porquis and Jindy Dumago
4. A Simulation of International Relations in The Massive Multiplayer Online Game (MMOG) Clash of Clans (COC) (147)
Joy Melyn J. Porquis and Pearl Imy Rose L. Magpulong
5. A Boom Beach Themed Simulation of Territorial Dispute: The Case of China Versus Philippines (148)
Joy Melyn J. Porquis and Salm Kairo C. Dumanlag

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5. Perceptions on the Effectiveness of Lakbay-Aral in Relation to Solid Waste Management: a Case in Kapatagan, Lanao Del Norte (165)
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6. Perceptions on The Bangsamoro Basic Law of Selected Victims of The 2008 Armed Conflict in Barangay Poblacion, Kolambugan, Lanao del Norte (178)
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2. Counter Terrorism: Theory of Fear Management (22)
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3. A Doctoral Curriculum of Public Administration in ASEAN: Similarities and Differences between Thailand and Malaysia (26)
Pratumtip Thongcharoen
4. The Changing Role of EU Policy in The Arab Spring (28)
Arunrat Jinda
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2. A Peace that Requires War: Tin Ears in the Deep South (86)
Iain F. Cowie
3. A Comparative Study on The Disaster Risk Governance of The Municipality of Naawan, Misamis Oriental (112)
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4. The Study of Socialization and Integrity Strategy: The Case Study of Local Government (160)
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2. Review public policies on flood management in Thailand during 1942-2012 (30)
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3. Disability Inclusive Disaster Risk Reduction: Lessons from project implementation in Thailand (167)
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4. Leadership Characteristics that Enhance Disaster Resilience: Perspectives from Subordinates (168)
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5. Nepal Earthquake: Thailand's Humanitarian Assistance on Public Health and Disaster Medicine (170)
Tavida Kamolvej

Chairperson/Moderator: Asst. Prof. Dr. Wasan Luangprapat

August 11, 2016

At Faculty of Political Science, Thammasat University

★★★★★★★★★★

📅 08:00 – 09:30 hr. Registration

📅 Sessions 09.00 – 10.30 hr.

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2. Career Mobility and Gender: A Descriptive Study of Selected DepEd Teachers in Iligan City (32)
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2. Improving the Academic Performance of Students in the Fiscal and Financial Management Course at Nakhon Pathom Rajabhat University (41)
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3. Asymmetry between Local Budgeting to the Needs of Society: Case Study on Raja Ampat Regency (42)
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2. Journalistic Skills of the Secondary Students in the Province of Ilocos Sur (6)
Jocelyn L. Absolor
3. Discourse Competence of Students in State Universities and Colleges (SUCs) of Ilocos Sur, Philippines (7)
Cynthia M. Carino
4. The Interests Scramble for Gold Mining Management in Banyuwangi Indonesia: a Political Economic Review (8)
Bayu Mitra Adhyatma Kusuma and Theresia Octastefani
5. Policy Implementation of Small Business Empowerment in Wajo Regency - Indonesia (11)
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6. Policy Model of Public Service Based Electronics Throgh “Sistem Informasi Manajemen Desa Terpadu” (SIMADU) in Margahayu Subdistrict in Bandung Regency West Java, Indonesia (184)
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2. Policy Based Empowerment as Solution to Improve The Welfare and Environment Problems (54)
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3. The Implementation of Policy of e-ID card Serving in Ngawi Regency (58)
Eko Budi Santoso and Ardian Kusuma Aji

4. Implementation of Sanitation Clinic Program in East Lombok Regency, Province of West Nusa Tenggara, Indonesia (109)
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5. Assessing the Delayed Gratification, Identity Orientation, Goal Orientation and Transitional Plans of ESGP-PA Recipients: Implications for Policies and Program Development (115)
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6. Implementation of Spatial Planning Policy in the Development of Sustainable Tourism in South Bengkulu Regency Bengkulu Province (180)
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5. ASEAN Nurse Working and Quality of Life (187)
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2. Perception of The DENR-EMB Employees on The Implementation of Small-Scale Mining and Other Related Activities in Iligan City (91)

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5. A Comparative Study on Talent Management Practices in The Public Sector: Key People, Key Position and Perspective on Exclusiveness (154)
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Fatma Sahra Banding

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10:30 – 10:45 hr.

Coffee Break

At Room 103

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Sapia Moalam Abadulrachman
2. Martial Law in Polomolok, South Cotabato 1972 – 1986: A Study of Its Effects to Local Government and Policies (14)
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4. Community Empowerment Through Information (19)
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5. The Process of Community Organizing and Strategic Factors of Empowerment: The Case of Tcvhoai in Iligan City, Philippines (25)
Septin John A. Calamba and Maria Cecilia M. Ferolin

6. The Changing of Quality Life of Community and the Preserve of Forest: The Implementation of Community Based Forest Management (CBFM) in Jragum Vilage, Gunungkidul, Yogyakarta Indonesia (177)
Rijal Ramdani and Eko Priyo Purnomo

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2. The Creation of ROSULPIL and Its Significance in Iligan City's Governance (29)
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3. City Innovation, Pekalongaan as UNESCO Creative City: Processes, Contexts and Lessons Learned (40)
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4. The Iligan City Public Plaza: 1965 - 2016 (43)
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5. Pascal Theory in Local Culture Preservation: Reflection Mapalus Culture in Minahasa North Sulawesi Province (45)
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2. Education Based on Rahnah in Al-Qur' n (66)
Idi Warsah
3. Trends in the Adolescent Delinquency Behavior at the Institute of Islamic Education District Ponorogo (74)
Syarifan Nurjan, Heru Kurnianto Tjahjono, and Muhammad Nurul Yamin
4. Psychosocial Maturity of the Transnational Education Learners towards School Enculturation (81)
Saidamin P. Bagolong
5. Volunteer Contribution Especially in Education toward Reduction of Poverty in Yogyakarta (121)

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6. 9 Year Compulsory Education Evaluation In Bojonegoro Regency, East Java Province, Indonesia Year 2015 (175)
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Chairperson/Moderator: Assist Prof. Dr. Theeraphong Bualar

28. Room 404: Childhood and Education in Public Administration/Policy

1. Basic Education Curriculum in The Division of Ilocosur, Philippines (3)
Orlando A. Batara
2. The Indigenous Peoples' Inclusivity on "Integration through Education" (31)
Chanda Pearl B. Simeon, Jed B. Otano, and Jamelyn B. Palattao
3. Youth on Rescue: The Children in Conflict with the Law (CICL) in Northern Mindanao, Philippines (55)
Marilou F. Siton Nanaman, Sulpecia L. Ponce, and Irene Estrada
4. The Modern Cultural Issue: an Introduction for The New Social Phenomenon "Child Marriage" in Indonesia (65)
Juniar Laraswanda Umagapi
5. Political Economy of Public Service Sector Education Policy in Indonesia (135)
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Rina Herlina Haryanti
4. Real and Present Danger, Child Abuse (139)
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Princess Mae S. Chua

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2. Women in a Threatened Coastal Community in Southern Philippines (47)
Alyssa Kolin T. Manalastas, Precymar M. Manliguez, and Myrma Jean A. Mendoza
3. Resettled Women and their Households' Current Conditions and Desired State of Recovery & Resilience: The Case of GK-Shell City in Cagayan de Oro (50)
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4. Assessment of the Needs and Capacities of Women's Organizations in Bukidnon, Philippines (107)
Alisa M. Cabacungan and Eva N. Mendoza
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Lunch

At Room 103

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31. Room 403: Development, Local, and Community Development

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4. Community Development with Internalization Maritime Cultural Values in The Kepulauan Riau Province to Strengthen The Maritime Province (64)
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5. Peace and Development Interventions for Communities in The Province of Lanao Del Norte (2011) (68)
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6. Empowering the Indigenous Peoples through Education: The RMP-NMR Involvement in the IP Struggle (182)
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32. Room 404: Current Issues in Local Governance

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Aulia Nur Kasiwi
3. Implementation of Smart City: Cooperation Improvement among Municipality, Private Sectors, and Communities (73)
Etin Indrayani and Gatningsih
4. Socio-Cultural and Economic Conditions of the Indigenous Peoples in South Central Mindanao: Focus on Government Ancestral Domain Claims Program (77)
Adora M. Alvarez
5. The Strategy of Head Sub-District for People Empowerment on Community LED Total Sanitation (CLTS) (78)
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Chairperson/Moderator: Assoc. Prof. Sukhanya Aimmithan

33. Room 405: Local Innovation and Indigenous Politics

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Dian Prima Safitri and Wayu Eko Yudiatmaja
2. Depok Sub District Sleman Regency Feasibility Analysis Division into City Based on PP NO. 78 Tahun 2007 on Procedures for The Establishment , Abolition , and Regional Unification (85)
Pangky Febriantanto
3. Local Extractive Industry Governance in Decentralization Policy Context (98)
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4. Challenges of Local Micro, Small and Medium Enterprises in Facing The ASEAN Economic Community: Case Study of Riau Islands Province – Indonesia (99)
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5. Indigenous Agricultural Knowledge and Practices of the Subanens and Their Implications to Climate Change Adaptation and Sustainable Farming (102)
David N. Almaraz and Ruchie U. Etolle

Chairperson/Moderator: Assoc. Prof. Dr. Piyakorn Whangmahaporn

34. Room 406: Empowerment and Decentralization in Local Government

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2. Empowerment of Traditional Art Communities in Toli-Toli Regency, Province of Central Sulawesi, Indonesia (136)
Eko Budi Santoso and Ekayatri
3. The Role of Local Government for Developing BauNyale Culture Festival in Central Lombok Regency, Lombok Island, Indonesia (138)
Nina Nur Pratiwi and Dwi Wahyu Kusuma Dewi
4. Local Management Initiatives on Coastal Resources in Bucas Grande Island, Surigao Del Norte (144)
Eva N. Mendoza and Joy Melyn J. Porquis
5. Community-based Agro-Ecotourism: It's Contribution to the Local Government (157)
Maria Pia M. Sison
6. State's Labels and the Challenges of Nation-State Building in the Decentralized Politics in Indonesia (173)
David Efendi

Chairperson/Moderator: Dr. Sikarn Issarachaiyos

14:45 – 15:00 hr.

Coffee Break

At Room 103

✚ Closing Ceremony: 15:00 – 15:30 hr.

At Room 103 Faculty of Political Science, Thammasat University

15:00 – 15:30 hr.

Closing Remark

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1
2 **Open Governance, Close Government**
Participation and Transparency in Local Governance, Gowa Regency Indonesia

3 **Andi Luhur Prianto**

4 luhur@unismuh.ac.id

5 (Department of Governmental Studies, Muhammadiyah University of Makassar)

Abstract

6 The whole world is now fighting for open government. But the fight is now faced with a major dilemma.
7 On the one hand, the law has opened up wider access to improve transparency and citizen
8 participation in policy processes. On the other hand, the same government is also trying to reduce
9 access to the laws that restrict public access to information.

10 Efforts have been made in promoting transparency and accountability still face several challenges in
11 Gowa, Indonesia such as: a). Occurrence of elite capture, limited collaboration between local
12 governments, civil society and the private sector in efforts to achieve good governance; b). the
13 regency government is more dominant actors who dominate the government. c). implementation of
14 transparency and participation in the law marked a number of anomalies. d). formation of civil society
15 organizations fragments in the implementation of the law on participation and transparency.

16 Transparency and participation has opened up space for improved governance will be open, but the
17 local government has closed the access of all interested parties to participate.

18
19 Keywords : participation , transparency, local governance

20 **A. Introduction : Decentralization and
the Space of Local Governance
Democracy**

Decentralization and democracy is the power management arena that need each other. Decentralization and democratization are two mainstream political and social changes that occurred during the reform period since 1998. Theoretically, democratization and decentralization can not be separated from one another. Decentralization and regional autonomy does not only deal with the issue of the transfer of authority and financial resources of the central government to the regions of the governments, but also want to bring the country closer to the community to make local democracy work. indicators of the quality of local democracy - such as accountability, transparency,

responsiveness and community participation - will only continue to work on an ongoing basis after going through the process of institutionalization.

In an effort to institutionalize transparency and participation in local governance , the Government of Gowa regency , South Sulawesi Province has approved Regional Regulation (Perda) No. 3 of 2004 on the Implementation of the Transparency in Gowa Regency Government and Regional Regulation (Perda) No. 4 Year 2004 on Public Participation in the Implementation of Government of Gowa. The second birth of this regulation is inseparable from the initiative of the international donor agencies to institutionalize good local governance. Local legislation on transparency and participation in Gowa in South Sulawesi

Province was born in 2004 on the initiative of the World Bank through a Initiatives for Local Governance Reform Project (ILGRP) - which operates in 14 regencies/cities throughout Indonesia, during the years 2002-2012.

The existence of local regulations on transparency and participation is not much to bring significant changes to the quality of local governance. The only change is felt by the public is when the discussion of local budget regulation in parliament broadcast live on local public radio and got a room in the local print media publications. In general, local regulations not depart from purely public aspirations, but because of the command of the higher laws. Practice transparency and participation were largely procedural as the criteria required assistance providers. The formal procedures of transparency and participation was played by the local political elite, elite bureaucracy, NGOs and community leaders on a limited basis. Aspects of the implementation of the policy on transparency and participation in governance and regional development has been "hijacked" by the elite, who are increasingly shut substantial civil society's role of local governance space. These conditions have resulted in the creation of the character of local governance that is open, that is played by local government institutions were "closed" (closed government).

B. Complexity Issues in Transparency & Participation

The presence of the Regional Regulation (Perda) No. 3 of 2004 on the Implementation of the Transparency Gowa District Government and Regional Regulation (Perda) No. 4 Year 2004 on Public Participation in the Implementation of Gowa Regency Government can not be the answer to the problem of transparency and public participation in local governance.

Even when Act (UU) No. 14 of 2008 on Public Information Openness (KIP) came into effect in 2010, Gowa district government that has made regulation of transparency and participation should adjust and revise the regulation. In fact, adjusting the regulation is not as easy as turning the palm of the hand. Making regulation requires cost and time is not small, because of the need for political process in institutions Local Representatives Council (DPRD). With a variety of reasons, including the one of which is the budget, Gowa regency government "failed" to respond to the demands of the Law (UU) No. 14 of 2008 on Public Information Openness (KIP), which requires every public body has a Documentation and Information Management Officer (PPID) and as the direction of the Commission on Information (KI) South Sulawesi province. When the mandate of regulation transparency and participation and the Freedom of Information Law was implemented in ideal, then all of the information that are open will be easily accessible to stakeholders.

One form of transparency of public information is a presentation of information through the official website of the local government. Number of Internet users in Indonesia each year continues to increase. In the future, the era of media convergence into force cyberspace will become an integral part of everyday life residents. The results of the study by Wibowo et.al (2014) of Penabulu Alliance of all official government website districts / cities in Indonesia as many as 505 websites that consist of 412 districts and 93 cities monitored and examined in regard to budget information. This contestation activity lasts for a period of two months, and the result puts the position of the local government's official website Gowa regency is in the order of 476 of the 505 districts / cities in the survey. Gowa regency government official website in the category "problematic" in aspect of transparency in

the management of local budgets, data availability, and quality of information presentation.

The lawsuit by the NGO Monitoring Committee Transparency Development and Corruption (NGOs KAPAK) to the Commission of Information (KI) South Sulawesi, for refusing the data request accountability report for the use of school operational funds in 2013 at the two schools, namely SDN Center Mangalli and SDN Bonto - Bontoa in Gowa regency. The school refused on the grounds that the demand for these NGOs have not obtained permission from the Regent. Disputes over public information requests continue to roll until mediated by the Information Committee (KI), South Sulawesi and the results of the adjudication hearing later won a lawsuit Development Monitoring Committee Transparency and Corruption (NGOs KAPAK).

The lack of commitment in the implementation of transparency and participation are also born of civil society organizations such as the Alliance of Indigenous Peoples of the Archipelago (AMAN) urging the government to be more transparent in Gowa regency to the indigenous communities related to the management and utilization of indigenous territories. Gowa district government is expected to run the Information Law and the demands to include and prioritize Indigenous Peoples in the processes of climate change and REDD+, as indigenous peoples as owners of indigenous territories, heavily dependent on the forest (Razak, 2013). In such cases, reflected that the effort institutioanalisisasi transparency and public participation in local governance is still facing serious problems.

C. Donor-Driven Regulation in the Institutionalization of Transparency and Participation

In a decentralized system or the prevailing local democracy in Indonesia at this time, international actors that finance the birth of the various regional regulations (Perda) that the substance of the rules are clearly derived from pro clauses market interests. The influx of international actors is not a new phenomenon in Indonesia's political economic landscape. After the economic crisis, the role of the IMF and international financial institutions like the World Bank, the Asian Development Bank, or foreign government-owned institutions such as the United States Agency for International Development ((USAID) is actively involved in economic policy and structural reforms in Indonesia. This institution became aid accompanied by a variety of policy recommendations, supervision, and drafting laws and regulations which they sponsor from time to time, from sector to sector, and from one state agency to another state institution.

Local regulations are important legal means to guarantee the recognition of community involvement in government. Once the strategic position of local regulations in an effort to institutionalize the values and interests, so that the global forces provides a separate concern. Birth of Regional Regulation (Perda) No. 3 of 2004 on the Implementation of the Transparency Gowa District Government and Regional Regulation (Perda) No. 4 Year 2004 on Public Participation in the Implementation of Government of Gowa not be separated from the influence of global forces that continue arranging direction of reform of local governance in Indonesia after the reform. Through Initiatives for Local Governance Reform Project (ILGRP), then made products of local regulations that open space for transparency and participation. This program is intended to enhance the

practice of transparency, participation and accountability and encourage reforms in public financial management and procurement of goods and services at the local level and make reform planning and budgeting at the local level. Initiatives for Local Governance Reform Project (ILGRP) felt to be party to ensure the public has the same right to be involved in regulating the fate of local governance in the space more open. When the role of civil society runs ideal, then there should be no debate in determining the role of civil society participation and transparency in public policy.

D. Elite Capture In Implementation of Public Participation

In the context of governance, transparency and citizen participation is often associated with the management or governance models. Gottdiener (1987) linking participation to the governance system as opposed to people-centered governance oriented management principles (state managerialism). While Peters (1996), linking participation in the development of various governance models. Broad participation can be grown in participatory governance that emphasizes negotiation and involvement in the public policy making process rather than through the hierarchy and technocracy.

Concepts, ideas and policy transparency and public participation does not always work out perfectly. The presence of the Local Regulation (Perda) No. 3 of 2004 on the Implementation of the Transparency and Local Regulation (Perda) No. 4 Year 2004 on Public Participation in to ensure public involvement in the processes of the organization of local governance has undergone new complexities. Procedures and mechanisms that have been set in a very nuanced local regulations become formalistic, procedural, instrumental and "meaningless". Model implementation of transparency and

participation in governance in Gowa district has experienced a reduction of meaning, involving only an elite group selected. This phenomenon is also referred to as elite capture (Sobari, 2006), which defined as a situation where the local bureaucratic elite, local political elite, community leaders, NGOs and other actors are "selected", are directly involved with pursue practices that are far from the principles of transparency and participation. Barriers transformation of the practice of civic engagement and elitist pseudo participation which took place during the implementation of the Regional Regulation (Perda) No. 3 of 2004 on the Implementation of the Transparency Gowa District Government and Regional Regulation (Perda) No. 4 Year 2004 on Public Participation in the Implementation of Government of Gowa , gave an overview of how the real model of institutionalization of transparency and participation in local governance reform in Indonesia .

The change in direction of community participation in Indonesia has been researched and studied through Indonesia Rapid Decentralization Appraisal (IRDA) conducted by The Asia Foundation (TAF) and its partners have. This study makes participation as one of the studies in the implementation of decentralization, especially the impact of decentralization on changes in the direction of participation.

In the practice of local governance, Gowa district government with DPRD Gowa-year period 1999-2004, has actually managed to make Local Regulation No. 3 of 2004 on Transparency of Government and Local Regulation No. 4 of 2004 concerning Community participation in the administration of government, which is supposed to give assurance to the public can be a maximum participate in the development process. Only on the way, the law does not operate effectively. Public recipients direct impact in the development, in practice still having trouble accessing documents in government. Whether it be

the draft law included a meeting in Parliament resumes. However, procedurally existence of the regulation remains a positive impact, especially in the increasing number of public participation in development planning meeting through citizen forums.

Low capacity of local legislative bodies, instead of the executive (government regency) in reply to the "achievements" in organizing the participation model elitist and instrumental with apparent involvement of civil society organizations in the implementation of regional development .

Based on the achievement of local government programs in the areas of involvement of Civil Society in the Development Organization, the "fantastic achievement" looks at aspects of the realization of the plan of the last two years (2012 and 2013) who have reached the final target Medium Term Development Plan. This targets that should be achieved in after 2015 with the support performance of institutions that are stagnant or constant.

Regulation on the assessment of the implementation of transparency and participation could also be done to highlight areas of local government affairs that are strategic and can be a measure of the quality of local governance.

- **Implementation on Public Information**

Availability of access to public information is a measure of the level of democratization of the political system. The existence of the implementation of the Local Regulation No. 3 of 2004 on Transparency of Government and Law No. 14 Year 2008 on Public Information (KIP), local government commitment has not been able to accelerate the

implementation of the regulations and the law. Data on the Commission on Information (KI) South Sulawesi indicates that there are 5 of the 24 regencies/cities in South Sulawesi province have not established Information Management and Documentation Officer (PPID), including Gowa.

The absence of these institutions will certainly hamper the development of action plans public information services that have been designed by the Open Government Indonesia (OGI) in an integrated manner. In presenting information services, Gowa regency government has a tendency to be "defensive" or "passive" and not committed to the development of the public service model based websites. Management official website Gowa district government have not been taken seriously, particularly related to the provision of timely information, so the data and information submitted do not meet the standard of public information services based on the standards of Law Public Information (KIP).

Other records related to the implementation of public disclosure is the existing regulations have not been able to encourage behavioral change of government

to meet the demand for public information. For example, to date, the fund management information School Operational Assistance (BOS) can not be accessed by all stake-holders education. Each request public information in Gowa always requisite for the care of "Regent permission" before dealing with the unit / units of local government services.

▪ **Implementation of Public Services**

Public service is one of the essential functions of government. Implementation of the regulations on transparency and public participation in public services show results "interesting". It says "interesting" for public service innovation to the education, health and licensing services in Gowa regency an example of best service to other areas in South Sulawesi province in particular and Indonesia in general. Service innovation in the education sector, for example through free education program Elementary-High School, Establishment Police Unit (Satpol) Education, Sustainable Completed Class System, Punggawa D'Emba in Education Program (an innovative method of learning) and so has received appreciation from various circles. Although it has been "sprinkled with compliments" education services sector in Gowa district was not immune from problems. Case information dispute between the NGO Monitoring Committee Transparency Development and Corruption (NGOs KAPAK) to the Commission of Information (KI) South Sulawesi, for refusing the data request accountability report use of school operational funds in 2013 at the two schools, namely SDN Center Mangalli and SDN Bonto-Bontoa in Gowa district, is an example that public service innovation is not always linear to the quality of governance that is transparent and accountable. Apart from the service sector of education, health and licensing, general issues faced by public

service delivery in Gowa district under Law No. 25 of 2009 on Public Service, among others: (1) the unavailability of public service standards in eraser levels are arranged in a participatory manner; (2) lack of a public service information based website and integrated to the service of all levels; (3) the unavailability of means of complaint handling systems and public services; and (4) the unavailability of legal devices and systems that ensure the implementation mechanism of compensation of public service.

Some indicators of options, has drawn some condition problems faced in achieving the target indicators include: public services that have not been optimized by the low implementation of minimum service standards (SPM), the performance of government institutions is not optimal with a low capacity and competence of personnel, low the level of public awareness .

▪ **Implementation of Financial Management**

Different assessment also applies to the issue of transparency of financial management. Gowa district government is the only region in the province of South Sulawesi, the "hatrick" was awarded an unqualified opinion (WTP) of the Supreme Audit Agency (BPK), namely in 2012, 2013 and 2014. Achievement in the field of financial management can be considered an "anomaly" in the middle of the limitations of the instruments of regional financial information services in a transparent and accountable.

At the local government level institutions, there are some important information related to financial management area is not maximized publicized and easily accessible to the public, problems were found, such as (1), information on the budget planning is not yet available on the official website local government agency. Even if there were to ask local government agency financial management information tend to be general, not detailed about the sectors and regions, with the nature of the information that is difficult to understand, (2) the unavailability of information on the evaluation of Local Budget Plan, in the local legislative bodies and technical local government agency. Though this information is very trivial to be known, in order to ascertain on what basis the budget allocation in the local government agency larger than other officials. (3), Information accountability of financial performance, have not provided complete and clear that contain institution narrative performance. The financial statements of government agencies provided relative of a general nature and is not used as the main reference point in planning next year's budget. (4), information Inspection Report (LHP) per semester/ yearly to the Supreme Audit Agency (BPK) is predicated an unqualified opinion (WTP), once submitted to the Parliament no longer be published on the website, including BPK-RI website. Similarly, no further information regarding repairs that must be done local government agency on report on the results of Supreme Audit Agency (BPK).

E. Formation of Civil Society In institutionalizes Agenda Transparency and Public Participation

The concept of civil society is still a debate among various experts. That civil society is a complicated concept, CIVICUS realize that any definition chosen will always invite debate and potential controversy. Fakhri (1996) mentions paradigmatic, CSOs and NGOs are divided into three types; conformism; reform and transformation. All three forms of ideology NGOs produce differing views on issues, goals and programs. Type conformism, made up of NGO activists who do their work based on the paradigm of charitable assistance, project-oriented and adapt to structures / systems. Type reform based ideological influence of modernism-developmentalism. For this the wrong type of NGOs of developmental approach and methodology that tends top-down and non-participatory. While the type of transformative NGOs tend to question the mainstream paradigm that no draft ideology hidden in it as well in the form of finding an alternative paradigm that is changing the existing structure.

The birth of a local regulation on local governance namely Regulation No. 3 of 2004 on Transparency of Government Management and Regulation No. 4 of 2004 on Public Participation in the Implementation of Governance, has opened the scope and broad access for civil society organizations (CSOs) to be actively involved in the activities of local governance. In principle, the response among the civil society to the presence of regulation transparency and participation can be fragmented. In a proportion of civil society groups so optimistic and have great expectations to this regulation assumes that local governance has been walking on the right path. Some were others become pessimists and even indicated the birth regulation "foreign interests" will make the

polarization of the power of civil society in Gowa regency. Some were again others prefer to be apathetic and indifferent to these regulations and continue agendas existing institutions. Options for CSOs to be a group of optimistic, pessimistic, and apathy is largely determined by how much "resource" organizations and concerned issues in the fighting.

Group CSOs have adequate resources: financial, human resources, assets, work experience, and a network of political, networking bureaucracy and networking funding, into a group that is optimistic and has a focus on governance issues and regional development, to be among the most optimistic about the existence of Regulation transparency and participation. Optimists assume increasingly open their access to influence and play a role in every decision-making at local government institutions. Some CSOs who are in this category include : Institute of Earth Indonesia (LBI), The Gowa Center , Gowa Forum for Woman Observer (FPPG), SABO Community, Voice of Gowa , the Batara Gowa of Women Caucus, WAKIL Foundation and P3G Network.

CSO pessimistic group is a group that generally lack adequate organizational resources: limited financial, limited networks in politics, bureaucracy and international donors, and disciplined organization that has not been formed. Generally, this group also has a focus on issues related to public disclosure, democratization, and environmental protection. The group is actually very critical with the institutionalization of good governance at the local level and mengaggapnya as a form of new colonialism and tools of foreign to local control of local resources. Group of CSOs who are in this category include : Environmental Education Foundation (YPL), Women's Network for Small Business (JARPUK), Institute for Monitoring Public Services (LP3), Traders Association of Sungguminasa Traditional Market (AP2S),

and Monitoring Committee Transparency Development and Corruption (KAPAK).

Group CSOs apathetic actually has the resources and networking organization that relatively adequate. Selection apathetic attitude to be caused by the CSOs has no concern on issues that directly relate to political and local governance. This group has a specification issues and work networking or work structurally. CSOs in this group among other things ; Muhammadiyah , Nahdlatul Ulama, Association of Construction Entrepreneurs (GAPENSI), the Indonesian Doctors Association (IDI), the Association of Teachers Honor Indonesia (IGHI), the Indonesian Teachers Association (PGRI), Contact of Farmers and Fishermen (KTNA).

Fragmentation response and CSO movements make processes of institutionalization of transparency and participation experienced a dynamic situation. Dynamic due in part support the CSO on the one hand and the refusal in part kelompok else gives color to the situation of the implementation of the regulation. Finally it be this part CSO groups that support the implementation of pseudo participation, instrumental, and formalistic and "securing" the government's position to remain closed in local governance.

F. Conclusion

Based on the analysis of the situation of attempts to institutionalize civic engagement practices through the implementation of the Transparency Regulation and Regulation Participation in Gowa, who initiated the formulation comes from Initiatives for Local Governance Reform Project (ILGRP) which is financed by the World Bank.

Efforts have been made in encouraging transparency and accountability is still encountering some obstacles such as: a). Occurrence of elite capture, born

limited collaboration between local governments, civil society and private sector in efforts to achieve good governance, which in turn restrict the movement of other civil society groups; b). the district is more dominant actors who dominate the government and development. The strong position of local government (the executive) is also affected by systematic silencing critical power model of civil society. The local government has managed to take advantage of transparency and participation procedures for on-faced facing pro-government civil society vis-a-vis the critical mass in pemerintah.c). achievement of the implementation of transparency and participation of local regulations in the field of public disclosure, public services and financial management characterized a number of anomalies. On one hand, these three areas into sectors that service innovation got a lot of appreciation and respect, but on the other hand, a weak point of the criteria for good governance d). formation of civil society organizations (CSO) experiencing fragmentation in the implementation of the law on participation of transparency and regulation. Group CSOs polarized into those who are optimistic, pessimistic and apathetic to keberadaan peraturan this area.

In general, the values of governance understood as a positive effort in the framework of governance reform, specifically tetapat governance values also can be "hijacked" to support the interests of certain political elites, which was built on patronage-based political dynasty. Transparency and participation has opened ample room for improvement of local governance (open governance), but diimplentasikan regime mentup local authorities to access all the parties involved (government closed).

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THE IMPACT OF COMPUTER LITERACY AND INTERNET CONNECTIVITY PROGRAM IN CONFLICT AFFECTED AREAS OF MINDANAO¹

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Abstract

The United States Agency for International Development (USAID) funded the Computer Literacy and Internet Connectivity (CLIC) program in the conflict affected areas of Mindanao between 2003 and 2012. The CLIC Program provided computer units with high speed internet connection to high schools to improve the computer literacy among high school students in conflict affected areas and to demonstrate to the recipient communities that the Philippine and U.S. Governments are concerned with the relative lack of economic opportunity available to young people in those areas of Mindanao.

This paper examines the impact of the CLIC Program on students, teachers, and community. Primary data were gathered using survey questionnaires, FGDs, and key informant interviews. Study results show that high school students in conflict affected areas used computer facilities provided by the CLIC Program to conduct research for school assignments, read online news, and view digital images. They were able to perform basic computer operations and use computer software for word processing, mathematical computations, and visual presentations. They also used computer and internet for identifying better schools for college studies and for finding scholarship programs. Their access to computer and internet resources improved academic performance and quality of education.

Teachers in CLIC partner schools claimed that computers enhanced their teaching effectiveness and made teaching tasks easier especially in lesson plan and test paper preparations, multimedia presentations, computation of grades, and doing research online to update the content of their lessons. More than half of the key informants had a favorable view toward the Philippine and US governments. They considered access to information as vital for promoting peace because it broadens peoples' minds and creates positive outlooks

In conclusion, the CLIC Program contributed to the improvement of computer literacy among high school students, enhanced teaching effectiveness among high school teachers, and contributed to positive view of the community residents toward the Philippine government and the US government.

Key Words: internet; computer; literacy; Mindanao; USAID

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INTRODUCTION

We are now living in a period of human history called Information Age (Bankes et al., 1992), characterized by the use of information technology, especially, among many other things, the globally interconnected computer systems called the internet. While the internet has become a necessity for those who can afford, many Filipinos living in conflict affected areas of Mindanao had no access to it.

The Growth with Equity in Mindanao (GEM)², claimed that before 2003, computers and internet simply did not exist in the conflict affected areas either in schools or in internet cafes. This phenomenon of “digital divide” (Dijk & Hacker, 2003), placed students in conflict affected areas “disadvantage academically, in job market, and in their understanding of and connection to the rest of the world – compared to students from other parts of the Philippines” (GEM, 2011).

To improve the situation, USAID funded and implemented through GEM the CLIC Project throughout the conflict-affected areas of Mindanao beginning in 2003 and ended in 2010. GEM indicated that 91 per cent of the recipients were Madrasah³ and high schools, and nine per cent of the schools were elementary schools. After eight years of project implementation and with enormous amount

of resources invested in the project, USAID/GEM commissioned a third party to conduct the impact assessment study, with members of the technical team included the authors of this paper.

Objective of the Impact Study

In what way the CLIC project has helped narrow the digital divide between the rich and the poor with regard to access to and use of digital information technology. To find answer to this question, the impact assessment study was conducted to determine if USAID-GEM had accomplished the stated objectives of the CLIC project, namely:

1. To help assure that students in high schools in conflict affected areas of Mindanao developed computer literacy that is often a prerequisite in competing effectively for employment and/or admission to post-high school education or training opportunities; and
2. To demonstrate to communities in the conflict affected areas of Mindanao that the Philippine and American Governments were concerned about the relative lack of economic opportunity to young people in those areas and were prepared to commit resources that could help assure that greater opportunities were available to them.

METHODOLOGY

The study used quantitative and qualitative research methods to generate the needed data. The study team used survey questionnaire as primary data capturing tool, especially data about students’ computer literacy, career aspirations, and computer use for social networking and research.

To enrich and validate the quantitative data, the research team employed qualitative data gathering

² GEM is a multi-faceted program of USAID designed to support the peace process and stimulate equitable economic growth in conflict-affected areas of Mindanao (Berger, n.d.),

³ Madrasah (pl. madaris) generally refers to Muslim private schools with core emphasis on Islamic studies and Arabic literacy. It is a privately-operated school which relies on the support of the local community or foreign donors, particularly from Islamic or Muslim countries (Boransing, N.D.).

techniques such Focus Group Discussions (FGDs) and Key Informant Interviews (KII).

FGD is a process of collecting textually rich data with a moderator introducing topics of interest to a group of people who have similar backgrounds or experiences to hear from them a range of opinions and ideas about the topic (Mack, Woodson, MacQueen, Guest, & Namey, 2005). KII is a one-on-one semi-structured in-depth interview of an individual who is considered the most knowledgeable member of the community that can provide quality information about the topic under investigation (Gilchrist, 1992).

Sampling Design and Procedure

The study sample covered CLIC and non-CLIC high schools in conflict affected areas of Mindanao. Using purposive sampling technique, the study team selected 225 out of the 921 CLIC partner high schools and 75 non-CLIC high schools. The research team identified the CLIC partner high schools using inclusion-exclusion criteria such as dates when schools became CLIC partner, geographic area, size of student population, location of schools, security considerations, and whether or not the school received the standard CLIC package.

Non-CLIC high schools were chosen on the basis of their location in conflict affected areas in Mindanao and were also recipients of computer literacy programs from other sources such as the Local Government Units, the private sector, and national government agencies such as the Department of Trade and Industry and Department of Science and Technology. The respondents of the study were drawn from the population of students, teachers, school administrators, and community stakeholders from these schools using the same purposive sampling technique.

The total sample of the study was 4800, disaggregated into 2239 survey respondents, 2148 FGD participants, and 549 key informants.

The student survey instrument was administered in 225 CLIC schools to a group of 8 to 12 students per school. The total number of student survey respondents was 2,191. While students were answering the survey instruments, two members of the research team conducted FGD in a separate room, far enough not to disturb those who were answering the survey instrument. The FGDs were conducted in all 225 CLIC partner schools. The total number of FGD participants from 225 CLIC schools was 2,148.

The Key Informant Interviews (KIIs) were conducted both in 225 CLIC and 75 non-CLIC high schools. Administrative Officers, Principals or Assistant Principals, Information Technology Coordinators or personnel in-charge of the Computer Laboratory, Computer Teachers, Guidance Counselors, Head Teachers and PTA officers were some of the key informants. Overall, the total number of key informants was 549.

Distribution of Respondents

The distribution of respondents follows the distribution of the CLIC partner schools in two dimensions, namely: time and space. In terms of time, **Error! Reference source not found.** shows the distribution of CLIC-partner schools by year and region starting in 2003 and up to 2010. CLIC started in 2003, covering only Region 9 with one school and ARMM with four schools. By 2004, the project expanded to two more regions, adding Region 10 and Region 12. That year, the total schools that benefited from the program reached 78. In 2005, the CLIC Project covered the entire Mindanao, with the addition of three schools in Caraga Region and two schools in Region 11. The year 2006 saw an increase of 56% over 2005 in terms of total CLIC-partner schools, with Region 12 registering the most number of CLIC-partner schools while no new schools were added in Region 11.

Table 1: Distribution of CLIC-partner Schools, by Year and by Region

REGION	2003	2004	2005	2006	2007	2008	2009	2010	Total
9	1	13	15	37	86	13	57	13	235
10	0	19	10	16	14	0	5	0	64
11	0	0	2	0	2	2	11	6	23
12	0	9	67	88	83	16	71	5	339
13	0	0	3	2	31	0	0	0	36
ARMM	4	37	22	39	70	12	38	2	224
TOTAL	5	78	119	182	286	43	182	26	921

The peak of CLIC project implementation was in 2007, a total of 286 schools received computer resources from USAID, with Region 9 and Region 12 having the most at 86 and 83 respectively. After a year, distribution of computer resources dropped by 85% (253 less schools than the previous year).

The year 2009 saw another sharp increase (323%) from previous year in terms of the number of schools participating in the CLIC program, reaching 182 (139 more schools). The project ended its run in 2010, extending computer resources to 26 schools, the majority of which were in Region 9.

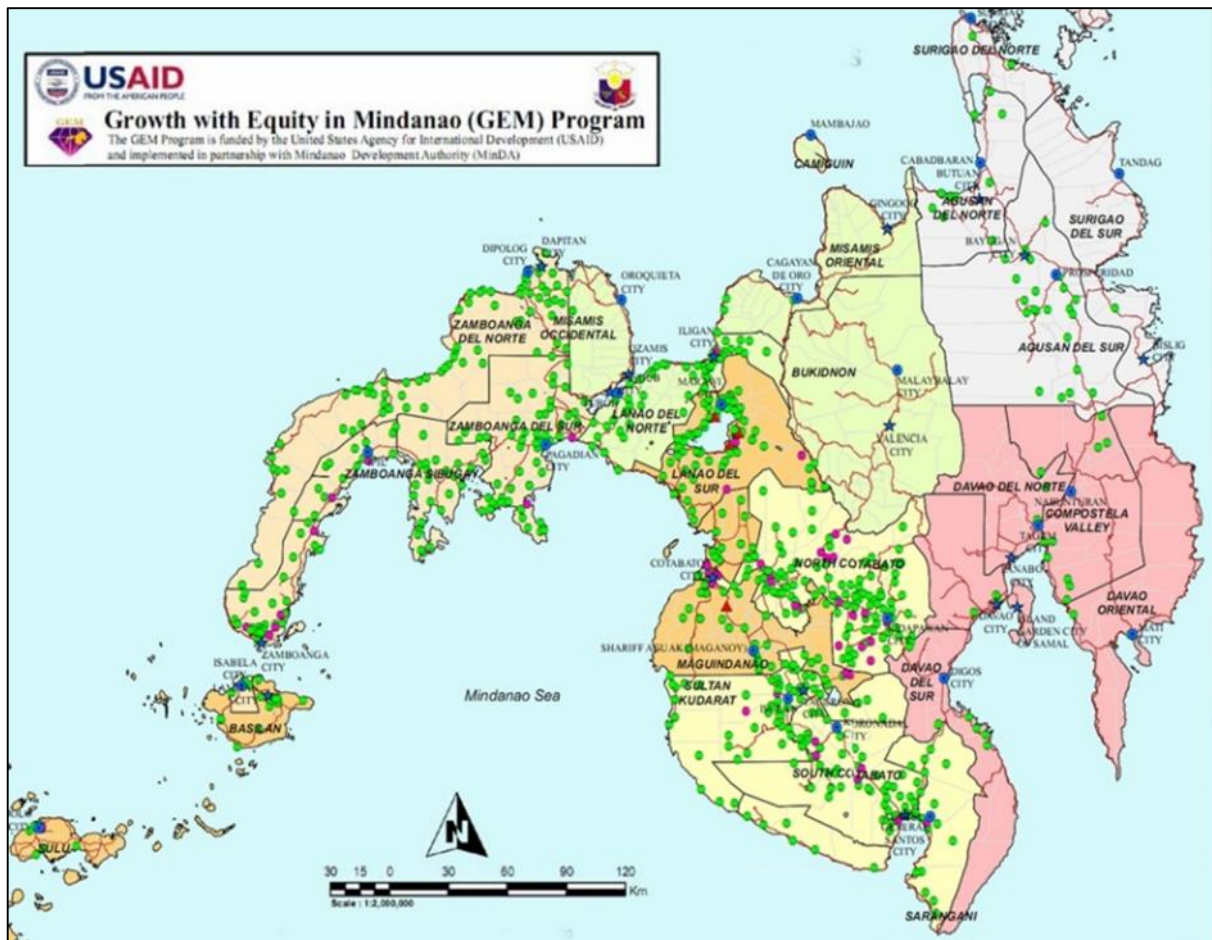


Figure 1: Mindanao map showing the distribution of CLIC recipient high schools

In terms of space, **Error! Reference source not found.** above shows a GIS-based distribution of CLIC-partner schools all throughout Mindanao. The green dots represent the CLIC partner schools. For its eight-year duration, CLIC distributed computer resources and provided internet access to 921 schools all over Mindanao. According to GEM, this number represents almost all of the public high schools in conflict-affected areas or 62% of the total public secondary schools (1,491) throughout Mindanao.

Error! Reference source not found. compares CLIC-partner schools to the total secondary schools in Mindanao during the School Year 2009-2010, the terminal year of the CLIC Project implementation. It shows that Region 12 benefitted the most with 93% of its schools receiving CLIC assistance. This is followed by ARMM (83%) and Region 9 (67%). That these three regions received more CLIC assistance is consistent with GEM third goal of giving special focus in areas with high concentration of Muslim population.

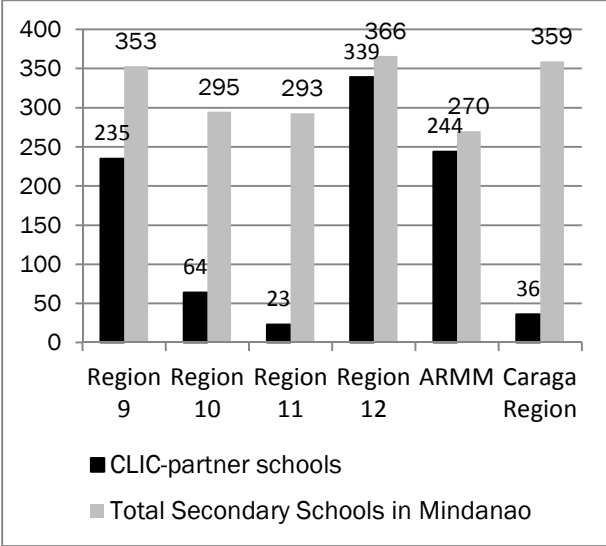


Figure 2: Comparison of CLIC-partner schools to Total Secondary Schools (SY 2009-2010), by Region

THE IMPACT OF CLIC PROJECT

A. Impact on Students

1. Computer and internet utilization in school

Table 2 shows the distribution of students accessing internet in schools in areas with moderate level of conflict and high level of conflict. The data reveal that there are more information technology users in areas with moderate level of conflict compared to areas with high level of conflict. This is because entering in areas

To participate in Social Networking groups	41.04	To listen to music	64.35
To do research for school assignments	100.00	To play online games	35.45
To search for courses to study in college	48.55	To upload images, video, music	46.69
To search for scholarship programs	41.49	To buy goods/services/items	5.07
To download eBooks	10.66		

, for accessing the Internet in school were for conducting research for their school assignments (100%), reading online news or information (80%), and viewing video and images (80%). Interestingly, slightly over 5% of the respondents used

Table 2: Distribution of Student-respondents Accessing Internet in School

Region	Level of Conflict							
	Moderate				High			
	Female		Male		Female		Male	
	Freq	%	Freq	%	Freq	%	Freq	%
9	282	33.14	155	22.86	14	77.78	6	66.67
10	84	9.87	55	8.11	0	0.00	0	0.00
11	33	3.88	18	2.65	0	0.00	0	0.00
12	261	30.67	325	47.94	0	0.00	0	0.00
13	47	5.52	25	3.69	0	0.00	0	0.00
ARMM	144	16.92	100	14.75	4	22.22	3	33.33
TOTAL	851	100.00	678	100.00	18	100.00	9	100.00

with high level of conflict would expose CLIC project staff to high risk of being abducted by lawless elements. Thus, there were more computer resources invested in areas with relatively low level of conflict than in areas with high level of conflict.

Students who frequently accessed the internet in schools were located in Region 9, 12, and ARMM, the regions into which USAID-GEM poured substantial CLIC resources. The top three reasons they cited, as shown in

Purpose for Accessing Internet	%	Purpose for Accessing Internet	%
To send and receive emails	54.34	To read online news/ information	79.51
To chat with friends and relatives	57.10	To view video and images	79.51

Table 3: Percentage Distribution of Students' Purpose in Accessing Internet in School

Purpose for Accessing Internet	%	Purpose for Accessing Internet	%
To send and receive emails	54.34	To read online news/ information	79.51
To chat with friends and relatives	57.10	To view video and images	79.51
To participate in Social Networking groups	41.04	To listen to music	64.35
To do research for school assignments	100.00	To play online games	35.45
To search for courses to study in college	48.55	To upload images, video, music	46.69
To search for scholarship programs	41.49	To buy goods/services/items	5.07
To download eBooks	10.66		

the internet to buy goods online.

FGD results support the survey findings on computer and Internet use in school. The FGD participants named several tasks and activities that the students performed in school with the use of their computers and internet connection. In terms of new knowledge and skills acquired from working with their computer and internet resources, students are now able to use Microsoft Office (80% of FGDs) for their schoolwork, particularly Microsoft Word, Excel and PowerPoint. They are also able to perform Basic Computer Operations (72% of FGDs) such as switching the unit on and off, cutting and pasting text, creating and renaming files, saving a file to a flash drive, which they all call a “USB”.

The students attributed several improvements in their academic performance and quality of education to their access to computer and internet resources in school. Students reported that they used computers to prepare their assignments and presentations (a step up

2. Computer and internet utilization outside school

Table 4 and 5 reveal that students who accessed internet in schools also found ways of accessing it outside of school. Although nearly 41% - 43% of them have accessed to computers at home, or from relatives or friends, all of them made use of the internet café (100%) during weekends (100%) and less frequently after school hours (52%) because it is more fun to use these facilities while being with friends. Most of the out of school internet services are located outside their own Barangay or village. Students made use of outside internet services for an average of one hour and thirty minutes a day, with an average cost of P26.01 per week.

FGD results supported the survey results. Outside of their school work, students also used the computer and internet for other purposes. Social networking (e.g., Facebook, Friendster), email, and instant messaging (e.g., YM chatting) are the most commonly used.

Table 4: Distribution of Student-respondents Accessing Internet Outside School

Region	Level of Conflict							
	Moderate				High			
	Female		Male		Female		Male	
	Freq	%	Freq	%	Freq	%	Freq	%
9	282	33.14	155	22.86	14	77.78	6	66.67
10	84	9.87	55	8.11	0	0.00	0	0.00
11	33	3.88	18	2.65	0	0.00	0	0.00
12	261	30.67	325	47.94	0	0.00	0	0.00
13	47	5.52	25	3.69	0	0.00	0	0.00
ARMM	144	16.92	100	14.75	4	22.22	3	33.33
TOTAL	851	100.00	678	100.00	18	100.00	9	100.00

from Manila paper, as expressed in the Caraga Region). The students felt had better quality schoolwork (40.4% of FGDs). Some other noteworthy enhancements expressed in the FGDs were higher grades and improved grammar and vocabulary.

Table 5: Percentage Distribution of Students' Internet Access Outside School

Access Place		Access Time		Location	
Home	40.78	Before school time	8.41	Near school	23.83
Relative or Friend's computer	42.51	In-between school time	5.14	Far from school but within barangay	19.08
Internet cafe	100.00	After school time	51.51	Near home	30.76
		Weekends	100.00	Far from home but within barangay	15.48
				Outside barangay	43.03

Some students have used the internet creatively for future prospects, such as finding a scholarship grants in Region 9, or searching for on-line employment in Region 10. Some students used their computer knowledge to become entrepreneurs. In Minsulao National High School in Zamboanga Sibugay of Region 9, a student offered computer services for a fee, while another student in Tboli National High School in South Cotabato in Region 12 set up a modest internet café. The more dramatic responses came from students who were geographically separated from their parents and other family members. With the use of the computer and internet, two students (one from Zamboanga City High School, another from Zamboanga Sibugay National High School, both in Region 9) embarked on a search for their mothers, and eventually found them. In Region 12, some students designed and printed customized greeting cards for their parents.

3. Skills on Computer Applications

Table 6 shows that students perceived that they have the necessary skills for the basic use of computer. They perceived that they still lack skills on the advanced use of a computer, specifically for designing a website, burning files into a compact disc (CD), installing software programs, as well as scanning disks for viruses. They also believed that they still have to improve their skills in finding and launching specific software programs as well as navigating between programs.

Students believed that their skills in using computers developed through their computer resources in schools with the help of their schoolteachers starting in their first year.

Table 6: Descriptive Summary of Students' Skills on Computer

Basic Skill (3.99)	\bar{X}	sd
Switching computer on and off	4.32	1.47
Using computer mouse/touchpad	4.34	1.44
Deleting and renaming files	4.08	1.52
Creating files and saving them	4.12	1.53
Using printer	3.07	1.67
Intermediate Skill (3.37)		
Finding and launching specific software programs and navigating between programs	2.8	1.59
Transferring files from hard drive to USB drive	3.14	1.76
Using basic functions of Microsoft Word	3.87	1.60
Browsing the Internet for information	3.58	1.72
Advance Skill (2.51)		
Scanning disks for viruses	2.21	1.60
Installing software programs	2.18	1.49
Writing files onto a cd	2.09	1.47
Using Microsoft Excel application	3.08	1.67
Using Microsoft PowerPoint application	3.18	1.71
Uploading and downloading music, images and videos	2.99	1.72
Designing a website	1.85	1.33

Legend: 1.00 – 2.32 = poor level of skill; 2.33 – 3.65 = average level of skill; 3.66 – 4.98 = high level of skill

Generally, **Error! Reference source not found.** 6 and Table 7 reveal that students perceived that they just have an average level of skill on the use of computer, which they attributed to the inputs of their teachers (85.80%) in classes in first year through fourth year in aide of their learning.

However, Table 7 shows that among those students surveyed who revealed their perceived skills in the use of computer applications, those from Region 10, under moderate level of conflict area, perceived themselves to have higher level of computer skills than others across all regions. This differentiated level of perceived skills in use of computer applications is significantly attributed to the interaction of the location of students by region relative to the level of conflict in their area.

Table 7: Comparison of Students' Perceived Level of Computer Skills by Region by Conflict Area

\bar{X}		Source	Type III Sum of Squares	df	Mean Square	F	Sig.
Region	Level of Conflict						
		Corrected Model	17.01	5	3.40	3.49	0.004
9	3.48	Intercept	818.40	1	818.40	838.37	0.000
10	3.67	Level of Conflict	1.96	1	1.96	2.00	0.157
11		Region	16.95	4	4.24	4.34	0.002
12	3.59	Error	743.85	762	0.98		
13	3.21	Total	10172.43	768			
ARMM		Corrected Total	760.86	767			

Legend: 1.00 – 2.32 = poor level of skill; 2.33 – 3.65 = average level of skill; 3.66 – 4.98 = high level of skill

and General Santos City High School of

“Happy and thankful” (149 FGDs) and “excited” (94 FGDs) are the widely-held sentiments expressed by students about their use of computers and internet connections in schools. Ease in doing schoolwork, access to information, improved quality of assignments and projects are some of the reasons given for feeling this way. One of the most candid responses given was that they no longer had to spend personal money for computer and internet use in an internet café. Several expressed Eureka moments, wherein their eyes were opened to how these resources have made research work much easier (20 FGDs) and how powerful a tool the computer is for finding and using these resources (6 FGDs). Over all, positive student feedback on having computers and internet connectivity (eager, privileged, enjoyment) far outweigh the negative (nervousness, hesitation). In the Zamboanga State College of Marine Science and Technology in Region 9, the students expressed that computers are no longer a “want” but a “need”.

Some students have also expressed a better level of preparedness for college. In Zamboanga City High School of Region 9

Table 8: Percentage Distribution of Students By Computer Skill First Acquisition

First Acquisition of Computer Skill		Attended Computer Class Year	
School teacher using school's computer	85.80	First Year	58.51
Attending computer classes outside school	12.55	Second Year	50.60
Self taught through computer at home	25.86	Third Year	53.06
Self taught through internet cafe	38.63	Fourth Year	40.15

Region 12I, students reported that the computers allow them to prepare for college through advanced learning, while in Tomas Cabili National High School in Iligan City, students anticipate that they will be needing computer knowledge and skills in college, which they now already have.

Parents have also noticed that their children use the computer and internet for exploring options for their future. In

particular, the students are now researching for schools (97 FGDs) and scholarship programs (87 FGDs) for college.

Students saw marked improvements in their school performance as a result of their computer literacy and internet connectivity. The better quality schoolwork (91 FGDs) was evident in computer-encoded assignments and reports; and school projects in PowerPoint format. This was in comparison to handwritten statements on Manila paper hung on a wall, or what some students in Region X, XI and Caraga call “Bitay” (*Hung*) Tech. The internet increased their knowledge (75 FGDs) and made it easy to do research for schoolwork (50 FGDs). Some even reported an improvement in their grades (26 FGDs).

Parents were also asked to describe any changes they observed among their children who are schooling after learning to work with computers and the internet.

In terms of knowledge and skills, parents confirmed that their children have indeed learned about: Basic Computer Functions (186 FGDs), Researching with the Internet (38 FGDs) and Social Networking (7 FGDs). They also noticed a boost in self-confidence, as they observed the students to have become more resourceful and idealistic (23 FGDs), more competitive with other schools (20 FGDs), and able to talk about computers (13 FGDs).

In Region 9, some parents felt that their children are more prepared for college. As members of the family, the parents noticed that their computer literate children are now **able to teach their siblings** (24 FGDs), a response that actually ranks third among parents’ observations.

Key informants (340 KIIs) rely on the computer resources as a **source of information**. Connected to the Internet,

students are able to research additional and updated information for their assignments. Some students turn to Internet to expound their Science Investigatory Project reports and other research projects. For schools that do not have continuous access to Internet, the students make use of the Encarta for their research, a CD-based multimedia encyclopedia. Students are now more connected “electronically” to their friends and family members through their emails and social networking accounts. With the CLIC Project and other projects, the students now know the basic operation of computers, making them “**computer literates**” (105 KIIs).

B. Impact on Teachers

Teachers had dual roles of: 1) learning how to use the computer and the internet, and 2) teaching computer classes for their students.

While more than half of the FGDs (134) admitted that these tasks were challenging due to their limited knowledge of computers, this initial apprehension eventually led to many positive realizations. Computers enhanced their teaching effectiveness as shown by their students’ interest in their lessons (32 FGDs); many of their teaching tasks were made easier (25 FGDs); they need to upgrade their teaching skills to keep up with technology (4 FGDs) and prospects for learning are made limitless with the internet (2 FGDs).

Many teachers performed their tasks with the aide of computers and the internet. The most common tasks were computation of grades using Microsoft Excel (186 FGDs); Encoding major documents such as Lesson Plans and Test Papers (137 FGDs); Researching their Subjects and Topics (118 FGDs) over the internet; Preparing their Instructional Materials (48 FGDs). Very

popular among the teachers is the use of PowerPoint presentations for teaching their classes, a more creative and easy alternative to hung Manila paper which they call "Bitaymax" (coined from the brand of video cassette recorder called "Betamax").

In some schools in three regions (9, 10 and Caraga), the computer is now used to publish the school paper (5 FGDs). In several schools in Region IX, the computers are used to enhance their Basic Education Seminars. The computer is also used to look for dance steps and costumes in Don Pablo Lorenzo Memorial High School in Zamanga City, Region IX. In Lake Sebu National High School in South Cotabato in Region XII, their buzzer and school bell are now computer-generated. In the Daniel Cruz National High School in Kidapawan City, also in Region XII, the teachers and school administrator credit the email for helping them save time and resources in sending and receiving correspondences to and from the regional office of the Department of Education (DepEd). In Ponot National High School in Zamboanga del Norte in Region IX, they use social networking for accessing the DepEd Facebook fan page.

From the KII results of 549 informants, the computer resources of CLIC are valued primarily for helping the teachers in preparing and improving their teaching materials (454 KIIs). Teachers are able to enhance their lesson plans, compute grades, improve presentation of their lessons through use of PowerPoint, fill-out necessary forms prescribed by the DepEd and reports required by the school, research additional reference materials, and encode tests and lessons.

There were 372 informants who said that the computer resources were used in teaching purely ICT classes and other integration subjects. Integration classes refer to "regular" subjects such as English,

Pilipino, Math, Science and TLE (technical livelihood education) where the use of computers is part of the teaching/learning methodology. Teachers do research to enhance their lesson plans and make class activities more creative and interesting for the students.

Another use of the computer resources is for **communications** (121 KIIs). Teachers and school managers take advantage of email to send their forms and reports to the DepEd regional offices.

Both teachers and students benefit from the use of computers and the internet to perform several teaching tasks. Teachers expressed that tedious process of grades computation is now made easier and faster with Microsoft Excel (186 FGDs). The same is true for typing test papers, reports, lesson plans and other documents, which are now computer encoded instead of handwritten. And with internet access, teachers are able to **research on their topics** (51 FGDs), on **instructional materials** (128 FGDs) and **teaching strategies** (16 FGDs). The research allows them to make better lesson plans, instructional materials and **visual aids** (128 FGDs) for their classes. In Region IX, some teachers appreciate the fact that, despite being in a rural area, they now feel part of "civilization" or the "modern world" through their computer and internet. In the same region as well as in Region X and ARMM, however, some of the senior or "retireable" teachers were not too receptive to the new technology, because they felt they were too old to learn it or the image from the monitor hurt their eyes or made them dizzy.

C. Effects on Peace and Security in the Community

More than half of the informants (284 KIIs) have expressed appreciation of

the partnership between Philippine and US Governments in bringing the computer resources to their communities. The two governments are working together to bring quality education, particularly in poor and conflict-affected communities in Mindanao. Seeing that a country like America is concerned about the children's education has prompted the parents to enroll their children to school, as a way of showing that they (parents) value this particular support. A different perspective is offered by a PTA President of a school in Zamboanga Sibugay, where he is saddened that our own government cannot satisfactorily address the needs of the Filipino students, while other countries such as the USA is exerting too much effort to help.

With the computer resources provided to the schools, the informants believe that the US and the Philippine governments are concerned about community's access to technology (243 KIIs) so that students can compete globally. The principal in Sapad, Lanao del Norte states that his daughter who is a Nurse was able to take the qualifying exam in Saudi Arabia through the use of computer. If she did not have an early experience in using computers, she would have difficulty in passing the exam. The guidance counselor of Tomas Cabili National High School in Iligan City says that their community now has internet Cafés being established near schools. For almost half of the informants (244 KIIs), the computer resources provided by the US governments have educating and empowering effects.

SUMMARY OF RESULTS

Results show that computers provided by CLIC project were basically utilized by students for their school requirements and for them to connect to the world through Facebook or Yahoo web-

based email. However, such computer and internet facilities in the schools were most often taken advantage of by female students as compared to male students. This was true in areas across regions in Mindanao with a moderate level of conflict. These services provided by computers and internet connections in schools to students have probably prompted them to access the same outside the school campus during free-time or after class hours mostly from nearby computer and internet cafes. Their constant use of computers and internet, initiated by the CLIC project, made them perceive that they now have an average skill level in the basic use of computers but that they still need to enhance their skills advanced uses like designing websites, writing files on CDs, installing software programs, as well as scanning disks for viruses. But, when students are grouped by region and by level of conflict in their area, results show that those from Region 10, under moderate level of conflict, perceived themselves to have a higher level of skills in the basic use of computer and internet than those from other regions. Similarly, students revealed to have a good attitude toward the use of computers and the internet, when grouped by region and by level of conflict, results show a slight variation. Such has prompted the analysis to identify a possible causal relationship between attitude and skills of students in the use of computers and the internet, which revealed that only 2.89% of the total variation of students' skills can be explained by their attitude toward computer and internet. Thus, much can be attributed to other factors. However, even with the low degree of relationship between skills and attitude, students' computer skill level can likely still be determined through their attitude toward computers and the internet as such have been found to be statistically true in all cases.

CONCLUSIONS

In view of the findings of the survey conducted among students from CLIC-recipient high schools and reinforced by KII and FGD results, it can be concluded that students:

- Basically used the computers and internet provided by CLIC project for their school requirements and for them to connect to the world through Facebook or Yahoo web-based email. Such exposure to computer and internet prompted them to access same services mostly from nearby internet café during class break or after class hours.
- Generally, students perceived themselves to have acquired an average level of skills and attitude toward computer and internet use.
- Referring to the objectives of this study, CLIC has kindled the interest of students to maximize computers and internet use for their academic and personal life. It has, in most barangays, demonstrated that the Philippine and US Governments are committing resources to improve young people's access to economic opportunities. CLIC has allowed students and teachers to establish virtual presence through their personal email and social networking accounts.

Recommendations

- Sustain assistance provided by CLIC project to students in accessing computer and internet use.
- Provide assistance to CLIC-recipient schools in helping school personnel develop students' advanced skills on computer and internet use.
- Identify other possible factors contributory to students' skills in using computer and internet.
- Establish a common portal that will contain lessons, lesson plans, and multimedia educational materials that

teachers and students can access to enhance learning.

- Support development of culturally relevant learning materials.

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ANALYSIS OF CHANGES IN GOVERNMENT MANAGEMENT PARADIGM THROUGH IMPLEMENTATION OF INFORMATION TECHNOLOGY WITH LAPOR APPLICATIONS (ASPIRATIONS AND COMPLAINTS SERVICE ONLINE PEOPLE) IN INDONESIA

Sub-theme: Organization and ICT

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ABSTRACT

With the development of globalization in the world, would also require a recent innovation that should be implemented by the government. Included in the serve and respond to the interests of the community. In Indonesia has made an innovation in responding to public complaints online through the utilization of information technology with an application called LAPOR (Service and Complaints Online People's Aspiration). With the implementation of the LAPOR applications, of course, there's been a change of management paradigm of government in Indonesia, particularly in the context of public service. The purpose of this study was to analyze the paradigm shift that occurred in the management of government in Indonesia with the application of information technology with the application LAPOR. The data collection methods used in this research is using secondary data and literature review that will produce the results in the form of a concept analysis of changes in the management paradigm of government in Indonesia, especially in the public service in the context of serving the public complaint.

Keywords: Paradigm, Government Management, Information Technology, LAPOR Applications

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I. BACKGROUND

The government elected in a democracy it is meant to run the government. By running the government, the government considered to carry out the mandate of the people who had elected them. Both the poor government running a government is seen of how governments run government functions. Government functions according to Rashid (Labolo, 2011) consists of four things: service, setting, development and empowerment.

One of the essential functions of government are to provide optimal service to the public. It is not a government that is served by the community, but the communities to be served by the government. But the reality of what happened is not the case. This is because the bureaucratic paradigm which is far from service orientation.

We are often faced with a public service which should have served our needs well, but sometimes we are disappointed with it. Public services are often just become a routine work of the officials who are supposed to serve well the interests of all the elements, groups or communities.

For example, one of the smallest government public services the village. There we can see how bad a performance service that is far from expectations. They looked at an office or working parts is a routine, serving the needs of people without their professionalism or service is good, even far from the expectations of society as their customer.

We can see it from how they start working not on time, even every day there is always an absent official who does not available in office for nothing and the working procedures as if the absence of targets and administrative that are not good to make all the problems have to be borne

by the people who would not want had to surrender to them. We can see how relaxed and poor administrative employees in service, for example in the manufacture of identity card (KTP).

How disappointed we are when going to take care of an identity card (KTP) must make every effort to get it. Various reasons came out when we will get it, ranging from the queue, blank form, the village officials were not present, and others without a clear explanation. And we've taken the time and meet all requirements. But what happened was disappointment as though we have to bear as the price is expensive to make ID cards.

It is ironic when we have to get right as a citizen but no good service for us, when we already fulfill their obligations as citizens. Starting from paying taxes, obeying government regulations to any shop already charged fees or taxes. It is clear from the lack of balance between rights and obligations.

These things always become problematic in public service in Indonesia, especially if we look from the complaints service. There are few people can contact or make a complaint to the government of their needs directly. The government seemed to create distance between people and government

All this also caused a paradigm that is still oriented towards paternalistic paradigm, impersonal, rigid, hierarchical and just satisfaction oriented boss is not public. In this case the Government of the Republic of Indonesia creates a website that aims to facilitate public complaints to the problems facing society. It is intended to facilitate the service to the community and also to raise the values of responsiveness in serving the community. Then the government created the Online Complaint Service application that can be accessed on the People website address <https://www.lapor.go.id>

Figure 1. LAPOR Website



By using this online service the public can make a complaint to the government in any case, will then wait for a response from the service admin. The application of this website means a breakthrough made by the government, namely the use of information technology called e-government, with the application of information technology is expected of public complaints to the government services will increase and facilitate the government understand the preferences of the community at large. This study wanted to see how a paradigm shift in public management at the Indonesian government with the use of information technology in serving the public complaints. With this application, the hope is the existence of an enlightenment in the public service the creation of a new breakthrough in governance.

II. THEORITICAL FRAMEWORK

1. Concept of Public Management Information System

According to Murdick and Ross (Sutabri, 2005) Public management information system (SIM) is a process of communication in which the input information is recorded, stored, and processed to produce an output in the form of a decision on the planning, operation and

supervision. Besides Kelly (Sutabri, 2005) says that the SIM is a combination of human resources and resource-based computer that generates a set of storage, communications, and the use of data for purposes of efficient operations management and business planning.

In a public organization, one of the important resources is a resource of information, even information, according to Murdick, as analogous to the blood of the organization. This means that the blood flow is congested, then the organization will be dropped at the unhealthy (Sutabri, 2005). Therefore, the development of computer technology is one of the instruments for data processing required by a public organization (Sutabri, 2005).

SIM urgency on public organizations based on the traits and characteristics of public organizations themselves, as the opinion of Sutabri (2005), namely :

- a. Public organizations are identical with the administration that has certain monopolize activities in the public service
- b. The public organization is established by State regulations, financed by the State and run by the State apparatus, so it must have a high degree of accountability under political control,
- c. Public organizations have a distinctive nature-oriented public is closely associated with social issues and social values that should have the responsibility to fairness, openness, humanity, and the response to the public
- d. Public organizations have focused on publicness that is focused on the democratization of social relations

So with such characteristics, then the SIM is needed in public organizations in the present, as the opinion of Sutabri (2005) that either public or private organization can never be separated from the service of the

organization itself, which the public service was a service provided to the public in scale central, regional or local.

2. Concept of E-Government

Nowadays, SIM usage on the body of a public organization called the e-government. The World Bank (Indrajit, 2006) defines e-government that e-government refers to the use by government agencies of information technologies (such as Wide Area Networks, the Internet, and mobile computing) that have the ability to transform relations with citizens, business and other arms of government.

While the UNDP (United Nations Development Programme) in an opportunity to define e-government as the application of information and communication technology (ICT) by government agencies (Indrajit, 2006).

The Benefits of e-government implementation as described by Indrajit (2006) are :

1. Improving the quality of government services to its stakeholders, especially in terms of performance effectiveness and efficiency in various fields of national life
2. Improving the transparency, control, and accountability, governance in order to implement the concept of good corporate governance
3. Reduce significantly the total cost of administration, relationships, and interactions issued by the government and stakeholders for the purposes of everyday activities.
4. Provide an opportunity for the government to obtain new sources of revenue through its interaction with the parties concerned
5. Creating a new community environment that can quickly and accurately answer the various problems faced in line with

various global changes and trends that exist

6. Empowering communities and other parties as the government's partner in the process of making public policies equitably and democratically.

Implementation of e-government also has specific transformation challenges, including paradigm transformation in government organizing. Information technology is built with e-government systems not just as supporting the existing government management, but it is a driver of change or as something that actually offers the fundamental changes with respect to the governance process in the modern era (Indrajit, 2006).

The transformation is expected as described by Indrajit (2006), namely:

1. Service to citizens into service by citizens, it is intended that prior to the implementation of e-government, government's duty to serve the public, then after the implementation of e-government, the community serve himself.
2. Citizen in line become a citizen on line, this is how at the time of e-government has not been implemented, people have to queue and wait a long time to get service, then after e-government applied then people do not have to wait long to get service because everything is done online via the internet
3. Trying to overcome the digital divide and ensure the creation of a digital democracy.
4. In order to improve the efficiency and effectiveness of government processes that replace paper based to fully implement the concept of government online
5. Try to use digital knowledge in lieu of physical knowledge which has been

used as a resource for improving the quality of life of the state and society.

The pattern of change in the paradigm of e-government implementation consists of four types of classification as described by Indrajit (2006), namely:

1. Government to Citizens

It is intended that the purpose of the system of e-government is to bring government closer to the people through the canals of diverse access so that people can easily reach the government to fulfill the various needs of everyday services

2. Government to Business

One of the main tasks of a government is to form a conducive business environment, to the economy of a country can function properly. In addition, the private sector also requires a lot of data and information held by the government. Hence the need for a good relationship between the government and business establishments which does not only aims to facilitate business practitioners in running the company, but furthermore a lot of things that can benefit the government in case of a good relationship and effective interaction with private industry

3. Government to Government

This need is for interaction between the government and the government every day, not only the range of matters relating to diplomacy, but further to facilitate cooperation among States and cooperation between the entities of the State in doing things related to the administration of trade, processes of political, social and cultural relations mechanism and so forth

4. Government to Employees

E-government application is also intended to improve the performance and welfare of employees or employees who work in a number of institutions as public servants.

In the implementation of e-government is also influenced by how the paradigm shift in the management of public organizations. The paradigm shift where the groove is described by Denhardt and Denhardt (Setyadiharja, 2015) as shown in the following table :

Table. 1 Paradigm Shift of Public Organization Management

ASPECT	Old Public Administration	New Public Management	New Public Service
Government Role	Rowing	Steering	Serving
To whom Responding Bureaucracy	Client	Customer	Citizen
Accountability	Hierarchical	Market demand as result of customer's demand	Multi Aspect, Law, Value, Community , Politics Norma, Standard, Professional, Citizen Interests

III. RESEARCH METHODOLOGY

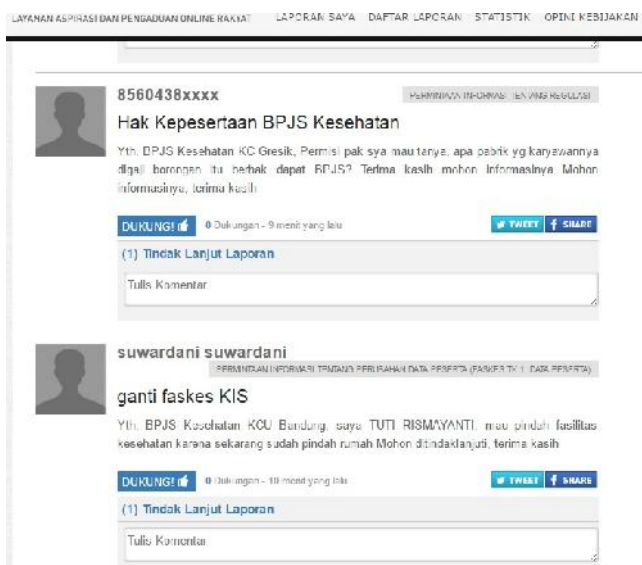
This research is a descriptive study with a qualitative approach. With the data collection method is performed by in-depth theoretical analysis of secondary data obtained. It also includes a comprehensive analysis of the technology in-depth information on the website of the People Online Complaints Service (LAPOR) and then analyzed using a theoretical approach

IV. FINDINGS AND DISCUSSION

1. Public Organization Management Paradigm Shift in the Role of Government

In the context of the role of government, the public organization management paradigms Government of Indonesia and utilization of information technology by using REPORT applications has led to what is described by Denhardt and Denhardt (Setyadiharja, 2015) that is serving. It can be seen from how a complaints mechanism that directly can be done by people in the government, as we can see in the picture below :

Figure 2. Public complaints in the LAPOR Applications

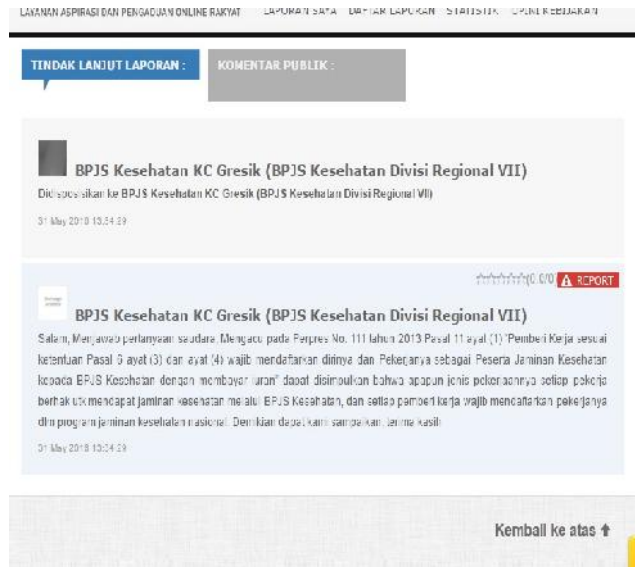


Source: <https://www.lapor.go.id>, 2016

LAPOR website pages in Figure 2, the public can report to the government related issues or problems they face. With this, the public and the government does not has any great distance again. Society can immediately make a complaint directly without worry not to be addressed or considered as a party against the government. Because in this case the public complaints is directly addressed and acted upon by the government using LAPOR

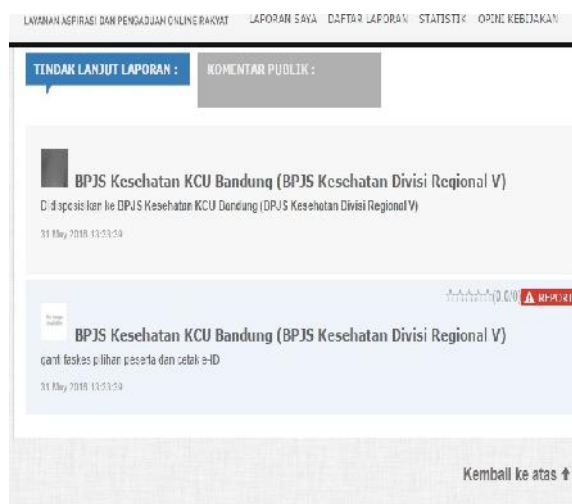
applications, as illustrated in Figure 3 and Figure 4 below.:

Figure 3. Follow-up Report "Rights of BPJS Participation"



Source: <https://www.lapor.go.id>, 2016

Figure 4 : Follow-up Report “Change the KIS Health Facility”



Source: <https://www.lapor.go.id>, 2016

As shown in Figure 3 and 4, it can be seen that the two forms of the complaints lodged by the public have been addressed directly by the manager of LAPOR Website. On the first report (Figure 3), manager of

LAPOR Applications is doing disposition to BPJS KC Gresik and then responded by answering the complaints made by the public in Gresik related to the right to get health insurance provided BPJS particular branch of Gresik. The second report (Figure 4) is also directly addressed by the manager of LAPOR application by answering complaints communities of Bandung associated with displacement health card facilities.

From both the public complaints, it can be seen the government's first directly responsive in serving the community. It is considered that the paradigm of service in the management of public organizations already be responsive, as described by Dwiyanto (2008), that one indicator of good service is the responsiveness of service providers to the expectations, desires, aspirations and demands of service users, in this case the provider ie government services with the use of information technology has attempted to directly respond to the expectations, desires, aspirations or demands of the public as users of the service or entity that must be served through a variety of complaints given in the LAPOR application. Second, the attitude of the government has led to the paradigm of New Public Service (NPS) for the government's role is no longer to be an actor who impersonality, rigid and hierarchically but it is about service.

This is consistent with what is described by Rewansyah (Setyadiharja, 2015) that the serving was seen from some of the following traits. First, pay attention to the public service as a citizen, not as a customer, in this case the community is treated as citizens with all the rights including being able to make a complaint regarding the rights and waiters with whom they had, moreover, the complaint in the LAPOR Application it receives complaints from various public any location and at any time, evidenced by the two reports

displayed are from two different cities, namely Gresik and Bandung. This reinforces that the government has been able to change the paradigm of the paradigm is no longer serving paradigm Rowing or steering, with this paradigm, the functions of government that the ministry has executed work. Second, Focusing on the public interest, in this case the community is always overlooked, this is evidenced by following up of two complaints as shown in Figures 3 and 4, where the public complaints is a description of a desire and aspirations of the community which is a representation of some other society, State other than that in the realm of democracy then actualized in the interests of the society demands, complaints or feedback is an interest which take precedence over the interests of a particular group or interest group. By that responded, a wide range of complaints from the public directly, where people can access these LAPOR apps on gadget or mobile phone even in the attitude of the government has tried to promote the interests of the public, especially in the public service. Third, Involving communities (communities not made the audience), with the use of this technology, since that society is no longer considered to be an actor marginalized and separated by governments, communities be included in the development of this country, with the opening of the government's stance receive feedback and complaints from community. Society is no longer considered a client on the paradigm of Old public administration community simply as a case (Denhardt and Denhardt in Setyadiharja, 2015) but is regarded as an entity that also has an influence and involvement in providing input to the government as an actor who has a service function and the construction of a country.

Furthermore, the pattern of a close relationship between the government and the public in the use of information

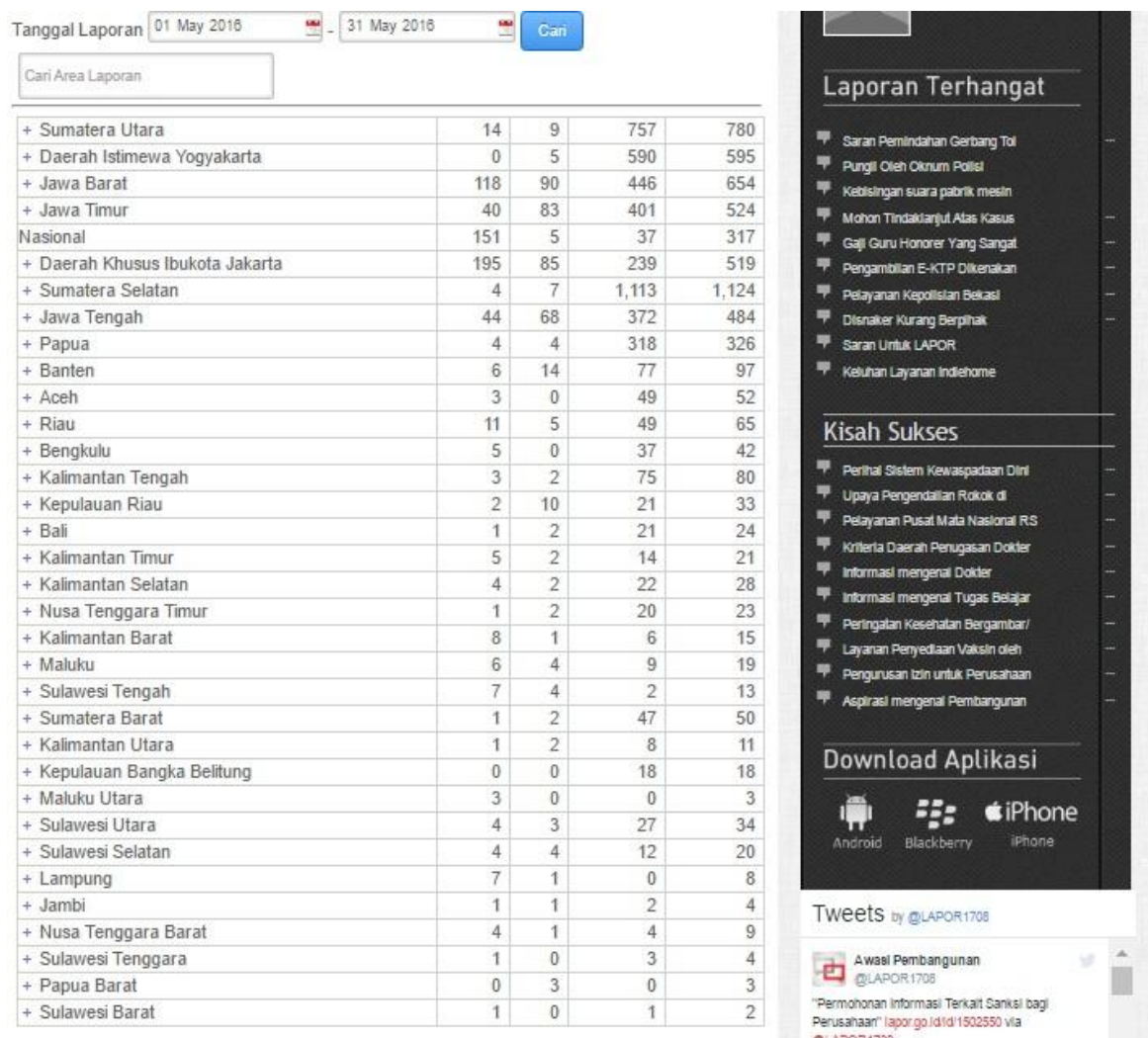
technology is characterized by an attitude, responsiveness, and the government's response is more directed at serving this at the level of the concept of e-government has led to the government to citizens. Where information technology was created aiming to bring government closer to the people through the canals of diverse access so that people can easily reach the government to fulfill the various needs of daily services (Indrajit, 2006).

2. Paradigm Change of Public Organizations Management in Responding Bureaucracy

The second dimension to see a paradigm shift, then it must be analyzed as a concept Denhardt and Denhardt (Setyadiharja, 2015) is to whom the bureaucracy responds. Bureaucracy response in public organizations to see how public organizations treat and respond to community.

With the utilization of information technology in this application, the Indonesian government to put forward the community with all the rights, proved that all the people entitled to make a complaint. People who make a complaint can come from any area, and the theme of the complaint can be anything. When viewed from the statistical data LAPOR Applications as indicated in Figure 5, it can be seen that the reporting that goes to the Applications report is that people from various regions and uneven across regions in Indonesia.

Figure 5. The Complaint Data Based on Region

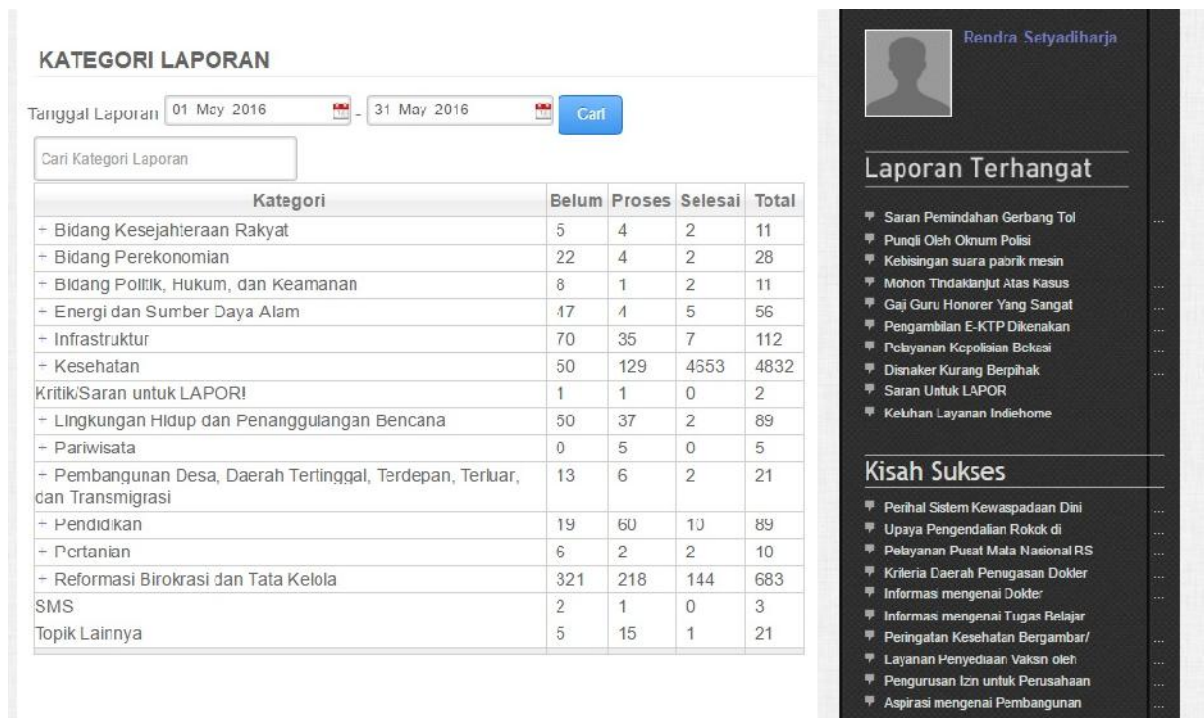


Source: <https://www.lapor.go.id>, per 31 Mei 2016

Statistical data can be seen in Figure 5 above, that all these areas throughout Indonesia can make a complaint. Complaints submitted to the Government of the Republic of Indonesia is not only for the central region, but also the region and all the people in any given right to make a complaint.

In addition, people with rights can make a complaint online on various themes complaints or problems encountered. It can be seen in Figure 6 which shows the areas of public complaints.

Figure 6. Fields and Types of People Complaint



Source: <https://www.lapor.go.id>, 2016

From Figure 6, it can be seen that the various fields can be lodged by the public. Types and fields of this complaint depends on the type of problems faced by the community. the most common problems faced by the community of Figure 6 can be seen that the health problems are the most common problems faced by the community with the number of 4832 complaints (as of May 31, 2016).

Thus the bureaucratic response to public organizations to the community has led to a new paradigm of public service in which people are considered as citizens whose rights more broadly. Community hereby involved in providing feedback and complaints can also improve governance and also capable of being a constructive input for decision making and also for government policy (Muluk in Setyadiharja, 2015). Communities in different areas have been given the opportunity to participate in

decision making in order to uphold the principles of democracy in which people are considered necessary in policy discussions and decision-making (Box in Setyadiharja, 2015).

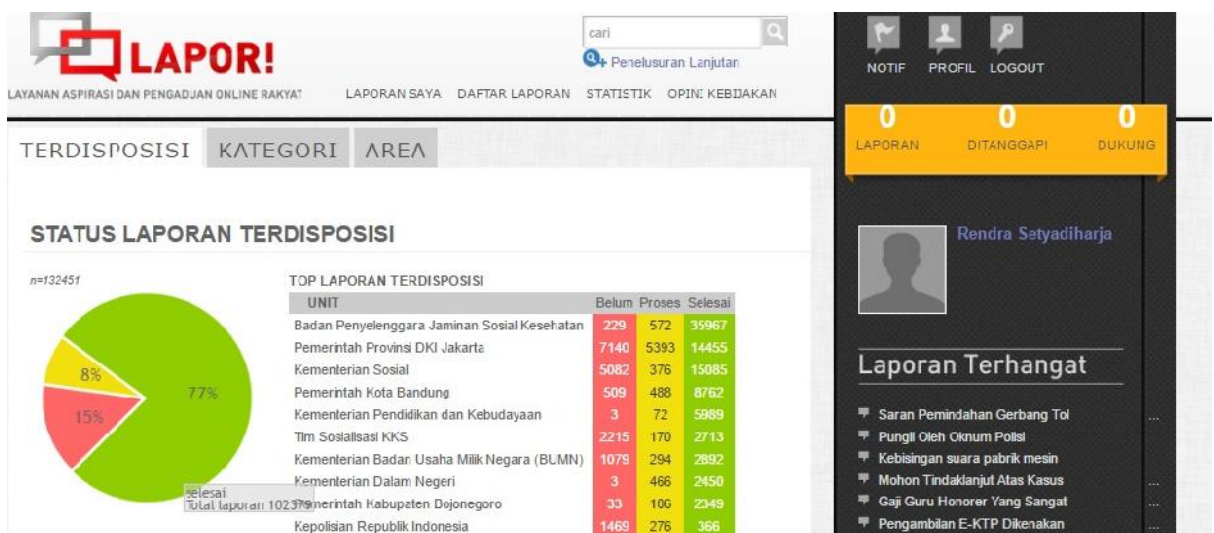
With the use of e-government applications REPORT this then the government will be able to improve the quality of service to its stakeholders, especially in terms of performance effectiveness and efficiency of various national life (Indrajit, 2006), characterized by a variety of categories, types and field complaints, the government is trying provide a way out and a solution to respond to all kinds of public complaints.

3. Paradigm Change of Public Organizations Management in Government Accountability

In terms of accountability, then things need to be analyzed to whom the government is accountable for its performance, whether the government itself, the government to the private sector, the government to the people that surrounded him. In the use of information technology in this application, the government's

accountability to anyone in general is to the community with all the complaints that have to be accounted for. Accountability of public complaints is to follow up and resolve the public complaint. Based on the statistical data on the number of applications REPORT public complaints received and resolved can be seen from the data, as shown in Figure 7 following.

Figure 7. Statistical Data Number of Complaints Resolved



Source: <https://www.lapor.go.id>, per 31st May 2016

Based on statistical data in Figure 7, then 77% of complaints have been resolved by the application REPORT, 8% are still in process, and 15% have not finished or not acted upon. Of the percentage, we can know that cases are settled more than was the case is still under process and has not been resolved. Accountability application is also directed to multi-aspect depends on who sent the complaint to this application. It can be seen that kind of complaint is so much variety and art as shown in Figure 6. In addition, accountability for complaint made by this application is to the entire community with complaints from a number

of regions in Indonesia as described in Figure 6.

From this phenomenon, it can be concluded that the paradigm that occurs at this level is a new paradigm of public service in which the accountability of the government directed or addressed to multiple aspects, or to the interests of society (in Setyadiharja Denhardt and Denhardt, 2015). Appropriate also that the actions and the use of e-government applications REPORT has led to the government to citizens. This shows that the government has established an accountability principle, which the government basically belongs to the people

therefore accountability of the government with the implementation of application REPORT as an instrument of e-government it must involve the public in the policy process together (Box in Setyadiharja, 2015), and things this has been proven by the application penerepan REPORT accommodate all this with public complaints, but not only accommodated, but all complaints must be accounted for by way of follow-up, the manager of Applications REPORT as representatives of the central government is already doing some form of accountability to the public good service.

In this case too the government has implemented a form of rationality which the principle of public participation in governance processes have been addressed by rational. This rational according to Box (Setyadiharja, 2015) is more to the awareness and recognition that the participation process requires adequate time, careful thought, allowing the public to express their opinions, the need to hear various opinions raised and awards dissent. In the realm of democratic country like Indonesia, an instrument to listen to public opinion is not able also to be done directly in the form down to the field, especially the present development of the technology is already highly sophisticated and cutting-edge, so it is natural LAPOR application usage very easy for people to become more can participate by providing a wide range of inputs to the community. in addition, the LAPOR application is an appropriate step for the Indonesian government to provide an opportunity, space and media so that the public is able to close to the government shelter, and the community is considered as an entity whose voice is necessary, and their needs is also very fast and responsive capable addressed and served by the Government.

LAPOR app usage is in accordance with what is described by Indrajit (2006) that

the use of e-government is able to increase the transparency, accountability, control in governance

V. CONCLUSION

Utilization of information technology with applications REPORT imposed by the Government of the Republic of Indonesia as an instrument of public service complaints has been proved that the government has been able to change work patterns to a pattern of work with the use of e-government. With the use of e-government is expected to also happen a paradigm shift in the management of public organizations in carrying out its functions, namely, services, construction, arrangement and empowerment. In this context the government more to change the paradigm in service delivery, especially in the form of complaints from the public service that must be addressed by the government.

With this application, government has changed the paradigm as a new paradigm of public service and government to citizens, this can be evidenced by the changing role of government to the people into roles that are serving to receive complaints directly addressed later. Further changes occurred also in response to the bureaucracy, in this context, the government responds to society as citizens with all the rights including the right to vote in the form of complaints related to the problems that people have or other types of complaints, and the last paradigm shift also occurs views of government accountability. In this context, accountability is no longer just at the level of the body of government organizations in a hierarchical manner, but the multi-faceted, multi stakeholders where public complaints that go to the LAPOR application must be accountable on continuity and completion it, and in this case the government has been able accountable in terms of service complaints the. Thus, the function of government that is capable of

improved service to make a paradigm shift which is then followed by the appropriate steps.

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Government Communications in Indonesia During the Reformation Era

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Abstract:

This paper will discuss the communication of government in Indonesia during reformation period. Indonesia in its history has experienced authoritarian regime, which is at the time of Sukarno and Suharto regime. In the Suharto regime there was no freedom of communication and mass media (Triputra: 2000), all arranged by the government through the Ministry of Information who have the power to close media outlets and arrest people who bet against the Suharto regime (Sudiby: 2004).

At that time government communications running in one direction (top down) from Jakarta to all regions in Indonesia, with communications centralized it can be seen that the development in Indonesia is growing rapidly, there is no opposition that dared to stand up against Suharto's regime, but the one-way communication (top down) turned out to create a big problem in the future.

Because the government closed themselves with public, there is no transparency, then corruption, collusion and nepotism thrives and it made people angry, then the people created people power to bring down the Suharto regime.

The question how the post-Soeharto government communications was? After experiencing communication centralization of government in 32 years, where all the people and the media should not be voting against the Suharto regime and all controlled from Jakarta.

At least at this time there are three major problems in government communications in Indonesia that should be quickly answered, namely: 1. At this time in Indonesia appears conglomeration of media, the media became a tool of media owners for their own interests. 2. On the other hand the growth of social media as a means of controlling the government. 3. The quality of government communicators, particularly public relations agencies in the region still have a low quality (Subagio: 2005) (Kawuryan: 2012).

This paper will discuss three issues above, so it can be mapped the government communications in Indonesian during the reformation era and how the Indonesian government, must work to communicate its programs so that it can be acceptable to all communities in Indonesia.

Key Words : Communication, Government, Media Privatization, Reformation, Social Media

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A. Introduction

The reform era in Indonesia is characterized by democratization and region autonomy or decentralization, and the increasing role of the government as an agency that provides civil services. In an earlier era, the New Order era that was characterized by authoritarian, almost any problem can be dealt with the approach of power and security, but at the moment it is seen that the power and security approach is increasingly losing context. This phenomenon evidently indicates a positive thing for the Indonesian nation to a democratic state.

One of the characteristics of an ideal democratic state is giving freedom to its people to express themselves and speak freely. In this view Jurgen Habermas, one of the *mazhab frankfurt* bearers, reminds that one of the prerequisites of democracy in a country is the existence of a "public sphere" or a public space, where people can express themselves without fear of pressure from the powerful regime. From this perspective, the public sphere can be understood as a space where ideas, thoughts, and logic could clash from "a *thesis*" that produces *synthesis*.

One of the real public spaces is the mass media. In the mass media, messages flow daily from people to the government. These messages could contain support or rejection of the policies issued by the government. In a democratic government, the support and the rejection of a policy issued by the government must be addressed and managed properly. A support, if not addressed and managed well will be a disappointment that is not impossible to result in the rejection of a government policy. The rejection of a policy on a democratic government should not necessarily be interpreted as a civil disobedience. Rejection of a policy sometimes occurs because a program or a policy that will be run by the government is not communicated to the people.

Some cases indicating the poor communication run by the government can be seen in cases that often arise in areas such as land eviction problem, the problem of ethnic tribal, local government policy matters, and others.

From some descriptions above it can be seen how important the government communication is. It is because it involves a reciprocal process of delivering information and messages between the government and the governed, one side is using a frame of reference (for) the other side, in a certain position and role, so that the behavior and attitudes of the other party is formed, changed or maintained, based on the mutual understanding and mutual trust between the two sides, in other words government

communication is ongoing communication only between the government and the governed, and what the effect or result of that communication is.

The reform era in Indonesia was characterized by the rise of two flows of media, namely: 1. Traditional mass media (TV, newspapers, radio) are increasingly moving towards conglomeration and 2. Social media via the internet are more easily accessible by Indonesian people, and those make a new challenge for those who strive in government communications matters.

B. Media Conglomerate in Indonesia

When the Suharto regime fell, the mapping of political and economic power in Indonesia changed, formerly the mapping of political and economic power was concentrated around Suharto family, then in this reform era it is seen that the mapping of political and economic power is spread, including the economic mapping of the mass media ownership.

It is seen that Harry Tanoesodibjo quickly masters the shares in mass media industry that was once the property of the Suharto family, such as: RCTI, TPI, Global TV, even Bhakti Investama also infiltrated into the print media by publishing daily newspaper of Seputar Indonesia (Agus Sudibyo. 2004: 21-23). In addition to group Bhakti Investama, PARA group belongs to Chairul which owns a majority stake in Trans TV and Trans 7 and the group of Mugi Rekso Abadi (MRA) of Adiguna Soetowo that has 5 magazines and 9 radio stations (AJI Report, 2004: 21) also emerged. The mapping on the ownership of television, Newspapers and Radio in Indonesia will be presented as follows:

Tabel I: Television

Free Broadcast Television	National	ANTV, Global TV, Indosiar, Metro TV, MNC TV, RCTI, SCTV, Trans TV, Trans 7, TVOne dan TVRI
	Local	Bali TV, JTV, JakTV, Riau TV dan sebagainya
	Content Provider	Kompas TV, Tempo TV, SINDOTV, Spacetown, JPMC, City TV Network, B-Channel, Top TV Network
Pay Television	Cable	First Media, IM2Pay TV, TelkomVision
	Satellite	Aora TV, Centrin TV, Indovision, Okevision, Skynindo, Telkomvision, Top TV, Yes TV
	Terrestrial	M2V Mobile TV, Nexmedia
	Internet Protocol	Groovia TV

(Eriyanto:2011)

Of the four categories according to the Broadcasting Law stated above, at this time according Eriyanto (2011) share of the market for television in Indonesia is owned by 10 commercial television stations, namely: Global TV, IVM, ANTV, MNC TV, Metro TV, RCTI, SCTV, Trans TV, TVOne and Trans 7. Of the 10 existing television controlled by four major media groups, only Metro TV that does not join to four television holdings.

Tabel II : Television Ownership

Television Group	Television Networking
Media Nusantara Cipta (MNC)	3 (RCTI, TPI, Global TV)
Kelompok Bakrie (Visi Media Asia)	2 (ANTV-TV One)
Kelompok PARA	2 (Trans TV-TV7)
Emtek	2 (SCTV, Indosiar Visual Mandiri)

(Eriyanto:2011)

In Indonesia after the fall of the Suharto regime, many print media are emerging, the data in the Indonesian Newspaper Publisher's Association until 2010 shows that the print media in Indonesia reached 1,076 pieces, consisting of: 1. 349 daily newspapers, 2. 240 weekly newspapers, 3. 188 tabloids, 4. 294 magazines and 5. 5 bulletins. The number of copies printed according to the SPS (2010) was 21.5 million copies; more details can be seen in the following table:

Tabel III: Newspaper 2006-2010

Year	Daily Newspaper	Weekly Newspaper	Tabloid	Magazine	Bulletin	Total	Growth
2006	251	235	142	258	3	889	-
2007	269	247	167	297	3	983	10,6
2008	290	224	173	318	3	1008	2,5
2009	302	232	177	322	3	1036	2,8
2010	349	240	188	294	5	1076	3,9

(Eriyanto:2011)

It is seen that the print media in Indonesia is quite large, but the fact that there is not all print media in Indonesia are financially strong, so it cannot print on a regular basis. Conglomerate in the print media has appeared since the time of Suharto, for example the Kompas Gramedia Group, Jawa Post Group, Bisnis Indonesia, and so on; more details can be seen in the following table:

Tabel IV : Newspaper Owner

Newspaper Group	Total
Kompas Gramedia (KKG)	81
Jawa Pos	122
Femina	11
Bali Post	7
Mugi Rekso Abadi (MRA)	8
PinPoint	14
Pikiran Rakyat	8
Sari	4
Bisnis Indonesia	7
Suara Merdeka	5
Pos Kota	3
Media Indonesia	2
Subentra Cipta Media	4
Info Kelapa Gading	3
Gatra	3
Tempo Inti Media	3
Kedaulatan Rakyat	4
Mahaka Media	4
Media Nusantara Cipta (MNC)	3
Total	296

(Eriyanto:2011)

According to sources from the Association of Private Radio Broadcasting National Indonesia until the year 2010, there were 1,368 radio stations in Indonesia, as many as 1,305 radio stations are private radios. As well as newspapers and television, radio also has the tendency for the existence of conglomerate; it can be seen at the following table:

Tabel V: Radio Ownership

Group Radio Network	Ownership Radio Network
Mugi Rekso Abadi (MRA)	10
Rajawali Media Group-Surabaya	3
Gajahmada Group	3
Rajawali Group-Lampung	4
Pentas Group	4
Mersi Group	4
Kartika Group	3
Masima Media Investama	14
Cipta Pariwara Prima (CPP) Radionet	40
Suzana Radionet	12
Arbes Network	9
Smart FM Network	6

Mayangkara Radionet	5
Ramako Group	5
Rajawali Citra Mandiri (RCM) Radio Network	9
Volare Group (Kalimantan Barat)	14
Bens Group	9
Nirwana Group	9
El Victor Group	2
Group Trijaya / Media Nusantara Citra (MNC)	6
Lita Sari Group	3
Bonsita Group	24
Kidung Indah Selaras Suara (KISS) Group	6
Kardopa Group	8
Alnaro Group	4
Smart FM Group	6
Total	222

(Eriyanto:2011)

From the mapping of ownership of mass media it can be seen how the media conglomerates have ownership of media nationally, with an area of broadcast media throughout Indonesia, this fact shows the present state of mass media in Indonesia that have not changed much, if at first the broadcast industry media is designed to support the new order regime , then post the new order the phenomenon of the concentration of ownership of media industry emerges, it is true that media industry is inevitable in the media business, the current media business in Indonesia looks increasingly focus on consolidation and the convergence of media, the phenomenon of media industry that is concentrated is the final stage of an evolutionary cycle in modern industrial institutions.

This is not only happening in the mass media business, all today businesses face the same thing which are the severity of the competition, and the narrowing of the market, so the company is required to have a competitive advantage. Besides, the company also addresses this by uniting themselves (*synergy*); in the case of media in Indonesia it can be seen from the merger between Trans TV with TV7 to become Trans7 TV.

This consolidation process eventually leads to the concentration of business, which is a control of the units of production by a major company. Concentration is the result of three separate processes but mutually supportive: integration, diversification and internationalization (Golding and Murdock, 1997: 4). Furthermore Golding and Murdock (1997: 4) describe that *first*, the process of integration can run vertically and horizontally, horizontal integration occurs when a group of businesses acquire additional units of the

same level of production, while the vertical integration occurs when a business group expands to the different production stage. Both integrations should normally run through a common mechanism of *mergers* and *take-over*.

Second, diversification occurs when a company expands to other fields, such as media companies ventures into other business areas, in Jakarta, the Kompas Gramedia Group is a media company that is most expansive in doing diversification process, besides engaged in media expansion it also expands in the field of hospitality with the presence of Hotel Santika, in East Java Jawa Post Group is a media company that conduct most diversification process outside the media business, for example PT Prima Electric Power is building a power plant to supply electricity in East Java (AJI, 2004: 24).

Third, internationalization occurs when the domestic enterprises open up to foreign investment flows. In today global economy, in which capital flows can be in and out with ease, resulting in many companies that make use of these funds to increase the capital, it is due to the very limited domestic capital for expansion for a media industry. According Sudiby (2004: 55) to establish Global TV, it requires a capital of Rp 500 billion; Lativi which was renamed to TV One was founded with initial capital of Rp 300 billion, while TV7 and Metro TV require an initial capital of Rp 200 billion to start their business. With such capital, then the question arises to whom is the role of the mass media ?

C. Internet in Indonesia

The growth of internet users in Indonesia is experiencing a surge that is strong enough, data from the media scene (2012: 151) on 9 major cities in Indonesia, namely Jakarta, Bandung, Semarang, Surabaya, Medan, Makassar, Yogyakarta, Denpasar, Palembang show a surge of internet users as follows:

**Tabel VI : Internet Penetrasion
All Adult
Jakarta, Bandung, Semarang, Surabaya,
Medan, Makassar, Yogyakarta, Denpasar, Palembang
2007-2011**

City	Year				
	2007 ,000	2008 ,000	2009 ,000	2010 ,000	2011 ,000
Population 15+	36.335	37.543	38.844	43.517	44.941
Jakarta	2286	2695	3093	4221	5806
Bandung	250	338	283	366	623
Surabaya	221	238	305	588	709

Semarang	696	1043	1056	1461	1506
Medan	217	286	245	425	468
Makassar	143	145	158	200	217
Yogyakarta	425	475	633	772	845
Denpasar	69	86	103	133	173
Palembang	89	160	213	283	326

Sumber : media scene (2012)

From the table above the surge in Internet users in 9 major cities in Indonesia, in 5 years the average number of internet users in 9 major cities in Indonesia from 2007 to 2011 jumped between 200% -3 0 0% in each region, this indicates that more and more people in Indonesia, especially in 9 big cities above 9, use the internet in their daily lives. Meanwhile, the facilities that are accessed in the internet are as follows:

**Tabel VII: Internet Penetration
Top Usage Ever Used
Jakarta, Bandung, Semarang, Surabaya,
Medan, Makassar, Yogyakarta, Denpasar, Palembang
2007-2011**

Top Usage Ever Used		Year				
		2007 ,000	2008 ,000	2009 ,000	2010 ,000	2011 ,000
Population 15+		36.335	37.543	38.844	43.517	44.941
1	Social Networking	NA	NA	NA	NA	8344
2	General Surfing	1444	1930	2627	3299	4662
3	Play Games	1307	1734	2035	3085	4396
4	Electronic Mail	2351	2502	3190	4307	4317
5	Listen To Music	1200	1789	2261	3057	4295
6	Download Files	946	1408	2106	3116	3946
7	Acces Local News	1008	1136	1891	2729	3738
8	Product Info	1324	1331	1604	2091	3154
9	Acces Intl News	876	935	1410	2059	2834
10	Chating	1523	1793	2232	2335	2147
11	Education Service	653	1030	1326	1726	2052
12	Blogging	NA	NA	NA	NA	1529

Sumber : media scene (2012)

The data above shows that the most-used internet facility by the Indonesian people in 2007-2010 is a general surfing, while in 2011 the data show the surge of social media enthusiasts, in which it was not shown in previous years; from the above data it can be shown that the use of social media becomes a trend for the Indonesian people.

The above data is correlated with the longer internet usage time; the data below shows the amount of time used by the Indonesian people in accessing the internet.

**Tabel VIII : Internet Penetrasion
Average Time Spent Day
Jakarta, Bandung, Semarang, Surabaya,
Medan, Makassar, Yogyakarta, Denpasar, Palembang
2007-2011**

Average Time Spent Day	Tahun				
	2007 ,000	2008 ,000	2009 ,000	2010 ,000	2011 ,000
Population 15+	36.335	37.543	38.844	43.517	44.941
0-30 Min	318	467	519	730	1048
31-60 Min	1282	1353	1452	2403	2765
1-2 Hours	1380	1692	2018	2490	2868
2-3 Hours	819	1151	1183	1771	1983
3-4 Hours	349	370	384	425	794
4-5 Hours	98	167	161	206	462
5-6 Hours	38	142	135	128	239
6-7 Hours	23	55	58	96	102
7 Hours Or More	89	66	181	200	413

Sumber : media scene (2012)

According Eriyanto (2011) the internet boom changed the way people access the media. According Eriyanto (2011) citing the research by AGB Nielsen Media Research and Roy Morgan (2010) the majority of users use the Internet to check email. But the proportion for internet use to access local and international news is big enough --- respectively by 28% and 18%. Surveys were conducted to show more clearly the influence of the Internet on the media. The number of those who read newspapers fell from 8.4% to 6.2% only after accessing the internet. Of course this people's behavior change should be anticipated by the government.

The characteristic of Indonesian people in accessing the Internet is done more using cellular phones. The survey conducted by Nielsen in Eriyanto (2011) in Southeast Asian countries clearly shows the difference of internet users in Indonesia with those in other countries. In Indonesia, only 31% are accessing the internet via desktop computers and 29% are accessing via the netbook / notebook / laptop. While accessing the Internet via mobile phones reaches 78%. This is different from other countries, in which the use of a home computer or notebook in access internet is quite high. From the various data and the description above, it appears that the internet will become the pillar for distributing information and news in Indonesia, the community will increasingly access the internet easily and cheaply and this certainly a challenge for the government to communicate with its people.

D. Government Communication

According to Alwi Dahlan in Ngurah Putra (2004), almost every government agency in 1970 put public relations in its organizational structure, but the main duties and functions are still diverse, so the role of public relations is not optimal, it is not uncommon in an agency's public relations that public relation is only a section under the other tasks with a very limited access and it does not have access to the direct leadership.

The tasks are executed more clerical and very limited as to the matters of protocol, documentation of agency activities, information activities, information dissemination, which in some cases have not been implemented optimally.

With this inadequate formal position and authority, the role and function run by the public relations staff in the public sector are not optimal. As stated by Grunig in Ngurah Putra (1999) this is usually because of the practice of public relations in an organization is influenced by the authority holders in the institution, professionalism of the officers of public relations, management style or organization culture and the situation faced by organizations.

Furthermore Ngurah Putra (2004) states that with the authoritarian management style, leaders tend to regard what is done will never be wrong. They feel as they are destined to be the source of truth, so it is not important for them to dig input or suggestions from the public.

The public relations officers in the management of the common bureaucratic authoritarian are not innovative; they just do and work if there is a policy from the leader, there is fear of performing the task if there are no instructions or policies of the leadership.

This makes public relations officers merely a spokesperson for the institution, so that ideally a two-way communication to reach an understanding cannot be conducted. Ngurah Putra (2004) provides some very precise illustrations to demonstrate the reality of public relations in the public sector of the New Order era.

The public relations in government agencies often run publicity models or propaganda. The explanations given by the public relations department often do not correspond to reality, or at least an institution has often been determined or framed an issue in such a way that these agencies never look guilty. This is very visible in the practice of public relations executed in a variety of Indonesian Army information service. Dili incident of 1991, the incident of July 27, 1996 incident and other bloody incidents are very good examples for that. Information on the actual number of victims and the cause of

death was always away from the fact and was commonly revealed later through independent investigation in the investigation report of the mass media. Eventually, it makes people not to trust government information. In the long term people become apathetic and government is increasingly difficult to obtain support from the people.

Public relations agencies tend to become the shield for policies that lack of support from the community. The formulation of policies and programs that are not in accordance with the public interest cause a public relations officer into trouble when they have to explain the policy or program to the public. This certainly could cause a problematic problem for the public relations officer in the public sector. In many ways, public relations officers are often in a difficult position when information that they spread is later denied by their own superiors. In this case, public relations officials in the public sector often have to cover the mistakes of officials, become the victims, and become the ones who justify what was done by the leader of the agencies.

Public relations become a disposal spot. Since there is an assumption that everyone can be a public relations officer, then it is normal that anyone can be placed in the public relations department. It often happens that an employee who is not suitable for the many departments, either because of the inadequate ability or qualifications or because of disciplinary problems, the employee is then placed in the public relations department. This of course can worsen the performance of the public relations department, because people who are placed in this section do not necessarily have the technical ability to execute communications programs, which are the main responsibility of public relation officers.

It has been described above about how the reality of government communications in the New Order is, at that time the communication of government is mostly addressed by public relation and public relations department at that time is not a prestigious and even the disposal spot, it means they who do not perform well are placed in the public relations department. Indeed, this phenomenon is not surprising because in the era of the authoritarian new order government all the people and also the media do not have the opportunity to critique to the government, if they dare to critique then they will deal with soldiers and weapons (Triputra : 2001), because at that time all the criticism on the government and the president Suharto is regarded as a threat to the security and stability of the State.

How is the government communication in Indonesia after the New Order? It has been described above that the current government communication has 2 big challenges,

which are: 1. Media conglomerates and 2. The easy and economical access of internet/social media

After Suharto fell and the New Order regime collapsed, media and media owners, especially owners of large media (media conglomerates) that were restricted and regulated by the government with weapons and troops in Suharto era, become free from the restraint, the current media in Indonesia can almost inform everything from the attack of the government's policy to the attack of the head of the government both at central and regional levels.

The more striking phenomenon is the owners of the mass media, especially television in Indonesia, who are using media television for the purposes of political campaigns and or individuals who are supported by the owners of the media, for example, to the presidential election in 2014, it is clearly seen how the television media in Indonesia becomes the battle arena for the supporters and opponents of the parties of presidential candidates, in this case is Metro TV media owned by Surya Paloh who is also the chairman of the Democratic National Political Party that supports Joko Widodo against Abu Rizal Bakri, the television owner of ANTV and TVOne, who is also the chairman of Golongan Karya Party that supports General Prabowo Subijanto.

The government surely can no longer use the power of the army and weapons in regulating the fighting between big media owners, government can also no longer use the instrument of the information department as it used to be in the Suharto regime that has revoked the licenses of mass media. The biggest problem in Indonesia from the fighting among the media owners in politics is the fighting during the presidential election that is not necessarily completed when the president is elected, they are the owners of the media, and in this case Abu Rizal Bakri still use the television to hit the government's policies.

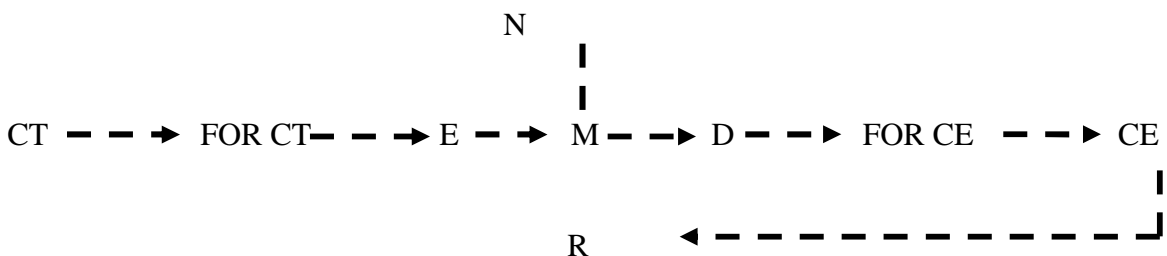
On the community side it cannot be denied that currently internet has become the pillar of communication in Indonesia, based on Eriyanto (2011) Deloitte Access Economics estimates that there are 260 thousand internet cafes in Indonesia. Furthermore Eriyanto (2011) estimates that in 2010 there were 220 million mobile phone used or 92 mobile phones per 100 inhabitants. Given the phone owners who have more than one phone, this suggests that as many as 85% of the adult or 65% of the total population has access to mobile phones. Currently most mobile phones can now be used for internet access. Taking into account that the internet access through public facilities (internet

cafes) and cellular phones, internet access is higher than what it is expected by ITU, APJII or Gartner.

Deloitte Access Economics (2011) estimates that there are 45 million internet users in mid-2011 that is equivalent to about 18% of Indonesia's population. Deloitte Access Economics even cited a report from Business Monitor International that estimates higher internet access, which was 26% in 2010. The survey conducted by Nielsen (quoted from Indonesia Media Guide, 2010) strengthens the estimation that internet access in Indonesia is in the range of 20%. From the description above it shows how the magnitude of the Indonesian people use the internet to their communication, at this time the society of Indonesia especially in urban areas use the internet to provide feedback or criticism of public services by the government.

With those two phenomena, so how should the government prepare the strategy to communicate with people? In this paper, the author uses the communication theory of governance proposed by Ndraha (2013), according to Ndraha (2003: 51) government communications is *"It is a reciprocal process of information and messages delivery between the government and the governed, the one is using frame of reference of the other, at the particular position and the role, so that the behavior and attitudes of the other party is formed, changed or maintained, based on the mutual understanding and trust between both sides."* Based on Ndraha's description above it can be concluded that government communication is communication that runs only between the government and the governed, and what is the effect or result of such communication? Furthermore Ndraha (2003: 52) creates diagram of government communication as follows:

GOVERNMENT COMMUNICATION DIAGRAM
(TALIZIDUHU NDRAHA, 2003)



Note :

CT : Communicant
 FOR CT : Frame of Reference of Communicant
 CE : Communicate

E	: Encoder
M	: Message
N	: Noise
D	: Decoder
FOR CE	: Frame of Reference of Communicate
R	: Response

In the diagram above it is seen the importance of frame of reference (for) between the government and the governed, with equal frame of reference then the noise (barriers) can be minimized, with the minimized barriers then it is expected that the response or feedback from the people will be equal to the ones desired by the government. Isn't the essence of communication is the common word that means the same? The word same here means the same meaning.

The problem is that the language of the government is not the same with the language of the governed (people), as if they are from a different world, the frame of reference and the government language is commonly normative and formal, and even tends to be a rhetorical language. While the frame of reference and people's language is egalitarian, rumors, and tend to be gossips (Ndaha, 2003:52), so that the messages sent by the government are not the same as messages of people, it is necessary to note the barriers that commonly happen in government communications, so that the message sent by the government to the governed can be received and understood by the minimum *noise*.

By using the theory above then strategy of government communication in Indonesia should be changed, it can no longer merely be run by the armed forces, weapons and bureaucracy. Communicators in government, particularly public relations should start to straighten and reform themselves, because the challenge is greater and must be addressed intelligently.

The research result by Subagio and Kawuryan (2004), Kawuryan (2014) shows that the public relations especially in local government have several weaknesses as follows:

1. Authority/Institutional Aspect, 2. Information Processing/Public Relation Strategy Aspect, 3. Administrative Aspect

1. In authority aspect, the research result above found out that the public relations are still not considered as significant part. The problem of authority influences the duties, responsibilities, and functions of public relations, in which public relations

cannot do their duties optimally due to the existing bureaucracy. Due to the lack of authority of public relations, information services to the press is not running as it should, in fact the public relations is required to develop and establish a good relationship between the local government stakeholders such as the mass media and the *public*.

2. Aspects of Information Processing / Public Relation Strategy. Information processing and public relations strategy aspects, which is the heart of a public relations agency in carrying out its duties and functions. Strategy and campaign in government still use the old strategy (business as usual), for example to get information about problems and issues that occur in the community, public relations of the government still rely on the mass media and get down to the people directly, either through opinion leaders who are community leaders, and the public by means of direct dialogue. But times have changed and now internet has become the pillar of modern communication, government should do campaigns and communicate to people through social media more.
3. Administrative aspects, according to mapping of the authors at least there are 3 (three) kinds of internal obstacles, namely: 1. The human resources, 2. The lack of facilities and infrastructure support, 3. The inadequate financial aspects. Three obstacles above quite disrupt the task of public relations in conducting their duties.

The human resources in public relations show are not optimall because the public relations are ideally be filled by people who have knowledge and skills in the field of media and journalism, or a background in communication scholars, but it turns otherwise. In addition to the scarcity of scholars who have communication backgrounds, public relations of the government are also poorly supported by training in the field of public relations and IT.

In addition to the above aspects there is financial problem too; it cannot be denied that the funds are the main problem of each organization, basically the public relations has not got sufficient funds to execute public relations programs.

E. Conclusion and Suggestion

Indonesia has changed, in the Suharto era mass media were easier to control, and the way to control the mass media in authoritarian governments such as New Order is by

using the power of the State, both through regulation of information department as well as through soldiers and weapons.

In the reform era of it is no longer possibly conducted by the government, because Indonesia is now no longer an authoritarian state but the state of democracy, so the setting mass media can no longer be done by means of force by security approach.

At this time in Indonesia there are two media main flows, namely: 1. The media conglomerate which is getting stronger and the owners of these media are using the media for political interest and 2. The easy and cheap internet access in Indonesia which makes the flow of information can no longer be controlled by old mean of authoritarian state.

Therefore, the government needs a new strategy to communicate with citizens, but the problem is the public relations department has not been considered as important, thus the public relations needs to be empowered by means of: 1. Authority/institutional aspect of public relation, basically there are 2 strategies of short-term and long term, (a) in short-term strategy there should be a restructuring program for public relations, in which the functions and authorities should be improved, and (b) in long-term strategy the structure of public relation should be improved so that they will have greater and wider scope of authority, since it cannot be denied that in this reform era the flow of information is inevitable anymore by using the security and power approach.

2. Aspect of Information Processing/Public Relation Strategy, there are three types which are, (a) Information Filtering and Processing, (b) Strategy in dealing with negative news, and (c) Relation between public relation and conventional mass media and internet-based social media. 3. Administrative Aspect, there are 3 types, which are, (a) Human resources, (b) The lack of facilities and infrastructure, (c) Inadequate financial. For human resources issue, the employee placement of public relation should be taken into account, ideally the employees of public relations are those who have background of communication or publishing and they should also understand about social media (internet), besides there should be improvement of knowledge of public relations' staff about public relation, by conducting training and workshop dealing with the duties of public relation, for example journalism training, in which they will be taught how to create great press release so that it will be understood well and it will be published by the media.

For the issues in facilities and infrastructure, the information to the community needs to be improved gradually. By using good facilities and infrastructures, it is expected that the public relation will do better and more professional. The last, for funding issue,

the public relation perceives that there is a lack of funding, in globalized world, the limit of the areas are blur, so that the role of public relation should be improved.

It was once enough to urge people by using advertisement in the radio, now there is a need to advertise using television media to make it better. However surely it will be more expensive, so it is necessary to think more about adding the funds in public relations.

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PRE-ELECTION SURVEYS AND ITS INFLUENCE IN THE VOTING PREFERENCES: FOCUS ON THE 2016 PRESIDENTIAL ELECTIONS IN THE PHILIPPINES

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Abstract

Pre-election surveys reflect the opinions of the electorate about the coming elections (Bartels, 2008). It is a tool to evaluate campaign strategies and probable outcomes. Taken alternatively, how will voters perceive the pre-election survey results? Consequently, how does it influence the preferences of voters, if any? These are the main issues that this paper would like to provide answers to.

Blais (2002) noted that something exists between voter's who want their vote to matter (strategic effect)? Or will they be sympathetic by preferring the trailing candidates in the pre-election survey results (underdog effect)?

Employing a descriptive research methodology, the findings are based on the responses of 250 fourth year college students who would be first time voters in the coming May 9, 2016 elections. Data are gathered using Likert Type questions. The research is anchored on the pre-election surveys conducted by two public opinion polling bodies in the Philippines: Pulse Asia Inc. and the Social Weather Station. Majority of the respondents consider them as trustworthy.

In the main, the findings rejected the assumptions of the strategic voting theory which posits 'winnability' as a factor of getting the votes of the undecided voters. Likewise, the findings reject the 'underdog effect' which is premised on the vote swing in sympathy for the survey underdog. While "something exists between voting decision and election polls", it is not as straightforward as the theory would like us to believe. Nonetheless, the bandwagon on the strategic effect have come out from direct group discussions and Facebook status posts of the respondents but not in their responses in the questionnaire when the respondent is doing it alone free from peer pressure.

Key Words: elections, surveys, strategic effect, underdog effect, bandwagon

INTRODUCTION

Pre-election surveys reflect the concurrent opinions of the electorate about the coming election (Bartels, 2008). Through the use of statistics, surveys are made as an evaluative tool to find out whether the campaign strategy is doing well or not. It becomes a scientific instrument for candidates to determine the fate of their election. However,

taken alternatively, how will voters perceive the election survey results? Blais, Gidengil and Nevitte (2002) have already noted that there something exists between voter's voting decision and survey predictions.

This study asks whether leading pre-election surveys, in the context of Philippine Presidential Election, make candidates a practical voting choice for voters who want

their vote to matter. Alternatively, can trailing in pre-election surveys possibly arouse sympathy among voters for them to choose those lagging candidates in the pre-election survey statistics? The following are the problem statements of this study:

1. What is the level of trust voters have on the public opinion polling bodies?
2. Will the voters be “strategic” in their voting preference by choosing the survey leader based on the pre-election survey results?
3. Or will they be “sympathetic” by choosing the survey underdog?
4. Whether or not pre-election survey results are reflective of the official election outcome?
5. Whether or not there is noticeable variation in the responses along gender lines?

Following the lead of Blais, Gidengil and Nevitte (2002) in their “*Do Polls Influence Votes?*” The authors’ notion was that something exists between voting decision and election polls. They defined it as the “*strategic (sophisticated or tactical) vote*” and the “*contagion effect*”. Strategic voting is when a vote cast for a party that shows a positive standing in the election race (through poll), even if it’s not personally preferred because the voter is motivated by the intention to affect the election outcome. The rationale is when voters evaluate the election survey leaders more positively than those lagging behind because these candidates perform better than others based on the survey results (Blais and Nadeua 1996; Cox 1997; Blais et al., 2001).

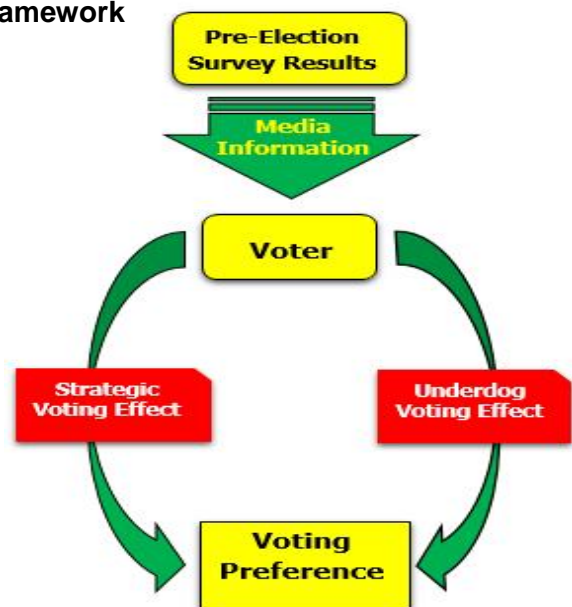
Another element of this study is the “*underdog voting effect*”; a loser or predicted loser in a struggle or contest (Merriam-Webster, 2015). It refers to the tendency for other potential voters to be attracted to the trailing candidate (Lavrakas, 2008). According to Traugott and Lavrakas (1996),

“It is a ‘sympathy’ effect that apparently causes some voters who otherwise might be expected to vote for one candidate to support another candidate whom pre-election polls predict will lose the election (p. 200) (as cited in Diaz-Castillo, 2005).”

THE CONCEPTUAL FRAMEWORK

The conceptual framework displays relationship between the pre-election survey predictions and the voter’s voting decision as posited by Blais, Gidengil and Nevitte (2002), which in the case of this study is the voter’s “voting preference”. The electoral process comprises the registration, campaign and the voting period (ACE Electoral Knowledge Network, 2013). Throughout this process, the voter is exposed to election related information channelled through the media. From here, the researchers conceptually set forth the rationale that voters may act strategically and contagiously in deciding his/her preferred candidate. Through the same channels, voters may also choose to vote for the underdog candidate in the presidential pre-election survey-ranking list).

Fig. 1. Schematic Diagram of the Conceptual Framework



RELATED STUDIES

Polling History

Public opinion polls' becoming a worldwide trend in elections should not be a surprise. In fact Hillygus observed that "public opinion polls are now conducted on every topic under the sun everything from presidential approval to celebrity outfits and sports predictions but they remain especially fundamental to the conduct and study of elections. Elections and polling are so intertwined that it is hard to imagine one without the other" (Hillygus, 2011).

Interestingly, public opinion polls are not all about politics; its advent however is born out of political interest. Polling history can be traced back to the "first political poll, called a "straw poll", during the election of 1824 in Pennsylvania" (Kimball, 2013). The straw poll accurately predicted Andrew Jackson's victory over John Quincy Adams. However, the methods used in straw polling are very much different from that of the modern opinion polling. "A straw poll refers to an unofficial ballot conducted locally as a test of opinion.

Unlike most modern opinion polling which uses random sampling, straw votes use non probability sampling and remain popular in some states in the US." (Macreadie, 2011). The advent of modern opinion polling involves presidential survey. The magazine, Literary Digest predicted presidential election outcomes from 1916 to 1932 through mails sent out to millions of potential voters. However, on the 1932 election, the Literary Digest decided to focus on telephone directory and the registration of car owners which predicted that Alf Landon would win the coming election. Instead, Franklin D. Roosevelt won the election, a mistake that would cost the Literary Digest its existence.

The Literary Digest's failure to predict the election outcome brought the spotlight to George Gallup and Elmo Roper who accurately predicted Roosevelt's 56-44 wins

against Landon. Modern scientific approach such as probability sampling and margin of error are induced by Gallup and Roper in their methods to come up with such an accurate prediction. Macreadie pointed out that "Gallup's success challenged the then current methodologies used in opinion polling and was particularly significant in the development of survey research techniques, not only in the US, but world-wide" (Macreadie, 2011).

Considering another momentous event in the history of polling the 1948 presidential election was a nightmare for Gallup and his fellow pollsters who predicted that Thomas Dewey would be the next president, a thing that happened to Truman. This failure according to Kimball was "explained by embarrassed pollsters as "late deciders" breaking for the president" (Kimball, 2013).

The Hardliner and Opposition Theories

Berelson, Lazarsfeld and McPhee (1954) wrote that "sociological affiliation determines a voter's leader choice." It is the family that served as the core group having the shaping effect in the interests and preferences of the individual in politics. If the various sociological groups a person belongs contrastingly agree with one another, so you have a weak platform of basis for voting decision. Consequently, one decide to vote later when it close to the election day or one is more likely to decide not to attend the election (Berelson, et al., 1954).

Zeller and Feldman in their "A simple theory of the survey response" of the American Political Science Journal (1992)," details three factors constituting survey sample responses in opinion polling that serve as considerations in analyzing survey response . Accordingly, these are: The "ambivalence" factor which takes its shape when respondent's give immediate responses or opinions on a particular issue to which respondents has already taken a side. Secondly, "accessibility" undermines

the stochastic sampling virtue by prompting the researcher to choose alternatively accessible samples than the random far from hand ones; lastly, individual's "responses" in answering the survey varies depending on the saliency of the survey question at the time the survey was conducted (Zeller and Fredman, 1992; pp. 585-586).

Similarly in "*Lies, Damn Lies, and Pre-Election Polling*" Dinardo, Dolfin and Walsh (2009) notes "vote uncertainty "and the "sample selection" biases. While Irving Crespi (1988) (as cited in DiNardo et al., 2009, p. 3), reinforces that "even if a poll were conducted immediately before an election, one cannot hope to measure voter preferences accurately enough and that to approximate election results closely is to challenge the meaningfulness of all polls.

Downs's famous "*An Economic Theory of Democracy*" (1957) puts it by his model of computing a voters net benefit from a given party in power and what could have happen if another party was there, that in competing parties (especially in two-party systems) an individual votes for a party he believes are also the preference of others. Downs wrote the following axioms of voter's decision: a voter only votes if it seems to have a legitimate chance of winning but if his favorite party has a least chance of winning he chooses his alternative from the range of parties who also have reasonable chances of winning this is to keep his least favored party from winning; while in cases where he is a future-oriented voter he may insist on voting for his favorite party even given the least chance of winning to improve alternatives offered to him in the future elections, whilst vote abstention only happens when parties faced a deadlocked situation in policy progress (that could be caused by almost similar policy platform) (Downs, 1957).

Polling and Beyond

Technology, economics and other factors affect polling (McLaughlin, 2012). Social media, in particular, becomes a significant instrument for politics and this utilitarian tool becomes widespread (Bermudez, 2012). Donsbach critically defines the internet as giving the biggest slice of the interpretative assistance the media pie has in disseminating election related information particularly the media release of election surveys.

Despite this assumed motivation, however, the effects were classified as having minimal and completely harmless effect on the voting decision (Donsbach, 2001). These judgmental sources can come in the form of "journalists' speculation, politicians' showy claims to victory, or selective choice of photos, quotes, etc." and as it turns out, poll results prior to the election tend to get drowned out amidst the many other statements on the outcome of the election. Citing Kirchgassner in his work "*Who's afraid of opinion poll?*" Donsbach maintains that the successive conduct and publication of opinion data before elections tends to make voters wish to have voted than what he or she really did otherwise, he calls this the "equilibrium" effect, and is defined as "being when no voter wishes later to have voted otherwise than he or she really did" (Donsbach, 2001).

METHODOLOGY

This study was conducted in the College of Arts and Social Sciences (CASS) of the Mindanao State University – Iligan Institute of Technology. This study used the responses from the list of 278 graduating fourth year students of the College of Arts and Social Sciences (CASS) as they possessed most of the eligibility requirements for voter's registration particularly their age level.

Procedures in Treating Data

Using simple statistical tools such as a Frequency Distribution Table (FDT) and Percentage distribution (%) the frequency of the responses calibrated to reach the average rate of their answers. In testing the trustworthiness of the two public opinion polling bodies, with the 1 to 10 measurement rating scale, the researchers' designated the value unit of 5.1 as the value acceptable in treating a positive response or the passing rate for those who consider the subject as "trustworthy". All values below 5.1 will be treated as negative and therefore mean that the respondent finds the subject as "not trustworthy". The table above shows the "Trustworthiness Likert-type rating scale".

Very Unreliable		Unreliable			Trustworthy			Very Trustworthy	
1	2	3	4	5	6	7	8	9	10

Furthermore, responses belonging to "Strongly Disagree" and "Disagree" will be considered negative and responses for "Strongly Agree" and "Agree" are thus considered as positive. The table below shows the corresponding point value of the rating scale.

"Respondents' reaction Likert Scale".

Strongly Disagree	Disagree	Agree	Strongly Agree
%	%	%	%

For determining whether there is a significant variation of responses in along gender lines- MALE and FEMALE or whether or not gender and responses are related, this study used chi-square equation in testing for independence to determine whether there is a significant relationship between two categorical variables. The chi-square is shown below with each corresponding values used in the equation:

df= 1
P-value= 0.05
Critical Value= 3.84

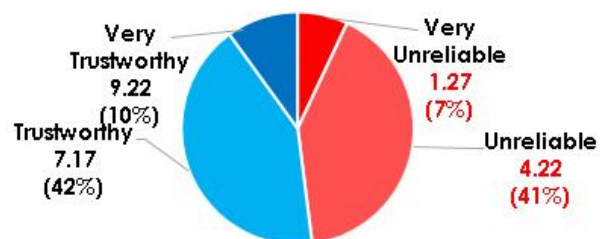
$$\chi^2 = \sum \frac{(\text{Observed frequencies} - \text{Expected frequencies})^2}{\text{Expected frequencies}}$$

$$= \sum \frac{(F_o - F_e)^2}{F_e}$$

RESULTS

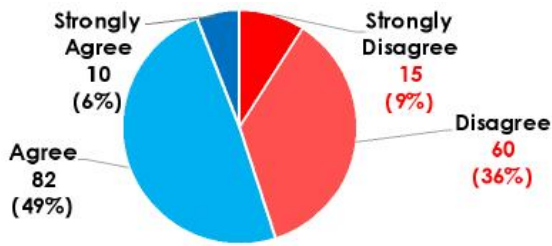
1) **What is the level of trust voters have on the public opinion polling bodies?**

Pulse Asia trustworthiness rating scale (What is the level of voters trust on Pulse Asia as trustworthy public opinion polling body?)



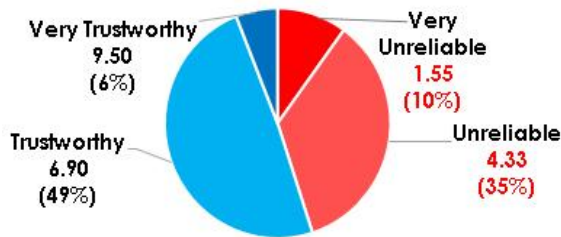
The modal response for the Pulse Asia trustworthiness scale is *trustworthy* it is tight with the *unreliable* scale point having only a percentage difference. Meanwhile, the majority or 52% responded positively confirming the trustworthiness of Pulse Asia with 10% saying that the polling organization is *very trustworthy*.

On the respondents' reaction to the statement: "Pre-election Surveys by Pulse Asia are reflective of actual public opinion." (see next page)



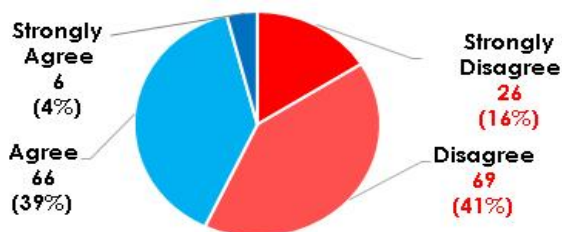
The findings from the trustworthiness-rating table confirmed the results of the Likert scale data in the respondents' reaction. As to the statement: "Pre-election Surveys by Pulse Asia are reflective of actual public opinion." The modal response is *agree* followed by *disagree* while the majority 54% responded positively saying that Pulse Asia Pre-election Surveys are reflective of actual public opinion.

SWS trustworthiness rating scale ("What is the level of voters' trust on Social Weather Station as trustworthy public opinion polling body?")



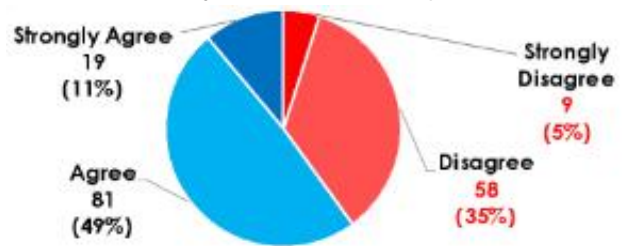
The modal response for the SWS trustworthiness scale is *trustworthy* followed by the *unreliable* scale point having 35% of the responses. Meanwhile, the majority or 54% responded positively confirming the trustworthiness of SWS.

On the respondents' reaction to the statement: "Pre-election Surveys by SWS are reflective of actual public opinion."



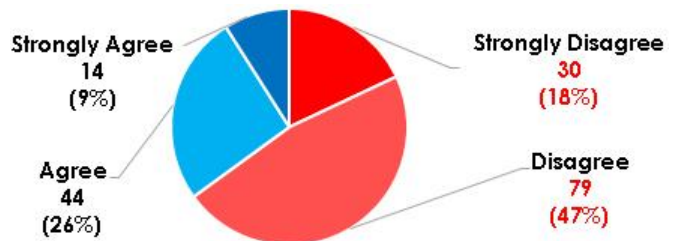
Unlike the positive response from Pulse Asia, the Likert scale data didn't confirm the initial findings from the trustworthiness table of SWS. posted above, the modal response 41% of "Pre-election Surveys by SWS are reflective of actual public opinion" people said that they disagree with the statement

Survey reliance of undecided voters (As for their reaction to the statement: "Pre-election surveys help voters to whom to cast their votes when they are undecided.")



60% of the respondents positively showed that pre-election surveys do help choose to whom to cast their votes.

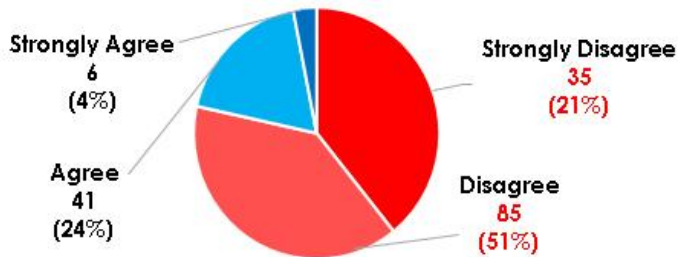
When asked their reaction to the statement: "Pre-election surveys are important for the electoral process."



58% of the respondents confirmed that presidential surveys are important for the electoral process. Moreover, the majority or 60% of the respondents positively viewed presidential surveys as an important aspect of the electoral process.

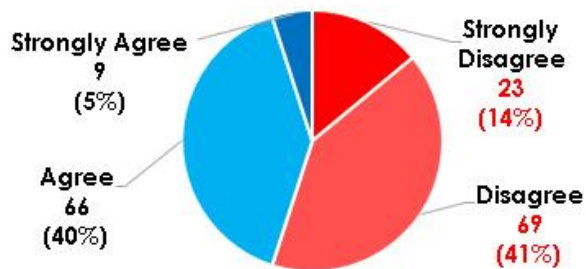
2) Whether or not the pre-election survey results have an influence in the voting preferences of the respondents?

Survey influence in strategic voting preference (On their reaction to the statement: "You are more likely to vote for survey leaders when you are still undecided of your voting choice.")



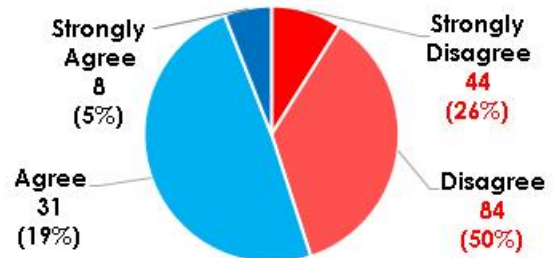
The findings rejected the assumptions of the strategic voting theory with over ¾ of the sample size or 72%.

On their reaction to the statement: "Winnability of the candidate is a factor to get the vote of the undecided voters."



Moreover, the modal response on whether winnability is a factor to get the votes of the undecided voters confirmed the initial findings on the pre-election survey influence in strategic voting preference. However, the 41% of the respondents who said that they *disagree* on the statement above is considerably also statistically tied with those who 40% *agreed* with the statement. However, the decisive point is over those 14% who said that they *strongly disagree* with the statement making a 55% majority of negative responses rejecting the winnability as a factor of getting the votes of the undecided voters.

Pre-election survey influence in sympathetic voting preference (On their reaction to the statement: "You are more likely to vote for a survey underdog when you are still undecided of your voting choice.")



The responses were found to have similar disposition with the findings on strategic voting theory. Still over half, nearly 80% of the respondents rejected the assumption of voting according to sympathy. While a small percentage of 24% respondents said, they would give their vote to the underdog in candidate presidential pre-election surveys.

3) Whether or not pre-election survey results are reflective of the official election outcome?

The basis of our analysis for the question focuses on the latest pre-presidential pre-election survey results released prior to the May 9, 2016 election and how it reflected actual election results. As indicated in the survey result Davao City Mayor Rodrigo Duterte is the leading candidate.

The projected results of the Presidential surveys are reflected in the official election outcome. Davao City Mayor Rodrigo Duterte is the leading and the upcoming Philippine President after winning via landslide vote having almost 15,969, 237 or almost 36

percent of votes counted as of May 16, 2015 with 96.14 percent of the precincts counted.

This means that the leading survey institutions in the country, Pulse Asia and SWS accurately predicted Duterte's landslide victory. This means that there as an enormously important development in the field of survey institutions in this country. Davao City Mayor Rodrigo Duterte has the landslide of votes with an overwhelming 78% of votes. This survey is conducted at the time when Duterte ranks 2nd and 3rd in the Presidential Pre-election surveys of Pulse Asia and SWS respectively.

4) Whether or not there is noticeable variation in the responses along gender lines?

On Pulse Asia trustworthiness and reflective capacity for actual public opinion

	Positive	Negative	Total	Proportion
Male	21	15	36	21.56%
Female	69	62	131	78.44%
			167	100%

H₁= Gender and response are not related.
H₀= Gender and response related.

df= 1
P-value= 0.05
Chi-square= 0.36
Critical Value= 3.84 x² < critical value

Both genders showed in majority an optimistic position toward the trustworthiness and reflective capacity for actual public opinion of Pulse Asia. In addition, the chi-square table rejected that gender and response of the respondents are related.

On Social Weather Station trustworthiness and reflective capacity for actual public opinion

From the table, only he male respondents showed an acceptable positive view toward the trustworthiness and

reflective capacity for actual public opinion of Social Weather Station.

	Positive	Negative	Total	Proportion
Male	22	14	36	21.56%
Female	60	71	131	78.44%
			167	100%

H₁= Gender and response are not related.
H₀= Gender and response related.

df= 1
P-value= 0.05
Chi-square= 2.61
Critical Value= 3.84 x² < critical value

Nevertheless, the male respondents show greater degree of trust toward the Social Weather Station relative to how female respondents viewed Pulse Asia. However, the difference between positive and negative responses this time is also greater as it is marked by a 12% more number of male respondents who showed a positive outlook toward SWS compared to how they rate Pulse Asia. Furthermore, in testing the response relation using the chi-square test, it was found that there is no relationship between the gender and response of the respondents.

Survey reliance of undecided voters and the importance of presidential surveys for the electoral process

	Positive	Negative	Total	Proportion
Male	16	20	36	21.56%
Female	62	69	131	78.44%
			167	100%

H₁= Gender and response are not related.
H₀= Gender and response related.

df= 1
P value= 0.05
Chi-square= 0.09
Critical Value= 3.84 x² < critical value

From the table, majority of the male and female responses responded negatively toward the questions on whether or not undecided voters would rely on the presidential pre-election surveys for them to decide whom to give their vote and whether or not they find pre-election surveys as

important to the electoral process. The likenesses of both genders' responses are also marked by only a slight difference in the degree of their favor in the negative position. But the chi-square test result showed that there is no relationship between gender and response of respondents.

Voting propensity for survey leaders and winnability as a factor in choosing a presidential candidate

	Positive	Negative	Total	Proportion
Male	19	17	36	21.56%
Female	43	88	131	78.44%
			167	100%

H₁= Gender and response are not related.
H₀= Gender and response related.

df= 1
P-value= 0.05
Chi-square= 5.78
Critical Value= 3.84 $\chi^2 > \text{critical value}$

On whether or not there is likelihood for voters to vote for leading candidates in the pre-election surveys, the female respondents overwhelming disagreed that leading a survey or winnability as a winning factor will help a candidate win by the logic of strategic and contagion voting effect theory. Moreover, the chi-square table also confirmed that respondents' gender and response are related.

Voting propensity for survey underdogs and sympathy as a factor for voting a least ranking candidate in the presidential surveys

	Positive	Negative	Total	Proportion
Male	10	26	36	21.56%
Female	43	88	131	78.44%
			167	100%

H₁= Gender and response are not related.
H₀= Gender and response related.

df= 1
P-value= 0.05
Chi square= 5.78
Critical Value= 3.84 $\chi^2 > \text{critical value}$

On whether or not there is likelihood for voters to express their sympathy by giving

their votes to those candidates lagging in the pre-election surveys, both genders showed a sweeping negative response. The question yielded interesting results as the table show the gap between the negative and positive responses. This would only mean that compared to both genders' responses in the previous table, there is higher tendency for them to opt for survey leaders more likely than voting for survey underdogs given the least voting alternative. However, the chi-square test did not conclude that gender and response are related.

5) Philippine Presidential Pre-Election Survey Coverage of Pulse Asia and Social Weather Station

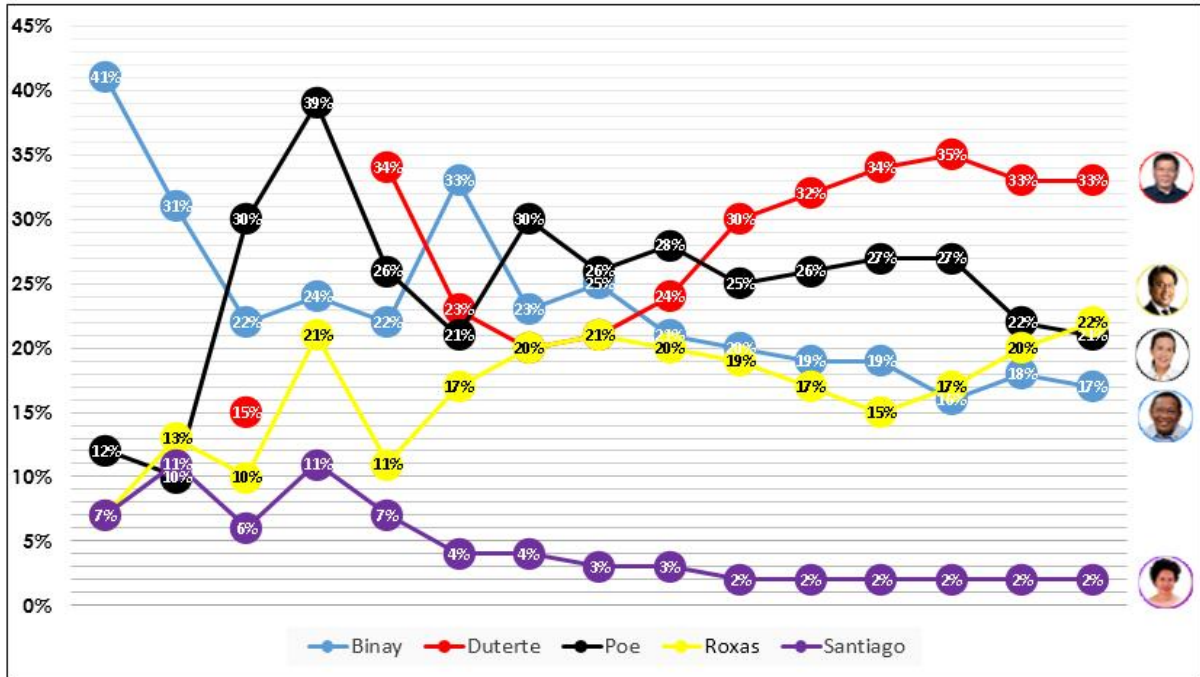
A significant part of this study is the inclusion and evaluation of the presidential pre-election surveys conducted by the largest public opinion polling organizations in the Philippines; Pulse Asia and Social Weather Station. Below is the survey coverage of both polling organizations gathered and arranged through line graphs.

Duterte's win reflected in every way the perspective of strategic voting theory. He remained consistently in the top rank of presidential surveys throughout the last set of the Pulse Asia Presidential Pre-Election Surveys. The last set of surveys already gave Duterte a landslide winning capability as his margin even grew almost a quarter of the candidate following him.

Moreover, in the flipped side of this analysis bears the notion that Duterte's start, as a lagging candidate to constantly climbing and later becoming number one could be a sign of underdog voting perspective in the position of those who participated the nationwide presidential survey done by Pulse Asia.

Pulse Asia as the survey displayed a commendable survey analytics or polling company's survey statistics accurately

Pulse Asia Presidential Election Survey Trend

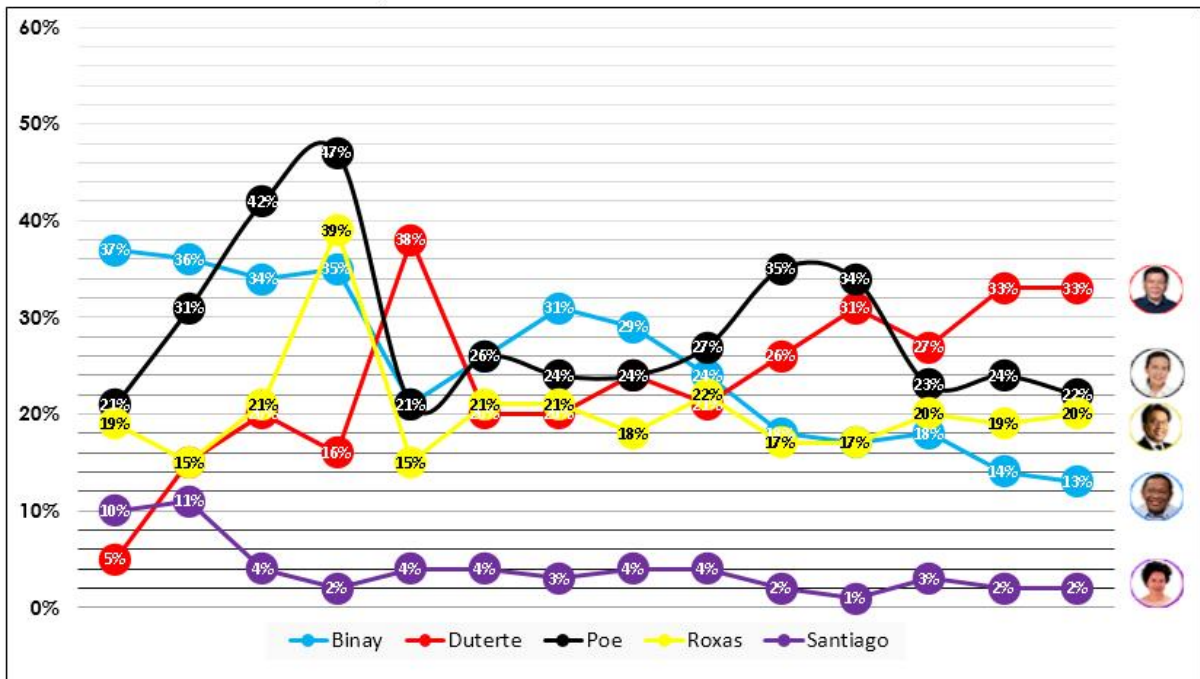


Pulse Asia Inc. Presidential Pre-Election Surveys (2014, 2015, 2016)

predicted the order and gaps of presidential candidates with regard to the votes or election results proportion manifested in the official tally of voters turn out.

COMELEC tally of votes. However, the gaps of the figures used in the predictive instrument were only statistically tied to an extent that the number are of considerable reliability. Duterte maintaining the top rank

Social Weather Station Election Survey Trend



Social Weather Station Presidential Pre-Election Surveys (2014, 2015, 2016)

However, an only slightly different case, Social Weather Station did not accurately predict the order of candidates in the official

throughout the rest of the SWS presidential survey followed by Poe and Roxas with only a 2% rating margin. Employing the

minus/plus five degree of error, the election prediction ratings of Poe and Roxas were orderly achieved as showed by their values in the line chart (see next page). Far enough, Binay consequently held the third post the trailing extreme of Santiago reflected right proportions of the official COMELEC votes counted.

Conclusion

Pulse Asia have relatively received an approval from the respondents in the trustworthiness test over the responses for Social Weather Station. But both polling organizations have received a modal positive response rating in the trustworthiness and reflective capacity for public opinion. The result is consistent with the findings that rejected both claims of strategic voting and underdog voting theory, the respondents affirmed that they are neither to be strategic nor sympathetic in their voting rationale when they still have an undecided voting preference for an election candidate. Both theories came short in validating their assumptions in the objective response of the respondents.

An interesting undertaking of this research is its featured underdog voting hypothesis. As it turned out, the underdog effect does not just only happen through the projection of trailing candidates in the pre-election survey results but it happens mostly outside. The researchers found that the underdog effect is an alternative marketing strategy used by politicians. Such as Davao City Mayor Rodrigo Duterte when he appealed to the Filipino people that he had no political machinery compared to his counter parts and that he humbly ask the Filipino people to be his political machinery. While this can also be called as a strand of populism, candidates appeal to sympathy of voters on the basis that they are the champion of the masses because like majority of the voters thought they have this

humble beginnings. Voters believe that underdog featured candidates are the once who can perfectly sympathize with them. In this, the researchers found that a candidate can be either leading or trailing in the survey results but still employ an underdog effect as an important marketing strategy for campaign. Furthermore, only the responses for the strategic voting and underdog voting survey questions yielded a relationship between gender and response.

On the other hand, the survey institutions had proven their capacity of reflecting public opinion shown in their success in accurately predicting Davao City Mayor Rodrigo Duterte's landslide victory during the May 9, 2016 election. This is based on the latest survey conducted by SWS and Pulse Asia released days prior to the national elections.

Recommendation

For the survey institutions, Social Weather Station and Pulse Asia need to be more transparent as to what and how their survey methodologies are, it should publicly spread and disclosed. To be more accurate in their survey results the methodological rigor should be matched with comprehensive relevance in matters like the increase in the number of respondents, the improvement of household-based class category of respondents (respondents are only group according to "household" but the type of household is not specified or identified) and the wider distribution of samples and the labels of the place of distribution should be likely identified. For the methodological question is not intended to discredit the similar models that is used internationally, particularly in the U.S., but how to make Filipinos appreciate more the survey or polling industry.

For the voters, though this study might unintentionally suggest unprincipled and irrational voting perspectives but the only goal of the researchers is to illustrate

how chance-based voting can similarly be like gambling your future. Voting for the leading electoral survey candidate does not guarantee a leader that best match the ethics, values, and virtues of a deserving leader. On the other hand, though “teleseryes” or “kalyeseryes” teaches us the kindness channeling our inner mode of sympathy, this also does not ensure us a leader that would in the same way express sympathy towards the people when they are already in hold of position.

The researchers strongly advocate smart and discerning voter, and their choices are best when it’s already made up already before the Election Day to help ease their to eliminate possibilities of voting misguidedly. Being able to decide before the Election Day saves an enormous amount of time both for the voters and the election process. It is necessary to bear in mind that nothing beats an informed individual.

For future theses on the subject, a dozen of gaps are wanting to be filled. The scope and area of the same type of research should have respondents that are broadly distributed but also specifically outlined. This research only used an exclusively limited type and rank of people regardless as to what social class and where are they coming. The respondents that best represents classes people from different sectors in the social stratification of the Philippines such as class A, B, C, D, and E. Such a wide spectrum of respondents will improve this study as it will be more representative of the voting population. This research can also be applied to specific context within the local elections.

Moreover, students can also dwell on remodeling conventionally employed survey method, and renovate survey instructions in order to yield more convenient and acceptable survey results like the use of real time statistical analyzer applications like “SPSS” of IBM and “MaxStat” that can be reconfigure and organize to every response

input of a particular respondent. Though programs like this cost much than the traditional ball pen/pencil and paper solving approach but the idea is to make and have the most accurate and fast research tools to come in handy, this is also where the academe or the institute plays its role in acquiring this kind of research program.

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Faces and Phases of Participation: A Local Experience on Community Resource Management

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Abstract

The social dimension of coastal resources management (CRM) is highly critical for its success. Community-based CRM has become a common approach but a deeper understanding on the dynamics of community participation in various localized settings is important. Hence, this study described and assessed the existing local management initiatives on coastal resources in Bucas Grande Island, Socorro, Surigao del Norte. It is descriptive and exploratory utilizing both quantitative and qualitative methods of data collection. It employed survey among 341 respondents and 20 Key Informant Interviews (KKIs). The municipality had an opportunity to avail of a World Bank-funded project on CRM with natural resources management, livelihood and community organizing components. The LGU initiated the project and POs participated in its implementation. However, there is a relatively low level of community participation in these activities particularly in the conceptualization and monitoring and evaluation stages. Socioeconomic, political and cultural dimensions are affecting such participation and consequently, the sustainability of CRM initiatives.

Key words: *coastal resources management, community participation, local government unit*

Introduction

It has been a major contention that social dimension of coastal resources management (CRM) is very crucial. Thus, despite the rich experiences in the establishment of Marine Protected Areas (MPAs) and Community-based resources management (CBRM) programs, there is still a profound need to expand research efforts at understanding the human dimensions of coastal management (White et al., 2002). Weinstein et al. (2007) believed that societal values drive the successful implementation of MPA and CBRM initiatives. Understanding of social influences of environmental change and the mechanism of synchronizing human behavior with environmental and social priorities is therefore necessary. Studies have shown that while political, economic and social systems comprise the human dimensions of coastal management, natural resource values originate only in the social system (Weinstein et al. 2007).

Thus, it is interesting to examine the dynamics of the various local players on CRM. For one, a local government is expected to initiate the protection, conservation and/or development of the resources within its jurisdiction. LGUs opt to mobilize its constituents towards an effective and sustainable resource management. Likewise, the local constituents have to engage and participate in different CRM programs. It is anchored on the idea that the locality (both local leaders and constituents) is more knowledgeable (than any external entities) on the value of these resources.

In the Philippines, various efforts to mobilize communities for coastal resources management have been initiated. In fact, community-based resources management (CBRM) approach had already been popularized in the country in 1970s (Alcala, 1998). While there are CBRM areas that were successful, a number of these also failed. For those that succeeded, certain features of CBRM were identified namely: a) “viable organization(s) in the community”; b) “a working marine reserve protected by

the community”; c) “sources of livelihood based on coastal resources”; d) “networking arrangements” with other agencies; and e) capacity building program” (Alcala, 1998: 184). In the absence of these essential features, the probability of success and sustainability of CBRM areas is very limited if not, nil. Among the reasons for non-sustainability of CBRM are limitations in research capacity and budget, and certain political issues e.g. “parochial interest of local politics” (Alcala, 1998: 184).

It is evident that the above issues on CRM's sustainability involve the major players of CRM – local leaders and their constituents. Both have their respective stake in CRM and the corresponding privileges. Most importantly, coordination and synergy of their efforts has to be emphasized. Their partnership or co-management of the coastal resources plays a vital role. Berkes (2009) presented the various aspects (or faces) of co-management of resources (between the government and local resource users) that have evolved through time (as a concept). These ‘faces’ include co-management as “power sharing, institution building, trust and social capital, process, problem solving, and governance” (Berkes, 2009: 1693-1694). Hence, co-management of resources is relatively complex thus, the need to further explore particularly in various local settings. This attempt may offer an opportunity to address the issue on sustainability of any CRM initiative.

Thus, as this paper presents a local experience of CRM, it attempts to interrogate the implications of LGU-initiated CBRM on the mobilization of communities, and on sustainability of these projects. It a) describes the local CRM initiatives in a municipality; b) explores the roles and needs of the local government and People's Organizations as the local players on CRM; and c) assess the extent of community participation in CRM, which along with other socio-political issues, have bearing on CRM's sustainability.

Methodology

This is descriptive and exploratory study. It was conducted in Bucas Grande Island, Surigao del Norte in April 2014 to May 2015. The island is contiguous with the municipality of Socorro, Surigao del Norte, southern part of the Philippines. Bucas Grande is an island with pristine waters and idyllic topography. Its distance from the main island of Mindanao and circumstances akin to travel via seas added to the seemingly secluded reputation of the island. It houses abundant coastal resources. Presently, it has attracted a number of tourists visiting the island. According to the 2010 census, Socorro has a population of 20,304 from its fourteen (14) barangays.

This study employed quantitative (survey of 341 respondents) and qualitative methods (20 Key Informant Interviews) of data collection. Respondents from Local Government Unit (LGU) and People's Organizations (POs) were purposely selected on the basis of their involvement in coastal resources management.

A univariate analysis using basic descriptive statistical tools (e.g. frequency, percentage, range, and mean) were used for

quantitative data. Qualitative data were then transcribed and subjected to thematic analysis where patterns and themes of the responses were determined and analyzed to form part of the discussion.

Results and Discussion

1. Initiatives on Coastal Resources Management

1.1. Socorro Island Resources Development Sub-project (SIRDS)

A major initiative on coastal resources management in Bucas Grande island is the *Socorro Island Resources Development Sub-project (SIRDS)* under the *Community-Based Resources Management Project* which was implemented in 2001-2004. **SIRDS** is a World Bank-funded project implemented by the local government unit (LGU) of Socorro, Surigao del Norte, Philippines at the said municipality. It has three major components namely: natural resource management (NRM), community organizing/development, and livelihood (refer to table 1).

Table 1. Components of SIRDS

NRM Component	Community Organizing/ Development Component	Livelihood Component
<ul style="list-style-type: none"> ● Municipal Coastal Water Management ● Fish Sanctuary and Coral Reef Management ● Sea Grass Sanctuary ● Mangrove Resource Management ● Mangrove Rehabilitation ● Upland Resource Management ● Tree Plantation ● Micro-watershed Development ● Fruit Plantation ● Sloping Agricultural Land Technology (SALT) 1 ● Sloping Agricultural Land Technology (SALT) 2 ● Bamboo Plantation ● Community-based Eco-tourism 	<ul style="list-style-type: none"> ● Covered 14 barangays ● Organized 33 POs with: <ul style="list-style-type: none"> ○ Bank accounts ○ Official receipts ○ Book accounts ○ Trained bookkeeper ○ Established procurement committee ● Simple trainings on Bookkeeping 	<ul style="list-style-type: none"> ● Salago Plantation and Utilization ● Romblon Plantation and Utilization ● Payao Fishing ● Lobster Culture ● Lapu-lapu culture ● Mudcrab Culture ● Bobo Fishing

SIRDS illustrates partnership and collaboration of international and local

institutions for CRM. While the LGU initiated it, the World Bank provided funds for the project. SIRDS appears to be holistic given its natural, economic, and social components namely: natural resources management, capability building, and livelihood. These components are evidently significant for any CRM. Integrating livelihood in particular, signals sustainability of the program since subsistence needs of the communities are addressed. However, what seems unclear in the program is the integration of these components.

1.2. Other Activities on CRM

Aside from SIRDS, there were other projects that were conducted in the island. The Department of Agriculture (DA) and the Department of Environment and Natural Resources (DENR) for instance, have regular programs such as dispersal of fishing paraphernalia e.g. fish nets, fingerlings, and livelihood for the fisher folks. There was also another World Bank-funded project through the DENR and was implemented by an NGO, the Surigao Environmental Developmental Foundation (SEDF). SEDF partnered with a cooperative in the community, the Pamosaingan Fisherfolks Cooperative (PAFECO). The said project also established MPAs and provided livelihood such as fish culture and pump boat for hire.

In terms of legislation, the LGU of Socorro also formulated and implemented ordinances on environmental conservation and protection. They also have efforts on implementation of the coastal code.

The above initiatives are commendable and relevant to the preservation and conservation of natural resources, particularly coastal resources. These efforts demonstrate the participation of various sectors and agencies on CRM activities. While international agencies provided funds, national agencies and local government take charge on the implementation. The local constituents often serve as the 'frontline' in the implementation of CRM. They are often required by the

government to form People's Organizations. Presumably, having the community organized formally may facilitate implementation of CRM projects. However, there is always the challenge of sustainability and effectiveness of such efforts. While international agencies are providing funding support and the national government agencies are providing enabling mechanisms, the local government and communities are likewise expected to demonstrate commitment in their role for CRM.

2. Local Players of CRM

2.1 Local Government Unit (LGU)

Literatures support the contention that LGUs play a role in CRM particularly through allocation of funds for implementation of various CRM activities and the passing of legislation for marine sanctuaries and gear regulations. Pomeroy et. al. (1996) reported that government support through legislation, funding and enforcement, is crucial to sustaining the project interventions. Russ and Alcala (1998) also noted that government support is essential for the sustainability of marine protected areas, which is a key element of local CBCRM initiatives.

Provinces, along with municipalities and cities, are mandated by the Local Government Code to carry out program planning and implementation, legislation and enforcement, taxation and revenue generation, monitoring and evaluation, capability-building, and interagency and inter-LGU collaboration for the protection of coastal and marine resources (Yambao et al. 2001). The Code, which established jurisdictional entitlements to provinces, municipalities and cities, and barangays, assigned the settling of disputes over the boundaries of municipal waters to provinces and provided oversight functions of the governor and provincial council (Abregana et al. 1996).

In the case of Bucas Grande, SIRDS in particular, the LGU initiated the

conceptualization of the project. In one occasion, certain LGU officials of Inabanga, Bohol, Philippines shared their experience on a World Bank(WB)-funded project to few LGU officials of Socorro, Surigao del Norte. Thus, representatives from the Municipal Development Fund Office of Socorro inquired of the requirements from WB.

Consequently, a Technical Working Group (TWG) was created to prepare and submit proposal and feasibility study. The Municipal Development Officer served as the chair of the TWG and the Municipal Agriculture Officer, Municipal Accountant, Municipal Manager and Municipal treasurer, as members. The group finally came up with the proposal and feasibility study and submitted to the WB through the Department of Finance. The said proposal was approved thus the LGU Socorro implemented the project.

The LGU, in conceptualizing SIRDS, recognized the importance of community organizing. In fact, part of their initial activities is the formation of People's Organizations. They organized 33 People's Organizations (POs) from among 13 communities, both coastal and upland. They hired community organizers who were responsible for groundwork activities. They also initiated the establishment of 12 Marine Protected Areas (MPAs). They conducted seminars among communities in these areas to make the latter aware of the importance of MPAs and their respective responsibilities. They also identified fish wardens who were primarily responsible for the security of MPAs against illegal intruders.

Based on above experience, the local government does its role of taking the lead in conceptualizing a CRM project. It shows that LGU officials are keen in looking for opportunities and capable of developing a project proposal, which was eventually funded by World Bank. However, it is a question of whether or not such a skill of designing a project could be sustained up to the implementation or even institutionalization of the project. Pomeroy (1995) pointed out that leadership at the

local level plays a vital role in the success of CBRM. Effective CBRM is highly dependent on the capacity local leaders to "command respect from members and enforce institutional arrangement" (Pomeroy, 1995:149).

The LGU respondents recognize their need for enhancing their capacities as shown in Table 2. It could be noted that the LGU of Socorro has a number of capacity needs for CRM in terms of knowledge, skills, and practice, especially on trainings and seminars on CRM, management of funds and monitoring of CRM projects. It implies that currently, LGU efforts are still on the stage of raising the level of awareness on CRM.

2.2. People's Organizations (POs)

While LGUs play a role in mobilizing its constituents and establishing organizations in communities, the latter are viewed essential partners for CRM. In Republic Act 7160 of 1991 or the Local Government Code of the Philippines, Section 35, the local government units may enter into joint ventures and other cooperative arrangements with People's Organizations and Non-Government Organizations. This is to engage into delivery of basic services, and promote ecological balance, among others (Local Government Code, 1991). Thus, the state recognizes the role of POs in any CRM initiatives.

As mentioned above, CBRM had been employed as CRM approach in the Philippines since 1970s. Alacala (1998) considered a viable People's Organization in the community as a major component of a successful CBRM. When POs have strong leadership, supported by committed members, and clear institutional, technical, and funding support, any CBRM effort would more likely succeed.

Table 2. Capacity Needs of LGU for CRM

NEEDS (LGU)	Knowledge, Skills, and Practice	Skills and Practice	Practice
Conduct of trainings and seminars on CRM	2.34	2.32	2.22
Management of Funds	2.03	1.76	1.84
Monitoring of CRM projects	2.02	2.16	1.97
Development of IEC materials	1.92	2.08	1.67
Evaluation or impact assessment of CRM projects	1.90	2.07	1.59
Utilization of CRM project outputs/feedbacks (e.g policies, project proposals)	1.87	2.07	1.66
Fund Sourcing	1.84	1.73	1.70
Strategic Planning	1.80	2.07	1.70
Writing of project/activity proposals	1.77	1.83	1.71
Establishment of Linkages/partnership	1.70	1.87	1.76
Formulation of Plans	1.68	2.09	1.85
Information dissemination	1.68	1.72	1.48
Mobilization of Constituents	1.64	1.62	1.68
Writing of Reports on CRM projects	1.60	1.66	1.51

1-1.50= low; 1.51-2.5 = medium; 2.51-3.0 = high

Table 3. Capacity Needs of POs for CRM

NEEDS (LGU)	Knowledge, Skills, and Practice	Skills and Practice	Practice
Conduct of trainings and seminars on CRM	2.22	2.26	2.28
Monitoring of CRM projects	2.11	2.07	1.84
Development of IEC materials	2.06	2.16	1.59
Management of Funds	1.93	1.88	2.07
Evaluation or impact assessment of CRM projects	1.89	2.10	1.65
Writing of project/activity proposals	1.81	1.80	1.77
Establishment of Linkages/partnership	1.79	1.81	1.81
Strategic Planning	1.74	2.09	1.80
Fund Sourcing	1.70	1.78	1.86
Utilization of CRM project outputs/feedbacks (e.g policies, project proposals)	1.65	1.81	1.68
Information dissemination	1.64	1.84	1.48
Formulation of Plans	1.62	1.98	1.69
Mobilization of Constituents	1.55	1.63	1.52
Writing of Reports on CRM projects	1.57	1.57	1.50

1-1.50= low; 1.51-2.5 = medium; 2.51-3.0 = high

Anchored on the development approach that emphasizes community

participation, mobilization and empowerment of POs in the Philippines has been initiated mostly by NGOs. These NGOs that have mostly availed of funding support from various donors, acted as “doer, mobilizer, catalyst, and activist” in many local communities (Duthy and Bolo-Duthy, 2003:19).

The POs organized by the LGUs in Bucas Grande had the direct role in implementing CRM activities under SIRDS. The LGU allocated certain amount to each of the different POs to engage in certain livelihood projects. With the assistance of community organizers, the POs had the autonomy to manage these projects.

The community organizing personnel hired by LGU was responsible for organizing the target beneficiaries. They assisted the POs in implementing the projects particularly its livelihood component. Unfortunately, there were issues reflecting an unethical conduct of CO personnel e.g. involvement in mismanagement of funds.

Aside from issues, the respondents also identified needs of POs as shown in Table 3. Like the LGU, they especially mentioned of the needs for trainings and seminars on CRM and monitoring of CRM projects. It thus validates the above data on their experience relative to CRM. The POs also emphasized on the need for developing IEC materials on CRM.

These data reflect the limited experience of LGU in terms of community organizing which is the foundation of CBRM. Community organizing is hardly a simple process. An effective community organizing involves “building individual and institutional power” ((Duthy and Bolo-Duthy, 2003:15).

In conceptualizing and implementing SIRDS, the basic elements of community organizing are less likely visible namely: “community social analysis, identification of issues; consensus building on key issues; strategizing; role playing in anticipation of confrontations with the powerful; mobilization, evaluations and reflections;

identification of grassroots leaders; and building of organizations” (Duthy and Bolo-Duthy, 2003:15). Hence, it requires concrete skill in such processes of building not only individuals but also institutions and communities.

In effect, a manifestation of a viable PO is its empowered participation in planning and decision making of the use and development of community resources. In the case of Bucas Grande particularly SIRDS, the participation of community at its various levels may also reflect the potential of LGU in implementing CBRM.

3. Extent of Participation

Results of case studies revealed that involvement of the local community in resources management and their high level of participation in decision making, are crucial (Alcala, 1998). Active community participation has to be encouraged from inception through the implementation phase. Local participation in monitoring and evaluation also contributes to the sustainability of initiatives (White and Vogt, 2000).

The study of Pollnac, et.al. (2001) revealed that community participation is positively correlated with the continuity of CRM activities. Community participation is measured in terms of nature (formal or informal), number and frequency of community consultations, voting in village assembly, and giving contribution (money, material, labor) to any CRM activity.

While LGU Socorro initiated the project, only few were involved in the conceptualization of SIRDS. More so, the communities, the POs in particular, were only informed during its implementation. Thus, even if there is a relatively high level of awareness on CRM activities (except for upland Resource management) as shown in table 4, participation in these activities particularly in conceptualization is critical in its sustainability.

Table 4. Awareness on CRM Activities (multiple response: N=341)

Activities/Initiatives	Frequency	%
Ordinances on CRM	321	94.13
Coastal Code	309	90.62
Legal Fishing Tech.: Payao & Bobo fishing, fish nets	278	81.52
Fish Sanctuary	276	80.94
Community-based Ecotourism	276	80.94
Sea grass Sanctuary	264	77.42
Micro-watershed development	259	75.95
Municipal Coastal Water Resource Management	255	74.78
Mangrove Resource Management	242	70.97
Fruit Plantation	241	70.67
Lobster, Lapu-lapu. And mud crab culture	232	68.03
Mangrove Rehabilitation	226	66.28
Tree/Bamboo Plantation	211	61.88
SIRDS under CBRMP (2001-2004)	197	57.77
Romblon Plantation and Utilization	154	45.16
Salago Plantation and Utilization	58	17.01
Upland Resource Management	49	14.37

It can be gleaned in table 5 that among the respondents who are aware of the CRM projects/activities, there is relatively greater participation in the implementation of the listed activities. Almost all of these activities are participated by more than half of the respondents (who are aware) in their implementation phase. On the other hand, less than half of the respondents participated in the conceptualization and evaluation of all the identified CRM projects/activities.

Thus, such experience of Bucas Grande clearly demonstrates the significant role of communities, in this case, the POs, in the conceptualization of any project. The POs' relatively high level of participation in its implementation could be attributed to the LGU's enforcement especially so that they have obligations to meet as set by the funding institution. Involving the communities and local constituents in the SIRDS may reflect the LGU's recognition of a participatory CRM. In fact, the POs have become the LGU's partners in its implementation. However, their limited participation in the conceptualization of the project constrained the integration of the

communities' interest and their assessment of their situation, their issues and capacities.

The communities' role in the conceptualization of the project is crucial as mentioned by White and Vogt (2000). Their participation in this stage provides them with an opportunity to have a sense of ownership thus, motivates them to sustain the project. Hence, while only few LGU officials were involved in the conceptualization of the project, consultations and deliberations among POs have less likely been considered as an option.

4. Implications to sustainability

The LGU Socorro's dynamic effort to initiate SIRDS is truly commendable. There may just be some gaps in the process of initiating the project. As mentioned above, wide consultation and a more quality participation of POs who were directly involved in the implementation could have been conducted. In such case, the latter are more akin to support and sustain the project for in the process, they have reached the level of self-mobilization.

Table 5. Extent of Participation in CRM Activities (Multiple Response) N*

Project/Activity	# of resps. who are aware	Participation					
		Conceptualization		Implementation		Evaluation	
	N	Frequency	%	Frequency	%	Frequency	%
Ordinances	321	86	26.79	165	51.40	35	10.90
Coastal Code	309	74	23.95	165	53.40	13	4.21
Legal Fishing Tech.: Payao & Bobo fishing, fish nets	278	58	20.86	159	57.19	27	9.71
Fish Sanctuary	276	45	16.30	171	61.96	23	8.33
Community-based Ecotourism	276	44	15.94	129	46.74	36	13.04
Sea grass Sanctuary	264	39	14.77	178	67.42	17	6.44
Micro-watershed development	259	26	10.04	160	61.78	34	13.13
Municipal Coastal Water Resource Management	255	27	10.59	185	72.55	20	7.84
Mangrove Resource Management	242	42	17.35	140	57.85	27	11.16
Fruit Plantation	241	50	20.75	146	60.58	31	12.86
Lobster, Lapu-lapu. And mud crab culture	232	25	10.76	135	58.19	33	14.22
Mangrove Rehabilitation	226	47	20.80	111	49.11	30	13.27
Tree/Bamboo Plantation	211	42	19.90	136	64.45	34	16.11
SIRDS under CBRMP (2001-2004)	197	14	7.11	131	66.50	8	4.06
Romblon Plantation and Utilization	154	24	15.58	88	57.14	24	15.58
Salago Plantation and Utilization	58	17	29.31	24	41.38	9	15.52
Upland Resource Management (specify)	49	11	22.45	32	65.31	10	20.41

*N=the number of respondents who are aware of each project/activity. Please refer to column 2 of table 3.

It has been contended that the highest level of participation is self-mobilization, where people take initiatives independent of external institutions to effect change. They develop linkages with external institutions for resources and technical advice but retain control over how resources are used. Efforts of some people's organizations to access funding sources on their own to replicate or expand initiatives for MPAs and mangrove

reforestation projects are indicative of self-mobilization. However, this type of participation was not common in CBCRM in part because the process of empowerment is long-term and because many initiatives are not sustained beyond the lifetime of the project (Pretty et al.1995).

Aside from the POs' limited participation in the conceptualization of the project, there are also other factors that may have affected the low level of sustainability

of CRM activities. Key informants mentioned that they, the fish wardens in particular, could hardly comply with their duties because of lack of economic support, which are needed by their family. Hence, in terms of participation in project initiatives, active project local partners bear a greater cost. The greatest cost to project cooperators, are time and effort spent for various activities (e.g. training's, meetings, conducting research, monitoring, etc.) which would have otherwise been spent making a living (i.e. opportunity costs) (Graham, 1998).

While local communities and project partners appreciate the importance of managing the resource based on which they depend on for food and income, and the liberating experience of empowerment, the primary motivation for participation is personal socio-economic gain. This is true even for the most ardent local CRM advocates and leaders of people's organizations. The inherent expectations for personal economic gains can lead to conflicts within organization in terms of prioritization of economic activities. Projects provide various incentives to individuals and groups to address some personal needs and

enjoy participation in CRM activities (Graham 1998).

Thus, because participation is crucial and there are considerable costs to participation in resources management, projects allot considerable time, effort and financial resources to enable and enjoy active participation of local communities (Crawford et al. 2000).

Moreover, certain political issues are affecting the low level of sustainability of the project (refer to Table 4). Some (40.47%) of the respondents identified corruption/mismanagement of funds. For instance, the treasurer did not have a clear accounting and financial report. The pump boat operator did not also declare the exact income. There was also an instance when the Community Organizer him/herself incurred debt from the PO's money and was not able to pay it. Partisan politics was also considered to have a bearing in the implementation of SIRDS and other CRM projects. There are POs who were identified as "against" the administration thus, they got limited support from the latter. Change in the administration likewise affects the sustainability of a CRM project in the island.

**Table 6. Political Problems and Issues on CRM Projects
(Multiple Response: N=341)**

Political Problems and Issues on CRM Projects	Frequency	Percentage
Corruption/mismanagement of funds (LGUs & POs)	138	40.47
Partisan politics	136	39.88
Illegal fishers connivance with police or other implementing personnel	129	37.83
Fish wardens are controlled by politics	106	31.08
Lack of LGU assistance	104	30.50
Lack of support of concerned agencies (e.g DENR)	99	29.03
Lack of political will	87	25.51
Lack of good governance	81	23.75
Less ascendancy of LGUs	68	19.94

There are those who revealed that the

illegal fishers had even connivance with

police personnel or were controlled by politicians. Lack of political will, of good governance and ascendancy of the LGU

had also contributed to the SIRDS non-sustainability.

**Table 7. Social Problems and Issues on CRM Projects
(Multiple Response: N=341)**

Social Problems and Issues on CRM Projects	Frequency	Percentage
Less monitoring of projects	191	56.01
Differences in beliefs	139	40.76
Influence of "in-group" and "out-group"	116	34.02
Lack of good leadership among POs	64	18.77
Lack of technical skills on management of POs	67	19.65
Lack of participation of PO members	43	12.61
Lack of good relations among PO members/officials	31	9.09

Conclusion

Furthermore, there are socio-cultural factors that have bearing on sustainability of CRM activities (refer to Table 7). The limited monitoring of the project has been identified as factor for its non-sustainability. At present, the island is less likely homogeneous thus differences in beliefs also affect the sustainability of any project. They are likewise relatively polarized in terms of their organizational affiliation thus the influence of “in-group” and “out-group” is evident in the implementation of SIRDS. If constituents belong to the group where the leaders belong, they are included in the project otherwise, they could hardly be part of any project.

Issues relative to POs’ internal condition are also evident. The KIs revealed that their organizations lack good leadership, technical skills, and active participation of, and good relationship among, the members.

The local government officials of Bucasgrande Island in the municipality of Socorro had the potential of conceptualizing a comprehensive CRM project. In fact, the said project had availed of a fund from the World Bank. The project was integrated because it did not only focus on natural resources management but it also involved livelihood and community organizing components.

As the LGU officials conceptualized and initiated the project, the communities particularly the POs, participated in its implementation. However, there is a relatively low level of community participation in these activities particularly in their conceptualization. LGU’s lack of knowledge, skills, and experience on community organizing limits the opportunities for empowering and tapping the potentials of the POs for active participation. Hence, together with some economic, political and socio-cultural factors, such limited community participation contributed to low level of sustainability of

CRM activities.

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CULTURAL ADAPTATION AND RESISTANCE OF THE MANOBO PULANGUINON AS REFLECTED IN THE BINANOG DANCE

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ABSTRACT

This study was conducted to explore the cultural resistance and adaptation of the Manobo Pulanguinon of Quezon, Bukidnon as articulated in the Binanog dance. This study aimed to describe: the socio-economic and demographic profile of the respondents; perceived changes in the natural environment; cultural practices, economic activities, patterns of cultural adaptation and resistance; and the perceived changed and unchanged aspects of the Binanog dance in terms of its content and form, attire, accessories and props, purpose or functions, and symbolic rendition. This study is qualitative in nature and had utilized thematic analysis to extract themes from the data gathered. The data were collected through ethnographic approaches like participant-observation and structured and unstructured interviews. The results of the study showed that change brought by global economic activities is affecting the Manobo Pulanguinon in terms of their ways of making a living and some of their cultural practices like rituals, songs, and dances. The Manobo Pulanguinon people were able to devise ways of adapting and resisting to change. Some of these ways are reflected in the Binanog dance. Accordingly, the Binanog is undergoing minor changes in terms of its content and form and purpose or functions. Nowadays, the Binanog can be both ritualistic and entertaining at the same time and the cultural performance of Binanog is shown during the Sunggod Ta Kamanga festival. Despite the changes that are brought by globalization and modernization, the Manobo Pulanguinon performers and choreographers continue to strive to protect and promote their culture and identity through their participation in festivals supported by the Local Government Unit of Quezon, Bukidnon, Philippines. Consequently, the respondents stressed that they can be adaptive and resistant to change.

Key words: *Adaptation, Cultural Resistance, Manobo Pulanguinon, Binanog Dance*

INTRODUCTION

In the Philippines, the development and promotion of folk and traditional dances are facing great dilemma in recent years as today's globalization becomes widespread and has created an enormous impact in changing the nature and functions of dances as one ethnic group tries to adapt to social, cultural, economic, and other significant issues confronting their cultural identity (Jardin, 2001). Globalization is a powerful force of the new world system that represents a dominant force that shapes the course of the world. Some

scholars, policy makers, and activists see globalization as a driving force for the advancement of the new world economy while others view it as a very serious threat to the world's economic, political, security, environmental, health, social, and cultural systems (Intriligator, 2003). Similarly, it is as an unrivaled entity because it has brought a sweeping and comprehensive change across the world and humanity (Ota, 2011). As supported by Niezen (2003), globalization displaces indigenous cultural entities and subdues their creative endeavors.

Bauman and Stoelje (1992) in their studies of festivals showed the participation of people may vary in their religious commitment, display of prestige or special skills, participation in cultural events and social interaction allows for the discovery of many kinds of kinships. But because of economic pressures that globalization has brought, they are forced to use their dance as a commodity. On the contrary, Speer (2008) argues that there are still communities which are resilient to the onslaught of globalization. Indeed, there are some choreographers who have sustained a high level of cultural awareness and sensitivity in presenting the images across cultural milieu in order to preserve the integrity of their artwork. Villaruz (1992) describes that one of the major challenges that dance scholars and choreographers alike can do to successfully analyze and contextualize the study of Philippine dances is to faithfully document them.

One of the several ethnolinguistic groups inhabiting the province of Bukidnon, Philippines is the Manobo Pulanguinon people of Sitio Quemtras, Barangay Butong in the Municipality of Quezon. By tradition, these people celebrate the "Sunggod ta Kamanga Festival" allowing them to unite among themselves and to live harmoniously with their environment. During the celebration, they would chant, sing, and dance some of their traditional dances to worship their **Magbabaya**, a Manobo God. But this ethnic group is not secluded to the rumbling impact of globalization. This would entail that their traditional dances are extremely affected by globalization leading their Manobo Pulanguinon people to change or sustain some aspects of their traditional dances which are meaningful and a noteworthy piece of knowledge.

One of their traditional dances is the *Binanog*, which refers to a dance mimicking the movement of a bird called *Banog* (Hawk). This is usually performed during important occasions and merry-making activities. But because of the influx of tourism and other economic activities within the municipality of Quezon, the very nature of the *Binanog* dance might have changed. Likewise, there might have been

modifications to the movements, traditional attire, accessories and props, purpose or function, and symbolic rendition of the dance just to correspond to the needs of economic and entertainment spectacle. Thus, it is about globalization's impact on culture and dance that this article intends to focus on and how the cultural adaptation and resistance of the Manobo Pulanguinon to change depicted in their Binanog dance.

Dance as part of culture

Dance is one of the artistic elements of culture and is one of the most influential art forms that unite people. It enables them to celebrate, worship their gods, and live peacefully with their environment. Homer (1999), considered a medium of expressing emotions and ideas that are essential in the portrayal of customs and events representing an important part of a people's history as well an important aspect of people's cultural past.

Ferraro (2012), revealed that some traditional dances incorporate certain social, religious, political, psychological, and educational roles that play a part in the integration of people within their communities. Obusan (1992), also noted that most of the dances and festivals depict the cultural life of the tribe or community that perform or celebrate them. Speer (2008), explains how dance can represent varied and rich ideas about social life and specifically the cultural behavior of the people where it originates. On the other hand, Harris (2003), stressed that certain characteristics of dances are closely associated with cultural subsistence strategies of their performances.

Hence, each group of people possesses diverse history, customs, traditions, and character traits that are reflected in their dances. Such diversity contributes to the uniqueness of each group. Yamut (2008), stated that characteristic body movements are based on the ways of the natives. Showing their dances reflects their identity as an individual and a group as a whole. In

addition, one must reinforce characteristic body movements to reflect custom, tradition, and character.

By far, the discourse on the cultural value and representation of dances seem to point- out that in people's attempts to make sense and survive in their world they have developed ideas, practices, and technologies that define their culture. Thus, these cultural elements, in turn, find their expressions in the performances and renditions of their dances.

Cultural change and its implications on traditional dances

Around the world, almost every nation, country, region and tribe has created a singular style of dance that expresses its people's cultural and social identity. Over time, and through colonization and globalization, some of those dance forms have died out or have been fused with other styles, resulting in new hybrid dances (LeFevre, 2012). Kaepler (2000), noted how dance reflects human's adaptive capability. He explained how dance movements include a certain degree of bodily conformity to cultural conventions and social goals. According to Ensor and Berger (2009), the need to adapt to change may pressure individuals and communities into changing livelihoods, lifestyles, or patterns of behavior, potentially challenging existing notions of culture. The prevailing problem on globalization resulted in changing context of indigenous culture. In order to provide other means apart from their identity, they reinvent their identity (Meethan, 2001). Similarly, according to LeFevre (2012, p. 14), "dance is performed in social and cultural events to reinforce cultural identity".

In a study conducted on the Sinulog dance of Cebu City, Ness (1995) was able to explore that ritualistic practice of the Sinulog dance changed from a purely religious into a secular or "cultural" performance. This she concluded came about partly because of Cebu City's integration in the global economy. Abaya (2006), similarly observed that because of the influx of foreign tourists in our country,

indigenous people have correspondingly changed the very nature of their dances. Villaruz (1992), highlighted in his paper that the changes that took place in the Philippine dances become apparent on their intention of their performances which means that whether dance is done for ritual or performed for tourism.

The preceding discussions present an affirmation of the fact that culture is indeed malleable. Dance, being an integral part of some indigenous groups' culture is susceptible to certain forms of modifications caused mainly by changes in technology and in the local economy where these people live. But an important question may be asked at this point in the discussion: Are our traditional dances totally susceptible to the transformative character of technology and economic changes in our society?

Change resistance as reflected in dance

Henslin (2003), explained that not all parts of a certain culture can change at the same pace. This, he elaborated, means that when some aspects of a culture change, other aspects lag behind. Heider (2004), observed how some features of culture may seem the main stable for a long time. Nanda and Warms (1998), noted that despite the trend in stylistic transformations of art, some cultures have sustained and stabilized their aesthetic principles because of the widespread integration of art and religion. This integration limits the potential of change and modification. Harris (2003), also comes in agreement with the above-mentioned explanations by pointing out that despite the emphasis on creative innovation, most cultures have art traditions or styles that sustain traditional themes through time and space. LeFevre (2012), emphasized that despite the existence of colonization and globalization, many people continue to practice the dances of their ancestors, in order to keep the spirit of their forerunners alive and bring their traditions, lifestyles, and ethnicities into the present. In addition, the native peoples around the world perform their traditional dances to

reinforce their identity and cultural traditions. Similarly, the Native American still continues to perform their traditional dances up until today because it remains a very important cultural identity and traditions. Most of their dances are traditionally performed by men and occur in circles; the music is still created through drumming, chanting, and flutes; and the dances celebrate family events and seasonal activities; unite communities, and reenact religious ceremonies. Coronel (2003), in the observations made among the Bugkalot people in the Caraballoo mountain ranges, revealed that the Bugkalot people have been selective in identifying occasions of their dance performances. They have been noted to only perform their dances and festivals only if they are asked to.

THEORETICAL CONSIDERATIONS

To understand deeply the art of dance, a look into the functions it gives to the members of a Manobo community comes vital. In the structural functionalist's view, dances are functional because they generate psychological, political, religious, social and educational impact. Psychologically, dance has neural processes helping people to cope with their tensions and intense feelings. Politically, it expresses political values, attitudes, and social control. Religiously, this serves as the mode of communication to the supernatural beings, to their gods and goddesses as well. Socially, it creates a harmonious relationship within the members of the group. Educationally, *traditions* like songs and dances are transmitted from one generation to the next (Ferraro, 2012).

Meanwhile, dance has also been assigned the power of generating solidarity. The notion of generating solidarity has been applied to a variety of communal activities including singing, prayer, and feast, drinking or joint participation in some sacred act. The traditional dances like the Binanog of the Manobo Pulanguinon serve as an instrument in creating solidarity among them.

Goldstein, King, and Wright (2002) define the process of acculturation as the systematic cultural change of a particular society carried out by an alien or a dominant society. Through this process, individuals of a foreign or minority culture could learn the language, habits, and values of a standard or dominant culture. This explains that acculturation basically involves diffusion in certain aspects or elements of culture. Moreover, *diffusionism* aims to recognize the characteristics and origin of culture and how one of its traits spread from one society to another.

Harris (2003), explains that people view modern technology as a way to improve their quality of life at the same time, helps them thrive from the rapid changes that are affecting them. While Kottak (2003) looks at the obliteration of cultural variations as modern technology spreads product to more people worldwide. While he noted that others view modern technology as a way of expressing local cultures. He also laments that some cultures spread or advance themselves at the cost of others through modification, replacement, or destruction forcing other cultures to learn the dominant ideologies and absorb their knowledge for continued existence.

This process would best explain how and why the Manobo Pulanguinon people use their dances as a way to adapt or resist to some of the changes that are brought about by the different processes of change to the rapid socio-cultural changes and economic stresses confronting them. In contrast, processes resulting in resistance to change are through the prevalence of society's habits and integration of existing culture traits. In the case of the Manobo Pulanguinon, the widespread integration of art and religion may have sustained the very core of this indigenous people's culture. Moreover, indigenous people like the Manobo Pulanguinon hold a strong belief on the quintessential meanings and symbols as amalgamated in their arts, religion, and in their cultural identity. Despite some underlying changes that confront them, they remained to be a solid unit as they altogether combat these changes brought

by globalization and modernization. In so doing, they are able to create their own mechanisms to maintain their culture and identity. They are still performing their dances because they believed that these serve many functions within their community. Furthermore, performing their dances in different audiences reinforces their cultural identity and traditions.

In symbolic-interactionism, dance can be viewed as a symbolic expression of the Manobo Pulanguinon people. It represents their ways of thinking, acting, and identities expressed through social representations. This theory strongly emphasizes that every individual or society defines objects and events symbolically and relatively. Max Weber (1960) used the term *verstehen*, a German word for understanding or subjective meaning. This elaborates on the idea that meanings and symbols are subjectively interpreted based on cultural activities or practices of the people within their community. Blumer (1965,) on the other hand, stressed that human beings interpret their social realities as the product of their social interaction. He also explained that things are modified by individuals through an interpretative process. This also outlines how an individual's thought process modifies his or her interpretation of symbols.

Furthermore, the traditional dances of the Manobo people are viewed as both ritualistic and festive which are performed in social gatherings to communicate and worship the spirits. The objective is for a bountiful harvest and good life. Today, *Sunggod Ta Kamanga* festival is a great avenue, wherein the Manobo Pulanguinon performers show their cultural symbolisms by offering chickens, coins, fruits, knives, wine, and rice to their *Magbabaya* and other spiritual entities. This ritual is known as the *pamuhat*. This ritual also performed in different events of the Manobo people. This ritual can also be shown during harvest season where the Manobo Pulanguinon also performs their Binanog dance.

Figure 1 explains how the two types of external forces: socio-cultural and economic pressures as brought about by globalization may affect the very nature of

the *Binanog* dance. Thus, their ways of adapting and resisting may be reflected in the following elements: a) content or form, b) attire, accessories, and props, c) purpose or functions, and d) symbolic rendition.



Figure 1. Conceptual Framework

The *Binanog's* content and form, on the one hand, may be intact though it may also flourish through the incorporation of choreographies and formations for aesthetic purposes. Their traditional attire and accessories may have also remained unchanged but as to the usage, it may have also changed due to the fact that the Manobo Pulanguinon people may wear their traditional costume for special occasions. The rise of festival galore permeates the very nature of its purpose or function of the Binanog dance. As a result, the Binanog dance might become ambivalent to the recurring patterns of culture change.

RESEARCH METHODS

This study was also carried out using the participant observation approach, key informant in-depth interviews, and digital video-photo documentation with the aim of describing cultural traits that belong to an ethnic group. The theoretical foundations of this research derive its construction and theory from social anthropology that mainly focuses on the study of culture and people in a holistic manner through in-depth analysis of study (Sarantakos, 2003). Themes were extracted for the interpretation and analysis.

I have described the variables in the study through an ethnographic fieldwork that entails data collection by using standardized methods like participant observation and interviews. Participant observation refers to the observation of the naturally unfolding worlds of a population under study (Berg, 2004). Through participant-observation, I have observed the Manobo Pulanguinon people in order to understand and analyze their cultural resistance and adaptation as they are reflected in the Binanog dance. Data gathering was also done through both structured and semi-structured interviews with the key informants and respondents who were identified through purposive sampling.

The study population comprised of 30 respondents classified into the old and the young generation of performers and choreographers. To determine the composition of the respondents and key informants, convenient sampling was utilized. The key informants and respondents were identified by the tribal council of the Manobo Pulanguinon to share their knowledge and expertise about the *Binanog* dance.

As with the age distribution of the key informants and respondents, they were classified into the following: the performers and choreographers who belong to the age bracket of *41 years old and above* and whose ages fall within the age bracket of *12 to 40 years old*.

In order to collect the data, I wrote a letter of intent to the National Commission on Indigenous People Regional Office in Cagayan de Oro City with the research proposal as the attachment. This was to secure Free and Prior Informed Consent (FPIC) from the subject indigenous community. This is a requirement stipulated in NCIP Administrative Order No. 1, Series of 2012. The NCIP Region X reviewed and evaluated the proposal in order to ensure that the proposed research will not be detrimental to the well-being of the subject indigenous people. After the review and evaluation, the Regional Office issued a "Work Order" for the Provincial NCIP of Malaybalay City, Bukidnon to form a Field-based Validation Team (FVT) that will

monitor the conduct of community. The FVT and the research proponent met in Malaybalay City to discuss and agree on Work and Financial Plan (WFP).

A representative from NCIP went to Quezon informing the community leaders to attend the first consultation meeting called Conference and Disclosure. The NCIP invited 16 community representatives, 13 of whom were elders, attended the consultative meeting held at the Pilmarc, Kiokong Quezon, Bukidnon, last November 14, 2014. During the consultation meeting, the NCIP explained to the community members some provisions of IPRA law concerning FPIC. After which, I was asked to disclose the purpose of the research and the kind of information that needed to be collected from the key informants and respondents.

On December 4, 2014, a ritual, generally known as *pamuhat*, was performed at the Manobo Tulogan Hall in Quezon to seek the approval and blessings of *Magbabaya*, their Supreme God and other divine beings who dwell in. The highlight of this ritual was the butchering of a 40-kilo pig and several native chickens. A female shaman, who officiated the ritual slashed the throat of the chickens with a sharp knife and set them free to let them die on the open ground. The chickens, while bleeding, ran in the eastern direction until their last breath. Dying in the eastern direction was a good omen, signifying the approval of the spirit world to a human activity. This ritual event was followed by negotiation and drafting of the provisions of the Memorandum of Agreement (MOA).

On December 15, 2015, a validation of information was conducted. I had presented the data to the members of the tribal council and they had validated the results of the study.

RESULTS AND DISCUSSION

A. Socio-economic and Demographic Profile of the Respondents

The majority (80%) of the Binanog performers were females and only 20%

were males. This is because the composition of performers in the Binanog dance requires more females than males.

The highest level of educational attainment of the old performers is basic elementary education. While most of them have studied elementary, none of them, however, were able to graduate college. This supports some of the old respondents' claim that during their time they did not bother going to school because what was important for them then was to earn a living. They were already trained for menial jobs like gardening and farming. They also said that they are used to live in a simple way. The luxury of life was not instilled in their minds because according to them Manobo people should live in accordance with the will of **Magbabaya**: the will to live a simple life.

The majority of the old respondents married at a young age. These marriages were arranged by their parents for protection and alliances. On the other hand, most of the young respondents were single and were given now the freedom to choose their own partners.

Most of the performers are members of the **Manobo Pulanguinon Teredsayawan** – the official performing group of the Manobo Pulanguinon. These are the young performers who had been only performing the Binanog in the past 3-5 years while the old performers have been performing the Binanog for 15 years and above.



Figure 2. Manobo Pulanguinon young performers during the 14th Andew Te Quemtras

Farming is the main source of income for both the old and young

performers. Only a few engaged in business and other menial jobs like gardening and cleaning of the yards. This is supported by Masendo (2015) that the most common lifestyle of the Manobo is that of rural agriculture.

B. Physical, Economic and Socio-cultural Changes within the Community

It has been noted that the following themes emerged when the respondents and key informants were asked about their perception regarding the changes present in the community.

Table 1: Observed Changes in the Natural Environment

THEMES
<i>introduction of public service facilities</i>
<i>immigration of other ethnolinguistic groups</i>
<i>change in the physical landscape</i>
<i>the establishment of small stores, hardware and other supply stores in the area</i>
<i>the construction of roads</i>

Most of their responses stressed on the introduction of public service facilities and change in the physical landscape. Furthermore, there has been changes and development relating to socio-cultural and economic activities of the Manobo Pulanguinon. These changes are present but not limited to their marriage practices, language, mode of dressing, ways of making a living, lifestyles, rituals, music, and dances.



Figure 3. Change in the Natural Environment of Quemtras, Bukidnon

Change is particularly evident in cultures (Sullivan, 2001). Shepard and

Greene (2001) explained that changes experienced in culture happen because of discovery, invention, and diffusion. Hunt, et al. (1998), considered culture change as true for the most isolated and simple society as it is for highly complex one.

C. Patterns of Adaptation to Culture Change in the Community

The respondents revealed that some of the patterns of adaptation emphasized on the *pursuit of education, an adaption of modern ways in agricultural works, the participation of women livelihood project, the use of technological gadgets* and the *display their cultural performances in public*. Harris (2003) observed that technological change can influence art thereby affecting the elements of such things like music and dances.

Table 2: Perceived Patterns of Cultural Adaptation

THEMES
<i>pursuit of education</i>
<i>using technological gadgets</i>
<i>adapting modern ways in agriculture</i>
<i>displaying their cultural performances in public</i>
<i>participation of women livelihood projects</i>

Nowadays, education is seen as an important *cultural capital* as this helps them gain confidence in interacting with other ethnolinguistic groups. Some of the old respondents have been sending their children to school. While these young performers are in their respective schools, they have adapted the use of technological gadgets like mobile phones as a new form of communication. Adding to this, these young performers have learned new ideas in performing arts which they had incorporated in the very nature of their traditional dances like the Binanog.

Most of the old respondents have adapted to the modern ways of farm production and have become small-scale entrepreneurs. It has also been noted that Manobo Pulanguinon women have accommodated livelihood projects

supported by the Local Government Unit and other private sectors.



Figure 4. A tractor owned by one of the members of the Manobo Pulanguinon

Furthermore, the display of the *Binanog's* cultural performances gave them a sense of pride and identity. The promotion of their culture allowed them to devise mechanisms by way of using of technological gadgets like cellphones and cameras to take photos of their cultural performances of the Binanog.



Figure 5. The Binanog dance shown in the annual Sunggod Ta Kamanga Festival

Moreover, their Binanog dance had been shown in both national and international audiences. One of the key informants and a choreographer herself had been showcasing the Binanog dance in the different parts of the world like America and Japan. Nowadays, their traditional dances are shown during social gatherings and other invitational performances.

Although the old and young performers and choreographers have adapted to these socio-cultural and economic changes, they lamented that these changes have been affecting their ways and stressed that nothing can be

done from the outskirts of change through time. This was because change according to them was inevitable and everywhere. In order to survive, the Manobo Pulanguinon performers and choreographers had to adapt some of these changes but in a selective manner. Overall, the data shows that the both old and young Manobo Pulanguinon performers emphasized on accepting changes which are only beneficial to them.

The observations above find its strong affirmation in the statement of Boyd and Richerson (1988) that stressed that human capacity to live in a wider range of environments than other primates because culture allows the humans to accumulate better strategies rapidly and relatively for exploiting the local environment. Likewise, this mechanism generates more adaptive behavior in that environment.

D. Patterns of Resistance to Culture Change in the Community

On the contrary, some of the respondents also showed patterns of resistance to culture change. The data also revealed that the Manobo Pulanguinon performers and choreographers are also very resistant to some of the socio-cultural and economic changes present in their community. The patterns of resistance are reflected in the *continuity of their habits and practices*, the *use of traditional attire*, a *strong sense of commitment to identity*, and *selective processing*.

Table 3: Perceived Patterns of Cultural Resistance

THEMES
<i>selective-processing</i>
<i>the continuity of their habits and practices</i>
<i>strong sense of commitment to identity</i>
<i>the use of traditional attire</i>

The majority of the old performers are found to be selective in accommodating a change in their community. A tribal council is essential in the selective process for this is

responsible for filtering some cultural changes which are beneficial to the Manobo Pulanguinon in general. Through this council, a consensus decision-making shall be done to adapt or resist to culture change. It has been found out that this council is very helpful in assessing fundamental programs or livelihood projects given by the Local Government Unit and other private sectors. In addition, the young performers can also be selective in accepting change but most of the time they just follow what their elders and tribal council members subscribe to. This selective processing helps the Manobo Pulanguinon performers and choreographers to retain the basic elements of the Binanog dance.

Another pattern of cultural resistance is through the continuity of their habits and cultural ways. Most of them have been accustomed to their traditional ways which pose a difficulty in accepting change. Usually, the old performers are the one's highly resistant and skeptical about change. Despite the alarming issues and concerns on their practices, there are those young performers who believe that their culture is still intact. The Manobo Pulanguinon performers and choreographers can be adaptive and resistant on the basis of a selective process.

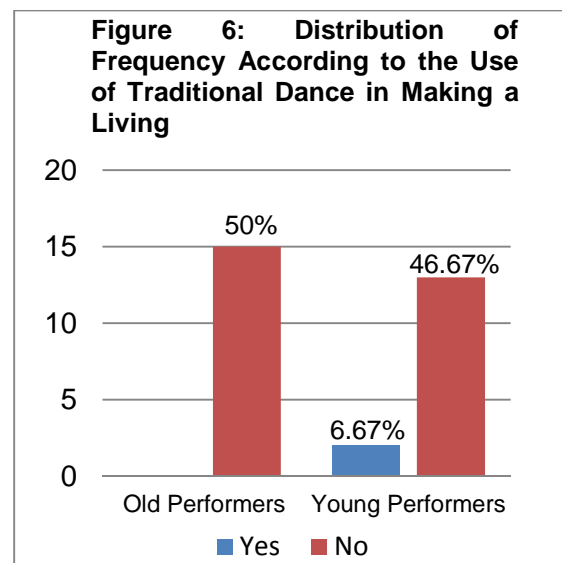


Figure 6 shows that majority (93.33%) of the respondents do **not** perform their traditional dances especially

the *Binanog* to make a living. According to them, it is against the law of the spirits and the will of **Magbabaya**. They strongly emphasize on engaging themselves in other economic activities to make a living. However, it is very interesting to note that 2 or 6.67% of the young performers said that they sometimes use their dances like the *Binanog* to earn money by joining competitions.

While it is true that their traditional dances like the *Binanog* are shown to the general public, all of the respondents strongly emphasized that they make the dance as a unifying system for each other in the community and other tribal groups living in Bukidnon. Their traditional dances were perceived to be reflections of their day-to-day life as well as their true identity. They also believed that their dances are sacred and ritualistic in nature and performing them to earn money would be sacrilegious and would, therefore, cause them harm.

E. Perspectives on the Nature and Performance of the Binanog Dance

The majority of the performers perceived Binanog as the imitation of the “**Banog**” or Hawk bird. This dance is based on the historical account on which a *datu* or a chieftain long time ago transformed himself into a “Banog” in search for his partner. It was a success story for the Binanog (Datu) was able to capture the love of his life. That is why, the Binanog dance was also interpreted, most especially by the young performers and choreographers, as a courtship dance. In addition, the Binanog dance is performed as a ritual during harvest. A ritualistic performance of the Binanog dance means seeking approval from their Magbabaya to grant them a good harvest.



Figure 7. The *Binanog* dance performed by the young dancers



Figure 8. The *Binanog* dance performed by the old performers of the Manobo Pulanganon

The *Binanog*, according to some of the performers, is considered to be one of the symbolic representations of the Manobo people as it signifies them beyond history; defines them beyond soul, and it gives meaning beyond life.

F. Perceived Unchanged and Changed Aspect of the Binanog Dance

Most of the respondents emphasized that there have been no major changes on the Binanog in terms of its content and form, attire, props and accessories, purpose or function and symbolic rendition. Of the fundamental features of the Binanog dance, the respondents revealed that the basic elements of the danced that have retained its content and form, attire, accessories, and symbolic rendition. The basic steps like tapping and mincing of the feet and bending of the knees still characterized the nature of the Binanog dance even up to the present. The aspects of the traditional attire and accessories were strongly believed to remain intact despite some of the recurring socio-cultural changes affecting them. Symbolically, the Binanog dance is perceived to be a vital social representation of the Manobo Pulanganon because this represents their culture, identity, and history.

Table 4 on the next page illustrates how the old and young performers perceived their Binanog dance in terms of their aspects that have and have not changed as reflected in the elements through time and space.

Table 4. Perceived Unchanged and Changed Aspects in the Binanog Dance

Elements	Aspects that have changed	Aspects that have not changed
Content and form	Choreographies and formations were added in the dance	Basic movements like <i>mincing, tapping of the feet, and bending of the body</i>
Attire, accessories, and props	the use of African-inspired drums to give more lively performances	traditional attire and accessories are still believed to be intact
Purpose or function	can now be shown to the general public for entertainment	interpreted as a ritualistic
Symbolic rendition	interpreted now as a courtship dance	signifying the Manobo Pulanguinon people; ritualistic meaning; sacred

On the other hand, the respondents revealed that change in the **purpose or function** of the Binanog is observable. This dance, according to one of the key informants, is believed to be sacred and symbolic. This means that it can only be performed during the *Panalabugta* ritual for a good harvest. To perform the Binanog, a performer must know and internalize the historical roots of the dance. One cannot perform the Binanog without knowing its real history. But today, the Binanog dance becomes more of an entertainment performance rather than a ritualistic one which can be shown during social gatherings and other merry-making activities for entertainment.

Originally, according to the respondents, the Binanog should not be choreographed. This dance requires the candidness and gracefulness of the performers during their *Panalabugta* ritual.

Because of the rise of festival galore, it can be observed that another aspect of the Binanog that has changed is the incorporation of choreography and planned formations for aesthetic purposes and this depends on the creativity of the choreographer. Furthermore, some of these choreographers learned some steps, formations, and choreographies from the festivals and other invitational performances they have participated in.

CONCLUSION

From a structural-functionalists' standpoint, the **Binanog** dance helps generate *solidarity and harmony* among the members of their community which can be observed during their social gatherings or merry-making activities shown in Sunggod Ta Kamanga and Kaamulan festivals. Cultural activities like festivals serve as an avenue in the promotion and proliferation of their traditional dances like the Binanog. Similarly, this also aided them to transfer their indigenous knowledge to the Manobo young performers or members who have become influenced by the socio-cultural and economic changes prevalent in their community. Likewise, this dance has a *religious* function because this serves as a mode of communication to the supernatural world. Despite the recurring changes, the Binanog dance remains to be unreceptive to some of these changes by way of performing it during ritualistic events like *Panalabugta* in order to worship their *Magbabaya* to grant them good harvest for the whole year. This pattern of resistance reflects the continuity of their traditions, habits, and practices.

In addition, to preserve the structural elements of the Binanog dance, the Manobo Pulanguinon performers and choreographers have retained the basic movements like mincing, tapping of the feet, and bending of the knees which can still be found in its content and form through the years. Likewise, the Binanog is mimetic in nature which does not require any modernized styles or self-movements to be performed.

Meanwhile, the rise of festival galore through the process of *difussionism*

continues to spread affecting some of the elements of the Binanog dance. This festival phenomenon encourages the Manobo Pulanguinon choreographers to develop their creativity and imagination. It is not surprising then that these choreographers have adapted some of the stylized movements shown during festivals. Putting *aesthetics* in their dance by way of injecting choreographies and planned formations becomes observable in the performance of the Binanog. The reason for this is to *add* beauty as well as artistic expression of their performances. In addition, the use of African-inspired drums creates a more lively sound that compliments the beauty of the Binanog dance nowadays. Surprisingly, aesthetics do not include changing of their traditional attire and accessories. In fact, the Manobo Pulanguinon still managed to preserve the authentic geometrical and intricate designs of their traditional attire and accessories. This is because they have not incorporated modernized styles or designs, which can be found in other types of dance like ballet, ballroom, hip-hop, and modern contemporary.

The incorporation of choreographies and formations must go through a selective process in a consultative meeting with the members and representatives of the tribal council who are then responsible for deciding matters relating the traditional performance of the Binanog dance. The presence of this council is an indication that the Manobo Pulanguinon performers and choreographers must, therefore, be cautious in changing the basic elements of the Binanog dance.

The change in the nature of the Binanog dance's *purpose* or *function* is also noticeable as it can now be shown during festivals as a form entertainment. In fact, some of the Manobo Pulanguinon performers had already been invited to perform their Binanog in other special performances like school-based programs and local government's activities. In their performances, compensation is present in the form of tokens or gifts. However, because of their strong sense of pride and commitment to their identity, the Manobo Pulanguinon performers do not sell the

cultural performance of the Binanog. This is to say that they do not earn money or profit from their performances. Similarly, the commodification of their culture displeases their *Magbabaya* and other spiritual beings. This means that their strong ties to their religious belief reinforce them to perform their duty to protect their culture and in doing so, restrained them from damaging their identity as an indigenous group.

Symbolically, Binanog dance encapsulates the *identity* and *unity* of the Manobo Pulanguinon as an indigenous group. In the context of the Binanog dance, the Manobo Pulanguinon women are the symbolic representation of fertility as well as their deep connection to the ground which is believed to give them a bountiful harvest for the entire season. In addition, the Binanog emblemizes the Manobo Pulanguinon's character and individuality as free-spirited individuals who continue to spread their wings and soar high like the *Banog* (Hawk) bird.

Consequently, many of the Manobo Pulanguinon performers and choreographers stressed that change is inevitable and present everywhere. This natural occurrence of change affects the very nature of the Binanog dance performances as it becomes resilient to the spectrum of change. Therefore, this is to say that some of these socio-cultural and economic changes necessitate adaptive and resistant mechanisms in order to sustain the most important elements of the Binanog dance.

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Towards Empowered Community : The Impacts and Challenges in Indonesia

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ABSTRACT

Empowerment is a complex issue. According to Zimmerman , empowerment may be viewed on different levels: individual, organizational or community. Community empowerment is understood either as a process or as an outcome . Through the process of empowerment, communities are able to assume power to act effectively to change their lives and environment . The community empowerment process promotes the participation of people, organizations and communities for increased individual and community control, political efficacy, improved quality of life and social justice Community empowerment approaches have been being implemented in Indonesia during the last ten years for empowering community. However, the impact or result of community empowerment programs should be evaluated more deeply and intensively ensuring the policy and strategies of community empowerment targets have been achieved successfully.This research aims to describe :1) the policy and strategies of community empowerment ; 2) the program implementations process ; 3) the impacts to the community empowered;4) and the obstacles or challenges of the empowerment. The research method is qualitative, using primary and secondary data which will obtained from 6 Provinces in Indonesia, The study concludes by putting forward some recommendations, include aspects; the policies and strategies should be adapted to local values and social condition of the community, that the program implementation be accomplished well and all the obstacles and challenges can be minimized, thereby the target empowered community will be realized.

Keywords: empowerment community, policy, strategies, implementation, impact, obstacles

1. Introduction

There are many different ways in which communities can become more empowered. There is no one model which would fit every circumstance. For some communities empowerment will involve owning assets, and controlling budgets, or generating their own income to re-invest. In some cases, communities will want to take action around an injustice or to protect a valued resource. Others will want to have an enhanced role in shaping the services delivered on their behalf by others. All of these approaches can be empowering depending on the circumstances.

Whatever models work for different communities, they must provide an explicit and real increase in the level of power and influence that local people have. The key thing is that empowerment cannot be given to communities by others. Communities must decide the level of empowerment they want and how to get there themselves. Most often a critical characteristic of communities which are empowered is the existence of locally owned, community led organisations which often act as 'anchors' for the process of empowerment.

These organisations, which may be the local housing association, church group, community association, development trust, community council or any combination of these, often have a range of characteristics that enable them to provide a local leadership role and a focal point for other local services and groups. Some of these characteristics include: that they are multi-purpose, usually operate from a physical hub, and will often own or manage other community assets. The confidence and ability of these groups is closely linked to the confidence and ability of the people who are involved in them. Individuals who feel empowered can bring a dynamic and enterprising approach to the work of their groups.

In recent years, many government officials, civic leaders, and academics have embraced the notion of community empowerment as a component of a strategy for revitalizing and strengthening communities. To do so makes sense from both a moral and an administrative perspective. In a democracy, self-government rests on two foundations: citizen participation and reciprocal responsibility.

Community empowerment in local governance and service delivery has become a key component of

government policy in Indonesia. However, there are critical challenges to achieving this in practice. This study examined a community-based programme in Indonesia that aims to increase opportunities for community empowerment and potential influence over service providers.

In 1998, Indonesia faced political upheaval and financial crisis. The country was marred by its graft-ridden political and administrative systems and poverty had increased tremendously. The devaluation of the domestic currency, the Indonesian Rupiah, by more than 50 percent and the shutdown of many manufacturing shops had a tremendous impact on people's incomes. Programs that would bypass the graft-prone top layers of government were sought by the new Government to increase the people's trust.

With 17,000 islands and millions of villages across the archipelago, Indonesia had to reach out to its poorest areas to ensure that these populations enjoy an equal opportunity to grow and develop. Non-income poverty is a serious problem in terms of high malnutrition and maternal mortality rates, inadequate access to safe water and sanitation, and education outcomes. Furthermore, inequality is increasing and disparities between regions

remain high. Poverty alleviation has become a priority for Indonesia.

Since the New Orde, the government has launched various programs poverty alleviation and community empowerment that were run by various ministries and agencies. The famous one was IDT, which aimed to improve the quality the poor through development of human resources, capital, and business productive and institutional development. IDT concerns the scope of the program socio-economic activities of people living in poor villages. Acceleration socio-economic activities carried out through the development of economic resources in rural areas, the supply of basic needs, services, and creating the environment support for the process of poverty alleviation. The other Programs of poverty alleviation and community empowerment: KDP , P2KP (Urban Poverty Programme), P4K (Project Increasing Revenue Small Farmers and Fishermen) PEMP (Coastal Community Economic Empowerment) , KUBE (Joint Business Group), and others. Such programs run individually according to the policy of the Department concerned, not integrated, partially and sectoral.

Various studies evaluated the implementation of programs poverty alleviation and community empowerment, reported the successes and also the lack of success of these programs. According Muktasam (2001), citing Chambers (1983), Harrison (1995), Burkey (1993), Esman and Uphoff (1984), on the basis of the experience of experts in the process of rural development and poverty alleviation programs in countries Asia and Africa, it was concluded that the factors causing the failure of the program poverty reduction are: (1) Due to a 'target' and 'top-down'; (2) Abandonment of local values and bias 'outsiders'; (3) Lack of participation; (4) The approach is not holistic; and (5) Illusion investment. In terms of approach 'target' and 'top-down', poverty alleviation programs often set goals without involving the poor people themselves.

2. Literature Review

2.1 Empowerment as a process of reversing the unbalance of power

Empowering communities is the only sustainable way of reversing the dominance of government and oil companies that created the current situation of entrenched poverty. Disempowered and oppressed communities frequently internalize powerlessness. The process of

empowerment has the potential to transform communities from powerless victims to powerful partners and thus to change the dynamics of power between themselves and government and oil companies.

Power cannot be bestowed upon individuals, it has to be self-generated. This process of empowerment starts when individuals acquire self – respect, confidence and realize

their inner strength ('awakening'). The next stage is realizing the strength that comes from associating together and networking ('mobilisation') and act to realise individual and collective goals ('action'). The phase of 'awakening', when individuals gain self-respect, confidence and awareness of their inner strength is the beginning of 'agency' - capacity to act on behalf of one's aspirations and to achieve them. This phases, when taking control over their lives by individuals is crucial, individuals take control over their lives, is crucial to the success of empowerment process and poverty reduction efforts.

Disempowerment : lack of assets and capabilities voicelessness lack of political representation exclusion unresponsive government social fragmentation victim mentality lack of access to education pollution

mortality rate underdevelopment
unemployment vulnerability to conflict
poor governance dependency
powerlessness material poverty poor
health abuses of power by the state
conflict unbalance

2.2 Empowerment Definition and Meaning

Empowerment is related to the word power. In English, the concept leans on its original meaning of investment with legal power—permission to act for some specific goal or purpose (Rappaport, 1987). The new meaning of the concept includes mainly references to power that develops and is acquired. People are managing to gain more control over their lives, either by themselves or with the help of others. The form to be empowered relates to what is both a process and an outcome—to the effort to obtain a relative degree of ability to influence the world (Staples, 1990).

Initial Meanings of Empowerment . Barbara Solomon (1976, 1985) emphasized empowerment as a method of social work. Peter Berger and Richard Neuhaus (1977) proposed empowerment as a way of improving the welfare services by means of mediating social institutions. Julian Rappaport (1981) developed the concept theoretically and presented it

as a world-view that includes a social policy and an approach to the solution of social problems stemming from powerlessness.

There are four ideological approaches have provided the framework of ideas for the discussion of empowerment. **The first** is an ethnocentric approach, which seeks a solution for difficult social problems of ethnic and other minorities (Solomon, 1976; Gutierrez & Ortega, 1991). **The second** is a conservative liberal approach that seeks to revive the community as a social unit which among other things has to care for its weak citizens as well (Berger & Neuhaus, 1977). **The third** is a socialist approach which demands of equity and social responsibility in the treatment of social problems (Boyte, 1984). **The fourth** approach wants to see empowerment as a profound and professional implementation of democracy—one that will contain every legitimate social ideological current in the democratic society

Individual Empowerment

The personality structure is significantly influenced by environmental conditions. A person is not formed only by heredity and conditions of growth and care, but also by opportunities and experiences in the world around him. Among these, especially important to us is the ability

to make decisions and to act in order to attain goals. This ability (or its absence) shapes the person's character and influences the degree to which she will be the effective actor in her life (Pinderhughes, 1983).

Empowerment is an interactive process which occurs between the individual and his environment, in the course of which the sense of the self as worthless changes into an acceptance of the self as an assertive citizen with sociopolitical ability. The outcome of the process is skills, based on insights and abilities, the essential features of which are a critical political consciousness, an ability to participate with others, a capacity to cope with frustrations and to struggle for influence over the environment (Kieffer, 1984). The sense of personal ability connects with civic commitment. Individual empowerment is an expression on the individual level of a multi-leveled process which may be applied to organizations, communities, and social policy (Zimmerman & Rappaport, 1988).

Group Empowerment

Anyone who has gone through the experience of joining a self-help group in order to get help, and has discovered that she can also help others, knows how someone who begins the journey towards empowerment feels (Rappaport,

1985) When the empowerment process is undergone by the individual in a group, it also includes the enabling influence of a peer group within a collective-organizational structure, and also relations with a mentor that enrich the experience (Kieffer, 1983). Participation in a self-help group is considered an ideal (though not exclusive) means of encouraging individual empowerment, for such a group produces empowerment beyond the individual as well: people receive emotional and social support in the course of a change process in which they provide concrete help to others and acquire new skills, including development of ability for future public action (Dodd & Gutierrez, 1990; Chesler & Chesney, 1995)

The empowered community responds to threats to its quality of life, or initiates efforts for the improvement of the quality of life, by means of a network of community organizations. In addition, in an empowered community the following conditions exist: 1. Political openness, which is manifested in serious consideration of the residents' criticism and claims. 2. A strong leadership which seeks the residents' advice, and knows when to confront external forces and when to receive help from the outside. 3. Strong connections between the community's formal and informal

leadership. 4. Access to the mass media, such as radio, television, the press, which reflect all sectors of the community (Zimmerman,)

Some writers believe that community empowerment is expressed in the community's ability to create new human, existential, economic, social and political values for its residents, as an alternative to dysfunctional values that penetrate into the community from the capitalist economy, such as intensive consumption separated from daily life isolated individualism. Community empowerment therefore depends on a de-linking from the system at large, and on greater local self-reliance based on resources that the community households can produce (Friedmann, 1987). The outcome may be an making change: *the recovery of the political community*

John Friedmann (1992) claims that community empowerment is the creation of access to social and economic resources. Poverty, then, results from lack of access to essential resources, not only economic but also political and social resources.

This being so, some writers claim that politics, not planning, is the major process by means of which needs should be identified and responses for them should be located (Marris, 1987; Hajer, 1989).

“Community empowerment is a process where people work together to make change happen in their communities by having more power and influence over what matters to them.” There may be debates about the specific wording of this definition. But if we put these to one side, on one level, communities who feel a sense of control over what happens at a local level know exactly what empowerment is. Fundamentally, it is about people taking collective action to make change happen on their own terms. Community empowerment is a highly complex process to achieve and requires the active understanding and commitment from a wide number of stakeholders to achieve it. Community empowerment can be a slow, gradual process which involves continual learning and the constant building of a community's capacity to take on more – there is no finite end point in the process of community empowerment.

2.2 Stages of Community Empowerment

a. Capacity and Knowledge

Impart community members various skills and knowledge, such as conflict resolution and transformation skills, leadership skills, advocacy and negotiation skills, public finance management and various livelihood skills

b. Confidence and Attitude

Impart life skills to community members build their awareness of socio economic and political rights and obligation of government support their aspiration, show them how they can have their needs fulfilled and build their confidence that their lives can be improved through non violence

c. Community Inclusiveness and cohesion

Support peace building activities ,inclusive leadership and decision making process

d. Community Cooperation and Organisation

Promote solidarity , self - help initiative , collaboration of different community groups and inter - community networking

e. Community Participation and Influence

Mobilised community leaders, including women and marginalised group to develop a common vision and action plan and support them to engage the government and influence its decisions (Community Empowerment Model)

3. Research Method

This study is qualitative research and purposive sampling . This is include aspects and prospective respondents that will be focus of the study based on the situation and current ongoing condition of the research. It is use

technique of documentation, interview, questioner and observation.

The data regarding research question categorized in sequence, organized into a basic description, separated based on the meaning, provided with significant meaning of analysis and explained into pattern of data description

4. Finding and Analysis

4.1. PNPM , The National Community Empowerment

Program

On 2006, Indonesian Government has formulated an integrated poverty alleviation programme based on community empowerment . The programme inaugurated by President Susilo Bambang Yudhoyono was named The National Community Empowerment Programme (PNPM) .The Programme aimed for increasing the empowerment and independence of the community , poverty alleviation and the expansion of employment opportunities .PNPM program is not entirely new , but it is the comprehensive program integration of poverty alleviation programs based on community empowerment that expanded widely as a national program. Moreover PNPM Mandiri is an instrument for the achievement of the Millennium program Development Goals or MDGs . Therefore , the

period of PNPM Mandiri carried out until 2015 on target to achieve the MDGs . The program Funding from The Central Government (APBN), Local Government (APBD) and Society contribution

4.1.1 PNPM Program was being done in four clusters, namely:

Cluster 1, which is a group of integrated social assistance program family-based, aimed at fulfilling the basic rights and improved the quality life of the poor.

Cluster 2 is a group reduction poverty program and community empowerment, aimed to develop potentials and strengthen the capacity of poverty community groups to participate in development based on the principles community empowerment.

Cluster 3 is a group poverty alleviation program based on economic empowerment of micro and small enterprises, aimed to provide access to and strengthening the economy for Micro and small enterprises scale

Cluster 4 is other good programs directly or indirectly increase economic activity and the welfare of the poor.4.1.2. The road map PNPM Mandiri covers 5 stages namely :

Pillar 1 is the integration of the Community Empowerment .

PNPM Mandiri enhance participation, transparency and accountability in development planning processes , strengthening the sustainability of the ultimately determined by the integration of the principles , mechanisms and governance. PNPM promoted into the principles , mechanisms and governance regional development planning and Community development plans .

Pillar 2 Sustainability Mentoring (Fasliitator)

One element of the success of PNPM related closely with the facilitation and assisting the national meeting declared efforts to strengthen the capacity and competence companion community as the spearhead of community empowerment, and recognition profession and performance embody the entrepreneurial professional

Pillar 3 is the Institutional Strengthening Communities.

Public institutions were established by programs community development has absorbed a lot of resources and funding sources requires strengthening the capacity and the regulation of the the policy, the achievements that have been gained over many years may be reduced or even disappear altogether. strengthening needed in order to avoid the risk of collapse of social

capital investment that has been implemented by the Government .

Pillar 4 is the Role of Local Governments which include increased integration and coordination and partnership Center area . Encouraging increased role of local government not only will decrease the burden on the central government, but also strengthening the capacity and the quality of local government. in the implementation of development and community empowerment programs in particular

Pillar 5 is the Improved Governance, Transparency and Accountability . Good governance (good governance) has been established as one of one marker (legacy) that are important from the implementation of the empowerment program community in Indonesia.

4.2. Analysis

4.2.1 Determination of districts based on the number of poor.

It was very susceptible to counting the number of poor people, given that database of poor people was always questionable accuracy. Database PPLS used , which should be updated by the district / city based on local poverty conditions some have not updated accurately . Therefore updating the database should always be done in order to achieve the target

of PNPM program ,but it should be realized that the program was a national program of community empowerment , community development and not local development. So if there is an underdeveloped area then the mistake was not on PNPM , for the program is concerned with empowering the communities , instead of developing the area .In the General Guidelines for all PNPM there are four components , namely : human development , grant / Direct Community Assistance for ascertain how the community that has been built to prepare the various things like the meetings , an increase of local government capacity , other supporters .

4.2.2 . Community Independence

The community self reliance can not be achieved instantly , but must go through a series of activities planned community empowerment ,implemented and utilized by the communities themselves . Through the activities which made of , for , and by the public were expected to alleviate poverty more effectively . Therefore, the capacity of communities in the planning , implementation , utilization and supervision of construction should be increased through the activities they carry on.

Some efforts have been being done in order to build community independence ie : development community to build critical awareness and independence society , giving BLM (supporting fund) as a stimulant fund given to the community groups in supporting economic activities, planned communities to improve the well-being especially the welfare of the poor , increasing the governance and capacity building of local officials , and supporting the development management of government programs and other concerned groups in the management activity

4.2.3 The Contributions of PNPM in Poverty Alleviation

PNPM Mandiri has positive impact on poverty alleviation improving the welfare of society and increasing the availability of public services.

4.3 The successful achieved of PNPM Program as follows :

- 1 The existence of a significant reduction of poverty (Institute, 2010);
- 2 The participation of villagers in every stage of the PNPM in general high (Institute, 2010);
3. There is an increased consumption per capita 5 persen higher at home ladder compared to the control area (Bappenas , 2010)
4. Consumption increased at the poor family receiver PNPM 3% so that the

possibility of reducing poverty is greater 2,3 persen compared to the poor family in the control region (Bappenas 2007-2010);

5 Household treatment group had a higher chance of get a job and access to health care (Bappenas 2007-2009);

6 The Impact program 20 % higher in the poorest districts (The results of the study John Voss, 2012);

7 Regions treatment also had greater opportunity to 1-2 % reducing unemployment (study John Voss, 2012);

8 Since 1998 there is an increasing business assets productive economy of 14 billion to 41 billion and assets of savings and loan women's groups from 70 billion to 101 billion (Enrichment Seminar PNPM Mandiri, 2013);

9.The Officials have good information about the program and active in rural development programs (AKATIGA, 2010);

10 Indigenous People has information (notified) about programs village development, and actively involved in the meeting in the village (AKATIGA, 2010);

11. A significant increase in the management of community capabilities PNPM (Study findings P2E-LIPI 2010-2012);

12. The strengthening of democracy, interaction, and communication

between groups society (Study findings P2E-LIPI 2010-2012);

4.4 The weaknesses found in the PNPM as follows ;

- 1 The dominance of infrastructure projects in the PNPM activities resulting among others by the lack of infrastructure in the village (Institute, 2010) ;
- 2 The facilitator does not fully implement empowerment (Institute, 2010) ;
- 3 The disbursement of new BLM 70persen constrained by DDUB (the local government supporting fund) Disbursement of state budget can not be implemented if the budget is not yet available . In Bandung District was finally set up three sub-districts of 11 districts (PNPM Mandiri Enrichment Seminar, 2013);
- 4 there were deviations administrative procedures, processes, and PNPM funds at the community level (UPK) (PNPM Mandiri Enrichment Seminar, 2013);
- 5 The data differencies in some areas with the centre data,so the effect on the location and allocation (Seminar Enrichment PNPM Mandiri, 2013);
- 6 The overlapping poverty reduction programs (PPIP, Pamsimas, PNPM) (PNPM Mandiri Enrichment Seminar, 2013);

- 7 The allocation and determining the location specified by the Centre government sometimes less precise (PNPM Mandiri Enrichment Seminar, 2013);

5. Conclusion

1. The Coordination among the PNPM program very limited, only being done on determining the location and budget allocations each program as well as the formulation of the Road Map PNPM;
2. The Planning PNPM has a strategic role because it is an aspiration communities of bottom-up;
3. Nationally influence PNPM as one effort acceleration of poverty alleviation is still not measurable effect in poverty reduction. However, By region, based on the location of the recipient, there are successes, namely:
 - Integration of the participatory planning process has done fairly good;
 - Citizen participation is quite high in the processes;
 - Increased per capita consumption of the beneficiaries;
 - Increased opportunities for jobs and access to services basic;
 - Improved infrastructure development to open up access to centers of economic activity.

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INFLUENCE OF HANDEDNESS TO THE VOTING DECISIONS AMONG THE ELIGIBLE VOTERS OF CASS AND COE, MSU-IIT

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Abstract

Daniel Casasanto, in his Body-Specificity Hypothesis argues that people with different body types, i.e. hand dominance, interact with the environment differently, they then make different judgments. The hypothesis further argues that a left handed person form different judgments compared to a right handed person. The act of casting a vote is a judgment. Consequently, a left-handed voter could form different voting decisions as compared to a right handed voter.

This study explores the differences in voting decisions of left handers and right handers through a simulated election. The ballot was designed intentionally by the researchers to prevent the political knowledge and political biases from affecting their decisions.

The objectives of this paper are to identify the susceptibility of left-handed voter and right handed voter to the spatial positioning of the names of candidates in the ballot. This study identified if the spatial positioning and vertical positioning (Name-order) affect the variance in the voting decisions between left and right handed voters. Also, a gender slant is provided into the voting decisions of left-handed women and men, and between right-handed men and women.

The researchers of this study conducted a simulated election from 100 right-handed respondents, consisted of 50 male right-handed and 50 female right-handed. It also conducted the same simulated elections to 50 left-handed consisted of 25 male left-handed and 25 female right-handed.

The results of the research revealed that: (1) majority of the right-handed respondents and left-handed respondents are susceptible to the Spatial Position effect (2) majority of the right-handed and left-handed respondents are susceptible to the Primacy effect of Name-order (3) majority of the right-handed respondents and left-handed respondents remains susceptible to both effects of Spatial Position and the Name Order in a ballot where both effects can take result concurrently, through a double column array ballot design 4) Both left-handed and right-handed males are more susceptible to both Primacy effect of name-order and Spatial position effect than left-handed and right-handed females.

This research concludes that spatial position effect and name-order effect are clearly manifested in the votes cast by the left and right handed respondents and that handedness does have an influence in the voting decisions as its influence is facilitated by the ballot design. Majority of the research's respondents voted for the names on their side equivalent and names on top of the ballot manifesting the Spatial Position effect and Primacy effect of Name-order. Thus Casasanto's Body Specificity Hypothesis is ascertained; Left-handed and Right-handed respondents do think and make judgments differently.

Key Words: Handedness, Hand Dominance, Spatial Position, Name-Order

Background of the Study:

What if the way the body is designed play part in the decisions people make? What if the handedness of individuals affects the voting decisions they cast? According to Daniel Casasanto, the way people interact with the physical world affects their judgments and since people with different body types, i.e. hand dominance, interact with the environment differently, they then make different judgments. This is what Daniel Casasanto calls in his various studies as the Body-Specificity Hypothesis. Body Specificity Hypothesis states that (Casasanto, 2009, 2011):

...the content of the mind depends on our interactions with our environment; people with different kinds of bodies – who interact with the environment in systematically different ways – should tend to form correspondingly different neural and cognitive representations.

From this, it is a consequent knowledge that handedness, as an inherent physical trait, may influence voting decisions of the electorate, in general. And that whether or not one is right-handed or left-handed differences ensue accordingly, as human being's physicality has a direct influence in shaping his mentality.

Handedness is defined by Zoran Minderovic (1998) as the term which refers to a characteristic form of specialization whereby a person by biological circumstance uses one hand for clearly identified activities, such as writing. Handedness is a common and noticeable physical trait that people differ from each other. Others are left handed since they

prefer to use their left hand in performing essential actions, while others are right handed since they feel more favorable in using their right hand. Handedness therefore is not a choice deliberately made by an individual but an inherent trait that people have no other choice but to submit.

Voting, on the other hand, is a process for a group or an electorate to make a decision or express opinion—the vote. For many, it is known that factors such as social media, mass media, and other campaign strategies are those that affect most the forming of the voting decisions of voters so it may be unknown to most that handedness which is an intrinsic quality of an individual, greatly influences voters in their voting decisions, even at the actual process of making them (Casasanto, 2011).

Handedness:

Handedness, as an intrinsic and indispensable human trait, has become an important part of human's biological system which imposes subtle effects on brain and behavior (Casasanto, 2012). Hence, handedness may affect mental processes like decision making, especially on making judgment on whom to vote—making handedness as an essential factor that influences voters in the actual course of elections.

Various studies pointed out the clear difference in the way the minds work of left-handed as opposed to the right-handed and on how this difference become prevalent in actions. A study of Casasanto and Jasmin (2010) have analyzed speech and gesture (3012 spoken clauses, 1747 gestures) from the final debates of the 2004 and 2008 US presidential elections, which involved two right-handers (Kerry, Bush) and two left-handers (Obama, McCain). In this study, the researchers, Casasanto and Jasmin,

found out that the speakers, who were observed, associate positive messages more strongly with dominant hand gestures and negative messages with non-dominant hand gestures, revealing a hidden link between action and emotion. This pattern cannot be explained by conventions in language or culture, which associate 'good' with 'right' but not with 'left'; rather, the results support and extend the body-specificity hypothesis (Casasanto and Jasmin, 2010). The results of the study also argues said Casasanto and Jasmin (2010), that the hand speakers use to gesture may have unexpected (and probably unintended) communicative value, providing the listener with a subtle index of how the speaker feels about the content of the co-occurring speech. In the simple words of Jasmin and Casasanto,

In both of the left-handed candidates, left-hand gestures were more strongly associated with positive-valence clauses, and right-hand gestures with negative-valence clauses; in both right-handed candidates, right-hand gestures were more strongly associated with positive-valence clauses, and left-hand gestures with negative valence clauses.

The relation to the study of Casasanto and Jasmin (2010) then is very clear for this study will support strongly the claim that when brain dominance between left and right handed is existing then it affects the way people act the same way that this study tries to prove that it affects the votes that they cast.

Handedness & Name-Order:

Name-Order Effect indicates the phenomenon when candidates often received more votes when their names were listed first than when their names were listed after the names of one or more candidates with whom they competed (Casasanto, Kim, & Krosnick, 2014). Bringing together the effects of handedness in the person's susceptibility to name-order effects (Ballot-Order effects as referred to in other studies), Nuri Kim, John Krosnick & Daniel Casasanto (2014) have offered a theory of the psychology underlying name-order effects in their research, *Moderators of Candidate Name-Order Effects in Elections: An Experiment*. The research have found out that handedness has a particular influence on why voters are prone or susceptible to name-order effects. Accordingly, left-handers showed a greater tendency toward a primacy effect than did right-handers (Casasanto, Kim, & Crosnick, 2014). It was furthered that left-handers favored the candidate who appeared on the left in part because his name appeared on their dominant side—their "good" side of space (Casasanto, Kim, & Krosnick, 2014). Also, that the effect of handedness is informative about the cognitive underpinnings of the name-order effect (Casasanto, Kim, & Krosnick, 2014).

However, it was also pointed out by Casasanto, Kim, and Krosnick that aside from handedness, people with little information, high ambivalence, lower cognitive skills, and less cognitive effort in the time of the decision-making process are when name-order effect is the strongest.

Handedness & Spatial Position:

Spatial position refers to the left and/or right space or area where the names of the candidates are being positioned or placed. Handedness is theorized to have an influence in a person's preference of the candidates basing on the candidate's name position in the ballot (left or right). This is delved deeper in Casasanto's Body-Specificity of Emotion. Body-Specificity of Emotion argues people are "experts" at using their dominant hands to the extent that, perhaps over a lifetime of lopsided perceptuomotor experience, people come to implicitly associate good things with the side of space they can interact with more fluently and bad things with the side of space they interact with less fluently (Casasanto, 2009). Thus, people choose or prefer sides they most interact fluently.

To account such claim, Casasanto conducted an experiment where the participants performed a pencil-and-paper diagram task in which they drew one animal in each of two boxes, located either to the left and right of a cartoon figure or above and below a cartoon figure. Instructions indicated that the cartoon figure likes certain animals and thinks they are good but dislikes other animals and thinks they are bad. Participants were instructed to draw a good animal in the box they thought best represented good things and a bad animal in the box that best represented bad things. The results were that, more or less 75% of both left- and right-handers chose to draw good animals on the box located similar to their handedness. However, that is on the left and right side of space, in the upper and the lower side of space when the spatial orientation of the boxes were placed up and down the cartoon figure, both handedness favored the upper box

and drawn animals which they deemed to be as "good".

Another experiment was conducted by Casasanto for the identification of the effects of spatial positions to the judgments of people. In the experiment, participants had been asked to make judgments about figures referred as "Fribbles". Members of each "Fribble" pair were visually similar but clearly distinguishable by several salient features. Fribbles were arranged in two columns, one on each side of a list of questions printed in a center column. This arrangement placed the members of each Fribble pair on opposite sides of the page without calling attention to their spatial arrangement. Participants were asked to circle one member of each Fribble pair, located on either the left or right side of the question, to indicate a judgment about one of four personal characteristics (i.e. intelligence, attractiveness, honesty, happiness), for a total of 12 judgments per participant. Of the participants who showed a directional preference, a majority of left-handers (65%) attributed positive characteristics more often to Fribbles on the left of the page, whereas a small majority of right-handers (54%) attributed positive characteristics more often to Fribbles on the right of the page. Results of such experiments validated that spatial positions affects the judgment people make and the effects differ from left- and right-handers.

Bodily Relativity Theory:

Bodily Relativity of Daniel Casasanto is the bedrock theory of this research. The Bodily Relativity posits that, the human physicality, the body, including handedness, is a particularly stable and omnipresent aspect of the context in which we do our thinking, which act as a crucial point of interface between the mind and the world, and shapes the way we

think—thus, as Casasanto would put it, “People with different kinds of bodies think differently, and they think in predictable ways.” This theory has provided the link on how the body would shape the mind on various timescales. While it may be true, said Casasanto, that “many other contextual factors influence the representations people form and the judgments they make, as well, and other factors may override body-specific influences at times but the body is an ever-present part of the context in which we use our minds, and therefore has pervasive influences on the neurocognitive activity that constitutes our thoughts.”

Bodily Relativity Theory, as the general theory that explains how the body significantly shape the mind—cognition and perception—originated from Casasanto’s body-specificity hypothesis which has introduced the idea that people with different physicality/body interact with their environment differently. Focused on how handedness, genetic or induced, influences brain and mind, body-specificity theory have forked into different hypotheses that employ different focus, these are the body-specificity of language action and motor imagery, and body-specificity of emotion.

The body-specificity of action language and motor imagery hypothesis asserts that hand actions—holding a cup, throwing a ball, etc.—even performed in mere imagination corresponded to different patterns of activity in right- and left-handers’ motor systems. This highlights the idea that when a left-hander is being asked to imagine any manual action—thus, there was no performance of action, the right hemisphere of his/her brain is being activated as right brain specializes left-handedness in humans (Brain Lateralization). Hence, proving that

the biological neurocognitive processes of both left- and right-handed voters entails differences.

On the other hand, the body-specificity of emotion hypothesis argues that people’s implicit associations between space and valence are body specific: that these implicit associations influence people’s memory and their motor responses, as well as their judgments. According to this hypothesis, people conceptualize good and bad in terms of right-left space (Spatial Positions). Thus, meaning that when choosing sides or spaces left- and right-handers diverges for the former prefers the left space/side while the latter prefer the otherwise. More so, since a left-hander is fluent with the left side, as he interacts with the things around him using more of his left hand, s/he ingrains unconscious bias in him/her towards this particular space/side, which is also the case for right-handers. Hence, this establishes the idea that left- and right-handed voters are indeed prone to choose space/side equivalent to their dominant hand side, as they think of such space/side as the ‘good’ space/side, and as they also have accrued a veritable fluency with such space/side.

Evidently, Body-Specificity Theory asserts that right- and left-handers tend to form systematically different mental images, create different word meanings, and both left and right handers, arrive at opposite judgments about the same objects in the world, and have a radically different cortical organization of affective motivation. According to Casasanto,

“Our hands are particularly important for interfacing with the physical and social environment, but there may be nothing special about the mechanisms by which using our hands shapes our brains

and minds (e.g. associative learning), and body-specific effects should extend beyond the initial test bed of handedness”.

This theory best applies to this study because it supports the claim that there is a difference in the way left handed and right handed people think, and because vote is affected with thinking and as a consequence how both left and right handed differ in their voting decisions. This theory also supported the notion that left handed voters has more positive regard to those that are in their left side or in the side equivalent of their dominant hand. In contrast to that, Right handed voters is also seen to have positive regard to that of the right side of them.

Serial Position Effect of Ebbinghaus:

The Name-order effect as facilitated by handedness is supported by the Theory of Serial Position Effect. The Theory of Serial Position Effect states that when given a list of information and later asked to recall that information the items at the beginning (the phenomenon termed as, the Primacy Effect—a cognitive bias that allows items at the beginning of the list to be called at greater ease than items in the middle and the last (Feigenbaum, E., & Simon, H., n.d.) and the items at the end (on the other hand, termed as the Recency Effect—a cognitive bias that allows items at the end of the list to be called at greater ease than items in the middle and the first (Feigenbaum, E., & Simon, H., n.d.)) are more likely to be recalled than the items in the middle. Hence, when a voter is given a list, which in actuality comes as a list of candidates in a ballot, s/he would easily recall the first or the last entries. Thus in making a judgment on who to vote s/he is susceptible to choose candidates listed first or last, as his/her brain have easily

processed, and at the time when s/he directs the final judgment, still is processing such entries. Consequently, this theory established that voters are primarily biased towards candidates listed on the first or on the last in an order. Moreover, this theory explained why voters choose items listed on either the beginning or the end of an order—the primary and the recent.

Jantz’ Gray And White Matter Brain Difference:

In this research, the result shall be given a gender slant where the effects of Spatial position and Name-order to male and female respondents shall be compared. This is under the hypothesis that the effect of name-order and spatial position as facilitated by handedness vary in terms of sex. This hypothesis is hinged upon Jantz’ theory which argues that there is a difference in the brain structure between male and female and such difference may affect their difference in the susceptibility to the said effects. Such theory of structural difference between male and female brains highlights the idea that the brain is divided into two matters the gray and the white matter. The gray matter is the action- and information-processing unit of the brain while the white matter is the networking grid of the brain that connects the gray matter to other action-and information processing unit. Accordingly, the males utilize more the gray matter while the females utilize more the white matter. Thus, males and females tend to make different judgments as their brain is structured different from one another—males are more focused on and processes efficiently single information, while females are good on shifting focus on, or processing different set of information, at a given time. Next is the theory of the Nuerochemical Differences in men and women. According to Jantz

(2014), males and females process differently the neurochemicals inside the brains which is a factor on why males and females respond differently to specific situations. Again, as the biological structure of men and women are different, when put in a similar situation, male and female brains may produce different neurochemicals in response to such circumstance, or given that they produce the same, their bodies processes such neurochemical differently—which means a difference in the effects it ensue to the mind and body of men and women. Therefore, such theories directed that as men and women are biologically structured differently male and female voters tend to process information and respond to situations differently, thus arriving to dissimilar judgments.

Statement of the Problem:

This study looks into whether handedness, as an intrinsic human trait, affects voting decisions of a voter on the actual conduct of elections. Hence, in general, this study tests the effects of handedness to voting decisions of the voters. And specifically, this study tries to:

1. Find out whether or not voters prefer candidates placed on the area or space (left or right spatial position) in the ballot that is parallel to their dominant hand side.
2. Ascertain the Name-Order effect (preference of either the first or last) of ballot design among left- and right-handed voters.
3. Find out whether left- and right-handers remain consistent with their preference when the ballot is organized in a manner where the effects of name-order and spatial position can be elicited.
4. Determine whether there is a significant variation between the

males and females on both left- and right-handers' category.

Methodology:

This research is an experimental study of the influence of handedness in the voting decisions of the selected College of Arts and Social Sciences (CASS) and College of Engineering (COE) students of Mindanao State University-Iligan Institute of Technology. The survey method through simulated election exercise was used in the gathering of data. The simulated election exercise used the designed ballot of the researchers which contained names that the voters were not familiar of to avoid political biases among the listed names of candidates. Quantitative and qualitative analysis was done on all gathered data. Descriptive statistics in terms of frequency and percentage distribution was employed to present the data in a clearer manner. Chi Square method, on the other hand, determined and tested the significance in the variation of the recorded responses between males and females left-handed and between males and females right-handed.

The study was conducted inside the College of Arts and Social Sciences (CASS) and the College of Engineering (COE) of the Mindanao State University-Iligan Institute of Technology. The said university is located at A. Bonifacio Avenue, Tibanga, Iligan City, 9200, Lanao del Norte. The University is composed of six colleges and two schools and two of those are the chosen research settings, the College of Arts and Social Sciences (CASS) and the College of Engineering (COE).

The respondents of this study were third year and fourth year students from the College of Arts and Social Sciences and third year to fifth year students of

College of Engineering in MSU-IIT enrolled for the second semester. The respondents were: from CASS—Department of English, Department of Political Science, Department of Filipino and other Languages, Department of Sociology, Department of Psychology, and Department of History; and from COE—Department of Ceramic, Mining, and Metallurgical Engineering, Department of Electrical, Electronics & Communications and Computer Engineering, Department of Civil Engineering, Department of Engineering Science and Mechanical Engineering, and the Department of Chemical Engineering and Technology. Third year, fourth year, and fifth year students of CASS and COE were chosen as respondents of this study since they already are eligible voters.

Out of the 200 sample population of this study, 50 are left-handed male, and 50 are left-handed females. The other half was consisted of 50 female right-handed voters and 50 male left-handed voters.

The instrument that was employed in conducting this research was a simulation ballot. The simulation ballot was the same ballot used for both left- and right-handed voters. The ballot was designed in a way that it is incorporated with the parts to measure the effects of handedness (i.e. spatial position effect and name-order effect). The designed ballot that was used as research instrument was designed in a way that the respondents were not familiar of the names that were printed in the ballots to avoid political biases. To avoid the said political biases among the respondents during the simulated election process, the names of the candidates used in the simulation ballot were taken from the sample ballots of the state of Mississippi and the state of North Carolina released on November 3, 2015.

Results and Findings:

Spatial Position Effect

This part tries to ascertain whether right-handed respondents would favor more those names in the right side and the left-handed respondents in the left side, thus are left- and right-handed voters prone to the spatial position effect—the preference of candidates listed in the left or right side/space.

The susceptibility of the right-handed respondents to the Spatial Position Effect shown in Figure 1, below, indicates that right-handed respondents majorly voted for candidates placed in the right side of the ballot as compared to the left side. Right-handed respondents dominantly voted for the right side of the ballot, with 71 right-handed respondents, comprising 71% of the total number of right-handed respondents voted dominantly to the right side while the remaining 29 right-handed respondents (29%) opted for the opposite side. From this data, it can be inferred that right-handed respondents are susceptible to the effects of spatial position, since they voted majorly for the candidates listed on the space/side that is equivalent to their dominant hand (the right).

On the other hand, with regards to the side of the ballot the left-handed respondents favored most, is shown in Figure 2, below. Apparently left-handed respondents preferred candidates listed in the left side of the ballot, as majority of them, 42 out of the 50 left handed respondents (at 84%) voted dominantly for the left side of the ballot while the other (at 18%) composed of only 8 left handed respondents voted dominantly in the right side. Thus, in contrast to the right-handed respondents, the left handed respondents are susceptible to the spatial position effect in favor of the left side for majority of

these left-handed respondents have voted candidates listed in such side of the ballot.

Hence it can be clearly drawn that both Left- and Right-handers are susceptible to Spatial Position Effect facilitated by handedness—as 84% of the left-handed respondents dominantly favor the left side of the ballot, in the same manner as 60% of the right-handed respondents dominantly favored the right side of the ballot. These results are in congruence to Casasanto and Jasmin’s study which showed that people choose items on the sides parallel to their dominant hand because they tend to associate such sides or space with positive valence clauses, while perceiving the opposite side to it, negatively. In addition, this result as well validated by Casasanto’s argument that in choosing items people tend to prefer those which are placed on the side equivalent to their dominant hand, because of their motor fluency on such side.

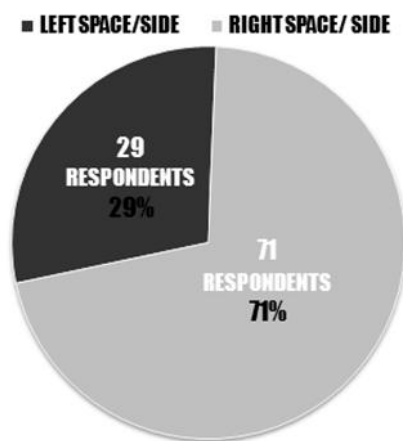


Figure 1 Spatial Position Effect in Left Handed Respondents (per respondent)

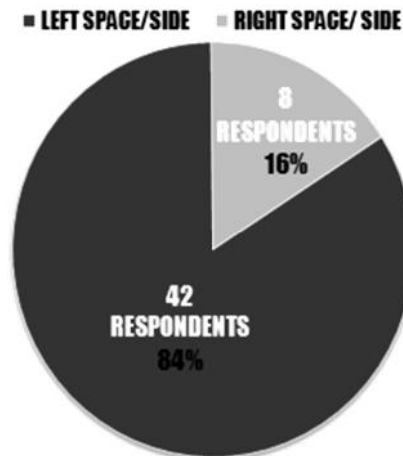


Figure 2 Spatial Position Effect in Left Handed Respondents (per respondent)

Name-Order Effect

This part looks into whether respondents would tend to favor the first or the top part of the array (Primacy effect) or on how they would favor instead the last or the bottom part of the array (Recency effect).

Figure 3 below shows the susceptibility of the right-handed Respondents to Name-order Effect (Primacy or Recency). The figure exhibits that the candidates listed in the top part (first items of the order) of the array were dominantly favored by the right handed respondents. With the number of respondent who dominantly favored the specific orders to where the candidates can be identified with, it was provided that 46.5 respondents which is 46.5% of the total number of right-handed respondents chose to vote candidates on the top or the first part of the list while only 23.5 respondents and 30 respondents voted in favor of the candidates placed in the middle part and the bottom or last part of the array, respectively. Therefore, it can be inferred from these figures that right-handed voters favor candidates listed in

the top or the first part of the ballot order and thus are susceptible to the Primacy effect of Name-order.

Evidently, as Figure 4 below suggests, Left-handed respondents also finds candidates listed in the top or first part of the array more vote deserving than the other candidates listed in the remaining orders—middle and bottom or last. As presented in the graph, 56% or 28 left-handed respondents majorly voted for candidates who are listed in the first part, 20 % of the left-handers or 10 of them dominantly casted their votes to candidates of the middle part and the remaining 26% or 12 respondents dominantly voted for candidates placed in the last. This means that, like the right handed respondents, left-handed respondents are also susceptible to the primacy effect of the name order.

However, in terms of the degree of susceptibility of the left-handers and right-handers to the name-order effect, it can be made sense from the results that, left-handers has a greater tendency towards the primacy effect as it is illustrated in the figure, that 56% of the left-handers are under the condition of primacy effect compared to the right-handers' 46.5%, which is in congruence with the study of Casasanto, Kim and Krosnick, which forwarded that left-handers shows greater tendency toward, and thus prone to, the primacy effect of name order than the right-handers.

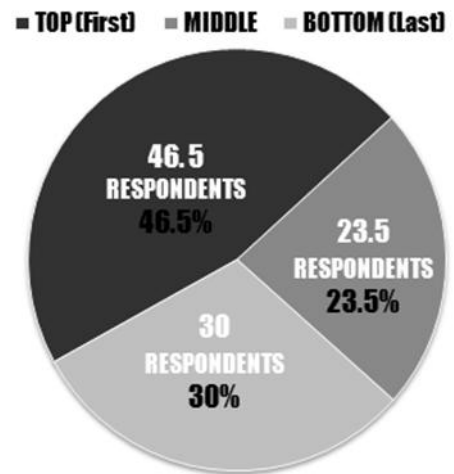


Figure 3 Name Order Effect in Right Handed Respondents (per respondent)

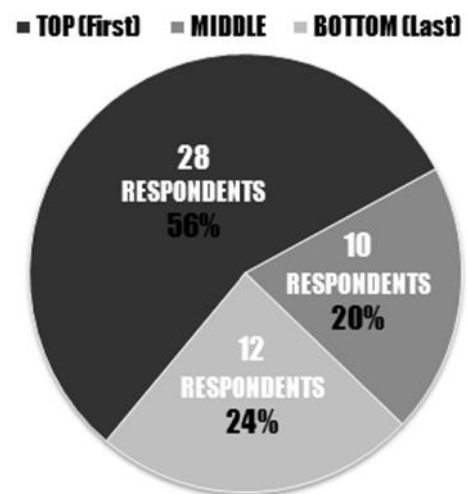


Figure 4 Name Order Effect in Left Handed Respondents (per respondent)

Spatial Position and Name-Order Effect in a Double Column Array

This part of the study tries to measure through a double column array type of ballot design, a ballot organization in which there are two columns in parallel—one on the left, and the other on the right—while each of the columns is an array of items that forms an order, whether or not the susceptibility of spatial

position effect habit with the susceptibility of name-order effect effectively. In simpler words: *will it be possible for a left-handed person to still prefer the left side of the ballot at the same time preferring the top or bottom part of the array (Top left or bottom left)?; or will it also be observed that right handed persons still prefer the right side of the ballot regardless of whether it's on the top, middle or bottom part of the array?*

Figure 5, below, which shows the consistency of the preferences of the right-handed respondents in their susceptibility to the effect of spatial positions, holds that the majority of the right handed respondents, that is 68 in number, have dominantly casted their votes for the candidates listed in the right side. Meaning 68% of the total number of right-handed respondents shows veritable susceptibility to the Spatial Position effect while the remaining 32% of the right-handed respondents favored the left side of the ballot. From here, it can be made sense that even if the right-handed respondents are able to choose from a number of candidates, listed top-down in a column which comes into two, one on the left and the other on the right side of the ballot—instead of a two-candidate-one-for-each-side arrangement—right-handed respondents will still vote for the candidates placed on the side equivalent of their dominant hand—right. Hence, Right-handed voters are still susceptible in voting candidates placed in the right side or space of the ballot—Spatial Position Effect, even when the ballot is organized in such an organization of a double column array. Furthermore, for the consistency of the susceptibility of right-handed respondents to the other effect, name order effect, Figure 6, below, shows the percentage distribution of the right-handed respondents that generally remains consistent with their choice from

the one-columned ballot organization. As the graph would put in detail, the top or first order attracted a mass of 54 right-handed respondents, 54% of the total right-handed respondents, the middle with 22.5 respondents or 22%, while the last or bottom part of the order gathered the remaining 24% or the 23.5 respondents. Hence, it can be extracted that with the concurrent effect of spatial positions, which comes with the double column array ballot organization, the respondents still favorably vote the top part of the ballot making them susceptible still to Primacy effect of Name-order.

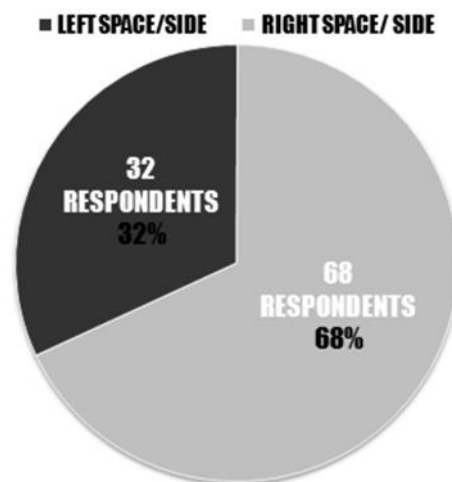


Figure 5 Spatial Position Effect among Right Handed Respondents in a Double Column Array Ballot Organization (per respondent)

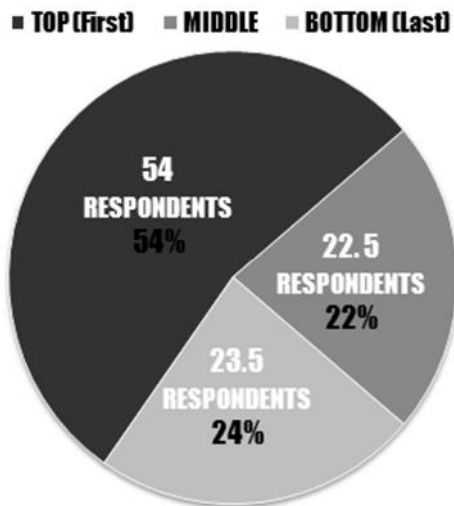


Figure 6 Name-Order Effect among Right Handed Respondents in a Double Column Array Ballot Organization (per respondent)

In another vantage, in the category of left-handers, Figure 7, below, presents the gathered data of how many of the votes casted by the left-handed respondents went to the left side and on the right side of the ballot when the ballot design shifted into a Double Column array. As can be observed in the graph, the candidates of the left side received the majority of votes of the 75% of the left-handed respondents, comprising 37.5 left-handed respondents, while right side received the majority of votes the remaining 25% or 12.5. From these counts, generally, left-handed respondents tend to vote for the candidates listed in the left side, even if they find more choices on the right. Thus, even the ballot is in a complex organization, as long as there can be an identifiable left and right sides, left-handed respondents will still vote for the candidates placed in the left side of the ballots. Moreover, Figure 8 shows the distribution of left-handed respondents in

terms of candidates' name order in the ballot. The graph provides that 54% of the left-handed respondents, comprising 27.667 respondents are favoring their votes on the top part of the array, 16% containing 8.1667 number of respondents favored the middle part, while the remaining 28% containing 14.667 number of respondents favored the bottom part. In analyzing these results presented by the graph, it can be dug out that regardless of the spatial position aspect in a double column array, the respondents still favorably vote the candidates on the top part of the ballot making them susceptible still to Primacy effect of Name-order even if the ballot design is not in a single vertical column but in a double column array.

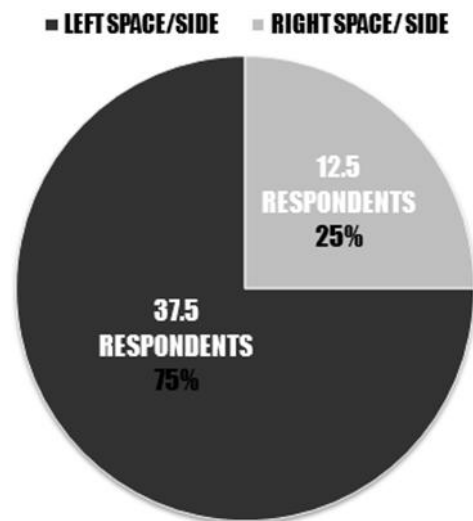


Figure 7 Spatial Position Effect among Left Handed Respondents in a Double Column Array Ballot Organization (per respondent)

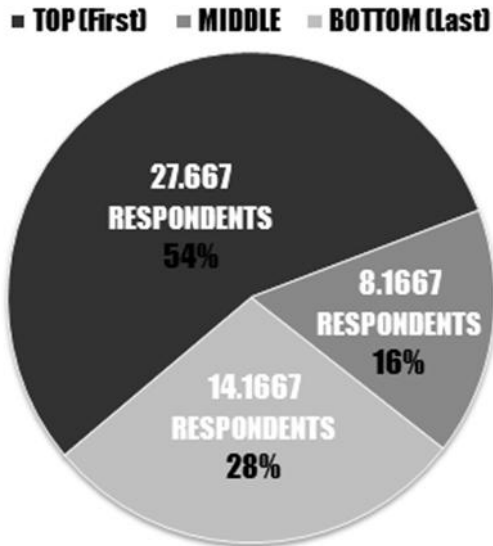


Figure 8 Name Order Effect among Left Handed Respondents in a Double Column Array Ballot Organization (per respondent)

Significant Variation between Male and Female within Left and Right-handed Categories

In the aim of providing a more critical analysis in the results of this research, the researchers present the gender slant of this study where the influence of both Spatial position effect and the Name-Order effect, will be analyzed in the lens of sex. This will answer the questions; *will a left-handed male have a different level of susceptibility in spatial position effect and name-order effect from a left-handed female? Will a right-handed male have a different level of susceptibility in spatial position effect and name-order effect from a right-handed female?*

Table 1 Significant Variation between Right-handed Male and Female Voters in terms of the Degree of their Susceptibility to the Effect of Spatial Position

Right Handed Voter's Sex	Spatial Position		Mean	Total	Proportion
	Left Side (per vote)	Right Side (per vote)			
Female Observed	158.0	192.0	175.0	350.0	50.0
Female Expected	136.0	214.0			
Male Observed	114.0	236.0	175.0	350.0	50.0
Male Expected	136.0	214.0			
Sum	272.0	428.0	350.0	700.0	100.0
χ^2 Female	3.56	2.26	12.12	SIGNIFICANT	
χ^2 Male	4.25	2.05			
DF	1				
CRIT	3.841				

Legend:
DF – Degrees of Freedom
CRIT – Critical Value

Table 1 shows that female right-handed respondents are less susceptible in voting candidates listed in the right side of the ballot than the male right-handed respondents. In other words, female right-handed respondents are less susceptible to the spatial position effect as compared to the male right-handed respondents. At value of 12.12, it can be inferred that there is a significant variation between male and female in their degree of susceptibility to spatial position effect.

Table 2 Significant Variation between Left-handed Male and Female Respondents in terms of the Degree of their Susceptibility to the Effect of Spatial Position

Female Observed	109.0	66.0	87.5	175.0	50.0
Female Expected	58.5	29.0			
Male Observed	125.0	50.0	87.5	175.0	50.0
Male Expected	58.5	29.0			
Sum	117.0	58.0	175.0	350.0	100.0
χ^2 Female	43.59	47.21	135.0	SIGNIFICANT	
χ^2 Male	35.38	8.82			
df	1				
CRIT	3.841				

Legend:
DF – Degrees of Freedom
CRIT – Critical Value

Table 2 shows that female left-handed respondents are less susceptible in voting candidates listed in the left side than the male left-handed respondents. This means that, female left handed respondents are less susceptible to the spatial position effect as compared to the male left-handed respondents. At a value of 135.0, it can be deduced that undoubtedly there is a significant variation between male and female left-handed respondents in their degree of susceptibility to spatial position effect.

Table 3 Significant Variation between Right-handed Male and Female Respondents in terms of the Degree of their Susceptibility to the Effect of Name Order

Right Handed Voter's Sex		Name Order			Mean	Total	Proportion
		Top or First (per vote)	Middle (per vote)	Bottom or Last (per vote)			
Female	Observed	85.0	85.0	80.0	85.0	250.0	50.0
	Expected	104.5	67.5	78.0			
Male	Observed	124.0	50.0	76.0	87.0	250.0	50.0
	Expected	104.5	67.5	78.0			
Sum		209.0	135.0	156.0	172.0	500.0	100.0
χ ² Female		3.64	4.54	0.051282	17.47	SIGNIFICANT	
χ ² Male		3.07	6.13	0.1			
df		1					
CRIT		3.841					

Legend:
DF – Degree of Freedom
CRIT – Critical Value

Table 3, on the other hand, shows that female right-handed respondents prefer at equal frequency candidates listed first and middle in the ballot unlike the male right-handed respondents who are in majority prefers candidates listed on top or first. More so, it is evidenced in the table that the votes of female right-handed respondents are in fair distribution, in terms of the pattern of preference, to every parts of the order, in small gaps between numbers, which is in a contradiction to a generally top-focused vote of the male right-handed respondents. From this, it can be made sense that female right-handed respondents are less susceptible to the

primacy effect of the name order, as compared to male right-handed respondents. Hence, as evidenced with the 17.7 value, there is a significant variation between male and female right-handed respondents in terms of their susceptibility to such effect. Aside from that, as what can also be observed, the votes of the male right-handed respondents are top-focused, in a general sense, as compared to the relatively evenly distributed vote of the female right-handed respondents.

Table 4 Significant Variation between Left-handed Male and Female Respondents in terms of the Degree of their Susceptibility to the Effect of Name Order

Left-Handed Voter's Sex		Name Order			Mean	Total	Prop
		Top or First (per vote)	Middle (per vote)	Bottom or Last (per vote)			
Female	Observed	53.0	40.0	32.0	46.5	125.0	50.0
	Expected	56.5	33.0	35.5			
Male	Observed	60.0	26.0	39.0	43.0	125.0	50.0
	Expected	56.5	33.0	35.5			
Sum		113.0	66.0	71.0	89.5	250.0	100.0
χ ² Female		0.22	1.48	0.34507	4.45	SIGNIFICANT	
χ ² Male		0.20	1.88	0.3			
df		1					
CRIT		3.841					

Legend:
DF – Degree of Freedom
CRIT – Critical Value

Table 4 illustrates that, generally, female left-handed respondents prefer candidates listed first or top of the ballot in a lesser manner as compared to the male left-handed voters who are in majority prefers candidates listed on top or first. More so, similar to the case in the right-handed category, it can also be observed in the table that the votes of female left-handed respondents are in a relatively fair distribution among the parts of the order, in comparison to the male left-handed respondents' votes. Hence, it can be contended that female right handed respondents are less susceptible to the primacy effect of the name order, as

compared to male right-handed respondents.

The aforementioned results showing the variation between males and females within the categories of the lefties and the righties, especially in name-order, is in tune with the theory of the difference in utilization of gray and white matter between male and female, which contends that female generally utilizes more the white matter of the brain, or the 'networking' matter of the brain, which is responsible to multi-processing of different information at the same time, which explains why women tend to be able to see the entire picture of choices and is able to process the different entries in the order. In line with that, this theory explains that men tend to have focused processing of information because they are not efficient in looking and then processing all of the parts at the same time, which explains such focused choice.

Conclusions:

The way people interact with the world affects their judgments (Casasanto, 2009). Since we interact with the world through our body, we perceive and interpret things in such a way that the body can relate naturally (Body Specificity Hypothesis). Hence, our thinking is constantly being shaped according to the body we have. Handedness, as physicality, and as an intrinsic and indispensable human trait, indeed, has a pervasive influence on people's thinking and decision-making (i.e. casting a vote in elections) (Bodily Relativity Theory). And as people have different bodies, different handedness, the electorate tends to make dissimilar judgments—left-handers forms different judgment from the right-handers, as well as males from the females.

Evidently, as both are susceptible to the spatial position effect, left-handed

voters are prone to choosing candidates who are listed in the left side of the ballot while right-handed voters, on the other hand, finds candidates listed on the right side more favorable. Thus, when voting, using a ballot from which left and right spaces can be identified clearly; left-handers would be attracted with and thus would vote for the candidates in the left, whilst right-handers would prefer candidates listed in the right. Such dissimilarity between the preferences of the voters of different physicalities, is actually due to each conceptualization of what is good and what is bad in terms of the left-right space (Casasanto, 2009). According to Bodily Relativity Theory, people tend to associate positive valence clauses on the side or space equivalent or parallel to their dominant hand, which means, left-handers tend to put positive regards with the left, as well as right-handers with the right. More so, as both left- and right-handers interact with their environment using more of their dominant hands they have had already acquired a veritable fluency and facility with the side or space equivalent to it, which explains the psychological bias they have on such spaces.

On the other note, in choosing whom to vote from a single-columned list of candidates, both left- and right-handed voters are susceptible to the name order effect due to the psychological bias people have on the first orders and the last orders, as items listed, mentioned, or seen in such orders can be easily recalled (Serial Position Effect). But, it is the primacy effect of the name order that is greatly affective to the voters, as both left- and right-handed voters finds the candidates listed in the beginning or first (the top part, in this case) as more vote-deserving than the other candidates listed in the other orders. This is resounded in Miller and Krosnick's study which

concluded that indeed primacy effect of ballot-order (or name-order) is more pervasive than the recency effect for such effect influences greatly people even from across different cultures. However, differences still ensues in terms of the degree of susceptibility to the effect for left-handed voters are more prone than the right-handers to the primacy effect of the name order—voting at a higher frequency for candidates listed first.

Strikingly, however, even when both effects of spatial position and name-order can be elicited in a single ballot organization, all at the same time, both left- and right-handed voters remains consistent with their preferences—left handed voters remained to vote for the candidates placed in the left and the top, and right-handed voters remained to vote candidates at the right side and the top. Hence, even if the voters can perceive the spatial positions and temporal orders to which the candidates are listed, and thus have more number of candidates to choose from who are not situated in the left and the top for the case of left-handed voters or in the right and the top for right-handed voters, they are still prone to both effects and so remains constant with their choices.

Furthermore, in terms of sex, which is also a physicality, males' and females' votes within the categories of left- and right-handed voters shows a significant variation with regards to the frequency of casted vote as well as in the frequency of the number of voters who favored a specific side or order. Evidently, in both light of the spatial positions and name order, males posited a focused distribution of votes, while female posited a relatively distributed votes, especially in name-order effect. Such apparent variation is echoed on the theory on the biological structure differences between

male and female—the Structural Difference of the Brain or the Gray-White Matter Difference—which averred that males are more focused than the females who can process multiple information due to female's effective utilization of the white matter, that is the networking grid of the brain which connects a processing unit to another units, which is less utilized by the males. Therefore, males cannot efficiently process every part of the entirety at a given time—thus the reason for their top-focused votes, and females, in contrast, can efficiently process every single bit of information in a given set at a given time—thus explains the relatively fairly-distributed votes.

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MIGRANTS OF DOLOGON: A DOCUMENTATION OF THEIR STORIES (1956-2014)

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Abstract

This study was conducted to determine the cause and effect of migration of the *dumagats* to Barangay Dologon. Specifically, it aims to identify the early migrants of Barangay Dologon; determine the factors that led them to migrate to the barangay; identify the challenges that they had encountered; determine how they adapted to the new environment and co-existed with the early settlers; and know their contributions in the political and socio-economic development of Barangay Dologon.

The researcher utilized both primary and secondary sources to suffice the study together with twenty (20) key informants who were capable of telling the stories of the arrival and experiences of the migrants. The documents gathered were analyzed and had been checked for authenticity and accuracy. Furthermore, the study catered a background of Maramag and of Barangay Dologon, the locale.

The *lumads* had been included as they are the original inhabitants of the barangay, and established a permanent settlement in Dologon before the migrants arrived. It weighed the experiences of the *lumads* towards the migrants and the experiences of the migrants towards the *lumads*. The penetration had led to evolve the place into a more productive community. The influx of these people was to be considered as an economic venture of their own interests. The migrants in Dologon were classified into two (2): the pioneering migrants who happened to settle in the place in the earlier years of the barangay; and the migrants who were considered educators and laborers.

The study is a historical research that determined the migration process that occurred in Dologon, and synthesized the impact they had created in the development of Barangay Dologon.

Key Words: *dumagat*, migrants, migration, settlement

INTRODUCTION

Migration is the process of moving of people or group of entities from one place in the world to another for the purpose of taking residence; usually across borders of their originated place

(www.nationalgeo.com). People migrate for a variety of reasons. They consider the advantages and disadvantages of staying versus moving, as well as factors such as distance, travel commodities, travel time, geographical features of the place, and

cultural barriers. Thus, migration greatly affects population patterns and characteristics, social and cultural patterns and processes, economies, and physical environment. As people migrate or move, their cultural traits and ideas of their origin diffuse along with them, creating and modifying the cultural landscape and the place.

In the Philippines there had been a substantial period of land settlements. Since the pacification of the Muslim south, streams of migration have been observed heading southward. This process proceeded with government toleration and at times explicit encouragement even during the earliest American colonial period. Paderanga Jr. (1987) discussed two types of resettlement; the first is the official, government sponsored, formal public settlement programs, and second is the spontaneous movements in response to various government policy changes including the government own resettlement programs.

Lao (1981) pointed out how migration had contributed to the population growth in Bukidnon. From 1920's to the outbreak of World War II, it had significantly attracted migrants throughout the country to resettle in the province. Though, the effect of migration in the province was quite late, due to the problems like the total lack of good roads and bridges in Bukidnon, this problem had slowed down the migration process and even were not recommended for active resettlement by migrants. Although several families from Batanes and Iloilo who came and settled in Bukidnon in the middle part of 1918, no other groups of people were reported to have migrated to the province between 1914 to 1920. There were land seekers from the island of Luzon and Visayas who came settled in Mindanao during the same period but most lived along the coastal

provinces for practical reasons. An increase of number of Christian settlers started penetrating Bukidnon in 1920's as the road between Cagayan de Oro and Malaybalay became regularly used by vehicular traffic. This improvement led to the increase of the province population and rate of migration.

Barangay Dologon had been one of the earliest barrios in the Municipality of Maramag. It had been established as a barrion through Executive Order No. 5, dated February 22, 1917. Dologon as one of the largest barangays in Maramag paved way to series of migration, wherein, the migrants had contributed to the political, economic, and socio-cultural development of the barangay until its establishment as a barangay during the Marcos regime in 1970. Thus, this paper documents the migrant's hardship, challenges, survival and adaptation to the new environment. This paper will also highlight the events that triggered the importance of these migrants to the development of Barangay Dologon.

RESEARCH OBJECTIVES

This paper provides a descriptive narration of the experiences of the migrants in Barangay Dologon. Specifically, he paper seeks:

1. To identify the early migrants of Barangay Dologon.
2. To determine the factors that led them migrate to Barangay Dologon.
3. To identify the problems and/or challenges they encountered.
4. To determine how the migrants adapted to the new environment and co-existed with the early settlers ; and
5. To determine their contributions in the political and socio-economic development of Barangay Dologon.

SIGNIFICANCE OF THE STUDY

The various stories of the migrants from Dologon are essential in documenting the history and development of the barangay. This study is valuable for the present inhabitants of Barangay Dologon for this paper aspires to: (a) help them better understand their environment (b) educate them the differences in terms of their cultural background and to alleviate a mutual understanding between the migrants and the *lumad* (c) add to the literature of our local history which would be beneficial to suffice the blank space to our national history, and (d) provide the local government units a better background and ideas that will correspond to the needs of the settlers in the locality.

This study may not be sufficient enough to give a better understanding of migration process in the province of Bukidnon, but, it serves as take-off point for future researchers that would like to expand the study about migration in the province.

METHODOLOGY

The research locale is situated in Barangay Dologon, ten (10) kilometers away from Poblacion, Maramag, Bukidnon. It is around forty-one (41) kilometers from Malaybalay City. The barangay is situated along the corridors development of the municipality. The interior part of the barangay can be reached through the provincial and barangay roads. Barangay Dologon is comprised of twenty one (21) puroks.

The gathered data, the source of information had come from primary and secondary sources. The primary sources are official certificates, approved resolutions of the barangay, and interviews. The secondary sources had come from books, journal, undergraduate theses, special projects, and dissertations. The information gathered had undergone internal and external criticism. External criticism is used to identify the authenticity

of the documents to be used by the researcher, and also internal criticism is then applied to assure the accuracy and the correctness of the documents. Since, the subject of this paper had focused on the history of the migration in Barangay Dologon and its development; the researcher had utilized some of the barangay and municipal records such as Barangay Development Plan (2010-2014), (BDP), Community Based Monitoring System (CBMS) 2011, Municipal Development Plan, and Comprehensive Land Use Plan, certificate of land transfer from the migrants for the documentation that they acquired the land in the barangay.

The conduct of interview was needed to supplement the primary documents gathered by the researchers. The researchers interviewed five (5) *lumads* who were able to witness the arrival of this known migrants, and fifteen (15) personalities consisted of two (2) barangay officials, three (3) offsprings of the migrants, and ten (10) individuals who are the actual migrants in the locale.

Dologon

Dologon is one of the barangays of the Municipality of Maramag in the southern part of Bukidnon. When traveling by land, Maramag is ideally three (3) hours from Cagayan de Oro City (north reference), three (3) hours from Davao City (south-east), two (2) hours from Wao, Lanao del Sur (west), and five (5) hours from General Santos City.

Barangay Dologon is situated north by Barangay Lumbo of Valencia City, in the South by Barangay Tubigon; in the west by Barangay Kisanday; and in the east by Barangay Butong of Quezon. Its geographical coordinates is approximately 7°48'00" to 7°54'00" north latitude and 125° 02'00" to 125°03'00" east longitude.

It is approximately ten (10) kilometers away from Poblacion, Maramag, and Bukidnon. It is around forty (41) kilometers from Malaybalay City, the provincial capital of Bukidnon. The barangay is situated along the corridor development of the barangay roads (BDP, 2012).

Dologon has a total land area of 4,494.54 hectares. 92.13% of this (4,140.65 has.) is considered as an alienable and disposable land. Only 7.87% is considered as timberland areas covering about 353.94 hectares.

The Municipal Comprehensive Land Use Plan (CLUP) reveals that Barangay Dologon is composed of upland and low land areas. The upland area is composed of forest/timberland and low land areas consist of the agricultural area, build up area, special land uses, and water bodies.

Early Political History

The province of Bukidnon was first composed of twelve (12) municipal districts of Impasug-ong, Talakag, Baungon, Claveria, Guimbaloran, Libona, Lourdes, Malitbog, Maramag, Napaliran and Sumilao, under Executive Order No. 13, series of 1915. By virtue of Executive Order No. 5, dated February 22, 1917, the Municipal District of Maramag was then composed of twelve (12) barrios of Maramag, Dologon, Kiokong, Miuban, Pangantucan, Nungnungan, Damulog, Dagumbaan, Salawagan, Kibawe, Omonai, and Kalilangan, forming almost one-third of the entire area of Bukidnon Province (MPDO, 2015).

Before 1960, Dologon was composed of the new barangays of Bayabason, Kisanday and Tubigon all within the Municipality of Maramag. Republic Act 3590 had created the *barrio* charter in which barangay such as Tubigon had separated on December 11, 1966, the

separation led to their own political independence from their mother barangay. The separation of the said barangays had deteriorated the Dologons total population and land size (Barangay Profile, 2009).

The term *barrio* was then converted into "*Barangay*" during the Marcos regime through Presidential Decree No. 55, series of 1974. Barrio Captain was then converted into Barangay Captain of which Pedro Pacomios assumed to be the first to be called as such.

The *lumads'* political unit of chieftaincy had been the early political unit in the place. As early as 1900's this political unit had existed in the place. The history of the moving of the *lumads* in the area was first led by "*Datu Ernesto*" who served as the tribal chieftain of the lumads in the place. His descendants such as "*Apo Manlatum-Santiago Salana Bungcas*", latter led the *lumad* in the place. The existence of Chieftaincy in the barangay can still is observed today, but not that much power it had onced in Dologon. (Barangay Profile, 2009) During the declaration of Dologon as one of the *barrios* of the Municipal District of Maramag, Paulino Cuwaw a lumad had been the first to hold the highest position in the barangay. By 1946, Apo Anecito Nayawan also a lumad had been able to hold the office and then replaced by his brother Roque Nayawan.

Lumad

Bukidnon is blessed with its natural resources, a landlocked province with various and independent cultural entities. It is inhabited with seven (7) different tribes, they are the; *Bukidnons*, *Higaunon*, *Manobo*, *Matigsalug*, *Tigwahanun*, and the *Umayamnun*. These tribal entities derived their names on the watershed they occupy. Each of these tribal entities is being led by a Datu or a Chieftain that

performs political and spiritual rites (www.maramag.gov.ph).

The early government officials of Bukidnon like Lewis and Fortich Sr. felt the responsibility of resettling the natives through persuasion or even with the use of force. The use of force may be excusable if juxtaposed with the good intention and purpose of said government officials, i.e., to effect a fast and immediate resettlement of the natives so that agricultural development could be easily carried out (Lao, M. 1981, pp. 176). The early officials of the government of Bukidnon had aimed several purposes for the natives, as such as the resettlement of this people from the highlands to that of the low lands of which the governmental programs can be easily carried out. Another countermeasure used by the officials for the native was the “*Asin Politics*”, which aimed to attract the native through giving them *asin* or salt of which were new to the natives. This had been a successful tactic that had greatly attracted natives to resettle in the low lands area in Bukidnon.

Dologon is inhabited mostly by the Talaandigs and that of Manobos. These tribal entities are of one family clan and are headed by “Apo Manlatum-Santiago Salana Bungcas”, a descendant of “Datu Ernesto” and “Carlito Bungcas-Nayawan-Saloay-ay Mal-ing Linbana Clan”. Together with him living in Dologon were “Apo Man-Hugna-Seledonio Buntan” also known as “*Diwata*”, “Apo Man-Disal-Paulino Cuwaw” and “Apo Man-uhay-Jose Sayante”. They are the people who stand as the founding leaders of the *lumads* in Dologon (Barangay Profile, 2015).

The importance of roads and bridges as keys for the development is something that cannot be overemphasized. To the already settled communities, roads and

bridges can facilitate a more efficient movement of people and provide for an easy flow of trade and commerce (Lao, M. 1981, pp. 201). The construction of these roads had paved way to an influx of great number of people of which the *lumads* referred as “*dumagats*”. The immigration of these people had greatly populace the province and even changed the course of the province from its earlier state.

Dumagat

As early as 1900 when Mindanao had been pacified and had been advised for settlement, a minimal movement of people had been recorded. This settlement may be of governmental endorsement and that of sporadic private movement in response to various governmental policies. The penetration of these migrants to the province had been recorded late, due to the province’s geographical location and the poor road condition had affected their traverse to the province. The road condition of Bukidnon during 1900 had been described as third class roads, meaning the roads are not concreted, animal couriers such as cows, horses and carabaos can traverse the road, the road improvement was observed during the 1920’s when the government in Bukidnon had allocated budget for road conditioning. Thus, this poor road condition had burdened the migrants (Lao, 1981).

From the 1920’s to the outbreak of World War II, migration was another factor that contributed to the population growth in Bukidnon. It is noted that the effect of the influx of migration in the province was quite late considering that as early as 1914 the governor of the Department of Mindanao and Sulu published a considerable amount of propaganda aimed at attracting settlers from Luzon and the Visayas to come and own homestead lands in the Mindanao and

Sulu area (Lao, M. 1981, pp. 228). Such action by the Department of Mindanao and Sulu had not attracted much of migrants for it was only during the outbreak of World War II that a great number of people had move in the area, for the road condition had been uplifted, there was already vehicular availability in the form of buses and other transportation commodities, although not as much, and also a more expounded resettlement programs catered by the government for the migrants.

The researchers classified the waves of migration in Barangay Dologon into two (2) phases. The first phase is the migration of the earliest known migrants in Dologon; and the second, is the phase, wherein barangay Dologon had already achieved a state of governance and of economic activities. The first groups of migrants are being classified as land seekers who established a community together with the *lumads* in the barangay; while the second type of migrants are being classified as educators and skilled workers who settled in the place and had acquired land and married an earlier migrant or that of a *lumad*.

The earliest groups of migrants to have settled in Dologon were the "*Bol-anons*" from Bohol. These groups of people are either land seekers or skilled workers who had worked in the province and had been assigned in Maramag and acquired land in the area.

When the *Bol-anons* were able to penetrate the place, the second phase of migrants were able to arrive in Dologon. After the Second World War, there was an influx of migrants towards the place. People from Visayas and Luzon were able to move in. This people were considered as land seekers, educators, and skilled workers, students who studied in Central

Mindanao University (CMU) and married a descendant of an earlier migrant or that of a *lumad*.

Land Acquisition

The government had issued several resettlement programs to inhabit the island of Mindanao. The government had endorsed people from Luzon and that of the Visayas for the purpose of resettlement and to cultivate the agricultural lands in Mindanao which were not developed. The government also aims to populace the island and to solve the population problem occurring in Luzon (Paderanga, 1987).

Many migrants had been attracted to the program for the government had offered to pay and finance the migration process of these people. Land seekers, the jobless people had been attracted by this program for the government had issued to assist them. Although; the entrance to Central Mindanao had been recorded late, some migrants from Luzon and of Visayas had choose settle near the shores of Misamis and other parts of the islands to secure a livelihood and to enable their basic necessities (Lao, 1981).

Homesteading

The primary reason of the migrants to reach Bukidnon was to gain a piece of land for the purpose of both settlement and farming. Most farmers or settlers in Barangay Dologon had acquired their piece of land through the Commonwealth Act No. 141 or the Public Land Act. The Public Land Act or Homesteading by the government had catered the process of the papers for free accordingly to the *dumagats* interviewed (Simbahon, 2015).

The Homesteading's purpose was to populate the place and to create an agricultural opportunities in the lands of Bukidnon. The Public Land Act had

secured per families five (5) to six (6) hectares of land for settlement or agricultural purpose; some exceed the expected amount of lands to be acquired. Many migrants in Dologon were able to gain land either given by the *lumads* or of by their relatives. To secure the titles of their acquired land they registered them through Homesteading project of the government. There were many who tried their luck in acquiring lands here.

Lands from the Lumads

The *lumads* happen to give their lands through a barter of goods or because the migrants had befriended them. The goods usually bartered to them were *Maluerca* (wine), sardines, dried fish, salt, and tobacco. The *lumads* were said to be friendly in nature; and this characteristic had been used or taken advantaged of by the migrants to acquire lands. As they settled in the place some *lumads* moved to the mountains with only a few who stayed in the settlement made by the migrants.

This acquisition of lands by the migrants had been very rampant making the *lumads* a minority force in the place. The once vast lands of the *lumads* were now cultivated by the migrants who acquired lands through barter, friendship and even trickery. With this the barangay had been able to evolve from a forested area into an agricultural area dominated by migrants.

Inter-relationship: Dumagat and Lumad

The migrants and the *lumad* happened to have a good and working relationship. The migrants easily befriended the *lumads*, for they were by nature hospitable, friendly, and soft hearted people. The *lumads* described the migrants as hard working and friendly people. Animosity has not developed between them. The *lumads* shared their vast lands to the land less migrants for the purpose of settlement as

well as for agricultural farming. In exchange, the migrants gave the *lumad* any items or goods such as *tinapa* (sardines), *asin* (salt), tobacco, and even *bino* (liquor). These goods which are scarce to the place led to the friendship of these two entities.

The two parties lived in accordance to what will sustain them for a living. The *lumads* and the migrants had performed farming and routines that would both benefit them. Both maintain a mutually beneficial relationship by sharing what one group possesses. During the occupation of the Japanese in Bukidnon, Barangay Dologon had been inhabited and terrorized by foreign forces. Though, some migrants returned to their aboriginal place, others evacuated and escaped together with the *lumads* to the mountains of Dologon for safer place to hide against the terrorizing forces.

After the Japanese occupation the migrants and the *lumads* had resettled and returned. They helped each other in rebuilding their community burned and destroyed by the Japanese. Thus they have unified for the purpose of rebuilding and rehabilitating the place.

It can be observed that the creation of settlements by the migrants made some of the *lumads* to move to the highlands. A few choose to/or decided to coexist together with the migrants in the community the latter had established. A study by Umehara (2009), discussed how the resettlement in Koronadal valley had affected the *B'laan* in the place, it led the *B'laan* to leave their place and resettle in the highlands, leaving their land to the migrants in the place. It also covers the outcome of the resettlement issued by the government over the Christian migrants in the province. This can be related to the *lumads* in Dologon, for the experiences by

the *B'laan* had been experienced also by the *lumads* in Bukidnon.

Land Opportunities

Many people consider migrating for land opportunities, in which in the Philippines migration is an important livelihood strategy used by different families in order to alleviate their economic status. Reasons such as agricultural condition of the lands in their place but some others were simply land seekers who happen to own no lands

and had ventured to seek lands in Mindanao. The government had issued several resettlement programs as early as 1900's to 1975. The first known resettlement in Bukidnon was endorsed by the Department of Mindanao and Sulu for the purpose of populating the place, to cultivate the virgin lands in the region (Lao, 1982). Table 1 presents a sample list of migrants who applied for Public Land Act.

Table 1. Sample List of Applicants for Public Land Act in Dologon

Area	Applicant and or/Claimant	Place of Origin	Date of Investigation	Date Reported / Forwarded
603	Felipina G. Sagaral	Catarman, Mis. Or	10-1-55	Patented
604	Cecelio Butad	Valencia, Bohol	3-20-57	3-31-1957
612	Victor Butad	Valencia, Bohol	10-25-55	5-16-1956
651	Alberto Tandog	Bohol	7-16-60	10-19-1983
652	Romualdo Malwenda	Barcelona, Sorsogon	7-16-60	-
737	Antonio, Ritardo	-	4-18-67	6-10-1967
741	Mariano Butad	-	10-1-55	4-5-1956
760	Anacrio P. Belita	San Dionesio, Ilo-ilo	10-4-61	6-28-1972

Source: Department of Environment and Natural Resources (DENR), Municipality of Pangantucan

The Philippine resettlement program is a combination of the response to the different types of population distribution problem in the region. The agricultural unrest happening in the north led to transfer of landless farmers throughout the country to the large unfarmed areas of the southern Mindanao (Paderanga, 1987). Some migrants heard of land opportunities that led them to move out from their place to find luck and to seek a haven for themselves.

The vast untouched lands of Bukidnon particularly that of Dologon had attracted many people to grab a chance of obtaining a piece of land. Some people had also heard stories of success in obtaining lands in the area; others were

also relatives who were brought by the earliest migrants who had been able to own lands given to them by the *lumads*.

Grievances of every small farmer in the country are caused by several factors, one of which is the agricultural unrest in their place. It is because of the quality of land they are cultivating, the hazardous condition of the terrain, the not ideal climatic condition of their place, and or there is no land to farm with. The government had issued a settlement program for all regions of the country to solve this problem. These established settlements were the Koronadal valleys region, Nueva Ecija, and Bukidnon.

War

Conflicts such as wars can be a factor that contributed to the movement of the people from one place to another. Securing a peaceful living and avoid conflict are primary reasons of a people to move out and resettle to a new place to a start anew. Canuday (2009) in his book talked about the reasons why and how people disperse from their original place. It cited that military conflicts affect is one of the major reasons for the migration of people.

The Japanese during the 1940's had reached Bukidnon and other parts in Mindanao. People were leaving their homes to avoid the tyranny of the Japanese. Military conflicts therefore contributed to the factor that led people to move from one place to another.

Job Opportunity

Another factor of the moving of people from one place to another is the job opportunity that an area can offer (Quisumbing, 2006). As a community is starting to develop and many established businesses are growing, a need for manpower is needed in order to suffice the manufacturing of the product or to sustain and maintain the facility. Many migrants consider this factor as livelihood opportunity and also a chance to experience a new endeavor in life. Sustainability of his current job is another factor why people tend to travel for another job and or of the better income awaited in the new place. Thus, we can say that this factor has indicated a reason for a person to move from a place to another.

As early as 1920's, production of pineapple plantation was introduced by the Americans with the Philippine Packing Corporation, a subsidiary of Del Monte Corporation, as its farming company (Lao, 1982; pp. 189-190). Cash crops such as the pineapples were first pioneered by

Jesuits the missionaries and had been continued and had been managed by the Americans in the province. Other agricultural crops had been also cultivated by the Americans in the province in order to use the vast lands in the area, crops such as *cinchona*, an essential crop in making a medicine to fight *malaria* of which is epidemic before and after World War II. The crop was being planted in Impalutao (Lao, M. 1982; pp. 192).

Cattle ranching had been also introduced in Bukidnon, for the Americans saw the potential of establishing ranches in the province. By the year 1913, the first cattle business of the ranch type emerged in the province with Diklum ranch as the first big ranch established by the Agusan Coconut Authority, a subsidiary of the American-Philippine company were Dean C. Worcester served as its vice-president and general manager. With the establishment of large ranches and accumulation of private owned ranches which were owned by rich migrants from Luzon and that of Visayas, a need of man power was needed in order to run the business (Lao,M., 1982 ; pp. 197-206).

The favorable climatic condition made the Americans establish cattle ranching in the province. Beginning in 1913, thousands of hectares were lease to the Americans together with their Filipinos partners. As the Americans established these large ranches in Bukidnon it became a lead premier cattle-raising province before war. Later, when the Americans had exited from the province, this led to premier Filipino businessmen to own these large ranches.

Education

The agricultural boom that happened in Bukidnon paved the way for to the creation of schools that specializes in agriculture. The first agricultural school in

Bukidnon was established in Mailag, Valencia, for the government officials saw that the area was ideal for the practice of agricultural activities and its land is sustainable in agricultural farming. The establishment of the schools aimed to develop and teach the people in the modern and advance way of farming. The once agricultural school was later transferred in Dologon, Maramag and then known as Central Mindanao University. The establishment of schools also paved way to more sets of migrants from all over the country. Central Mindanao University was in need of educators from all over the country to teach in the institution. The need of personnel led to migration of people to this place. It is observed that its early instructors or workers were experts in their field who choose here for they were offered a long tenure of job status. Many of them adapted to the environment that led them to decide to stay for good.

The opening of schools and universities in a place tends to welcome students from all over the country to educate themselves. Thus, an influx of migration can be observed in a place if a well-established or known institution can be found. Central Mindanao University had been known to be an agricultural college since, with this specialization of the university, it tend to attract students to enroll in it. Students or parents have reasons for moving, such as the travel cost, the distance, the matriculation fee, the quality of education, and the place itself. Many students from all over the country had enrolled in the institution. Today, Central Mindanao University stands as a land mark for the realization of the Americans; missions of establishing public schools for the people of the province.

This enrollment to Central Mindanao University had paved the way to the set of

students who to studied, graduated, and worked in the place and even married a local person which made them stay in and established a home for themselves in the place.

Contributions

As the migrants coexisted with the *lumads* in spearheading the community of Barangay Dologon, they had contributed many developments in many aspects that had benefited the community. They were able to transform the place from a forested area into a more organized and developed community.

They were able to bring their practices in their previous settlement to the barangay. They had contributed to the development of the barangay's political aspects; socio-cultural activities had also been brought to the place; and also economic activities such as agricultural practices and businesses had also been established in the place.

CONCLUSION

Dologon is a mixture of different cultural entities of which are grouped into two, namely; (1) the migrants and the (2) *lumads*. The *lumads* are considered as the original settlers and owners of the land in the barangay, while the migrants are group of people either from Luzon, Visayas and coastal areas of Mindano who migrated to the place. Their influxes were categorized into two phases; first is the influx of the early migrants who had settled and established themselves in the barangay. The second phases were job seekers, students, military personnel and educators who arrive in Dologon for an uplifting of their economic status.

The government had issued several resettlement programs that invited migrants from all over the country to resettle and inhibit the untouched and

underdevelop Mindanao. The migrants in Dologon are to be categorized under the private movement in response to governmental programs by the government. Migrants in Dologon were not a recipient of the government resettlement programs, but instead the government had helped them in obtaining land titles under free patenting that led to several land acquisition in the place.

The arrival of the migrants to Barangay Dologon had its positive and negative outcomes. The migrants were able to establish themselves in the barangay and had made themselves to be prominent and successful in their own fields. But the effect of which were the *lumads* were made to be in a minority state and some of them had transferred to other areas, wherein, they established themselves.

RECOMMENDATIONS

Though, we can say that migration had its positive effects to the place; the upheaval of political participation and economic prosperity of which were spearheaded by the people of the place; we should reconsider the condition of the aboriginal settlers of which became the minority group in the barangay, being the least empowered in the barangays. A discontentment among these people had risen and the researchers had tallied the following recommendations and also to urge other students to make a thorough research about the condition of the natives in the place. These are the following:

- 1 The native/*lumads* condition in the barangay, of which these group of people are becoming the minority group in the place. The following needs to be attended to:
 - 1.1 The issues of land ownership of which some natives had been fighting ever since.

- 1.2 Further study of migration and its impact to the place.
- 1.3 The environmental issues regarding to the reshaping of the once shady forested area into a semi-industrial Dologon of today.
- 1.4 Impacts of psychological and sociological conditions to the *lumads* by which the migrants had imprinted to them.
- 1.5 Issues regarding harassment and other social problems and differences that may arouse or had aroused during after the settlement.

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DECOMMISSIONING OF THE MORO ISLAMIC LIBERATION FRONT: PROSPECT AND APPREHENSIONS

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ABSTRACT

This is a study of the decommissioning process of the Moro Islamic Liberation Front (MILF) in Camp Busra, Butig, Lanao del Sur. It looked into their preparations; the challenges they face; their perception on the non-passage of the Bangsamoro Basic Law (BBL); the preconditions of their compliance with the decommissioning; and their expectations and apprehensions. The Comprehensive Agreement on Bangsamoro (CAB) was used as the study framework.

Data gathering was conducted through interviews of MILF commanders in Camp Busra, one of the major MILF camps located in Lanao del Sur. Results show that decommissioning process had already started in Camp Busra. Commanders are cascading basic information on decommissioning to their men in the field. Peace advocacy seminars were made to increase appreciation of the process among members. The MILF of Camp Busra also started an inventory of Private Armed Groups (PAGs) in their area of operations and they are now preparing the list of members to be decommissioned.

The MILF identified the following challenges of the decommissioning process: the non-passage of the BBL; the presence of PAGs in the area; clan conflicts (rido); prevailing attitude among men that decommissioning means surrendering; and political uncertainty after the May 2016 national election.

For preconditions, study participants wanted that the BBL should be passed with its original provisions and the government must assure protection to decommissioned elements. Moreover, the assistance stipulated in the CAB must be honored.

The MILF believe that the decommissioning process will lead to peace in Mindanao. But they want the BBL to be passed and the government should assure their protection from PAGs after decommissioning and assistance for their livelihood. Their greatest fear is the possible betrayal by the government.

It is recommended that the government should pass the BBL; all PAGs should be dismantled; and local governments be empowered to deal with cases of rido in their jurisdictions.

Keywords: decommissioning, rido, private armed groups, challenges, apprehensions

INTRODUCTION

The Muslim community's struggle for self-determination in Southern Philippines can be traced back from the time of the Spanish conquistadores. "Since becoming Philippine citizens, the Bangsamoro people continue to suffer from severe economic conditions and problematic relations with the other inhabitants in Mindanao" (Sakili, 2012). UP Professor Abraham Sakili (2012) further argued that "unlike other Muslim groups in Southeast Asia who have regained freedom from colonizers and have been living progressively, Muslims in the Philippines continue to suffer. Sixty-three percent (63%) of the population of ARMM is living below poverty line. Four of its provinces are among the 10 poorest provinces nationwide: Sulu ranking first, Tawi-Tawi third, Maguindanao sixth and including Lanao del Sur which on the seventh rank" thus leading to unemployment and inadequate economic opportunities that aggravate poverty in the area.

The struggles of the Bangsamoro people goes beyond political and historical injustices to economic self-determination. To address these problems, the Government of the Philippines and the Moro Islamic Liberation Front signed the Comprehensive Agreement on the Bangsamoro (CAB) on March 27, 2014. The CAB consists of twelve documents including the Framework Agreement on the Bangsamoro and its Annexes.

One of the annexes is the Annex on Normalization. Normalization is the process whereby "communities affected by the decades-long armed conflict in Mindanao can return to a peaceful life and pursue sustainable livelihoods free from violence and crime" (Mercado & Omi, 2014).

The process of normalization has three main components. One of which is the security aspect which includes the decommissioning of MILF forces and weapons. The decommissioning of the Moro Islamic Liberation Front (MILF) goes together with the implementation of the Comprehensive Agreement on the Bangsamoro (CAB) under the peace deal with the government, part of which is the ratification of the Bangsamoro Basic Law (Philippines News Agency, 2014).

Although the Normalization Process as one of its annexes is still going on, the decommissioning as part of the security aspect of normalization was delayed since the decommissioning process is inexorably tied to the progress of the BBL in Congress (Clapano, 2016).

The Moro Islamic Liberation Front or MILF is the vanguard of the Islamic movement in the Bangsamoro homeland in Mindanao and its neighboring islands. It is the biggest Muslim rebel group in the Philippines who signed a historic pact with the government to end one of Asia's longest and deadliest conflicts (Moro Islamic Liberation Front, 2015). The MILF with its territorial extents of war encompasses 151 municipalities including Butig, Lanao del Sur. Butig is one of the municipalities experiencing armed conflict for decades with the presence of armed groups: the private armed groups, paramilitary and military groups. Like most municipalities within Lanao del Sur, the municipality of Butig severely suffered from the atrocities of these armed groups. Butig also hosts a number of training camps, one of which is Camp Busra in Barangay Sandab (Hadji Amer, 2012).

This study focuses on the challenges of decommissioning to the MILF members at Camp Busra, Butig, Lanao del Sur. It also looked into the reactions of the MILF members to the non-passage of Bangsamoro Basic Law.

OBJECTIVES OF THE STUDY

The growing concern of peace and security in Mindanao due to the uncertainty of the enactment of the Bangsamoro Basic Law prompted this study, which aims to identify the specific concerns faced by the MILF in relation to the decommissioning process. Hence, this study aims to answer the following specific questions:

1. What are the preparations of MILF towards the decommissioning?
2. What are the challenges and concerns of the MILF in the implementation of the decommissioning process?

3. How does MILF perceive the non-passage of the BBL?
4. Are the MILF members aware of the amendments to the BBL?
5. What are the preconditions of the MILF's compliance to the decommissioning process?
6. What are the expectations and apprehensions of the MILF towards the decommissioning process?

SIGNIFICANCE OF THE STUDY

The Philippine Government as the main partner of the MILF in the decommissioning process can use the findings of this study as an input in understanding the challenges of the MILF. It can lead to the generation of some options on how to deal with the problems that may be encountered in the peace process.

This study provides another perspective in dealing with the Moro rebellion by considering their concerns in relation to the decommissioning process and their reaction to the non-passage of the BBL.

SCOPE AND LIMITATION OF THE STUDY

This study focuses on the challenges of the MILF in Camp Busra, Butig, Lanao Del Sur in the decommissioning process. It looks into the members' preparations, expectations and concerns toward decommissioning. It also looked into their reaction to the non-passage of BBL.

The data gathering was conducted in March 2016 on venues chosen by participants, thus there were separate venues for each of the interviews, including interviews inside Camp Busra. Security and confidentiality were main considerations in selecting the venues.

LEGAL FRAMEWORK OF THE STUDY

The legal framework of the study is the decommissioning process which is part of the security aspect of the Normalization Annex as provided in the Comprehensive Agreement on the Bangsamoro signed on March 27, 2014 by the Philippine government and the MILF.

One of the annexes that the researchers have seen as most relevant is the

Annex on Normalization. "Normalization is the process whereby communities affected by the decades-long armed conflict in Mindanao can return to a peaceful life and pursue sustainable livelihoods free from violence and crime" (Office of the Presidential Adviser on the Peace Process, n. d.).

The Normalization Process has three main components: security aspect; socio-economic development; and transitional justice. The security aspect of the normalization process includes policing, decommissioning of MILF forces and weapons, redeployment of the Armed Forces of the Philippines (AFP) from or within the conflict-affected areas, and the disbandment of private armed groups (PAGs) (Office of the Presidential Adviser on the Peace Process, n. d.).

Decommissioning is the gradual and phased process through which MILF forces and their weapons are put beyond use. It includes the transition of the MILF's BIAF to peaceful civilian life. The first phase involves only a small number of weapons and forces, but the second phase, which ends with the ratification of the BBL, involves the decommissioning of thousands of weapons and combatants (Office of the Presidential Adviser on the Peace Process, n. d.). Full decommissioning of the weapons and combatants of the MILF will happen after the creation of the Bangsamoro and the creation of the police force in the region (Office of the Presidential Adviser on the Peace Process, n. d.).

The decommissioning process will be supervised by an Independent Decommissioning Body that will be created for the purpose. This body will validate the inventory of weapons and combatants that the MILF will submit and institute the needed procedures for turning in the weapons (Philippines News Agency, 2014).

METHODOLOGY:

This is a qualitative and exploratory research. As such, it looks into the underlying reasons, opinions, and motivations of the MILF members. Data collection was conducted through interviews with ranking MILF members.

The locale of the the study is in Dama, Barangay Sandab, Butig, Lanao del Sur which hosts the MILF Camp Busra.

MILF Camp Busra is located at Barangay Sandab, Butig, north of the municipality and close to the Sumpitan River. It is also near Mount Makaturing. The camp is a typical village of ordinary farmers since even the MILF members occupying the place are farmer residents of the village. As a camp, it is one of the most affected areas by armed conflicts in Mindanao, and one of the six active camps of the MILF recognized by the Government of the Philippines (GPH). The said setting was selected by the researchers for accessibility of needed data as one of the researchers is from Butig, Lanao Del Sur.

There were a total of thirteen (13) participants of this study. These are the willing participants who met the criteria as follows:

- a. Must be a MILF member and is partaking in the decommissioning process;
- b. Had at least 10 years of service in the MILF;
- c. Willing and is allowed by the group to participate in the research;

FINDINGS:

All participants confirmed that MILF is cascading awareness to the members about the decommissioning process; persuading its members to have appreciation of the decommissioning through peace advocacy seminars; prepared an inventory of the private-armed groups (PAGs); have an enlistment of members that will be decommissioned as part of their preparation towards decommissioning.

Awareness That There Are Amendments of the BBL

The MILF hoped that the BBL will be passed by the Philippine Congress with minimal amendments from the original draft. However, it was scrutinized thoroughly by many lawmakers that led to series of amendments. The data show that there were only few (46.15%) of the participants who are aware of the amendments made to the BBL.

The findings show that the MILF is doing its part in the decommissioning. On the part of the government however, the 2016 presidential elections made it a lame-duck for being unable to focus on the process. Due to said election, the Aquino Administration failed to force its way in passing the BBL.

The Challenges of the MILF in the Implementation of the Decommissioning Process

The non-passage of the Bangsamoro Basic Law; the presence of Private-Armed Groups in the area; Rido; and the uncertainty of the passage of BBL in the next administration are the challenges experienced by the MILF regarding the decommissioning.

The members asserted that because of the non-passage of BBL it is difficult to convince the members to decommission. They believe that the presence of the private-armed groups makes them worried if the decommissioning process continues. The private armed groups like bandits, private armies and armed families are external units to the MILF and therefore not included in process. If they remain with their arms, they pose threats to unarmed MILF members. The presence of armed groups in the area is inspired by many active rido cases. This is the reason why the MILF is supporting peace initiatives to resolve rido in the area. Moreover, as response to Rido, they declared neutrality to prevent any effort to side any with any party to the conflict. In addition, there is the difficulty of convincing the members to disarm because of the belief that decommissioning means surrendering. For some members who had been carrying firearms for many years, their weapons became part of their attire, the absence of which make them feel naked.

Expectation that BBL Will Lead to Peace in Mindanao

Most of the participants perceived that BBL will lead to peace in Mindanao although one pointed out that it must be the original version of BBL. Thus, an amended BBL may not be acceptable to the MILF.

The participants have positive attitude about the BBL because they believe that it will address the historical injustices committed

against the Moro people in Mindanao; fiscal autonomy of the Bangsamoro will uplift the quality of lives of the Moro people; through the establishment of self-rule, there can be machineries that will disarm private-armed groups; and through BBL, peace and development can prevail in Butig, Lanao Del Sur.

The MILF Members' Perception of the Non-Passage of BBL

This study found out that the participants were all frustrated of the non-passage of the BBL. Some expressed their disappointment with President Aquino and have lost trust to the Congress. Nonetheless, none have lost hope with the peace process even with the non-passage of BBL. They have affirmed that they remain hopeful that the BBL will be passed in the next administration.

The MILF Members' View on the Inseparable Relationship of BBL and the Decommissioning Process

All of the participants affirmed that the decommissioning process cannot proceed without the passage of the BBL. This study also confirmed that the participants are well aware of the dependence of the decommissioning process to the passage of the BBL. This implies that the decommissioning process has to be postponed awaiting the final passage of said law.

The Preconditions of MILF Members in Compliance to the Decommissioning Process

It was found out that all of the participants will comply only with the decommissioning if the BBL will be passed. Though they agreed to some adjustment to the original BBL, they indicated that adjustments must still be acceptable to the Bangsamoro. This implies the need for more consultations among with MILF representatives regarding final amendments to be introduced by the incoming Congress.

The Expectations of MILF Members Upon Decommissioning

Most of the participants guaranteed that the decommissioning will bring peace in Butig

and the entire Moroland. Some stated that the decommissioning in Camp Busra will lessen armed conflicts in Butig, Lanao del Sur. Majority of them believed that their lives will improve through the livelihood programs stipulated in the CAB as options provided to benefit the decommissioned members.

The Apprehensions of MILF Members Upon Decommissioning

Most of the participants have expressed that there are no apprehensions on their side. However, one of the participants stated that the decommissioning might be a strategy of the Philippine government to weaken the MILF. Another is that the next administration might not give support to the CAB. The effort to pass the BBL came at a critical time in the political history of the Philippines. Its passage after the Aquino Administration largely depends on the commitment of the next President and his command over a majority in Congress.

CONCLUSION:

This study was conducted during a transition period in the Philippine political history. Data gathering was taken during the campaign period for the 2016 presidential elections. By that time, there is no clear mandate of the people on who will win for the presidency and who will command the majority in Congress.

The researchers found out that the MILF has a very positive perception of the decommissioning process, as stipulated in the CAB where "Normalization is the process whereby communities affected by the decades-long armed conflict in Mindanao can return to a peaceful life and pursue sustainable livelihoods free from violence and crime" (Office of the Presidential Adviser on the Peace Process, n. d.). Results tell that MILF has a strong belief that decommissioning will bring peace to their lives.

As to the main components of the Normalization Process, part of security aspect is the decommissioning of MILF forces and their weapons. The MILF in Camp Busra has not yet undergone decommissioning however, results show their willingness and preparedness to comply.

As to the disbandment of the Private-Armed Groups (PAGs), which is part of the security aspect, there has been no move towards this process but the MILF has prepared the list of PAGs. In the socio-economic aspect which takes effect only after decommissioning, although not the focus of this study, it is observed that the MILF remained positive and expectant to the socio-economic development that they will obtain from the Normalization process. In the case of the transitional justice aspect, MILF believed that the injustices they have experienced will be addressed through the Normalization process.

It can be inferred through the results of the study that no decommissioning occurred in Camp Busra. However, it showed the willingness and preparedness of the MILF even if they are experiencing challenges as they move towards decommissioning. The first phase of decommissioning has not yet occurred which involves only a small number of weapons and forces because of the non-passage of the BBL which is considered by the MILF as its greatest concern. Since the following phases of the decommissioning will only take place if the BBL will be passed by the Congress, it is concluded that the situation is too fragile that it all depends now for the next administration to address the deeply rooted concerns of the Bangsamoro people. With the CAB, the foundations of the peace process is entrenched, thus the prospect for the final resolution of the rebellion in Mindanao is encouraging. It appears however as observed and from the interviews that the initiative must start from the government since the MILF are only waiting for the implementation of the provisions of the CAB and its annexes.

Furthermore, all of the respondents asserted that they have no apprehensions if ever they will be decommissioned since they believed that if the BBL will be passed by Congress, the necessary machineries of governance will be in place. The only fear entertained now by MILF is what they call the betrayal by the government of not implementing agreements entered by the government with them.

The MILF in Camp Busra clearly expressed their commitment to the peace

process. Apparently some of them have grown old with the conflict and they themselves are now weary with it. However, for most of them, armed confrontation is the only alternative to peace. And peace has to address not only the outstanding political issues of self-determination but also the socio-political issues that has fueled their struggle for generations.

RECOMMENDATIONS:

For the Government of the Philippines

1. There should be comprehensive psychosocial intervention programs for the MILF combatants.

2. There should be coordination between national line agencies in dispensing benefits and other interventions designed not only for the MILF former combatants but to all inhabitants of the poverty stricken Moro areas in Mindanao, Basilan, Sulu and Tawi-tawi.

3. The new government after the Aquino Administration should strive harder in passing the BBL. Moreover, the MILF who is now representing the Moro people should be consulted in all attempts to amend it.

4. The government should strengthen the peace process to prevent future armed conflicts between the Philippine Army and the MILF combatants by addressing the root causes of discontents in Southern Philippines.

5. The barangay officials should participate in the peace process,

For MILF

1. MILF leaders should take measures to prevent its members from joining private-armed groups.

2. MILF leaders should put more effort in informing their members about the importance of decommissioning to the peace process by conducting information dissemination activities.

3. MILF should strictly observe the ceasefire agreement.

4. The MILF should respect the presence of the Philippine Army by preventing

their members from roaming around public areas with an arm.

5. The MILF should prevent its members from getting involved in Ridos.

For Future Researchers

1. Future studies about Normalization process should include and highlight the role of the Independent Decommissioning Body (IDB).

2. They should include in their studies the children and women combatants of MILF; a trace study should be made to find out their development under the peace process in order to prevent the possibility that they may be left out.

3. The role of the Municipal government should be included in the study as a partner in helping in sustaining the process like in mediating rido and insuring that local policies shall be inclusive of all local residents .

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Interviews:

Interview with Participant A on March 26, 2016,
2:50 pm at Camp Busra, Butig, Lanao
del Sur.

Interview with Participant B on March 26, 2016,
2:45 pm at Camp Busra, Butig, Lanao
del Sur.

Interview with Participant C on March 26, 2016,
9:00 am at Camp Busra, Butig, Lanao
del Sur.

Interview with Participant D on March 27, 2016,
10:00 am at Sitio Tukasan, Samer, Butig, Lanao
del Sur.

Interview with Participant E on March 26, 2016,
2:00 pm at Camp Busra, Butig, Lanao
del Sur.

Interview with Participant F on March 26, 2016,
2:15 pm at Camp Busra, Butig, Lanao
del Sur.

Interview with Participant G on March 26, 2016,
2:30 pm at Camp Busra, Butig, Lanao
del Sur.

Interview with Participant H on March 23, 2016,
10:00 am at Marawi City, Lanao del Sur.

Interview with Participant I on March 21, 2016,
9:00 am at Marawi City, Lanao del Sur.

Interview with Participant J on March 21, 2016,
10:30 am at Marawi City, Lanao del Sur.

Interview with Participant K on March 27, 2016,
9:00 am at Sitio Tukasan, Samer, Butig, Lanao
Del Sur.

Interview with Participant L on March 23, 2016,
9:00 am at Marawi City, Lanao del Sur.

Interview with Participant M on March 21, 2016,
10:00 am at Marawi City, Lanao del Sur.

THE SOCIAL MEDIA AS A TRANSFORMATIVE AGENT IN THE ELECTORAL PROCESS

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ABSTRACT

The growing use of social media in social interaction has changed the mode of political campaign in the Philippines. It allowed a more aggressive citizen's participation in politics in a more efficient and asynchronous mode.

This research sought to determine the influences of social media in the presidential preferences of netizens during the campaign period for 2016 presidential election in the Philippines. It also looked into the pattern of the preferences of respondents among the five presidential candidates for the 2016 presidential election.

This research used Media Ecology Theory by Marshall McLuhan and Uses and Gratification Theory by Herbert Blumer as discursive approaches to understand the behaviour of social media users during the 2016 presidential campaign. Descriptive and qualitative analyses were used. Data gathering was through online questionnaire by using snowball sampling. A total of 289 respondents participated out of 1210 visitors of the link used by the researchers. The data gathering started on February 9, 2016, the start of the presidential campaign period and ended on March 27, 2016 or a total of 47 days. The timeline for data gathering was constrained by the time limit that was set for this study.

The results show that social media has no strong influence in the preferences of respondents with only 44% of the respondents saying that their presidential preferences were influenced by social media. However, 75.6% of the respondents indicated that social media is a determining factor in the process of presidential campaign because it is an efficient media in communicating vital campaign information. The pattern of the preferences of respondents shows strong resemblance to some mock polls conducted by other groups in the Philippines.

It is recommended to continue exploring the relevance of social media as a political tool for effective communication in politics and governance.

Key words: social media, political campaign, communication, preference, political participation, transformation

INTRODUCTION

People nowadays are aware of the usage of social media specifically the Facebook because it can be easily accessed. Unlike any other form of social media, Facebook is used by about 60.4% of the Filipino people (Dimacali, 2015). Facebook is a system where people can stay connected with the people they want to (Zuckerberg, 2010). For Zuckerberg, the fast growth of Facebook is because of the fact that what is most interesting to people is other people. For some Filipinos, Facebook is a major channel of communication that is versatile enough for their needs.

Facebook is a social media platform that helps people to share information that most of them in the past did not have the power to do (Zuckerberg, 2010). The people usually put so much data on Facebook because of its advance privacy controls that ever existed on the Internet (Kirkpatrick, 2010). Facebook's various privacy controls are available through different categories. The user can adjust the privacy settings and limit profile access. The built-in audience selector allows users to specifically choose who can view their posts. Kirkpatrick (2010) also added that this system created by Zuckerberg is effectively designed for information to flow efficiently.

Social media is currently believed to play significant role in politics (Rahmawati, 2014). According to Rahmawati (2014), many studies have been conducted to

determine the impact of social media on political fields but the impact of social media has yet to be studied in the Philippine political environment. Hence, this research focused on the use of social media in the political campaign during the 2016 presidential election in the Philippines.

Smith (2011) argued that social media have bloomed over the past few years. According to Zuckerberg (2010), Facebook is an engine and its users share a lot of information on a day-to-day basis. He indicated further that social media is something very useful; users are sharing more things than they were at the beginning. This means that social media users can have the option to go look at and research and understand what is going on with other users.

Social media is a new channel of communication among politicians for them to reach and communicate with the voting public. However, it is inevitable that problems with social media have emerged for politicians as well. According to Rothman (2011), the issue of social media providing damaging material for opponents is one factor that shall not be overlooked. However, Rahmawati (2014) indicated that the social media use for political activities could be an implication of the possibility to utilize social media as a bridge between voting public and politicians. This was demonstrated during the 2016 presidential election in the Philippines where the supporters of Mayor Duterte engaged Facebook as their main campaign tool in

lieu of the traditional and more expensive print, radio and television. As a campaign tool, it flourished as a consequence of the lack of campaign fund which beset the camp of Mayor Duterte who made as a campaign policy the refusal to accept campaign donations from big businesses.

STATEMENT OF THE PROBLEM

This research aims to make qualitative and quantitative analyses on the uses of social media in the 2016 Presidential Campaign through the following inquiries:

1. What is the socio-economic profile of the respondents?
2. What is the action taken by the respondents on the images posted on Facebook?
3. Did the campaign materials posted in Facebook influence the Presidential preference of the respondents?
4. Is there a significant association between the socio – economic profile of the respondents and their Presidential preference?
5. What is the frequency of Facebook usage among respondents?

CONCEPTUAL FRAMEWORK

The Analytical Model of this research is adapted from the book of Ott, Brian and Robert Mack *Critical Media Studies* cited by I, Cristal at her blog *Ecology Analysis and Media* and from the

Student's Uses and Gratification Expectancy' Conceptual Framework in relation to E-Learning Resources of Mondri et al (2007).

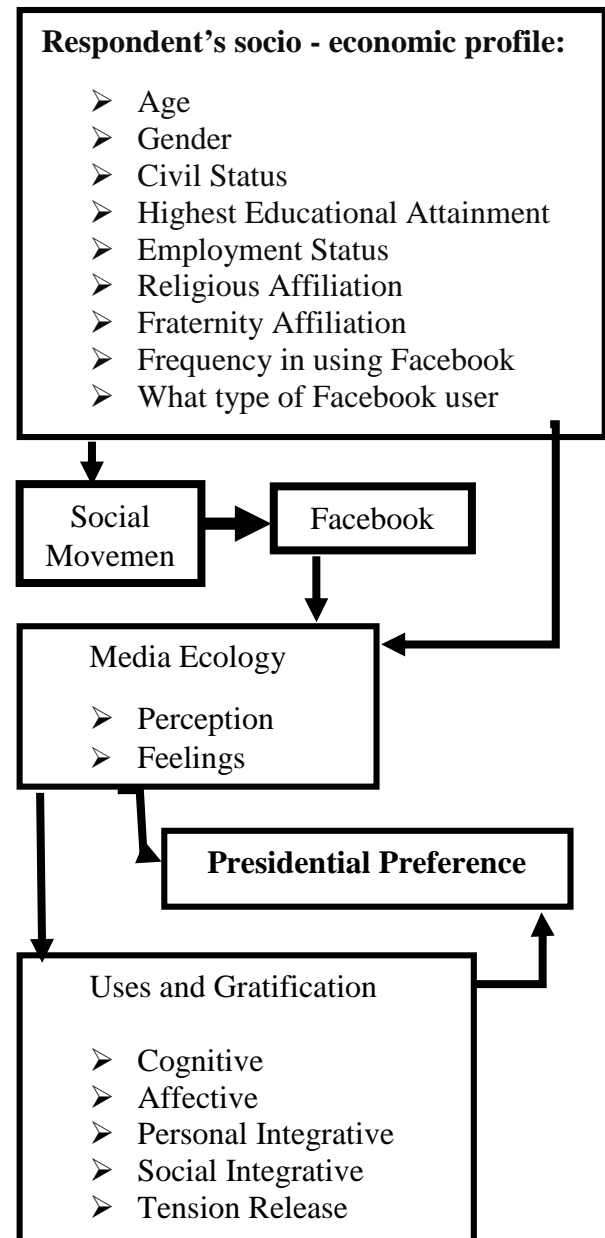


Figure 1. The Analytical Model showing the interrelationships of the Concepts Used in this Research

The conceptual framework presents the relationship of the variables used in this study. The Social Movement represents the Facebook pages/accounts that posts images

and/or campaign materials of the Presidential candidates. The box Facebook represents the medium of communication used by the respondents to post the campaign material. The moderating variables of this research will be the respondent's socio - economic profile which is categorized by age, gender, civil status, highest educational attainment, employment status, religious affiliation, and fraternity affiliation.

The independent variables of this research will be the 5 elements from the uses and gratification theory and 2 elements from media ecology theory. The elements are the cognitive, affective, personal integrative, social integrative, tension release, perception, and feeling respectively. The dependent variable will be the Presidential preference of the respondents.

METHODOLOGY

This descriptive research looked into the use of social media in the 2016 presidential campaign in the Philippines. The data gathering was made through Facebook being the most popular free social networking website that allows users to send private messages and upload images and videos (Tech Target, 2015). Respondents were Facebook friends who were requested to answer an online questionnaire and were asked to request their Facebook friends to participate as

well. A questionnaire was constructed for this purpose using an online polling survey service called Facebook Poll. The link of the poll was posted on the Facebook Timeline of the researchers and was sent to the respondents through Facebook Messenger. After the 47 days of data gathering, the Facebook poll has recorded 1210 visitors and 289 of them participated on the poll. The data gathering started February 9, 2016 and ended March 27, 2016. The poll consists of 56 questions and an average duration of 13 minutes and 03 seconds was spent per respondent in answering. Feedbacks from some participants and from friends who did not participate in the poll suggested that the length of the instrument was a constraint. Aside from those who refrained from answering, some opted not to complete the poll. Incomplete answers were not included.

SIGNIFICANCE OF THE STUDY

The social media could be an important element in marketing a presidential candidate. The effectiveness of social media as a tool for political campaign may lead to the development of a strategy in the use of computer-based technology in political campaign. This could guide political leaders in determining the effects of images posted on Facebook to the voting behaviour of the voters.

Second, this research could motivate future researchers to conduct deeper

researches to understand the uses of social media in political campaign. The massive use of social media during the 2016 presidential election will certainly redefine the new contours of political campaigns, at least in the Philippines. Facebook, as a campaign tool is affordable and it conveys not only written information but also visual forms of information.

FINDINGS

Table I shows that if election were held on the day the respondents participated in this survey, 243 or about 84.08% will vote for Presidential candidate Rodrigo “Rody” Duterte. This result reflects what Rappler News has disseminated that Davao City Mayor Rodrigo Duterte gained the solo lead in an ABS-CBN Broadcasting Network survey on presidential aspirants which was released on Tuesday, April 12, (Rappler.com, 2016) barely three days from the start of the data gathering for this study. On April 11, 2016 GMA presented the result of a survey conducted by the Social Weather Stations (SWS) showing that Mayor Duterte topped the first quarter of 2016 presidential preference poll with a score of 27%, while Senator Poe was only second with 23% (Macas & Legaspi, 2016). The big lead by Duterte shown in Table 1 which is disproportionate to his score in the SWS survey indicates the growing domination of his supporters in resorting to the use of the social media in their political

campaign which started to gain momentum as early as December 2015.

Table 1: Answers to the question: “Who among the 2016 Presidential Candidates will you vote for if the election were held today?”

	Total	
	Frequency	Percentage
Binay	10	3.46%
Defensor-Santiago	19	6.57%
Duterte	243	84.08%
Poe	9	3.11%
Roxas	8	2.77%
Total	289	100%

Grouping by gender, Davao Mayor and presidential aspirant Rodrigo was preferred by 60.49% and 36.21% of the female and male respondents respectively and 72.72% of the gay respondents. By civil status, 72.66% are single and 25.26% are married, this also follows that most of the supporters of almost of the presidential aspirants were single except for Vice President and presidential aspirant Jejomar Binay whom supporters were 50% married and 40% single. For those who have fraternity affiliation, 89.36% of those who belong in a certain fraternity preferred Davao Mayor Duterte. Despite of being a known member of the fraternity Alpha Phi Omega (APO) which has a motto of “APO first”, Vice President Jejomar Binay only got 33.33% of the total votes gathered from Alpha Phi Omega member while the other 66.67% was for Mayor Duterte.

Table 2: Who among the 2016 Presidential Candidates will you vote if the election were held today?

	Gender		Total
	Female	Male	
Binay	8	2	10
Defensor-Santiago	10	9	19
Duterte	152	91	243
Poe	8	1	19
Roxas	3	5	10
Total	181	108	289

Table 2 shows that despite the feared image of Duterte, he is preferred more by participants. Duterte got the highest number of 243. Among these were a gay and 2 respondents for each lesbian, bisexual woman and man, and 1 transgender respondent. Roxas meanwhile got 1 gay respondent and Defensor-Santiago also got 1 respondent from both gay and bisexual (man).

Table 3: Answers to the question: "Who among the 2016 Presidential Candidates will you vote if the election were held today?"

	Civil Status						Total
	Single	Married	Separated	Widow	Widower	Single	
Binay	4	5	0	0	1	0	10
Defensor	17	2	0	0	0	0	19
Duterte	176	62	2	1	0	2	243
Poe	7	2	0	0	0	0	9
Roxas	6	2	0	0	0	0	8
Total	39	73	2	1	1	2	289

Table 3 represents the tabulated data of respondent's presidential preference according to their civil status. It is very visible that Davao Mayor is preferred by the majority of the respondents but not by the widower respondents who preferred Vice President Jejomar Binay.

Table 4. Highest Educational Attainment of Respondents

	Binay	Defensor	Duterte	Poe	Roxas	Total
Elementary	0	0	1	0	0	1
Vocational	0	0	2	0	0	2
HS	0	0	2	0	0	2
HS Grad	0	0	9	1	1	11
College	3	4	66	2	1	76
Coll Grad	6	9	125	4	4	148
MA Deg	1	6	24	1	2	37
Doc Deg	0	0	1	1	0	2
Total	10	19	243	9	8	289

Despite some questions on the human rights record of Mayor Duterte. It is very visible at Table 4 that he was still preferred by many as he got 24 out of 37 respondents who holds Master's Degree and 11 out of 12 Doctorate Degree holder respondents.

Table 5. Employment Status of Respondents

	Binay	Defensor	Duterte	Poe	Roxas	Total
Gov't Emp	5	3	52	2	3	65
OFW	0	1	18	0	1	20
Priv Emp	0	3	54	2	0	59
Self Emp	1	5	23	0	2	31
Stud	2	4	65	3	1	75
Uemp	2	3	31	2	1	39
Total	10	19	243	9	8	289

Table 6. Geographic Location of Respondents

	Abroad	Philippines	Total
Binay	1	9	10
Defensor	1	18	19
Duterte	24	219	243
Poe	0	9	9
Roxas	1	7	8
Total	27	262	289

Table 5 above shows that Duterte also dominates the Filipino currently located at a foreign country. This supports the result of the May 09, 2016 Presidential Election where Duterte dominates the Overseas Absentee Voting (OAV) by gaining 121, 128 votes, next was Roxas who got 17, 360 votes, Defensor-Santiago

with 17, 278, Poe with 9,333, and Binay with 3,159.

Table 7. Answers to the question: "Who among the 2016 Presidential Candidates will you vote if the election were held today?"

	Geographic Location				Total
	NCR	Luzon	Visayas	Mindanao	
Binay	1	0	0	9	10
Defensor-Santiago	2	2	0	16	20
Duterte	19	4	14	206	243
Poe	1	0	0	8	9
Roxas	0	0	0	7	7
Total	23	6	14	246	289

Table 7 above represents the number of respondents the Presidentiable got per region. Although Mayor Duterte is from Mindanao, it is very visible that he is also preferred by the majority of respondents from the National Capital Region, Luzon, and Visayas.

According to TIME magazine published April 26, 2016 by Charlie Campbell, Davao Mayor Duterte got the verge of the Philippines Presidency through his loudmouth; which is far different from the approach of the other candidates.

Table 8: Cross tabulation of Religious Affiliation of respondents and their responses on the question: “Who among the 2016 Presidential Candidates will you vote if the election were held today?”

	Binay	Defensor	Duterte	Poe	Roxas	Total
Islam	8	7	147	2	1	165
Roman Catholic	0	3	33	3	3	42
Christian	0	3	31	2	3	39
Baptist	0	2	5	0		7
7 th DA	1	1	5	1		8
Aglipayan		0	3			3
JLC		0	1			1
UM		0	1			1
Protestant		0	2			2
Born Again	1	1	5		1	8
Evangelical		0	4	1		5
Latter Day Saint		0	1			1
Atheist		0	1			1
Others	10	2	4			6
Total	10	19	243	9		289

Even to the religious sector, Mayor Duterte dominated despite of one of the heads of the dominated religious sector to not to vote for Davao Mayor Duterte.

Table 9. Cross tabulation of Fraternity Affiliation of Respondents and their answers on the question: : “Who among the 2016 Presidential Candidates will you vote if the election were held today?”

	W/O Frat	W/ Frat	Total
Binay	8	2	10
Defensor-Santiago	17	2	19
Duterte	201	42	243
Poe	9	0	9
Roxas	7	1	8
Total	242	47	289

Members of Tau Gamma Phi who participated at this research had a number of 21, 19 of which preferred Duterte, 1 for Roxas, and 1 for Defensor. Four out of 6 respondents from Alpha Phi Omega preferred Duterte while the other 2 were for Binay. Defensor Santiago got one respondent from Beta Sigma Lambda. However, Duterte got 2 from Beta Sigma, 5 and 6 from Beta Sigma Lambda and Mu Kappa Phi respectively, and 1 respondent from Megalith Nu Sigma Phi, Upsilon Sigma, Sigma Upsilon - Upsilon Lambda, Beta Upsilon, Knights of Columbus, and Epsilon Sigma Phi each.

Table 10. Answers to the question: “Did the images posted on Facebook influenced your presidential preference?”

Yes	No	Total
129	160	289
44.64%	55.36%	100%

Asked if their presidential preference was influenced by the images posted on Facebook, 160 respondents or

55.36% said no and 129 respondents or 44.64% said images posted on Facebook influenced their presidential preference.

Despite of being ranked as one of the most visited sites in the Philippines alongside with Google and YouTube, the images posted of Facebook influenced only 44.64% of the respondents and the other 55.36% said their presidential preference was not influenced by the images posted on Facebook concerning the presidential aspirants. However, 59.46% and 41.67% of the respondents who have master's degree and doctoral degree were influenced by the images posted on Facebook respectively.

Furthermore, 51.85% respondents from abroad declared that images posted on Facebook influenced their presidential preference and 43.89% from the Philippines were not influenced as well.

Table 11. Cross tabulation of Gender of Respondents and their answers to the question: "Did the images posted on Facebook influenced your presidential preference?"

	Yes	No	Total
Female	97	84	181
Male	63	45	108
Total	160	129	289

Table 12. Cross tabulation of Civil Status of Respondents and their answers to the question: "Did the images posted on Facebook influenced your presidential preference?"

	Yes	No	Total
Single	95	115	210
Married	33	40	73
Separated	1	1	2
Widow	0	1	1
Widower	0	1	1
S Parent	0	2	2
Total	129	160	289

Table 13. Cross tabulation of Highest Educational Status of Respondents and their answers to the question: "Did the images posted on Facebook influenced your presidential preference?"

	Yes	No	Total
Elementary	0	1	1
Vocational	1	1	2
High School	2	0	2
HS Graduate	5	6	11
College	35	41	76
College Graduate	59	89	148
Master's Degree	22	15	37
Doctoral Degree	5	7	12
Total	129	160	289

Table 14. Cross tabulation of Employment Status of Respondents and their answers to the question: "Did the images posted on Facebook influenced your presidential preference?"

	Yes	No	Total
Government Employee	29	36	65
Overseas Filipino Worker	10	10	20
Private Employee	22	37	59
Self Employed	17	14	31

Student	34	41	75
Unemployed	17	22	39
Total	129	160	289

Table 15. Cross tabulation of Current Geographic Distribution of Respondents and their answers to the question: “Did the images posted on Facebook influenced your presidential preference?”

	Yes	No	Total
Abroad	14	13	27
Philippines	115	147	262
Total	129	160	289

Table 16. Cross tabulation of Geographic Origin of Respondents and their answers to the question: “Did the images posted on Facebook influenced your presidential preference?”

	NCR	Luzon	Visayas	Mindanao	Total
Yes	12	2	6	109	129
No	11	4	8	137	160
Total	23	6	14	246	289

Table 17. Cross tabulation of Religious Affiliation of Respondents and their answers to the question: “Did the images posted on Facebook influenced your presidential preference?”

	Yes	No	Total
Islam	75	90	165
Roman Catholic	17	25	42
Christian	21	18	39
Baptist	0	7	7
7 TH DA	4	4	8
Aglipayan	0	3	3
JLC	0	1	1
UM	1	0	1
Protestant	0	2	2

Born Again	4	4	8
Evangelical	3	2	5
Latter Day Saints	1	0	1
Atheist	0	1	1
Others	3	3	6
Total	129	160	289

Table 18. Cross tabulation of Fraternity Affiliation of Respondents and their answers to the question: “Did the images posted on Facebook influenced your presidential preference?”

	Yes	No	Total
With Fraternity	34	13	68
Without Fraternity	187	55	221
Total	221	68	289

Based on the data gathered, 47 of the respondents belong to a certain fraternity affiliation and 72.34% of them think that social media is a determining factor in the process of Presidential campaign while the other 27.65% think otherwise. Fraternity affiliations listed in this research, and the number of respondents who think that social media is a determining factor, were Tau Gamma Phi: 12 of 21, Beta Sigma: 2 of 2, Alpha Phi Omega: 0 of 6, Megalith Nu Sigma: 1 of 1, Beta Sigma Lamba: 4 of 6, Mu Kappa Phi: 2 of 6, Upsilon Sigma: 0 of 1, Sigma Upsilon – Upsilon Lamba: 0 of 1, Beta Upsilon: 0 of 1, Knight of Columbus: 0 of 1, and Epsilon Sigma: 1 of 1.

Another regarding Facebook was also asked, this is to determine whether they think or not the social media as a determining factor in the process of Presidential campaign. Table III below

represents the data gathered from the respondents.

Table 19. Answers to the question: “Do you think the social media is a determining factor in the Presidential campaign?”

Yes	No	Total
221	68	289
76.47%	23.53%	100%

Although 55.365% of the respondents said that images posted on Facebook media did not influenced their presidential preference, 76.47% of the respondents think that social media is a determining factor in the process of presidential campaign, 61% of which were females and 52% college graduates.

The distribution of those who agreed that social media is a determining factor in the process of presidential campaign per employment status was 23.53% government employee, 7.7% overseas Filipino workers, 19.46% private employees, 10.86% self-employed, 24.87% students, and 9% unemployed.

Table 20. Cross Tabulation of Gender of Respondents and their answers to the question: “Do you think the social media is a determining factor in the Presidential campaign?”

	Yes	No	Total
Female	138	43	181
Male	83	25	108
Total	221	68	289

Table 21. Cross Tabulation of Civil Status of Respondents and their answers to question: “Do you think the social media is a determining factor in the Presidential campaign?”

	Yes	No	Total
Single	158	52	210
Married	59	14	73
Separated	2	0	2
Widow	1	0	1
Widower	0	1	1
S. Pparent	1	1	2
Total	221	68	289

Table 22. Cross Tabulation of Highest Educational Attainment and the answers to the question: “Do you think the social media is a determining factor in the Presidential campaign?”

	Yes	No	Total
Elementary	0	1	1
Vocational	1	1	2
High School	2	0	2
HS Grad	8	3	11
College	54	22	76
Col Grad	115	33	148
MA Deg	30	7	37
Doc Degree	11	1	12
Total	221	68	289

Table 23. Cross Tabulation of Employment Status and answers to the question: “Do you think the social media is a determining factor in the Presidential campaign?”

Employment Status	Yes	No	Total
Gov’t Employee	52	13	65
Overseas Filipino Worker	17	3	20
Private Employee	43	16	59
Self Employed	24	7	31
Student	55	20	75
Unemployed	30	9	39
Total	221	68	289

Table 24. Cross Tabulation of Current Geographic Distribution of Respondents and their answers to the question: “Do you think the social media is a determining factor in the Presidential campaign?”

	Yes	No	Total
Abroad	22	5	27
Philippines	199	63	262
Total	221	68	289

Table 25. Cross Tabulation of Geographic Origin of Respondents and their answers to the question: “Do you think the social media is a determining factor in the Presidential campaign?”

	NCR	Luzon	Visayas	Mindanao	Total
Yes	16	5	9	191	221
No	7	1	5	55	68
Total	23	6	14	246	289

Tables from Table 19 to 27 show that respondents of this research believes that social media is a determining factor regardless of their socio-economic status.

Table 26. Cross Tabulation of Fraternity Affiliation of Respondents and their answers to the question: “Do you think the social media is a determining factor in the Presidential campaign?”

	Yes	No	Total
W/ Frat	34	13	47
W/O Frat	187	55	242
Total	221	68	289

As the Table 26 concluded that social media is a determining factor, the respondents were also asked who they

think benefited more in the use of social media in the pre-election campaign.

Table 27. Answers of Respondents to the question: “Who do you think benefits more in the use of social media in the pre – election campaign?”

	Total	
	Frequency	Percentage
Binay	13	4.46
Defensor	17	5.88
Duterte	228	78.89
Poe	10	3.46
Roxas	21	7.26
Total	289	100

Table 27 shows that 78.89% of the respondents thought that Davao Mayor Duterte benefited more among other presidential candidates in the use of social media during the pre-election campaign. The figures at Table 27 was validated by the report published at Inquirer.net by Yuji Vincent Gonzales stating that Duterte and Cayetano are the most talked-about bets on Facebook. According to the report, Mayor Duterte accounted for more than half or 64% conversations about presidential candidate on Facebook from November 20, 2015 to April 05, 2016. Administration bet Mar Roxas got 47% followed by Senator Grace Poe with 40%, Vice President Jejomar Binay and Senator Miriam Defensor-Santiago got 27% and 19% respectively. On the same report, it was stated that 15.2 million people have engaged in election-related conversation within the given period, Facebook

generated 124 million interactions on the same period (Gonzales, 2016).

Also, 158 of the 228 respondents who said Mayor Duterte benefited more in the use of social media in pre-election campaign are either college graduate, with a master degree units, or doctorate degree holders. Ten of these 158 respondents are either law graduates or law students.

Table 28: Cross Tabulation: Gender and answers to the question: “Who do you think benefits more in the use of social media in the pre – election campaign?”

	Female	Male	Total
Binay	11	2	13
Defensor	9	8	17
Duterte	138	90	228
Poe	9	1	10
Roxas	14	7	21
Total	181	108	289

Part of the 228 respondents who think that Duterte benefited more in the use of social media in pre-election campaign, as shown in table 28 were 3 from gays, 2 from lesbians, 5 from bisexual, 1 transgender, 84 male, and 133 female.

Table 29. Cross Tabulation of Civil Status and answers to the question: “Who do you think benefits more in the use of social media in the pre – election campaign?”

	Single	Married	Separated	Widow	Widower	Single Parent	Total
Binay	7	5	0	0	1	0	13
Defensor	14	3	0	0	0	0	17

Duterte	167	56	2	1	0	2	228
Poe	7	3	0	0	0	0	10
Roxas	15	6	0	0	0	0	21
Total	210	73	2	1	1	2	289

Table 30. Cross Tabulation: Highest Educational Attainment and answers to the question: “Who do you think benefits more in the use of social media in the pre – election campaign?”

	Binay	Defensor	Duterte	Poe	Roxas	Total
Elem	0	0	1	0	0	0
Voc	0	0	2	0	0	2
HS	0	0	2	0	0	2
HS Grad	0	1	8	1	1	11
Coll	5	4	57	2	8	76
Coll Grad	6	7	120	6	9	148
MA Deg	1	4	29	0	3	12
Doc Deg	1	1	9	1	0	12
Total	13	17	228	10	12	289

Table 31. Cross Tabulation Employment Status the answers to the question: “Who do you think benefits more in the use of social media in the pre – election campaign?”

	Binay	Defensor	Duterte	Poe	Roxas	Total
Gov’t Emp	3	3	49	2	8	65
OFW	0	0	17	0	3	20
Pri Emp	2	3	51	2	1	59

Self Emp	1	3	24	0	3	31
Student	4	3	59	4	5	75
Unemp	3	5	28	2	1	39
Total	13	17	228	10	21	289

Table 32. Cross Tabulation of Current Geographic Location of Respondents and their answers to the question: "Who do you think benefits more in the use of social media in the pre – election campaign?"

	Abroad	Phil	Total
Binay	0	13	13
Defensor	0	17	17
Duterte	24	204	228
Poe	0	10	10
Roxas	3	18	21
Total	27	262	289

Table 33. Cross Tabulation of Geographic Origin of Respondents and their answers to the question: "Who do you think benefits more in the use of social media in the pre – election campaign?"

	NCR	Luzon	Visayas	Mindanao	Total
Binay	2	0	0	11	13
Defensor	0	0	0	17	17
Duterte	19	4	14	197	234
Poe	2	0	0	7	9
Roxas	0	2	0	14	16
Total	23	6	14	246	289

Table 34. Cross Tabulation of the Religious Affiliation and answers to the question: "Who do you think benefits more in the use of social media in the pre – election campaign?"

	Binay	Defensor	Duterte	Poe	Roxas	Total
Islam	10	9	130	4	12	165
Roman Catholic	0	0	38	2	2	42
Christian	2	3	28	2	4	39
Baptist	0	2	4	1	0	7
7 th DA	0	1	6	0	1	8
Aglipayan	0	0	3	0	0	3
JLC	0	0	1	0	0	1
UM	0	0	1	0	0	1
Protestant	0	0	2	0	0	2
Born Again	1	0	6	0	1	8
Evangelical	0	0	4	1	0	5
Latter Day Saint	0	0	1	0	0	1
Atheist	0	0	1	0	0	1
Others	0	2	3	0	1	6
Total	13	17	228	10	21	289

Table 35. Cross Tabulation of Fraternity Affiliation and their answers to the question: "Who do you think benefits more in the use of social media in the pre – election campaign?"

	W/O Fraternity	With Fraternity	Total
Binay	12	1	13
Defensor	13	4	17
Duterte	189	39	228
Poe	10	0	10
Roxas	18	3	21
Total	242	47	289

Tables under Table 35 shows how dominant Davao Mayor Rodrigo Duterte not only by being preferred by the 84.08% of the respondents but is also believed to be a beneficiary of social media during the pre-election campaign by 78.89% of the respondents.

Correlation among the four questions above was also made to examine further the influence of social media as perceived by the respondents.

Table 36. Responses of Respondents on the question: "Did the images posted on Facebook influenced your presidential preference? (Classified according to preferred candidate)

	Yes	No	Total
Binay	3	7	10
Defensor-Santiago	10	9	19
Duterte	110	133	243
Poe	6	3	9
Roxas	0	8	8
Total	129	160	289

Majority of the respondents think that Davao Mayor Duterte benefited more in the use of social media in pre-election campaign with a percentile of 78.89% followed by Secretary Roxas with 7.27%, Senator Defensor-Santiago with 5.88%, Vice President Binay with 4.45%, and Senator Poe with 3.46%.

In addition, those who preferred Secretary Roxas and Senator Poe to Mayor Duterte is 62.5 to 37.5 and 44.44% to 33.33% respectively. The ratio of Vice

President Binay and Senator Defensor-Santiago to Duterte is 30% to 40% and 42.10 to 47.37 respectively.

As shown in Table 36, majority of the supporters of the five presidential aspirants who participated at this research agreed that social media is a determining factor in the process of presidential campaign.

Table 37. Answers of Respondents on whether or not the social media is a determining factor in the process of Presidential campaign? (Classified according to preferred candidate)

	Yes	No	Total
Binay	7	3	10
Defensor-Santiago	14	5	19
Duterte	184	59	243
Poe	9	0	9
Roxas	7	1	8
Total	221	68	289

Table 38. Answers of Respondents on the question: "Who do you think benefited more in the use of social media in pre – election campaign?"

	Binay	Defensor	Duterte	Poe	Roxas	Total
Binay	3	1	4	2	0	10
Defensor-Santiago	0	8	9	1	1	19
Duterte	9	8	209	3	14	243
Poe	1	0	3	4	1	9
Roxas	0	0	3	0	5	8
Total	13	17	228	10	21	289

Table 39: Cross tabulation of those who think that Facebook influenced their Presidential Preference and those who think that social media is a determining factor in the process of Presidential campaign

Did the images posted on Facebook influenced your presidential preference?	Do you think the social media is a determining factor in the process of Presidential campaign?		Total
	Yes	No	
Yes	120	9	129
No	101	59	160
Total	221	68	289

Table 40: Cross tabulation of those who think that Facebook influenced their Presidential Preference and those who think that there are those who benefited more in the use of social media in pre – election campaign

	Yes	No	Total
Binay	6	7	13
Defensor	9	8	17
Duterte	106	122	228
Poe	3	7	10
Roxas	5	16	21
Total	129	160	289

Despite of not being influenced by the images posted of Facebook, majority of them thinks that social media is a determining factor in the process of presidential campaign with a ratio of 63.125% to 36.875%. The Table above also showed that 41.52% of the total respondents think that social media is a determining factor and that Facebook

influenced their respective presidential preference.

Table 41: Cross tabulation of those who think that social media is a determining factor in the process of Presidential campaign and who think that one benefited more others in the use of social media in pre – election campaign

	Yes	No	Total
Binay	9	4	13
Defensor	11	6	17
Duterte	181	47	228
Poe	8	2	10
Roxas	12	9	21
Total	221	68	289

Table 42: Cross tabulation of those who will vote for their candidates and those will vote and who will do further actions ca

	Campaign against	Campaign for	Take no action	
Binay	0	8	2	10
Defensor	0	12	7	19
Duterte	2	161	80	243
Poe	0	2	7	9
Roxas	0	2	6	8
Total	2	185	102	289

Table 42 shows that those supporters of each presidential aspirants are likely to campaign for their respective presidential candidate on social media. Supporters of Vice President Binay who participated in this research showed that 80% of them will campaign for him while Senator Defensor-Santiago got 63.15%, and 66.25% of Davao Mayor Duterte supporters also said that they campaign for the mayor.

However, the case of Senator Poe and Secretary Roxas is different from the other three presidential aspirants. 77.78% of the respondents who prefer Senator Poe and 75% of the supporters of Secretary Roxas are likely to take no action as a support to their respective presidential candidate.

CONCLUSION

As a result, 64% of the respondents said that they are campaigning for their respective presidential candidate – this is through posting relevant photo and text images and sharing posts on social media. With the 76.47% respondents who think that social media is a determining factor in the process of presidential campaign it is undeniable that social media now is becoming more widely used as a new medium for political advertisement. This development are mostly welcomed by the younger generations while older generations are also optimistic to this more efficient way of communication. While only 44.63% of the total respondents were influenced by Facebook, this is still an affirmative feedback to the claim of the 76.47% respondents because of the many factors and interventions found in the social media to gain ones support. Aside from photo and text images, influential individuals are also voicing out their preferences through social media, and this can sway the beliefs of their respective followers.

However, there are advantages and disadvantages to this social media influence. Social media allows anyone to connect other social media users to spread both real and hoax information to either destroy other presidential aspirants and/or to make their presidential preference better than the other aspirants. This is alarming because some users believe whatever they see and read on the social media without verifying the information or the source of the information.

As a result, this research recommends for further studies that includes social media regulation and how social media is being used by some people with strong supporters who can create a cyber army to intimidate others.

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CLASH OF CLANS: A SIMULATION OF ANCIENT SPARTAN WARS

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ABSTRACT

This study was conducted to determine the simulation of political history of wars in ancient Sparta during the rule of King Leonidas by using the game Clash of Clans and to maximize the potential and significance of video games as a tool for political education. The study is aimed to know the mundane political patterns of Spartan society under the rule of King Leonidas which is evident particularly in war that are simulated in Clash of Clans. This research also sought to differentiate Clash of Clans virtual politics and Spartan wars under King Leonidas and determine if the game Clash of Clans an exaggeration of historical wars. Moreover, this study also sought to determine if the game Clash of Clans facilitates the reintroduction of the political history of Spartan wars under King Leonidas.

The research gathered and generated results that show the simulation of ancient Spartan wars in the game, though not in its entirety because of the limitation of the game's framework and the limited amount of literature. Notwithstanding, the merits of the findings can help provide substance on the study of politics by means of simulation and video games which help simulation become a stable political space or trend in research. Finally, Clash of Clans as a tool to simulate ancient history of wars and political history shows that video games will help students and other persons interested to put theories into practice in the easiest way and learn various concepts with ease in a fun and interactive way, thus making it an alternative tool for political education.

Keywords: Political History, Political Education, Simulation

INTRODUCTION

The proliferation of video games in the contemporary society is evident as it penetrates almost all the members of the society. Video games are now incorporated in a society's culture and becomes a part of one's everyday life. There are varieties of video games available in the market today such as action, adventure, simulation, strategic games etc. But the type of game that gained utmost popularity is the Massively Multiplayer Online Game (MMOG) which is capable of supporting large numbers of players simultaneously. These games can be found for most network- capable platforms, including the personal computer, video game console, or smartphones and other mobile devices. MMOGs enable players to cooperate and compete with each other on a large scale, and to interact meaningfully with people around the world.

Video games may be used as a tool for the simulation of war. Clash of Clans (CoC) is a MMOG wherein each player starts with a small medieval settlement in a forest and manifests the creation of the city-state or state and its activities specially the creation and advancement of the military to wage war and preserve itself from outside threats.

The preservation of the city-state or state was possible because of a strong standing army. One of the most popular stands against invasion was best exemplified by King Leonidas and his standing army wherein they were able to defeat the belligerents, with the help of neighboring city-states, for the preservation of all Greek city-states.

The research conducted asserted that the game Clash of Clans can be used as a means to reintroduce the political history of wars and to help us comprehend politics and history in an unconventional way.

STATEMENT OF THE PROBLEM

This study aims to know whether the

game Clash of Clans is a simulation of the political history of wars in ancient Sparta during the rule of King Leonidas.

Specifically, the following questions are to be answered:

1. What are the mundane political patterns of Spartan society under the rule of King Leonidas which is evident particularly in war that are simulated in Clash of Clans?
2. What are the differences of Clash of Clans virtual politics and Spartan wars under King Leonidas?
 - a. Is the game Clash of Clans an exaggeration of the historical wars?
3. Does the game Clash of Clans facilitate the reintroduction of the political history of Spartan wars under King Leonidas?

SIGNIFICANCE OF THE STUDY

The findings of the research contribute to the expanding scope in the study of political science. This study generated valuable information in maximizing the potential of video games as an instructional tool.

The core of the study uses the game Clash of Clans as a lens in simulating ancient Spartan wars under the rule of King Leonidas. The version or update of the game used is the July 2015 update version 7.156.

The immanent use of the game Clash of Clans is another limitation for this study as the study is not absolutely dependent upon the player. The study is limited because the use of a video game as an instrument for studying politics is still new, video games are still considered as an instrument for entertainment rather than a space for political analysis and knowledge.

BACKGROUND OF THE STUDY

Sparta was one of the most important Greek city-states throughout the Archaic and Classical periods and was famous for its military prowess. As written by Cartwright (2015) The professional and well-trained

Spartan hoplites were probably the best and most feared fighters in Greece, fighting with distinction at such key battles as Thermopylae and Plataea in the early 5th century BCE. Warfare is integral in the existence of a state during classical and archaic times in Greece. This is exemplified when Spartan citizens were prohibited from pursuing any profession other than that of arms.

The bravery and skills of the Spartan army was showcased during the second Persian war (480 BCE) that was led by Xerxes king of Persia and his soldiers estimated to be perhaps 100,000 men. The only thing that stood between the pass was the 300 hoplites of king Leonidas and 6,000 other soldiers from various Greek cities. The outnumbered Greeks were able to hold the pass for seven days and inflict great casualties to the Persian army (Miller, 2015). The Spartans may have lost the battle but no one can disregard that the Greeks were greatly outnumbered. This is a manifestation of the strength of the Greek army particularly the Spartans which are only 300 in number.

The recruitment of the 300 Spartans that fought alongside King Leonidas is also noteworthy. The success of any organization most of the times, relies on the members of organization. A modern time example of how essential or important recruitment is to the success of a particular organization is the General Electric. At General Electric, Jack Welch delivered decades of double-digit growth by developing a system for attracting, training, and retaining "A" players. Every year, all GE employees were separated into three categories: top 20 percent, middle 70 percent, and bottom 10 percent. The top 20 percent were showered with bonuses, stock options, and other rewards. The middle 70 percent were given training, positive feedback, and goals for moving up. The bottom 10 percent were asked to let go. This system developed a core group of highly-motivated superstars. In turn, they attracted more good people to join GE. The implication of the rules imposed by Jack Welch is that it prevents members of the group from

being an impediment to the company and it keeps their employees highly motivated and competitive.

The Spartan city-state was not only limited to the development and advancement of its armed forces but also practicing and exercising diplomatic relations and foreign policy with their neighbouring city-states.

Despite the undoubted effectiveness of Sparta's professional army, its foreign policy relied on diplomacy as much as force of arms to solve its differences with neighbouring city-states. In fact, the Spartans demonstrated an acute appreciation of the limits of their power and of their vulnerability, which in turn gave rise to a cautious foreign policy that relied heavily on effective diplomacy. Sparta produced the first known permanent alliance system in history, comparable to NATO: the Peloponnesian League (Schrader, 2012). Peloponnesian League, also called Spartan Alliance, is a military coalition of Greek city-states led by Sparta, formed in the 6th century BC. League policy, usually decides on questions of war, peace, or alliance, was determined by federal congresses, summoned by the Spartans when they thought fit; each member state had one vote (*Encyclopædia Britannica*, 2015).

Notwithstanding the old age of the study on political history of wars during archaic Greece, we shall now merge the obsolete and contemporary to ignite interest in the study of history and politics.

The U.S. Department of Defense defines a war game as a simulation, by whatever means, of a military operation involving two or more opposing forces, using rules, data, and procedures designed to depict an actual or assumed real life situation.

This notion of the war game as a simulation, as an imitation of combat by other means, preceded the use of computer-based models for encoding rules, data, and procedures. War games have taken many forms ranging from large-scale field exercises to

abstract strategy games played with maps, counters or miniatures. Because they can be set in reconstructed historical events or imagined scenarios, strategists and military planners use them to rehearse or test strategy, operations and tactics. They accomplish this goal by staging a performance involving people, systems, and technology (Lenoir, T. and Lowood,)

Technology, specifically video games, can be an effective tool for more strategic lessons. One established way of using technology as a tool for learning is through the concept called simulation. The concept of simulation or simulation game has started way back in the latter half of the 1960's which it had become a highly popularized teaching strategy. As Cousins (1976). puts it, "simulation is an attempt to recreate, for instructional purposes, some dimensions of reality. The simulation, or model of reality, usually involves a setting or scenario roles to be assumed and carried out, a problem or problems to be confronted, constraints or rules, and an outcome or set of outcomes." He claimed that simulation games are good motivators due to the active, personal involvements of the students in the activities.

As for the field of history, Pagnotti and Russel (2012), used the game Civilization IV to engage students in world history.

The study of political science is not only limited to conventional and stable theories formulated in the past. Nigel Thrift (2006) first emphasizes the continuing importance of political invention. According to Nigel Thrift:

There is no reason to believe that the political sphere is any more devoid of innovation than any other sphere of human life, all the way from the invention of democracy through the invention of the nation state, to the invention of the network of network institutions and standards of governance that characterize a good part of the world today. Then, second,

that politics cannot therefore be assumed to have a stable content. Though this has become something of a truism, still it is important to state again that the study of politics cannot be reduced to what constitutes political discourse at any particular time. Politics escapes stable categorizations. Third, I will want to argue that contextual political analysis is the only meaningful form of political analysis and that this principle should be engrained in the practices of political theory. One reason is a simple operational point. The conduct of contemporary politics takes place at many sites, not all of which are labeled 'political' but many of which have political intent nonetheless.

Video games can be used as instrument for theorizing politics evident in a game. This approach to non-traditional approach may be deemed unguided but according to Rutsky and Macdonald (2003):

The study of theory, culture and politics cannot be confined within disciplinary boundaries nor reduced to a set of fixed, taken for granted perspectives of categories... It is precisely this movement across boundaries, this refusal to take for granted predefined categories, to be confined to a particular theoretical or political approach, that 'defines theory' itself. Theory, in this sense, becomes a matter of moving, not simply from one theoretical, historical or political locus to another, but in multiple, interdisciplinary, and often unforeseen directions.

This research is focused on pairing politics and history to come up with a theory in reinventing political past by means of the game Clash of Clans. There are ample amount of studies that focused on games and history.

Historians now freely use such words as invent, imagine, create (not recreate), and construct (not reconstruct) to describe the process of historical interpretation, and then proceed to support some novel interpretation by a series of possibilities, might have beens, and could have beens. The development that Gertrude Himmelfarb describes relates to the poststructural historical turn that is roughly coincident with the emergence of hypertext and games. I invoke her words here because they so clearly characterize the historical endeavor as play. Think of them as imperatives: invent! imagine! create! Consider them as modes of engagement: the subjunctive, the speculative, the what if. This notion of play, if I may so characterize Himmelfarb's (1980) descriptors before defining the term, also seems to share something very basic with historical computer games, something more than the destabilized hierarchies and subverted master narratives that are held in common between games and poststructuralist history.

Although Himmelfarb along with many other respected historians lament this ludic turn in the writing of history, she has articulated the problem in ways that point to the conjuncture of the new history with games.

According to Haglund (2011), the agenda of games may differ but their informative nature should not be underestimated. Not every

game is just entertaining – some might also communicate political opinions or imply the intention to leave an impact on the gamer. Whether it is for entertaining purposes or by sending a political message: Games communicate and they do it in an interactive way.

Research by using videogames to expand the horizon of social science particularly, history and political science will ignite profound interest in conducting future research that pertains to simulation and videogames. The image of videogames will incrementally change because of researches that would help improve the utilization of videogames as a tool for political education.

RESULTS AND DISCUSSION

This chapter is discussing the mundane political patterns of Spartan society under the rule of King Leonidas which is evident in war that are simulated in Clash of Clans (CoC). The succeeding political patterns are chosen by the researcher because the following are considered the most consistent and evident aspects of politics that can be observed within the framework of the game. A table is presented to serve as an aid and guide for the succeeding discussions pertaining to the mundane political patterns of Spartan society that are simulated in CoC. (See table 1.0)

SPARTAN SOCIETY	CLASH OF CLANS (CoC)
<p style="text-align: center;"><u>Leadership Traits</u></p> <p>Leadership traits such as positivity, leadership profile, recruiting, and group size are at best manifested and exemplified primarily by the king of Sparta. The king of Sparta is the primary source of leadership traits.</p>	<p style="text-align: center;"><u>Leadership Traits</u></p> <p>Sources of leadership traits such as positivity, leadership profile, recruiting, and group size comes from the leader, co-leader, and elder of the clan. Leadership traits can be located among the three types of leaders in CoC.</p>

<p style="text-align: center;"><u>Alliance</u></p> <p>Alliances, during the peak of Spartan society under king Leonidas, were primarily intended for peace and for defensive purposes unless offensive measures are necessary.</p>	<p style="text-align: center;"><u>Alliance</u></p> <p>Alliances in CoC are solely intended for offensive purposes only and it is best observed during clan wars.</p>
<p style="text-align: center;"><u>War</u></p> <ol style="list-style-type: none"> 1. The spoils of war during ancient Greece are as follows: <ol style="list-style-type: none"> a) Weapons b) Coins c) Jewels d) Furniture e) Animals f) Human beings 2. Strategies used in warfare are organized and fixed 3. Military State 	<p style="text-align: center;"><u>War</u></p> <ol style="list-style-type: none"> 1. The spoils of war in CoC are as follows: <ol style="list-style-type: none"> a) Gold b) Elixir c) Dark Elixir 2. Strategies used in CoC are either unorganized or organized and it varies from player to player. The gameplay of CoC allows players to end the war especially in the event that the aim or goal of such player is achieved. 3. Military centric as provided by the framework of the game.

Skills Approach leadership development suggests that individuals can develop the skills, abilities, and behaviors needed to lead. Such attributes of being a leader can be found in the game Clash of Clans (CoC). These attributes are the following: positivity, leadership profile, recruiting, and group size.

Gray, T., & Callahan, J. (2008) said that movies provide a storytelling platform enabling learners to link theory to practice. The article published by Gray and Callahan uses 300 to explore skills-based leadership theories. 300 (2007) is an adaptation of Frank Miller's novel depicting the Battle of Thermopylae (400 B.C.) between Greece and Persia. The movie tells the story of how King Leonidas led 300 Spartan warriors in battle against King Xerxes' army in defense of Spartan land, values, and freedom.

Leadership attributes such as positivity, leadership profile, recruiting, and group size are simulated in the game CoC and are discussed respectively. The aforementioned traits can be found in King Leonidas because

of his team player attribute. These attributes are exercised by the clan leaders in CoC namely the leader, co-leader, and elder of the clan.

Leadership Traits: Positivity

First, let us consider the example of King Leonidas of Sparta in understanding more about positivity. In 480 BC, he led 300 Spartans against the massive invading army of Xerxes I of Persia. The Spartans chose to make their last stand at Thermopylae. Morale was high despite the overwhelming odds. When told that Persian arrows would blot out the sun, a Spartan soldier named Dienekes scoffed, "So much the better; we shall fight in the shade" (Lem, P. 2009). "Leonidas, the Spartan leader, chose to fight to the end, knowing that his men could never win this battle. He told the remaining Greek soldiers to flee whilst they could, but the Spartans would show their courage and fight on." Bos, C. D. (2013) narrated that the Spartans were cut down to the last man.

Positivity is simulated in the game CoC,

particularly during clan wars which is the highlight of the game. Clans cannot choose on their own what certain clan they would engage in war because the game itself fixes which clan engages war with other clans. This would usually result in engaging with enemies who are better than one's own clan. Despite the fact that there are huge disparities between clans engaged in war, they try their best to crush the opposing clan.

Leadership Traits:

Leadership Profile

What separates foot soldiers from leaders like Leonidas? It is difficult to generalize because different styles are effective in different situations. In CoC, there are four types of member in a clan, the leader, co-leader, elder, and the member. Among the four types, the first three are the types of members that manifest and exemplify the traits of a leader and the last one has no additional status, in the clan. According to Chemers (2000), 80 years of leadership research have identified three consistent themes: Image, Relationships, and Decisions. Leadership themes are demonstrated during the preparation for the upcoming war and during the war. Although Leonidas' stand at Thermopylae is widely viewed as the epitome of "Spartan" behavior, it was in fact unique in Spartan history. No king had ever died in battle before Thermopylae. Because his older brother was rebellious and convinced of his superiority and destiny to lead, Leonidas might have become obsessively loyal, the quintessential "team player" (Schrader, H., 2012).

Image

Image means that leaders must be perceived as leaders. They must be seen as honest, trustworthy, and loyal to the team's beliefs and values. Leaders often take great risks or make large personal sacrifices to demonstrate loyalty to the cause. By demonstrating superior skills and competence, leaders inspire confidence that they will guide the team in the right direction.

Relationship

In relationships with the team, leaders strike a balance between support and structure. For tedious or unpleasant tasks, leaders motivate the team by providing psychological and emotional support. Decision-making may be centralized or decentralized.

Decisions

Decisions such as exercising administrative authority to invite players to join their clan, accept or decline requests to join, start wars, and promote/demote members to and from eldership and/or co-leader, and expelling co-leaders, elders, and members are centralized when the clan leader solely decides on particular matter and it is decentralized when the clan leader solicits opinions or views from the members of the clan on decisions regarding the actions that are to be taken by the clan leader.

The aforementioned leadership themes are simulated in CoC especially during clan wars. Without the leadership of the following: leader, co-leader, and elder there would be disorder and disorganization in the clan. The game CoC teaches teamwork and lacking which, there would be no efficiency during wars. The same is true during the time of ancient Greece where the primary role of the King of Sparta is to lead the Spartan Hoplites into battle. The most conspicuous function of the Spartan King was their role as military commanders.

Leadership Traits: Recruitment

Recruitment is vital to the success and interest of a particular organization or a group because the members are intrinsically the most significant element to determine the capabilities and potential of an organization.

Similar to GE, Leonidas in particular made a point of using a shrewd eye to select soldiers. His selection of an all-fathers unit of Spartans might similarly have served a

psychological purpose, in this case, unit motivation. The Greeks believed that men with sons were especially mature and reliable and equipped with experience; hence they would make highly motivated soldiers (Strauss, 2004). King Leonidas hand-picked the 300 Spartans who stood with him at Thermopylae. The same is true when recruiting members for a clan.

This is manifested and simulated in CoC. A member must not be an impediment to the growth and success of the clan or otherwise such member would be booted out of the clan. The game CoC manifests the idea of survival of the fittest. Because of the possibility of being booted out or being expelled, it is often seen in the game that during clan wars each member performs best because failing to do so would create a scintilla of doubt on the part of the leader, co-leader, and elder in retaining such member who performs poorly.

Leadership Traits: Group Size

In addition to rewards and discipline, group size has a big influence on teamwork. In Robin Dunbar's work in 1993 (Chap 4), he said that the size of the human brain limits us to a maximum of 150 stable relationships. If we were to mention simulation of group size in CoC, there would be two aspects that should be considered and that would be the group size of the clan and the standing army of the members or players. A clan in CoC can have a maximum of 50 members with a capacity of storing a maximum of 275 troops when a player reaches the apex level in the game.

This limit is found in many organizations throughout history. Roman legions were organized around units of 100 soldiers. In the U.S. Army, a fighting company is comprised of 62–190 soldiers, and divided into 3–5 platoons. Each platoon contains 2–4 squads, and each squad contains 9–10 soldiers.

The actual size and composition of the Spartan army varied from period to period, but the same organization can be discerned. The smallest unit was the *enomotia* which varied in

size but probably averaged about 30 men. This was the basic tactical unit, and could assume various frontages and depths as might be required. The next sized unit was the *pentekostys* which could contain 2 or 3 *enomotiae*. The next size was the *lochos* containing 4 *pentekostyes* under the command of a *lochagos* (Nelson, R. 1975). Though no kind of organization or formation exists in the game of CoC, it would be evident that there is only a small group size whether in Spartan army organization or in troops that can be stored in the game.

Though there is a great disparity of the numbers aforementioned it is clear that the group size of Spartan army and in CoC is small which is better for it can be easily administered and organized.

Alliances

Ever since, alliances between countries existed especially in the military field. Alliances are simulated in CoC and it is commonly called as Clans. The Peloponnesian League was an alliance of states in the Peloponnesian region, first organized and masterminded by ancient Sparta. The goal of the Peloponnesian League was to form strategic and beneficial alliances, allowing the involved states to build strength, security and power. The same is true in the gameplay that can be seen in the game CoC. Clans serve as a tool or vehicle to further a player's interests and agenda such as receiving what is often known as clan perks. Clans are groups of players that join together in order to compete with other Clans in two ways: the first is to pool their trophies and battle to collect the most trophies and the second is to win Clan Wars for loot and prestige. Apart from the Clan members themselves, the Clan as a whole has an experience level ranging from 1 to 10

The Spartans at the height of their power were keen to not only be at war and keep their state safe, but to also be at peace. The Peloponnesian League was created to allow this to happen, the strength of the aligned states

would act as a natural deterrent in a volatile ancient world. The Peloponnese peninsula was home in Ancient times to the most feared fighters in all of the Ancient Greece, the Spartans of ancient Sparta. As enemies of Athens and the Delian league, Sparta looked toward their own league to offer power, protection and the survival of the Spartans. Sparta was also at odds with one of the other big players in the Peloponnese, the Argos. To this end, Sparta's primary goal in the league was self-preservation and prosperity.

Preservation and prosperity can be observed in the game when clan members ask for troop donations to have the upper hand during a war making the chances of winning higher thereby increasing the amount of resources and rewards when the clan wins the war. In the article of Lendering in 2015, he said that the Peloponnesian League can best be seen as a network of probably bilateral perpetual alliances. Except for Argos, all towns on the Peloponnese were member of the Spartan alliance.

War: Spoils

In the ancient Greek world, warfare was seen as a necessary evil of the human condition. The war itself was often justified by economic mobiles - the acquisition of richness - and led to a redistribution of these richness. The spoils of war were generally composed of transportable and negotiable goods (weapons, coins, jewels, furniture, animals and human beings). It is to the military chiefs that returned the responsibility for the management of the spoils of war. (Meyniac, JP, and Borgo, P. et al. 2007). The same is true in CoC except that there are no prisoners captured after winning the war. Wars are waged to accumulate wealth thereby producing advanced structures, defense towers, and troops.

War: Strategy

In CoC, strategy is evident only in dropping troops in the enemy camp because once the troops are dropped in the village of the

enemy; a player's soldier randomly attacks the structures of enemy village. It varies from the Spartan way of approaching warfare. Spartans uphold tactics, strategy, and order, but we cannot assert that no strategy is used in CoC. One of the most effective and enduring military formations in ancient warfare was that of the Greek Phalanx. The phalanx formation was a close-rank, dense grouping of warriors armed with long spears and interlocking shields. (Mark, J. , 2012).

Spartans are the best of warriors when they do not fight singly but by group or number, regardless of size, because of the phalanx that they use as a strategy. Spartans will never retreat and surrender from a war because of Spartan Law unless the king would insist such measure which is unlikely to happen. Such event also occurs in CoC. Attacks are mostly successful, when troops are not deployed one by one, troops in CoC are deployed by group or by heap because it brings more casualty and firepower. Troops deployed in CoC are like Spartan Hoplitae because once they are deployed, they never retreat or surrender. A manifestation of retreat or surrender in CoC can only be seen when the player clicks the surrender button located on the lower left side of the screen.

Wars are won when teamwork and efficient organization is observed and everyone is involved. Size of the army does not lead to absolute winning in war. Though in perspective, the Spartans lost the battle at the Thermopylae, in fact the Spartans won because of the damage they have inflicted in Xerxes army. Same is true in CoC because if an attack is executed with strategy and proper organization, a player would not necessarily have to deploy his entire army to crush the opponent. Though the Spartans are forbidden to retreat or surrender in a war, there is a sign of taking the measure of conceding because a king has the authority to order retreat. The same is true in CoC, a player may concede.

War: Military Centred

As grueling as Sparta's martial education system could be, the soldier's life was the only option for young men who wished to become equal citizens, or "Homoioi." According to the edicts of the Spartan lawmaker and reformer Lycurgus, male citizens were legally prevented from choosing any occupation other than the military. Because of their preoccupation with the study of warfare, Sparta's manufacturing and agriculture were left entirely to the lower classes. Skilled laborers, traders and craftsmen were part of the "Perioeci," a class of free non-citizens who lived in the surrounding region of Laconia (Evan, A. 2013). In the game, these kinds of citizens were called non-combatants. Builders are the workers that live inside the Builder's Hut where they can upgrade, build, and rebuild structures, as well as

upgrade your Heroes. Another type of non-combatants is known as villagers.

Sparta is mainly a military state and it is easily discerned because of their practices. If we were to simplify the kind of profession in Sparta we can simplify it into two: combatants and non-combatants. Combatants are those Spartan Hoplites armed with swords, shields, and spears with the purpose of defending the city-state. Non-combatants are those whose professions that concern with the arts, creating weapons, and performs labor.

The following table presented in the next page (see table 2.0) serves as an aid and guide to the distinctions of politics during a war in Sparta and in CoC.

Table 2.0 Differences between Clash of Clans Virtual Politics and Spartan Wars under King Leonidas.

SPARTAN WARS	CLASH OF CLANS (CoC)
<p><u>Primary Interest</u> During the reign of King Leonidas and in the Persian Wars, the main motive is to preserve the existence of the Spartan state.</p>	<p><u>Primary Interest</u> Accumulating wealth, power, and prestige is the primary motive and goal in CoC.</p>
<p><u>Wars</u> War engaged by Sparta during the reign of King Leonidas is mainly defensive.</p>	<p><u>Wars</u> Wars waged in CoC are primarily aggressive. It may be defensive in some sense that a player must attack a village to obtain wealth and have the capacity to defend ones village..</p>
<p><u>Decision-making</u> Participation in a war requires the consent of the Assembly and the Council of Elders before the Spartan hoplites can be deployed in the battlefield.</p>	<p><u>Decision-making</u> Waging or participating in a war no longer requires consent from clan members.</p>

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The battle of Thermopylae was simply a defensive measure to prevent the Persians from

penetrating Central and Southern Greece. Preservation of the existence of Greek states is the main motive in defending the pass. However in CoC, aggressive war has preponderance over a defensive war. Suffice to say that in order to defend a player's village, the player must obtain resources to create structures capable of defending the village and these resources are to be obtained thru waging war and engaging in clan wars.

Wars: Defense

During the time of King Leonidas, defense solely rely on manpower which is their trained soldiers or the Spartan Hoplites than on walls or fortifications and towers. Defense in CoC does not need armed men on the battlefield because it is not allowed within the framework of the game. It is clearly an exaggeration of historical wars since no defensive war solely rely on walls or fortifications and in towers.

Decision-making

We now proceed to decision making in times of war in Sparta and in CoC. Prior to engaging in a war, an assembly has the sole authority in the deployment of military forces in the battlefield. The assembly included all Spartiates with full political rights. Their main responsibilities were decisions on foreign policy, particularly about war and peace. Kings in Sparta are only powerful in the field during a war because their primary role is to be a military commander (Pretzler, M. 2014). Decision making with regards to waging war in CoC is quietly different than those with Sparta. Waging war does not require consent from clan members and this implies that wars are instantaneously waged in CoC even without giving due notice to its members.

Decision making regarding the engagement of war in CoC is clearly an exaggeration of historical wars. It is exaggerated in a way that waging wars are easily made in CoC without formal deliberations unlike in Sparta where an assembly is made to discuss the measure of engaging in a war.

Engaging in a war equates for material and life expenses and these expenses are not easily replenished which is why a deliberative assembly is an indispensable element when waging war in ancient Sparta. For such reasons, it would be clear that decision making in CoC, particularly in war, are exaggerated. Waging wars in CoC are in a click of a button since there would be no extreme consequences in waging wars in CoC.

COC as a Reintroduction of the Political History of Spartan Wars

The last question which is to be answered by this paper is, whether the game Clash of Clans facilitates the reintroduction of the political history of Spartan wars under King Leonidas?

Yes, it certainly does but not in its entirety although it is worth taking into consideration the substantiality of the findings of the research. Nigel Thrift asserted that "the conduct of contemporary politics takes place at many sites, not all of which are labelled political but many of which have political intent nonetheless." There is little literature about the heroics and life of King Leonidas, thus, the game helps make it easier to introduce Leonidas and the Spartan society. Leadership traits which are exercised and practiced during the times of ancient Spartan society under the reign of King Leonidas are simulated in the game CoC. The player puts his self into the shoes of a leader and simulation helps leadership traits to be practiced and be learned. Leadership traits, alliances, national interest, wars, strategy, and decision-making are terms oftentimes attached and linked to politics. The aforementioned concepts are made easier to introduce since there is involvement between and among the players and the game itself. As Cousins pointed out "simulation games are good motivators due to active, personal involvement of the students in the activities."

It would suffice to say that the game Clash of Clans can be used as means to

reintroduce the political history of wars to help us comprehend politics and history in an unconventional way. After the conduct of the study, it proved that simulation can be used as a tool to understand wars and the existence of political history within the framework of the game, this simply means that politics cannot be confined to a particular space.

The foregoing statement is attested by the following results. First, the study saw mundane political patterns that existed in ancient Spartan society under the rule of King Leonidas which is evident in war that are simulated in Clash of Clans. Second, it provided distinctions between Clash of Clans virtual politics and Spartan wars under King Leonidas and it determined whether the game is an exaggeration of historical wars. Lastly, the game facilitated the reintroduction of the political history of Spartan wars under King Leonidas.

CONCLUSION

Based on the findings of the study, the game Clash of Clans simulates the reintroduction of political history of wars in ancient Sparta during the rule of King Leonidas. The research identifies three consistent mundane political patterns in the game CoC which are the following: leadership traits, alliances, and war. Thus, there are mundane political patterns during the Spartan society under the rule of King Leonidas that are evident particularly in war that are simulated in Clash of Clans.

The research purports the distinction between Clash of Clans virtual politics and Spartan wars under King Leonidas. There are three main distinctions between Spartan society and Clash of Clans and these are the following: primary interest, wars, and decision-making. Because of the grave disparities between Clash of Clans virtual politics and Spartan wars under King Leonidas, it simply asserts that the game Clash of Clans is an exaggeration of the historical wars.

Since the game Clash of Clans made it easier to introduce the concepts and theories that were fervently elaborated by the researcher, therefore, the game Clash of Clans facilitates the reintroduction of the political history of Spartan wars under King Leonidas.

Recommendations

Though the game CoC has a historical and political complexion, such complexion is not in entirety or absolute because of the limitations of the game itself. However the video game industry is replete with games concerning history, politics, and war which would better help students to understand further complicated concepts and apply theory into practice even more. An example of which is the game Sparta: War of Empires. The game is set in the 5th century BC, the ancient world of Greece is in turmoil, under threat from Xerxes and his giant Persian Empire. In the game Sparta: War of Empires, the player will be put in the shoes of the king and will be able to learn and master politics, strategy, and diplomacy. The game is more accurate in illustrating the Spartan society and more realistic than the game CoC which would even help students learn more from games.

In addition, it is highly recommended that the players, stakeholders, and game developers are to be surveyed by interested researchers, seeking to enrich this study, to generate consensus and substantial data concerning the improvement or development of a game that would better serve as a tool for political education and incrementally making video games as an instrument for education and not just for entertainment.

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FACIAL MORPHOMETRICS, VOTERS' FACIAL PREFERENCES, AND ELECTORAL OUTCOMES

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Abstract

Elections operate in such manner that voters must have researched well the political backgrounds and platforms of the candidates they are voting. However, in absence of other information, voters tend to resort to cues such as their perception on facial appearances. This study is a pioneering study to adopt facial morphometric in testing the influence of candidates' facial appearance on their electoral outcomes while omitting other variables such as incumbency, partisanship, and popularity. It also investigates the facial preferences of voters with low political knowledge. This study is divided two-fold. The first phase is a facial morphometric analysis of 33 senatorial candidates from the 2013 Philippine national elections. Adopting the geometric morphometric method from natural sciences, the facial characteristics of the generated consensus image of the senatorial candidates were analyzed and identified. The second phase was conducted to verify the findings of the first phase of the study through survey questionnaires with sets of morphed faces of presumptive candidates. The researchers morphed faces from masculinity-femininity continuum and asked the facial preferences of chosen respondents. The result of the first phase was found to corroborate with the second phase. It showed that the consensus image of the 33 senatorial candidates is characterized by a hyper masculine and hyper feminine facial morphometry. Interestingly on the second phase, respondents have significantly higher votes on presumptive candidates with hyper masculine and hyper feminine facial characteristics. It can be gleaned from the voting behavior of the electorate in a politically low informed society that facial cues may have a bearing on moulding electoral decisions. Hence, It is highly important to consider the dynamics of electing leaders in the government by studying the behavior of the voters. This study also signifies that facial morphometric is a useful tool in determining the winning chances of the presumptive candidates as well as the actual candidates in an election.

Keywords: Geometric Morphometric, Elections, Voter's Facial Preferences

INTRODUCTION

Elections operate in such manner that voters must have researched well the political backgrounds and platforms of the candidates they are voting. However, in absence of other information, voters tend to resort to cues such as their perception on facial appearances. Several recent studies on elections suggest that the politician's facial appearance may have a bearing on their political outcomes. In a study by Todorov et al. (2005), subjects completely unfamiliar with American senatorial or gubernatorial candidates were shown photo pairs of competing

candidates. Based entirely on perceptions from the photos, subjects were then asked to indicate which candidate from each pair they perceived as the more competent. This yielded the fascinating (or frustrating) result that subject's choices of competent-looking candidates actually predicted real-world electoral outcomes significantly better than chance (Laustsen, 2014). Similarly, this endeavour tests the influence of candidates' facial appearance on their electoral outcomes while omitting other variables such as incumbency, partisanship, and popularity. It also

investigates the perception of voters with facial appearance as a lone basis. This study is divided two-fold. The first part is a facial morphometric analysis of 33 senatorial candidates from the 2013 national elections. The second part is a mock election conducted to determine the facial preferences of the voters. It has been identified that the findings on the facial morphometric procedure of the 2013 senatorial candidates agreed with the findings of the mock elections of presumptive candidates. Geometric Morphometric is utilized in this study as a method adopted from the field of biology to analyze the facial morphometry of the senatorial candidates who ran last 2013 national elections. Lastly, this study serves as a pioneering research on the predictive value of facial appearances in explaining the electoral outcomes in the Philippines.

THEORETICAL FRAMEWORK

This study employs the Theory of Biological Determinism and the Theory of Good Genes Hypothesis.

The “theory of biological determinism” according to Garland Edward Allen (2015) refers to the idea that all human behavior such as the tendency to choose candidates without credible basis is innate and determined by genes, brain size, or other biological attributes. This theory stands in contrast to the notion that the human behavior of making decisions based on gut-feeling and not based on facts is determined by culture or other social forces such as the set of beliefs of a person. Thus, this theory served as a guide to determine whether people has an innate human behavior of making decisions specifically in choosing candidates in an election based on gut-feeling.

Good Genes Hypothesis on the other hand is anchored on the

exaggeration of the faces among running politicians as the critical determinant of preference by voters. From an evolutionary view, extremes of secondary sexual characteristics (more feminine for women, more masculine for men) are proposed to be attractive because they advertise the quality of an individual in terms of heritable benefits; they indicate that the owners of such characteristics possess good genes. In other words, such traits advertise the possession of genes that are related to survival. This theory contends that the exaggerated faces among the candidates may cue attractiveness in the perception of the voters because of the quality it advertises.

RELATED STUDIES

Generally, electoral outcomes are determined by voters’ preferences based on the candidate’s background, party affiliation, ideologies, and charisma. However, in new democracies, candidate appearance and electoral outcomes have had significant relationships too.

Institutions, ideology, and issues dominate research on voting behavior in comparative politics. The conventional wisdom holds that vote choices are the result of the incentives provided by electoral rules, the identities forged by parties, the positions on the most controversial policies of the day, and the evaluations of incumbent performance on issues such as the economy (Lawson C. , Lenz, Baker, & Myers, 2010). This study is based on a psychological research by Todorov, et al (2015) indicating that people often judge unfamiliar individuals based in their appearance, inferring personality traits such as competence, intelligence, honesty, and trustworthiness from facial features as basis. In some instances, this happens because some voters do not have much political

information and their only mode of awareness is based on posters and campaign materials that they see in public and media sources; and the voters' first impression is also based on the faces they see in campaign materials. Thus, this study aims to look into determining the attitudes of voters towards different facial features.

While in a study conducted by Mutz, Brody, and Sniderman (1996), they focused on candidates' policy positions, performance records, and party affiliation that are deemed as the fundamental determinants of voter preferences. However, the scarcity of resources and the luxury of time to gather resources impede the voters from researching on these matters.

Thus, in order to validate the claim, the usage of the photos of the candidates was highly incorporated in this research since it is considered to be the first hand information if not the only information that the voters would acquire. Moreover, the amount of political knowledge of the voter respondents was also taken into account in the research to reduce other intervening variables like partisanship and incumbency. The goal of this study is to determine the correlation of the facial appearance to electoral success using Geometric Morphometric and would apply quantitative treatment to data.

Facial Features of Masculine, Feminine and Hyper Faces

Dr. Marquardt (2014) defines a prototype face of a male by describing as 1) prominent-supra orbital (brow) ridges (frontal bossing) resulting in deep set appearing eyes, 2) flatter and narrower eyebrows, 3) slightly narrower eyes, 4) eyes less wide open, 5) slightly longer and/or wider nose 6) slightly thinner lips

(especially upper lip) 7) square/ angled and or larger jaws (Bashour, 2005).

Feminine facial feature is described as 1) rounder face curves, 2) eyebrows are curved and corners are sharper, 3) long lashes that curl outwards that gives the impression of a brighter eyes and the eye shape is rounder or oval in shape 4) nose is smaller and narrower 5) cheeks are longer and rounded, 6) thicker upper lip, and the mouth is smaller 6) jaws are with rounded edges (Peters, 2013).

Hyper faces are described as the exaggerated features of the average masculine and feminine face. For women that means larger eyes, plumper lips, narrower lower jaw and smaller chin; for men, bushier eyebrows, sunken eyes and a wider, longer lower jaw, according to Victor Johnston, a professor of biopsychology at New Mexico State University in Las Cruces (Smith, 2000).

Male and Female Facial Preference

In the study conducted by Berggren et.al (2006), their study have found that female respondents tend to favour female candidates, while male respondents tend to vote equally often for men and women. They have confirmed that female respondents tend to vote for women to a larger extent than men tend to vote for men. They found a similar pattern in general evaluations: female respondents tend to evaluate women in photos clearly more positively than male respondents do, while the sex differences in evaluating photos of men are small.

Little et al. (2001) also suggested that on average, male respondents perceive male candidates to be more intelligent and competent than female candidates, and female candidates to be more beautiful, likable and trustworthy. Female respondents give more positive

evaluations of female candidates in all respects (Berggren et.al, 2006).

Preference on Hyperness

Perrett et al. (1994) found that exaggerating the physical differences between attractive faces and average faces (i.e. creating caricatures of attractive faces) increased their attractiveness. In other words, Perrett et al. demonstrated that attractive faces are not 'only average' (as some researchers who proposed the Averageness Hypothesis of attractiveness had suggested) but that some exaggerated facial characteristics are also found to be attractive. Although Perrett et al. presented evidence that attractive faces deviate systematically from an average shape, there is still no clear definition on how exaggerated a facial appearance could be. This literature can be further subject into inquiry but nonetheless, it claims that what is deemed to be attractive is not average.

Traits Attribution to Facial Preferences

Recent studies by Ambady and Rosenthal (1992; 1993; 2008) have linked candidate appearance to the increase in psychological literature on the automatic processing of images of human faces. This research indicates that people often draw inferences about the character and abilities of others from their facial features, despite the fact that such inferences are of dubious accuracy (Mueller and Mazur 1996; Zebrowitz 1997; Ambady, Bernieri, and Richeson 2000; Hassin and Trope 2000; Zebrowitz et al. 2002; Rule and Ambady 2008). Laboratory studies, in which subjects cast hypothetical ballots after seeing pictures of politicians' faces, suggest that voters employ this same heuristic when evaluating candidates (Keating, Randall, and Kendrick 1999; Todorov et al. 2005; Johns and Shephard 2008).

While shortcuts enable citizens to make snap choices, on the flip side, it also demonstrates that these shortcuts can sometimes bias electoral outcomes and voter choice. In the absence of other information, voters may resort to cues that lead to stereotyped perceptions of candidates that hinder the electoral success of candidates. Sex and race can both lead to the attribution of stereotypical traits. Male candidates are perceived as tough, aggressive, self-confident and assertive, while their female counterparts are described as warm, compassionate, people-oriented, gentle, kind, passive, caring and sensitive (Huddy and Terkildsen 1993a, 1993b; Leeper 1991; Rosenwasser and Dean 1989). Sex and race are also used as a cue not only to infer issue positions and ideology as well with women and black candidates being seen as more liberal (McDermott 1998).

Social stereotypes create their own reality through a multistep causal mechanism: (a) Facial appearance elicits social stereotypes or expectations for the behavior and traits of attractive and unattractive targets, (b) these expectations are acted on by the perceiver in the form of differential judgments and treatment of attractive and unattractive targets, (c) differential judgment and treatment cause the development of differential behavior and traits in attractive and unattractive targets, and (d) attractive and unattractive targets internalize differential judgment and treatment and eventually develop differential behavior and self-views (for detailed discussions, see Darley & Fazio, 1980; and Zebrowitz, 1997).

METHODOLOGY

Research Design

This research employed qualitative and quantitative methods. Qualitative method was used to describe the facial

attributes of the consensus image of the winning and losing candidates of the 2013 national elections. In the acquisition of data, the official campaign materials that are available online were downloaded. The faces of the candidates from these graphics and posters were profiled from losing and winning faces.

The first part of the study is a facial morphometric analysis on the faces of the 33 senatorial candidates. The researchers determined facial landmarks on the faces of the candidates. These facial landmarkings characterized the morphometric differences in the facial structures of the losing and winning candidates. The manual input of landmarks was done through TPSDig program.

The TPSutil program assisted the classification of the landmarked faces by group that are set by the researchers. There are a total of 17 losing male candidates and 8 winning male candidates and a total of 4 winning female candidates and 4 losing female candidates. The program classified this group from one another.

After the landmarkings and classification, a consensus image of male and female candidates for both winning and losing were produced through TPSrelw program. In treating the consensus images, it is qualitatively compared to the standard description of the average masculine and feminine face.

Quantitative method was used in the second part of the study which determined the facial preferences of the male and female voter respondents among a set of morphed faces of presumptive candidates. It is also used to determine the correlation of sex and facial preferences.

The researchers used survey questions for a mock election containing six sets of images. Each sets contain a masculine, hyper masculine, feminine and hyper feminine face. The images were produced through Face Morpher software. The voter respondents were asked to vote for the face they preferred the most and justify those choices by describing the image.

Moreover, qualitative method was also used again to evaluate the voter respondents' judgments on morphed faces.

Locale of the Study

The locale of the study is within the coastal area, rural area, and urban area of Tubod, Lanao Del Norte and Iligan City. Specifically, this study was conducted in the farmlands and coastal areas of Tubod-Lala, Lanao Del Norte and employees within the Silver Lights Bakery of the same place and Barangay Tibanga, Iligan City.

Lanao Del Norte including Iligan City has a total registered voters of 498, 814 in the year 2013. Its voter turn-out is only 365, 815 (Moneypolitics, 2013).

Research Participants

The total number of respondents is 160 with 40 participants per chosen sector. The researchers divided the total participants fairly according to sexes, which means that 80 of it are men and the other 80 are women. The primary respondents are fishfolks and farmers from Tubod, Lanao Del Norte; factory workers from Silver Lights Bakery in Tubod; and trisikad drivers from Barangay Tibanga, Iligan City.

Research Instruments

For the facial morphometric analysis, the photos of the 33 senatorial candidates were obtained from secondary resources. The researchers used geometric morphometric softwares such as TPSDig, TPSUtil, TPSRelw in order to plot the facial landmarks on the candidates's facial photos and to acquire a consensus image of the winning and losing candidates.

For the mock elections, this study also used a survey questionnaire containing the morphed faces of presumptive candidates in order to determine the facial preferences of the voter respondents. The questionnaire is comprised of morphed faces from masculine, hyper masculine, feminine and hyper feminine faces acquired through face morphing software. Moreover, the survey questionnaire also determined the demographic backgrounds of the respondents such as age, sex and as well as the amount of political knowledge they have. The voter respondents were asked how often their exposures are to news and media in order to extract those who are low informed.

The questionnaire also determined the traits that are attributed to the facial features of the winning morphed faces of presumptive candidates. The voter respondents were asked to provide an explanation for their preferences to identify the traits that they are looking for in a candidate.

Treatment of Data

To treat the data, the researchers analyzed the facial morphometry of the 33 political candidates of the 2013 senatorial election. In order to acquire the consensus image of the winning and losing candidates, standard procedures of geometric morphometrics were applied to

the photos of the candidates assisted by softwares such as TPSDig, TPSUtil and TPSRelw.

TPSDig assisted the researchers to identify the 43 facial landmarks from the faces of the electoral candidates. The landmarks were manually inputted in the program.



Figure 1. Location of anatomical landmarks of the face plotted through TPSDig.

Table 1. Anatomical Landmarks of the Face

Landmark	Description of Landmark	Type
1	Midpoint of the nasofrontal suture	II
2	Highest point on the upper margin of the midline portion of the eyebrow (left)	II
3	Highest point on the upper margin of the midline portion of the eyebrow (right)	II
4	Most lateral point of the eyebrow (left)	II
5	Most lateral point of the eyebrow (right)	II
6	Highest point of the eyelid (left)	II
7	Highest point of the eyelid (right)	II
8	Medial hinge of the eyelid (left)	I
9	Medial hinge of the eyelid (right)	I
10	Lateral hinge of the eyelid (left)	I
11	Lateral hinge of the eyelid (right)	I
12	Lowest point in the middle of the margin of the lower eyelid (left)	II
13	Lowest point in the middle of the margin of the lower eyelid (right)	II
14	The deepest point of the nasofrontal angle	II
15	Nose bridge	II
16	Most lateral point of the nose (left)	I
17	Most lateral point of the nose (right)	I
18	Most inner point between the nose tip and the upper lip	I
19	The midpoint of the vermillion border of the upper lip	I
20	Highest point of the upper lip (left)	I
21	Highest point of the upper lip (right)	I
22	Most lateral point where the upper and lower lip meet (left)	I
23	Most lateral point where the upper and lower lip meet (right)	I
24	Midline point where the upper and lower lip meet	II
25	Midpoint of the lower margin of the lower lip	I
26	Midpoint of the pogonion and lower lip	II
27	Most anterior point of the chin	II
28	Lowest point in the midline on the lower border of the chin	II
29	Protrusion of the mental tubercle (left)	II
30	Protrusion of the mental tubercle (right)	II
31	Most lateral point at the angle of the mandible (left)	II
32	Most lateral point at the angle of the mandible (right)	II
33	Most protruded point of the nasal tip	II
34	Medial point of the nasa ala outer margin (left)	II
35	Medial point of the nasa ala outer margin (right)	II
36	Most lateral point on the nasal ala (left)	II
37	Most lateral point on the nasal ala (right)	II
38	Lowest lateral point of the nasal ala inner margin (left)	II
39	Lowest lateral point of the nasal ala inner margin (right)	II
40	Highest point of the nasal ala margin (left)	II
41	Highest point of the nasal ala margin (right)	II
42	Medial point of the nasal ala margin (left)	II
43	Medial point of the nasal ala margin (right)	II

TPSutil program separated the landmarked faces according to groups and categories set by the researchers. Out of the 25 male candidates, the program separated the 8 winning candidates from the 17 losing candidates. On the other hand, from the 8 running female candidates, the TPSutil program separated the 4 winning female candidates from the 4 losing female candidates.

TPSrelw was used to generate the consensus configuration of the faces of the male and female winning and losing candidates. This helped in the visualization of variation of the winning and losing candidates relative to the entire population.

In determining the preferred facial features among morphed faces of presumptive candidates, and its relationships between the sexes of the voter respondents, chi-square test is used. The Chi Square statistic compared the tallies or counts of categorical responses between two (or more) independent groups such as the male respondents and the female respondents.

In treating the qualitative data for the traits attributed to the winning facial characteristics of the morphed faces of presumptive candidates, the gathered answers were analyzed and coded into themes. The frequency of the answer was also recorded to determine the most recurring description.

RESULTS AND DISCUSSION

Facial Morphometric Analysis of the Consensus Image of the Winning and Losing Candidates of the 2013 Senatorial Elections

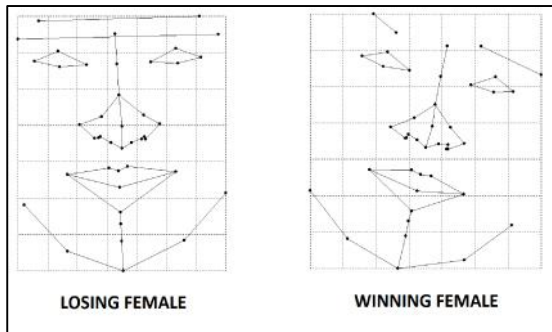


Figure 2. Consensus Face of the Winning and Losing Male Candidates of the 2013 Senatorial Elections

Figure 2 shows the consensus face of the losing and winning male politicians in the senatorial race last 2013 national elections (see appendices for names). The faces of the candidates were profiled through facial landmarking. Through TPSrelw, it created a consensus image of the losing and winning male candidates of 2013 senatorial elections.

Apparently, the brow ridges and the deepness of the eyes are not in the fullest capability of the bitmap produced from TPSrelw to show. Furthermore, the narrowness of the eyes is both evident between the consensus face of the winning and losing male candidates. The width of their noses is relatively the same with no clear distinction of measurement. However, consensus face of the winning male candidates has longer nose compared to the consensus face of the losing male candidates. The lips of both the consensus face of the winning and losing male candidates are of relatively the same size. Lastly, the jaw size however is the most noticeable between the two. The consensus face of the winning male candidates has larger and wider jaw

compared to the consensus face of the winning male candidates. This qualitative comparison and assessment signifies that the consensus face of the winning male candidates fits more the description of masculinity than the consensus face of the losing male candidates. This shows that most of the winning male candidates might have the more masculine trait as compared to the losing male candidates.

Little et al. (2007) found out that facial appearance potentially associated with leadership is facial dominance. Facial dominance is better seen in more masculine features. Dominant appearance is related to occupational status in certain settings. Facial masculinity, linked to facial dominance (Perrett et al., 1998) and it also positively relates to testosterone level (Penton-Voak & Chen, 2004), suggesting a link to actual dominant behavior (Mazur & Booth, 1998) in dominant-faced individuals.

These studies explain why the findings of the study showed that the consensus face of the winning male candidates possessed a more masculine feature.

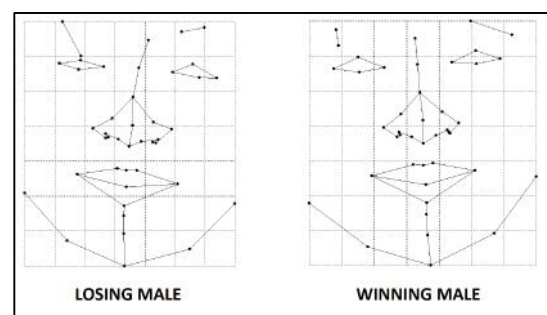


Figure 3. Consensus Face of the Winning and Losing Female Candidates of the 2013 Senatorial Elections

Figure 3 shows the consensus face of the losing and winning female candidates in the 2013 senatorial election. It shows that the consensus face of the winning female candidates has a more elongated face than the consensus face of the winning female candidates which is rounder. The consensus face of the winning female candidates also has a smaller face than the consensus face of the losing female candidate. The lip sizes also differ. The consensus face of the losing female candidate has thicker lips as compared to the consensus face of the winning female candidates. The consensus face of the winning female candidates has a rounder face compare to the consensus face of the losing female candidates which has obvious edges. The eyelashes and the impression of brighter eyes is cannot be determined by the bitmap produced, however, it is noticeable that both the consensus face of the winning and losing female candidates have an oval-shaped eyes. The nose of the consensus face of the winning female candidates is smaller and narrower than the consensus face of the losing female candidates which happens to be relatively wider than the former. Moreover, both images show the thickness of upper lip but the consensus face of the winning female candidates has a smaller mouth in terms of width as compare to the consensus face of the losing female candidates. Lastly, the consensus face of the winning female candidates is rounder than the consensus face of the losing female candidates. This comparison shows that the consensus face of the winning female candidates fits more the description of a more feminine face. Thus, this further shows that the consensus face of the winning female candidates is more feminine than the consensus face of the losing female candidates.

Huddy and Terkildsen (1993) explains that more feminine facial characteristics are described as warm, compassionate, people-oriented, gentle, kind, passive, caring and sensitive.

Perrett et al. (1994) found out in his study that voters regardless of sex prefer a more femininised versions of the faces. For voters, exaggerated feminine characteristics are attractive. This study by Perrett et al. (1994) support the findings of this study with more feminine features as the winning face in the consensus image of the 2013 female senatorial candidates.

Preference by Sexes

Table 2. Facial Preference of the Male Voters among the Morphed Faces of Presumptive Candidates

Facial Dominance		Candidate		Total	Interpretation
		Masculine	Feminine		
Hyper	Observed	131.0	157.0	288.0	
	Expected	120.0	120.0		
Non-Hyper	Observed	100.0	92.0	192.0	
	Expected	120.0	120.0		
Sum		231.0	249.0	480.0	
X ² Hyper		1.01	11.41	24.94	SIGNIFICANT
X ² Non-Hyper		4.00	8.52		
Degree of Freedom		1			
Critical Value		3.841			

Table 2 shows that hyper feminine and feminine faces are significantly preferred by male voters than the masculine and hyper masculine candidates. Specifically, hyper feminine candidates are significantly preferred by male voters, followed by hyper masculine, masculine then feminine.

The yielded high results for hyper feminine face among male voter respondents supports the findings of Perrett et al. (1998) which contend that males also demonstrate very strong preferences for the more femininised version of the faces. In both male and

female faces, exaggerated characteristics were found attractive by the respondents.

Table 3. Facial Preference of the Female Voters among the Morphed Faces of Presumptive Candidates

Facial Dominance		Candidate		Total	Interpretation
		Masculine	Feminine		
Hyper	Observed	100.0	177.0	285.0	
	Expected	120.0	120.0		
Non-Hyper	Observed	80.0	115.0	195.0	
	Expected	120.0	120.0		
Sum		188.0	292.0	480.0	
X ² Hyper		1.20	27.00	48.49	SIGNIFICANT
X ² Non-Hyper		20.00	0.22		
Degree of Freedom		1			
Critical Value		3.841			

Table 3 shows that female voters prefer hyper feminine and hyper feminine candidates over hyper masculine and masculine candidates. Specifically, the female voters preferred hyper feminine face followed by feminine, hyper masculine then masculine face.

The high number of votes for hyper feminine face in female voter respondents supports the findings that females tend to show strong preference for more femininised version of faces (Perret, et. al, 1998). Accordingly, exaggerated feminine characteristics are the most attractive compared to other facial characteristics.

Berggren et al. (2006) have confirmed in his study that female respondents tend to vote for women to a larger extent than men tend to vote for men. They found a similar pattern in general evaluations that female respondents tend to evaluate women in photos clearly more positively than male respondents do. Berggren et.al, (2006) also found out that female respondents give more positive evaluations on female candidates in all respects. This explains why feminine face comes after their choice on hyper feminine face and the hyper masculine and masculine face comes afterwards. The female voter respondents yielded higher results on hyper feminine

and feminine faces over hyper masculine and masculine faces because of their sex biases on being women.

Preference by Facial Characteristics

Table 4. Facial Preference of Male and Female Voters among the Masculine and Hyper Masculine Morphed Faces of Presumptive Candidates

Voter's Gender		Candidates		Total	Interpretation
		Masculine	Hyper Masculine		
Female	Observed	80.0	108.0	188.0	
	Expected	00.0	107.2		
Male	Observed	100.0	131.0	231.0	
	Expected	99.2	131.8		
Sum		180.0	239.0	419.0	
X ² Female		0.01	0.01	0.02	NOT SIGNIFICANT
X ² Male		0.01	0.00		
Degree of Freedom		1			
Critical Value		3.841			

Table 4 shows that both the male and female voter respondents do not significantly prefer hyper masculine over masculine faces.

There is no significant difference between masculine and hyper masculine face because it is perceived that hypermasculine faces (Gangestad & Simpson, 2000) are supported by evidence that men's masculine traits signal both positive and negative attributes. Hyper masculine male faces are ascribed antisocial traits such as low warmth, low emotionality, dishonesty, low cooperativeness, and poor quality as a parent (Perrett et al., 1998). Hyper masculine faced men are also perceived to have more interest in short-term than long-term relationships (Kruger, 2006), and hypermasculine faces have more short-term, but not long-term, partners than average masculine men (Rhodes, Simmons, & Peters, 2005). Because human masculinity is associated with both benefits and costs, voters may vary in the extent to which they prefer hypermasculinity versus average masculinity in male faces (Little et al.,

2001). This explains why hyper masculine face is not significantly preferred against masculine face.

Furthermore, this finding is consistent with those of studies demonstrating that factors that are known to influence women's preferences for masculinity (e.g., menstrual cycle phase, for reviews see Jones et al., 2008a and Thornhill and Gangestad, 2008) may have a bearing on women's preferences for different markers of men's masculinity, similarly. For example, women show stronger preferences for masculinity during the fertile phase of the menstrual cycle than at other times when judging the attractiveness of men's faces (Jones et al., 2005; Penton-Voak et al., 1999; Welling et al., 2007). However, the researchers did not administer the cognizance of women's menstrual cycle. But the effect of this factor might have affected the results of insignificance.

Table 5. Facial Preference of Male and Female Voters among the Feminine and Hyper Feminine Morphed Faces of Presumptive Candidates

Voter's Gender		Candidate		Total	Interpretation
		Feminine	Hyper Feminine		
Female	Observed	115.0	177.0	292.0	
	Expected	94.0	188.0		
Male	Observed	92.0	157.0	249.0	
	Expected	115.5	231.0		
Sum		103.5	167.0	541.0	
χ^2 Female		4.69	0.64	46.2	SIGNIFICANT
χ^2 Male		6.00	34.88		
Degree of Freedom		1			
Critical Value		3.841			

Table 5 shows that both the male and female voter respondents significantly prefer hyper feminine face over feminine faces.

This result supports the findings of Perret et al. (1994) in his study that both male and female participants demonstrated very strong preferences for the femininised versions of the faces.

Intriguingly, both male and female participants also preferred the femininised male faces to the masculinised ones. Specifically, both male and female faces, exaggerated feminine characteristics are attractive. Moreover, another study by Rennels et al. (2008) also observed general preferences for femininity when judging the attractiveness of the faces manipulated in sexual dimorphism of 2D face shape. Further studies also found out that men typically demonstrate strong preferences for feminine characteristics in women's faces (Jones et al., 2007; Perrett et al., 1998; Welling et al., 2008)

Table 6. Facial Preference of Male and Female Voters on the Hyper and Non-Hyper Morphed Faces of Presumptive Candidates

Voter's Gender		Candidates		Total	Interpretation
		Non-Hyper Masculine/ Feminine	Hyper Masculine/ Hyper Feminine		
Female	Observed	195.0	285.0	480.0	
	Expected	240.0	240.0		
Male	Observed	192.0	288.0	480.0	
	Expected	210.0	270.0		
Mean		387.0	573.0	960.0	
χ^2 Female		8.44	8.44	36.9	SIGNIFICANT
χ^2 Male		12.00	8.00		
Degree of Freedom		1			
Critical Value		3.841			

Table 6 shows that both male and female voter respondents significantly prefer hyper feminine face and hyper masculine face over the feminine and masculine faces.

The preference on the hyper masculine and hyper feminine face agrees with the findings of Perret, et.al (1994). Perrett, et al. demonstrated that attractive faces are not 'only average' as some researchers who proposed the Averageness Hypothesis of attractiveness had suggested but that some exaggerated facial characteristics are attractive.

This further supports the study of Johnston (1999) that respondents universally preferred the faces at the more

extreme ends of the spectrum. Accordingly, the characteristics found in hyper faces are the "hormone markers" that appear in puberty and distinguish the sexes. Testosterone causes boys' lower jaws to grow long and broad; estrogen makes girls' lips swell with fat deposits. The markers provide unconscious cues to good mating material--health and fertility.

Traits Attributed to the Facial Characteristics of the Winning Morphed Faces of Presumptive Candidates

The respondents were asked why they preferred the hyper masculine face. The voter respondents described the face in single word or by phrase. From the survey with the voter respondents, the following themes or category are drawn: Physical Facial Qualities, Leadership Approach, People Oriented Qualities, Qualities Relating to Credibility, Moral Traits, Dominant or Aggressive Qualities, Religious/Cultural Reasons, Qualities Related to Work, Qualities Referring to Self-Conduct, Qualities Attributed to People, and Qualities Pertaining to People's Expectation.

	Approachable	3
	Reliable (<i>Masaligan</i>)	1
	Patient	1
	Soft hearted	1
Qualities Relating to Credibility	Good (<i>Maayo</i>)	11
	Leader-like	6
	Smart	4
	Dubious	1
	Decisive	1
	Matured	1
	Administrative	1
	Moral Traits	Kind
Innocent		3
Good Boy		2
Not corrupt		2
Nourishing		2
Nice Personality		3
Fearful		1
Dominant/Aggressive Qualities	Brave	21
	Fierce	4
	Bold	3
	'Astig'	1
	Firm	1
	Ferocious	1
Religious/Cultural Reasons	Male	8
	God-Fearing	1
Qualities Related Work	Serious	21
	Responsible	4
	Hardworking	3
	Goal Oriented	2
	Positive	2
	Principle-oriented	2
	Professional	1
Qualities Referring to Self-Conduct	Simple	4
	Confident	3
	Formal	2
	Pleasant	2
	Respectable	2
	Proud	1
Qualities Attributed to People	Duterte-like	3
	Soldier-like	1
	Trillanes-like	1
Qualities Pertaining to People's Expectation	Will reduce the price of electricity and water	1
	Will fight against criminality	1
	Will fight for the people	1

Table 7. Thematic Diagram of the Voters Respondents' Traits Attribution on Hyper Masculine Face.

Selected Category/ Theme	Responses of the Voter Respondents	Frequency
Physical Facial Qualities	Appealing (<i>Gwapo/Arangan</i>)	12
	Neat (<i>Limpyo</i>)	5
	Smiling	2
	Recognizable	1
	Nice Face	1
Leadership Approach	Strict	6
	Authoritative	4
	Not Strict	1
People Oriented Qualities	Trustworthy (<i>Kasaligan</i>)	28
	Helpful	4
	Merciful	4

The concurrent answers that were taken described the hyper masculine face as:

- trustworthy (*kasaligan*),
- serious (*seryoso*),
- brave (*isog*),
- and kind (*buotan*)

These traits are what the voter respondents have associated to the hyper masculine face. Presumably, these traits

are also the descriptions that they look for in a political candidate.

The respondents were also asked about their descriptions on the hyper feminine face. Most respondents who chose the hyper feminine face described the image that are listed on the following table:

Table 8. Thematic Diagram of the Voters Respondents' Traits Attribution on Hyper Feminine Face.

Selected Category / Theme	Responses from the Voter Respondents	Frequency
Physical Facial Qualities	Attractive	17
	Smiling/ Happy (<i>Pahiyom</i>)	14
	Young/ Baby Faced	6
	Native-like face (Bisaya ug Nawong)	1
	Not frowning	1
	Not personalistic	1
	Neat	2
	Healthy	1
	Normal ug Nawong	1
Leadership Approach	Not strict	1
People Oriented Qualities	Trustworthy	38
	Approachable	29
	Helpful	4
	Mindful of People	2
	Sincere	2
	Friendly	1
	Generous	1
	Gentle	1
	Merciful (<i>Maluluy-on</i>)	1
	Listener	1
	For Poor	1
	Polite	1
	Reliable	1
Thoughtful	1	
Qualities Relating to Credibility	Principle-oriented	4
	Deserving to be a candidate	2
	Capable	1
	Daghang mahimo	1
	Educated	1
	Genius	1
	Sportsman	1
	Knows how to entertain people	1
	Knows how to solve problem	1
	Good (<i>Maayo</i>)	1
	Eloquent	1
	In standards	1
	Potential	1

Moral Traits	Smart/ Bright/ Intelligent	1
	Talented	1
	Kind (<i>Buotan</i>)	56
	Innocent	8
	Honest	5
	Humble	3
	Okay	3
	True (<i>Tinud-anay</i>)	3
	Truthful	3
	Positive	2
	Not sinful	1
	Not selfish	1
	Good Testimony	1
	Not a hoodlum	1
	Nice personality	1
Peaceful	1	
Soft hearted	1	
Dominant/Aggressive Qualities	Courageous	1
Religious/Cultural Reasons	Religious	4
	Woman Empowered enough to control men	2
Qualities Related Work	Serious	5
	Visionary (<i>Naay paglantaw</i>)	2
	Action Driven	1
Qualities Referring to Self-Conduct	Determined	1
	Calm (<i>Dili isog</i>)	9
	Pleasing	2
	Charismatic	1
	Charming	1
	Confidence	1
	Formal (<i>Ligdong</i>)	1
	Presentable	1
	Relax	1
	Shy	1
Simple	1	
Qualities Attributed to People	Duterte-like	1
	Binay-like	1
Qualities Pertaining to People's Expectation	We will have lesser Problems	1
	Will help early moms	1
	Will change the nation	1
	Drug addicts will be gone	1

The concurrent answers among the descriptions on the hyper feminine face are:

- *buotan* (kind),
- *masaligan* (trustworthy)
- *maduolan* (approachable),
- *maayo* (good),
- and *gwapa* (attractive)

These traits are what the voter respondents have associated to the hyper

feminine face. This facial attribution further reveals the characteristics that the people look for in a political candidate.

This finding supports the study of Zebrowitz. Accordingly, social stereotypes create their own reality through a multistep causal mechanism: (a) Facial appearance elicits social stereotypes or expectations for the behavior and traits of attractive and unattractive targets, (b) these expectations are acted on by the perceiver in the form of differential judgments and treatment of attractive and unattractive targets, (c) differential judgment and treatment cause the development of differential behavior and traits in attractive and unattractive targets, and (d) attractive and unattractive targets internalize differential judgment and treatment and eventually develop differential behavior and self-views (Darley & Fazio, 1980; and Zebrowitz, 1997). This means that the voters' judgments and facial stereotypes influences their behaviors thus, affects their decisions on their votes.

The results of the trait attributions on the faces further proved Galton's findings on morphing methods and face averaging. Galton were able to identify multiple cues that covary with social attributions, more trustworthy when more feminine, and more dominant when more masculine. This inquiry was able to yield the same results for the face judgments on the hyper feminine and hyper masculine faces.

Moreover, some studies also found the same results such as sex and race can both lead to the attribution of stereotypical traits. Male candidates are perceived as tough, aggressive, self-confident and assertive, while their female counterparts are described as warm, compassionate, people-oriented, gentle, kind, passive, caring and sensitive (Huddy and Terkildsen 1993a, 1993b; Leeper

1991; Rosenwasser and Dean 1989). Similarly, this study also yielded the same result on the facial attributions. Hyper masculine face was also similarly described as tough and assertive. On the same breadth, this study also gained the same result that hyper feminine face shows more sensitivity and caring perception.

CONCLUSIONS

The facial morphometric analysis of the 33 senatorial candidates determined the facial characteristics of the winning and losing faces in election. The study shows that the 2013 elected senators possess facial features of a more masculine face for male candidates and more feminine face for female candidates as compared to the losing candidates. This also shows that the voters are likely to prefer facial appearances that are more hyper in features. Both the male and female respondents shared preference on hyper faces, specifically on hyper feminine face. The respondents have further associated positive traits to their facial preferences.

These findings support the theory of Biological Determinism explained by Allen (2015) which states that voters are likely to vote based on gut-feeling in the absence of credible basis. The theory on Good Genes Hypothesis further proved that exaggerated faces are more preferred by the voters when facial cues are the most available information. Moreover, this study challenged the theory of Galton on the Averageness Hypothesis of Attractiveness which claimed that attractive faces are the ones that are average. In contrary, this research showed that hyper faces, instead of average are more preferred by the voters. This is supported by the study of Perret et al (1994) that attractive faces are not

average but exaggerated faces or hyper faces.

The inquiry on facial preferences of the electorate also tells a lot about the society and the level of political knowledge the electorate has. This study contributes in explaining the political behavior of the electorate in times when the political knowledge is low. This signifies the need to advance the dissemination of political information and to re-strategize the methods of campaigns to make the information more accessible to the electorate.

From the findings and analysis of this study, it can be inferred that facial appearance of the candidates serves as a cue in molding the electoral decisions of the voters that have low political information. It further shows that the theories and methods on natural sciences such as Biology can be adopted in social sciences to explain certain social, political and psychological phenomena. While the marriage of these two very different fields can be further developed, this study effectively employed Geometric Morphometric as a useful tool in determining the chances of winning of the presumptive candidates and even actual candidates in the elections.

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SUBSTANTIVE PARTICIPATION OF CITIZENS AND NGOs IN THE WATERSHED CONSERVATION IN INDONESIA

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Abstract

Substantive participation of citizens and the Community Social Organization (NGOs) in the Upper Watershed Conservation (DAS) is a very important variable. The Indonesian government has made the Brantas River in East Java - Indonesia, became a national strategic river based on Government Regulation 42/2008 on water management. However, based on secondary data research shows that that critical area in the Brantas river basin reached 332.189 ha and average erosion rate of 66.24 tonnes / ha / year (BPDAS, 2014). Outside the forest area also suffered significant damage the land area of 207 641 hectares. Until now there are 1.113 community and 740 Farmers Greening and Public Agencies Forests, as well as 3 Social Institutions communities involved in the conservation of forest lands upstream watershed Brantas, but not enough to stem the damage DAS Brantas. The research question is how to model the involvement of citizens and institutions in the Brantas watershed conservation. Whether the involvement of citizens and NGOs have been able to reduce the degradation of watershed Brantas? This study focused on four local government in East Java, Indonesia, Batu, Malang, Malang city and Kediri. The method used is qualitative research methods to answer questions in-depth research. The findings of this study concluded that the pragmatic model of citizen engagement. NGOs promotion agency that significant for the growth of participation of citizens. Citizens and NGOs involvement is quite a positive impact on the sustainability of the Brantas River Basin.

Keywords: Participation, Citizens, NGOs, Watershed Conservation.

Introduction

Upstream of Brantas watershed (DAS) has potential and are well placed for the majority of East Java. Damage upstream can have an impact broadly on lowering springs, drought in the dry season and floods in the rainy season. Indications Brantas watershed damage among which the shrinking number of springs in the upstream areas in Lima mountain region is the source Brantas namely G. Arjuno-Welirang, G Kelud, Mount Kawi, G. Willis and G. The source of water contained in the City stone has dried. 11 springs dry up the springs while 46 decreased flow of 10 m³ / s to less than 5 m³ / sec. If there is no improvement Brantas good management in East Java in 2020 is a deficit of water (Berita Jatim, 2012).

Conditions catchment upstream of Brantas watershed deteriorated due to encroachment and land use, disregarding the rules of the conservation of soil and water conservation. This leads to increased soil erosion which could ultimately lead to sedimentation in rivers and river infrastructure such as reservoirs and dams, decrease in base - flow, and droughts and floods. Another problem is the declining discharge or even the loss of many springs in the Brantas river basin, riverbeds and

degradation of water quality degradation. According to the Environment Agency (BLH, 2011), The Government of East Java Province, there are about 111 springs that flow into the Brantas River. The activities of logging and forest conversion causes dryness of 54 springs. Now, just 57 springs are still flowing.

However, in the implementation of conservation in the upstream watershed Brantas still encountered many obstacles such as: 1) The role of stakeholders in watershed management is not in accordance with the action plan has been drawn up; 2) Lack of synchronization between sectors in watershed management activities; 3) Budget watershed management is still limited to financial resources Centres; 4) understanding of the stakeholders in the implementation of RPDAST still low due to frequent change of officials in the region; 5) Not all districts / cities formed the Forum DAS, while the DAS Forum has been formed yet function optimally; 6) Lack of socialization.

Citizens and NGOs are stakeholders who determine the success upstream conservation, in addition to other stakeholders. It is necessary for the development of the model substantive participation in watershed conservation

Brantas. Thus, in turn, will materialize Brantas watershed sustainable and growing prosperity of society. Referring to the problem, it is very interesting to do research Substantive and Citizens Participation of NGOs In the upstream Watershed Conservation In Indonesia. Based on the background of this study, the researchers formulate the problem as follows: How to model and NGO Citizen participation in the conservation of the river upstream of Regions (DAS) ?. Is Citizen and NGO participation in the conservation of the river upstream of Regions (DAS) has lead to a substantive participating?

A theoretical overview: factors affecting the substantial participation

Attention and government support for the importance of participation or real participation started in early 1960s resistant especially for developed countries like the United States (Smith, 1985). In developing countries, since the late 20th century, citizen engagement in policy making in government began to be taken into account. Previous development of democracy has lost its meaning which leads to autocratic dictatorship (Yunus, 2005). Caiden (1982), suggests that public participation is important in the study of public policy.

Public participation in public policy is defined as activities that do citizens, influence government decision-making (Thoha, 2005; Burn and Peltason, 1966; Suhirman, 2004; and Tikson, 2009). The importance of participation in public administration diantaranya proposed by Graham and Phillips (1998) in the book Citizen Engagement: Lessons in Participation from Local Government, King and Stivers (1998) in his article titled Government is Us: Public Administration's Anti-Government Era and Box (1998) with his work entitled Citizen Governance. The concept of participation of Peter analogous concept of participation in the perspective of good governance (Cornwall and Gaventa 2001), as table 1.

Tabel 1 the participation toward

Before	Toward
<i>Beneficiary</i>	<i>Citizen</i>
<i>Project</i>	<i>Policy</i>
<i>Consultation</i>	<i>Decision-making</i>
<i>Appraisal</i>	<i>Implementation</i>
<i>Micro</i>	<i>Macro</i>

Source: Cornwall and Gaventa, (2001)

Arnstein publish his writings under the title "A Ladder of Citizen Participation" in the Journal of the American Institute of

Planners. Arnstein participation ladder consists of eight steps, which reflect the degree of participation. Of the eight (8) steps are divided into three (3) major categories. The first category is non participation, consisting of manipulation and therapy; second, that the degree of participation marks, include the provision of information, consultation, penentraman, and partnerships; and third, the degree of citizen power consists of the delegation of power, and control of citizens. Another expert who have some viewpoint with Arnstein Burn, Hambleton, and Hogget (1994), Biggs (1989), Cornwall and Jewkes (1995), (1669) and Parkes and Panelli (2001),

Participation of citizens and NGOs in watershed conservation is expected to encourage the development of the region in order to improve the quality of life (city as an engine of economic growth) social justice (social justice) in environmental sustainable (environmentaly sound) and sustainable (sustainability sound) through spatial planning (Rico, 2006). Normatively community involvement in the arrangement of space, have been arranged in a variety of products such policies: UUPR No. 24 of 1992, which was then replaced with UUPR No. 26 of 2007 and Government Regulation 69 of 1996 on the Implementation of Rights

and Responsibilities, as well as Forms and Procedures for Public Participation in Spatial Planning.

Model Participation: from the pragmatic to the substantive

Participation, as well as civil society and democracy, a term that has been quite old. But as the concept and operational practices, new participation discussed since the 1970s when some international organizations promoting the practice of participation in planning, implementation, and evaluation of development. Since then the concept of participation becomes more developed and has a diverse understanding though in some respects convergent (Suhirman, 2004). Public participation in policy-making role in either implicitly or explicitly been raised in the Rio Declaration on Environment and Development in 1992. According Negel (1987), the participation of community members associated with the actions of citizens who influence decision-making.

Citizens participation is often defined as a citizen action that influences or seeks to influence policy decisions. Citizen participation is also related to the need of citizens to services and public administration, as indicated by Zimmerman

(1986) as follows. Citizens participation as an action that incorporates the demands and values of citizens into public administration services. Participation is also a process of growing awareness of the interrelationships between the different stakeholders in the community, between social groups and communities with policy makers and other service institutions. Such participation can be defined as "the act of taking part or sharing in something" (Syahyuti, 2008). The concept of public participation in the sense of actually not only invite the community to be involved in the process of implementation of the program or project, but also provides an opportunity to identify problems, solve, make decisions, plan, implement, monitor, and evaluate, so that the program or project will belong to those who then be maintained on an ongoing basis (Tikson, 2009). In the context of development, participation by Syahyuti (2008), is a tool, goals, and processes. As a tool, participation is an essential device. Participation as a destination is "supporting people in articulating and negotiating Reviews their interest at the social, institutional, and policy-making levels in the partner country". Meanwhile, participation as a process, or as a principle in management, is the observation that

involves more intensive actors involved in the project goal setting, measurement, and process.

In this level, Gaventa (2001) asserts that the participation of citizens in relation to participatory democracy and deliberative democracy or direct democracy. This has shifted the concept of participation than just concern for the 'recipient' charity 'or' the marginalized 'toward a concern. While Peters (1996), linking participation in the development of various governance models. In this perspective, the participation is not seen as a means but as an end in itself. Peters concept of participation is in line with the concept of participation in the perspective of good governance (Cornwall and Gaventa 2001). In this context, participation is directed into a form that is more directly how the public can influence the government and force them to be more accountable.

Participation is also related to citizenship and accountability, as stated by Gaventa (2002) in his article titled Introduction: Exploring Citizenship, Participation and Accountability. He said further that in the past, there are two tendencies in the face of the gap between citizens and government institutions. On the one hand, these gaps be addressed by

strengthening the participatory process to influence larger institutions in the policy making process. On the other hand, the gap is overcome by increasing attention to accountability. At this time, participation and accountability, are two very important things to be done simultaneously. The participatory approach continues to evolve from project level to the policy level. To be meaningful, the arguments for participation and institutional accountability should be based on the conception of rights, which in the context of development, meaning there is a strengthening of the status of citizens.

Cornwall and Gaventa (2001), then a closer look at how it should shape and space of participation that occurs. However, they admit that there is no form or participation of neutral space. Participation is always associated with power relations are entering or who are around them. Therefore, what is needed is more attention must be given to who gets what and why, who fills them, how to create a space that contains traces of social relationships, resources and knowledge that already exists. How to prevent patterns of power the old established order from being reproduced.

The description illustrates that there is a dilemma on participation. On the one hand participation is part of the

democratic process and participation is a necessity. On the other hand, is not easy to develop the participation of a neutral and free from the influence of power. Long before that, namely in 1968, Burke has felt the turmoil about it. In his article titled Citizen Participation Strategic, he pointed out that the participation of citizens for democracy (participatory democracy) can not be separated from the existence of a conflict of values, namely the conflict between freedom represented the residents on the one hand and the powers that represented the government on the other side. Nelson and Wright (1995) suggested similar things with a view Burke.

In this context, Burke (1968) have previously been analyzed that citizen participation is not a value, but rather as a strategy. In general, citizen participation is used to indicate the assumptions, conditions, and requirements of the organization. One concept that is very popular participation since forty years ago is the participation of Arnstein stairs. In July 1969, Arnstein published the article titled "A Ladder of Citizen Participation" in the Journal of the American Institute of Planners. The idea is more "provocative" and focused on the redistribution of power as an important element in the elucidation of citizen

participation. As shown in Figure 1, the ladder Arnshtein participation consists of eight (8) steps, which reflect the degree of participation. The eight steps are divided into three (3) major categories: 1) non-participation (non-participation) consisting of manipulation and therapy; 2) the degree of participation mark (tokenism) which includes the provision of information, consultation, penentraman, and partnerships; and 3) kekuasaan resident (citizen power) which consists of the delegation of power, and control of citizens. A brief description of the eight stairs are as follows.

1) Manipulation. This stage has the lowest levels of participation for participation is merely a game by the government, so at this stage it can be said almost no public participation.

2) therapy. This stage is done only intended to make residents are not angry or just to treat the disappointment of the citizens.

3) The notification or provision of information. At this stage, with the notification of participation is unidirectional or dissemination of government authorities or to the public.

4) The public consultation. At this stage there is two-way communication between citizens and government. He advised the

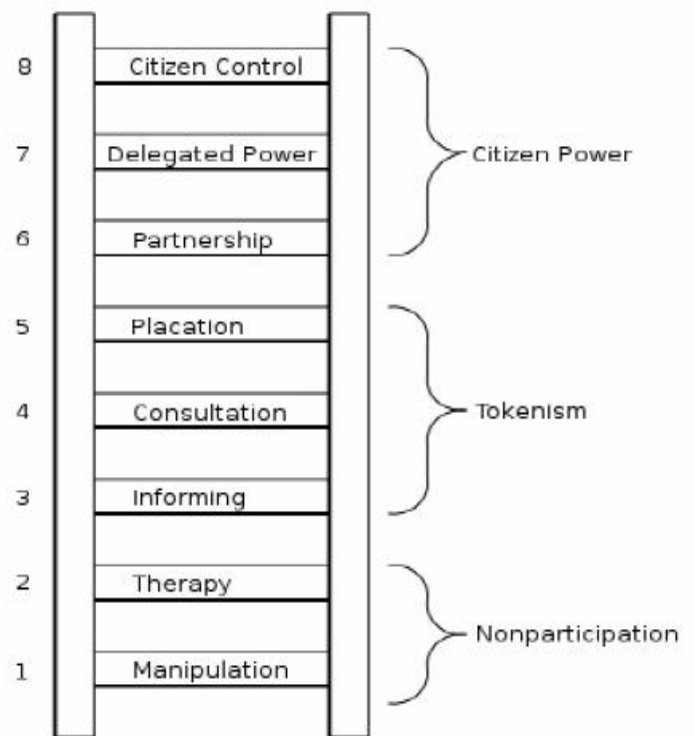
public to be heard, though not necessarily implemented.

5) Penentraman. At this stage, the advice received by the community, but not always implemented.

6) Partnership. At this stage, people involved in more depth, going on a reciprocal relationship and the relationship going negotiations.

7) Delegation. At this stage, people (some or all) given the power.

8) Control. This stage has the highest degree of involvement that gives citizens more strongly or fully controlled by the community.



Source: Arnstein, (1971: 70)

Figure 1 Domestic Participation Sherry Arnstein

Arnstein opinion, to date, has been followed by many other experts, especially if associated with citizen participation in development. However, criticism of the opinion of Arnstein also emerged, especially criticism attributed to confusion between participation and control power. For Arnstein, if citizens have been able to fully carry out control, it can be interpreted as the participation of citizens has reached the highest degree that is in control / power of citizens. In contrast to Arnstein, according to Burn, Hambleton, and Hogget (1994), stairs participation could be more than eight steps with unequal spacing. They then put forward the concept of empowerment staircase consisting of twelve (12) stairs. In addition, in all three categories, namely the control of citizens for Burn, Hambleton, and Hogget (1994), actually is not anymore as participation. According merka in the third degree, over the control than participation. Nonetheless, the concept they still includes a third category as the highest degree of participation.

Similarly, the opinion of Arnstein, who occupied the position degree is the

lowest non-participation of citizens, but the first rung consists of four (4) steps which include: fraud citizen (civic hype), consulting cynical (cynical consultation), bad information (poor information), and the maintenance of customer (customer care). The second is the degree of participation of citizen participation (citizen participation) that has six (6) steps, the number of steps is more than a concept Arnstein.

Experts such as Biggs (1989), Cornwall and Jewkes (1995), (1669) and Parkes and Panelli (2001), have thought the same way about their Arnstein degrees or tingkatan in participation. They create a category of participation into six (6) categories respectively as shown in Table 2. The larger the type, the smaller the control of outsiders, even at 6-type control is zero or no control at all. Instead the potential for sustainability of action and a sense of local ownership is increasing. In type 1 to 3 potential sustainability is zero, and the type 6 is the highest potential.

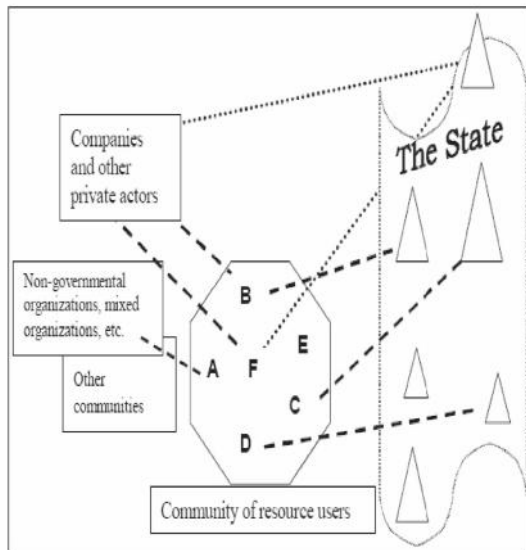


Figure 2 Multi-Stakeholder Partnership of Carlsson and Berkes

Source: Carlsson and Berkes (2003)

Key participation in this model is the realization that to achieve the objective in decision-making can not be done alone. Thus the partnership between stakeholders are basically aiming to reach a decision that is competent, must involve many stakeholders, and bringing together the skills and resources of others. To do this required collective thinking about the vision and goals, and work together toward a common goal. Therefore, multi-stakeholder partnership is a necessity to achieve a common goal (Fung, 2006). It is important to note the multistakeholder partnership process is that this partnership is not just

transform into management collaboration. Citizens should learn more on the experience so far that you can not resolve an important issue directly. Gaps and domination of the government, the gap of communication, hidden agenda of a particular party, often do not make the realization of a balanced partnership model. At the end of the partnership, the residents are often the partners are marginalized or silent partners. They may be able to share in the profits and losses in a business or activity, but was not involved in the management or little involved in the decision making process.

Practically, according to Carlsson and Berkes (2003), the relationship between citizens and stakeholders, both government as policy maker and private institutions or NGOs, in some cases it is merely a formality. In terms of availability or the transmission of information to citizens, for example, frequently occurs injustice. On the one hand get enough information, while the other party obtain minimal information. Residents often invited to give their views. But it is only as part of a "consultation" of the government to its citizens. In this relation that happened was a formality, where the government institution has an agenda and has been providing a wide range

of background information and citizens were invited only to meet formal submission. Likewise with other communities only able to act as an advocate to the very minimal.

Research methods

This study was included in the category of contextual research, which is one of the categories in qualitative research for policy study. Presented by Ritchie and Spencer (1994) that the contextual study aimed to identify the format / shape and nature of the characteristics of an ongoing policy (Islamy. 2005). By using qualitative research, this study describes holistically with the natural setting, explore in depth, and the disclosure of the hidden phenomenon substantive participation in the implementation of DAS.

Referring to the research problems that Substantive And Citizen Participation of NGOs In The Upstream Watershed Conservation In Indonesia, the focus of this study are: citizen participation form and NGOs in watershed conservation Brantas. Participation in the planning, implementation, and evaluation of the Brantas river basin management. The shift from the pragmatic to the substantive participation in the management of upstream watershed Brantas.

This study used two (2) types of data. First, the type of primary data, obtained through local government officials from several agencies. Besides, from the community of researchers get the data community, a group of farmers concerned DAS Brantas environmental activists. As for the secondary data obtained by searching the archives and documents related to the Brantas Watershed Conservation. Thus, in principle, in this research there are three (3) data sources, namely: informants, events and documents.

The data collection techniques done in 3 ways: interviews, observation, and documentation. Researchers chose the interview that will be open (open ended) or unstructured (depth interviewing) and informal. Additional data collection that is, by observation. Observation is essentially the observation of behavior and phenomena that exist. As for the documentation researchers collect data from direct contact and ask from the staff of the relevant agencies, such as Bappeko, the Environment Agency and the Public Company Jasa Tirta.

Data analysis techniques used model of interaction of Miles and Huberman (1989: 9) Data has been basically dinalisis since the data is collected, even at the time of data collection. This interaction method

basically include: (1) the collection of data (data collection), (2) reduction (data reduction) is the selection process, focusing, simplification and abstraction from existing in the field note; (3) display the data (data display), which is an assembly of information organization that allowed the conclusion of research to do and; (4) Conclusion Conclusion: Drawing / verifying namely depiction conclusion (Miles and Huberman, 1984).

Discussion

NGOs that have kepedualian in the field of conservation of watersheds include the Heritage Foundation and Chairman of the Law Student Forum Peduli Justice (Formah PK) and religious institutions such as poor wallet. The problems are most severe in the management of upstream namely in Batu

(Parianom, 2013). He also noted that According to Article 87 of Law No. 7 of 2004 on Water Resources, the process of implementation of water resources management which involves the interests of many sectors and regions, streaming, cut across administrative boundaries as well as a basic requirement for the survival of society will be shaped in a coordination management of water resources. Its membership of representatives of stakeholders, both government and non-governmental organizations. Coordination can be formed at the national and provincial levels.

In the midst of many difficulties in watershed management , farmer groups are institutions that also play a role in the Brantas river basin management (Table 3)

Table 3 Institutions Farmers on DAS Brantas					
No.	Regency/City	Institutions Farmers			
		Institutions Farmers		LMDH	
		Number of institution	Number of member	Number of institution	Number of member
1	2	3	4	5	6

1	Regency of Malang	187	14.586	130	58.913
2	Regency of Blitar	58	3.190	97	31.525
3	Regency of Tulungagung	42	1.764	66	47.219
4	Regency of Trenggalek	128	9.728	94	62.859
5	Regency of Kediri	65	4.485	48	29.206
6	Regency of Nganjuk	18	1.098	39	13.806
7	Regency of Jombang	36	1.728	41	16.523
8	Regency of Mojokerto	56	2.968	37	7.844
9	Regency of Ponorogo	8	376	3	477
10	Regency of Madiun	12	732	6	744
11	Kabupaten Lumajang	3	165	1	67
12	Regency of Sidoarjo	183	6.771	-	-
13	Regency of Pasuruan	23	1.380	9	1.701
14	Regency of Gresik	7	238	-	-

15	Regency of Bangkalan	55	3.740	22	1.936
16	Regency of Sampang	40	2.800	49	4.998
17	Regency of Pamekasan	40	2.360	34	1.904
18	Regency of Sumenep	74	4.588	52	3.796
19	City of Batu	16	1.137	12	4.813
20	City of Malang	30	662	-	-
21	City of Blitar	14	518	-	-
22	City of Kediri	4	168	-	-
23	City of Mojokerto	8	392	-	-
24	City of Surabaya	6	210	-	-
	Number DAS Brantas	1.113	65.784	740	288.331
<i>Sumber data : BP DAS Brantas '09</i>					

Various agencies are concerned DAS Brantas lately begun to appear, but in reality in the field each institution working partially. The absence of good cooperation among existing institutions will in turn give birth to mismanagement. As noted Harini that mismanagement of the upstream Brantas has resulted in a variety of forest destruction. The forests in the area around the watershed and sub-watershed Brantas Upstream lot of bare undergo conversion to agricultural land, housing and others. In principle, there are some fundamental changes over the functions of forests are: start the decline of forests, dwindling water sources, erosion layer of fertile soil, the incidence of landslides, silting rivers and ultimately bring the impact of changes in the direction of degraded land. Criticality of land in DAS Brantas this subzone occurs mostly in areas with steep slopes with a slope of 40-60% and > 60% in the mountains Anjasmoro, Arjuno, Panderman and a small portion of Mount Wukir (Harini, 2012).

There are several aspects of institutional suspected as the cause of the failure of critical land management program Brantas River Basin, among others: (1) The sectoral agencies in the area are less involved in the planning; (2) weak

performance management functions critical land rehabilitation: (3) the lack of coordination in the functioning of critical land management; (4) no / no strategic program but does not support the planning, execution, and monitoring of critical watershed-based land management; and (5) the priority activities / less effective in supporting critical land management program DAS Brantas.

To increase participation from administration of the institution in crisis management and watershed Brantas must begin with the similarities of ideology and commitment. Both of these will then be reflected in the regulation in favor of the preservation of the watershed Brantas. But in fact the moment pragmatic interests often beat long-term interests of environmental safety. As Parianom Bmbang statement as follows. "The government should be in control in the management of major green open space, especially in the area of forest watershed Brantas. But the government is not committed to it. social behavior policies that conservation in the upper very unnoticed.

Therefore, naturally why Brantas was born in Batu. Brantas was the starting point in the Stone, because of her position.

Why, because the upland areas for lowland if not impossible. Therefore Stones has Gunug, forests, and water. Mountains covered with forests, and water lahirla addition there is also a water-water from geological factors. While the attitude of people do not care that it was included with the upstream. Well as if its political stance, including stone used as an autonomous region. Properly Batu Malang satellites, so it can not be considered as an expansion area of Malang, Hulu itukan should be conserved "(Interview, Parianom, 22/9)

Further delivered by Bambang, considering Stone is the upstream part, he has to be maintained its presence will affect the city below. Management of protected areas is specifically regulated by Presidential Decree No. 32 of 1990. The policy was designed to guide the management of protected areas in the development of spatial patterns. Act No. 26 of 2007 on Spatial Planning also mentioned the establishment of protected areas besides having cultivated area. There are also other related regulations are used as the basis for analysis.

During Different ways to address the critical area has been done by the government, including through reforestation and afforestation programs. Physical success

of reforestation during the Fourth Development Plan only around 68%, whereas only 21% greening. This may be due to the lack of precise technology used, or the condition of the land has not been studied carefully, or because the technology is not implemented fully. In terms of environmental conservation and efficient use of funds in the program extending the utilization of degraded land with improvements in productivity might be better than open forest. Productivity of some types of degraded land, for example grasslands with relatively easily fixed for the cultivation of food crops (Manwan, 1993).

Brantas SubDAS conservation issues and management of forests in Bumiaji based on urgency and vital functions of forests and water supply to people's lives, not only in Bumiaji, but also affect the lives of people in East Java. Heritage Foundation and Concerned Farmers Group has started doing Brantas watershed conservation with perennials. The selected plants are plant species guava, coffee arabica and persimmon with reason:

1. It is a valuable fruit crop conservation and economy according to the height (located 1,500 meters above sea level) and soil conditions.

2. On the guava and coffee crops have easy maintenance, low cost and relatively short growing period. Punctuated also by persimmon crop as a long-term strengthening plants.

3. Can be initiated into a tourist village picking cashew and coffee centers menginggat the tourism potential in the area of Batu while the nut is not developed yet.

Efforts are being made the foundation heritage is inseparable from the cooperation over the mountain side. Between the parties involved are Dhuafa Wallet Foundation, Group of Concerned Farmers DAS Brantas, Interfaith group, and the Universities. Planting trees stand by the Heritage Foundation begins by providing insight and understanding to the farmers of vegetables to be willing to plant a tree stand to preserve the upstream watershed. Rejection of the citizens to grow big enough stand. Chairman of the Heritage Foundation, Bambang Parianom said that: "it takes patience and persistent struggle to provide insight on the people to be willing to plant this tree stands. Due to the fact that citizens have felt the joy of the farmers grow vegetables results. So it is not easy to change pemahanan them immediately. For

that we need to embrace the farming community and prove that conservation and productive plant stands can supply those, it was a challenge he said "(Interview, June 8, 2015).

Chairman of the Group of Concerned Farmers Brantas River Basin (KPPDAS) Brantas:

"Farmers here in part (although still relatively few in number, namely 41 heads of families), has a commitment to make the land slopes in the village Sumber Bumiaji Bratas as Cashew plantation areas, coffee, and persimmon. It has production plants we take into account that the fruit stands. We have been working on the planting of fruit trees such cooperation with the Heritage Foundation and other agencies concerned with the conservation and improvement of public welfare. And that is now seen to work "(Interview, June 7, 2015).

Bumiaji is the only district that is still very strong with farming culture where most of the residents in this district everyday activities involved with the agricultural sector both in the open , in the yard as well as in homes . The Farmers Group in the area of Earth aji is as follows .

Table 5 The Farmer Group Bumiaji Batu

1. SUMBER URIP	Ds. Giripurno	(335 member , 14 FG)
2. TULUNGREJO BERSATU	Ds. Tulungrejo	(282 member, 9 FG)
3. MITRA SEJATI	Ds. Pandanrejo	(303 member, 10 FG)
4. MERTA JAYA SARI	Ds. Sumbergondo	(285 member, 7 FG)
5. BUMIJAYA ABADI	Ds. Bumiaji	(380 member, 10 FG)
6. BUMIASIH	Ds. Bulukerto	(439 member, 15 FG)
7. SUMBER JAYA	Ds. Sbr.Brantas	(224 member, 5 FG)
8. PUNTEN MAKMUR	Ds. Punten	(271 member, 11 FG)
9. GUNUNGSARI MAKMUR	Ds. Gunungsari	(464 member, 17 FG)

Farmers in Bumiaji mostly grow vegetables. It is quite rational given the benefit of vegetable crops are promising and armpits take a long time to produce. Yet another condition it threatens kelstarian slope / upper watershed Brantas be Rwan landslides. Efforts to change the mindset of people to

switch from growing vegetables to plant stand is not an easy task. Given the very pragmatic thinking citizens who need rapid income. So as to switch to cultivation of stands is very difficult. For the middle road taken is to do intercropping, it also has not been fully accepted by the citizens.

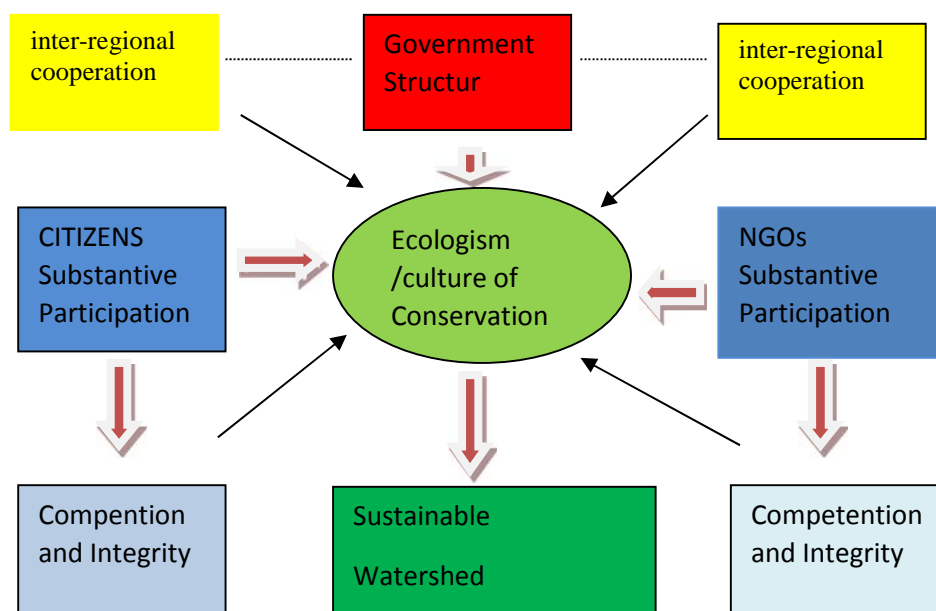


Figure 4: Model of Substantive Participation.

The Model of Substantive Participation describe that there are two component for Citizen and NGOs substantive participation, firs competition and second integrity. The other factor who influnce Substantive Participation is structur og governmen and regional government.

The efforts made by various government stakeholders, community care for the environment, and the academic community should pay attention to three (variable) yaiti struktue, culture, and agricultural technical. Very promising agricultural production such as in Table ... agricultural commodities these vegetables can not make farmers to switch to pernaian

plantations and tree planting stands. Sand mining activities in the district of Kediri, East Java, are still rife, which occurred at a number of points. "Mining is still there, just manually approximately 4-5 points and down the path of lava," said Head of Civil Service Police Unit (Satpol PP) General Djoko Retmono Kediri in Kediri, Friday (04/01/2016), Agung said the region recorded still sand mining in Kediri is in District Plosoklaten, Puncu, as well as a number of existing local lava path. At that location, he said, residents are still mine freely.

Also in the District Ngancar, Kediri, mining had also occurred, even using

heavy equipment. Every day, dozens of trucks in and out of the location of the lava path. In fact, as a result of mining, occurred very deep ravine, up to nearly 20 meters. Currently, the mining was stopped temporarily. Agung added that it is already prohibits mining was conducted. Moreover, in the path of the lava of Mount Kelud (1,731 meters above sea level), without permission because there is a potential danger. "We urge the public to be vigilant, because the cold lava can come at any time, especially during heavy rains," he said. Agung added in the border village of Siman, District Kepung, Kasembon, Kediri, Malang, also found. The Supreme mention more sand excavation activities carried out in the district of Malang, Kediri that municipal police had no authority to conduct raids.

According to Law No. 23 of 1997 on Environmental Management, the definition of environmental destruction are actions that give rise to a direct or indirect change in the physical and or the environment which causes the environment no longer work to support sustainable development. One form of environmental destruction are illegal sand mining activities in the Brantas River Village Semampir Kediri. According to the Environment

Office Kediri, that in principle the mining excavation C (sand mining) along the Brantas River, are not allowed either mechanical or conventional, and in this case because the condition of the Brantas River and its environment has suffered massive damage and harm to infrastructure rivers and set forth in the collective agreement in 2009 between the Ministry of Environment, municipal police and Disperindagtamben Kediri. Illegal mining in the Brantas River Village Semampir, consists of two types of mining.

Among them mining, mining mechanical / use of machinery and mining of traditional / boat. Mining mechanically / use the machine in question is the process of mining / removal of sand using a machine. The machine is used to suck up the sand on a large scale where large rocks at the base sungaipun can be transported. Mining is traditionally / using the boat meant that the miners use a boat to help them toward the middle of the river to bring up the sand. The parties involved in illegal sand mining activities in the village Semampir mine operators including sand, sand miners, porters sand, sand truck driver and thugs guarding the mine area. The trucks of sand that often crosses the village road due to

illegal sand mining in the Village Semampir cause impacts on surrounding communities.

Not only affect physical damage in the short term but long term will lead to destruction of ecosystems DAS Brantas. Degradation of riverbeds to reach 6 meters lead to the emergence of riverbeds very deep. Erosion of the cliffs of the river so that the river becomes cloudy conditions with a level 1 dissolved solids is quite high. It is, very influential in the Brantas River water quality, so it is necessary because of the Brantas River water is used as raw material for drinking water. Total benefits from illegal sand mining activities in the Village Semampir include any benefits received by the parties involved in mining activities amounting to Rp 61,703,085 000.33. Consists of income / profit employers sands mine Rp 17,198,085 000.33, labor income sands mine amounting to Rp 17.82 billion, revenue porters sand Rp 10.674 billion, revenue trucker Rp 7.116 billion, and income thugs / security amounting to Rp 8.895 million 000. Total loss experienced due to illegal sand mining in the Village Semampir Rp 84,488,162 200. It consists of a layer of sand loss due to lost Rp 81,877,464,000, repair of damaged roads USD 1.14957 million 000, lost government revenue 1.2453 billion USD, repair

riverbanks USD 215 828 200, Installation groundsil bridge Rp 1.5 billion (Madiun Pos, 2014)

Conclusion

Model substantive partisipaf in the management of conservation DA S Brantas representatives from the government and non-government. Among the Brantas river basin management institutions is a Coordination Team of Water Resources Management Brantas River Region (TKPSDA-WS Brantas), Institutional TKPSDA as Public Works minister's decision. This TKPSA has a membership of some instutusi. From the government of which consists of: the Central River Region Brantas, Perum Jasa Tirta I Malang, East Java, Provincial Agriculture East Java, Irrigation Department of Malang Regency, the Infrastructure Department of Blitar, Irrigation Department Kab Kediri, Department of Water Resources and Energy City stone, Public Works Department of the Environment Agency Mojokerto and Surabaya, and so on. Especially for water resources management in the Brantas River in East Java province, the Ministry of Public Works has made the Decree of the Minister of Public Works 248 / KPTS / M / 2009 on Establishment of the Coordination Team of

Water Resources Management Brantas River Region (TKPSDA-WS Brantas) ,

Membership of TKPSA of elements of non-government including the Joint Association of Water User Farmers (GHPPA) Source Barokah Jombang, Parent Himpitan water user (IHIPPA) Tirta Agung Mojokerto, GHIPPA the Mutual Cooperation Blitar, GHIPPA Malang, Association of Indonesian Farmers DPK Nganjuk, the Association of Geotechnical Indonesia (IAGI) East Java and so on. Other institutions of the elements such as NGOs Heritage Institute and Chairman of the Law Student Forum Peduli Justice (Formah PK) and religious institutions such as poor wallet.

There is some disharmonious relations among government agencies, citizens, and environmental activists will have an impact on the inability of these institutions to maintain Brantas watershed forest. In management operations in the field, many of the disturbance to the forest area. Of course a variety of disorders will affect the function of forests as a regulator of water. In general, other forms of harassment against forest area can be grouped into encroachment of forest areas to be arable land, the illegal harvesting of

timber and non timber, illegal grazing and forest fires.

Community involvement in efforts manage DAS Brantas of damage, encroachment or theft, upstream in Kota Batu also a group of farmers who are concerned about the sustainability of the watershed Brantas. They are members of the Community Rescue Farmers Watershed (KPPDAS) Brantas. The number of farmers who are members of as many as 41 farmers KPPDAS institutions. They are very mengakhawatirkan forests in the upstream watershed Brantas. According to them the government is not serious in managing the watershed Brantas.

Management of critical community-based land management is a new approach for environmental researchers. In a community-based land management, the public are invited directly from the planning, policy formulation, implementation and collection of benefits. This approach allows the public can directly calculate the economic impact and environmental (conservation SDA). The two aspects can not be separated in the review of natural resource management in support of environmental sustainability based on community empowerment.

In the end it is recommended to perform the rearrangement or reconstruction

of the model of substantive participation in watershed conservation . The substantive participatory models can be implemented with the first step of commitment and ownership focusing on soft skills of citizens and NGOs in watershed conservation Brantas . Substantive participation tidakmhanya rely on short-term economic interests , but he was thinking more strategically to maintain the sustainability of the watershed Brantas . Substantive participatory bottom-up are expected to be more effective . Given the Brantas river basin management has been top-down and bureaucratic no results. Therefore , the most important thing is to prepare citizens and NGOs intelligent (the smart citizen) and care for the Brantas watershed conservation.

Implication

The result of this study has practical implications to improve government in the Brantas watershed conservation. Substantive Participation Model can be used to conserve the watershed in other areas. Studies still need to be Carried out strategic policies concerning some items, namely to speed up the law Deliberation on public participation; to the make the substantive participation of more powerful in terms of its power of citizens and NGOs to execute Brantas

watershed conservation and to speed up implementation at substantive participative watershed Brantas. One urgent step of the government is to create the substantive participation more effective. Participation so that there is not only pragmatic to meet the short-term economy.

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MODEL COMMUNITY FISHERMEN SEDATI SIDOARJO GOVERNANCE THROUGH INTEGRATED

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Abstract

Write your abstracts of no more than 350 words and please indicate of 3 to 5 keywords. Please use Arial 10 with 1.15 space Fishing communities in Indonesia still requires serious attention to empower them, not only determined by the behavior of nature alone but also influenced by humans who have access to and interests are closely associated with the area so that the ideals of expediency coast aimed at prosperity of the people precisely for the surrounding communities are often the difficult to materialize. As in the coastal areas in the district Sedati, fishing communities are economically not been able to increase revenue, while the sea is a natural source of potential to be developed. By photographing the social, ecological, and technological potential that can be developed for the welfare and overcome the problem of coastal communities, sprang solutif prototype models (socio-techno-ecologically) as a form of integration between disciplines and between institutions in the governance of coastal areas.

Keywords: Fishermen Community Development, Integrated Governance.

Key Words: Three to Five keywords

INTRODUCTION

The development of coastal areas and marine, as one sector strategis in economic development today, is a sector that still need to be optimized in view of the potential of the existing marine has not integrated

and continuous to improve the welfare of fishermen. Need on their fishing community empowerment program / This coastal considering that to date most coastal communities in Indonesia is still low income. This empowerment program as well as aimed at poverty alleviation through

sustainable development programs. Departing from all that, it is necessary to have a comprehensive approach to community empowerment program.

Results showed that the condition of coastal areas of Indonesia is populated with the level of prosperity, both economically, socially and culturally still low. However, if viewed in terms of the resource potential of the coastal area, the actual saving potential is quite high. Only "participation" in the form of government and corporate supply and infrastructure facilities felt relatively weakly. Besides, some research also shows a lack of public knowledge about modern technology and environmentally friendly and creative efforts to increase revenue, especially in times of scarcity, where the fishing is very limited results. In the dry season, based on the growing phenomenon, mostly wives of fishermen / coastal communities by being forced to sell all the household goods that are considered valuable or pawn to pawn institutions to meet the needs of everyday life. At such times, they expect the attention of governments and corporations to participate ease the burden of life's stressful.

Mean while, the authorities in the area often to blame for fishing / coastal communities such as it is considered wasteful to spend money when the fishing season and uneconomical so the quality of life they are difficult welfare increases. They also say that the responsibility for such difficult life entirely a matter for fishermen. Thus attitude will never be able to decimate the

issue of hardship nelayan yang still buffeted by poverty (Kusnadi, 2003).

During this time, the facts in Indonesia, has not managed marine potential with more optimal because of the tendency of political will of governments and some public perception that prioritizes the cultivation of the results of agrarian and land area. Less strong political will of governments to the maritime field, especially the beach to be one of the factors have not powerless maritime potential for the national economy in general and the marine area local beach. Though the sea has a strategic role, that is, besides promising economic value at the same time has the potential to unite separate islands in Indonesia. ("Managing Potential Sea" on <http://bp2ip-surabaya.ac.id/?P=archivecat&I=en&newsaction=shownews&nid=471> downloadable pkl Monday, July 9, 2012, 15:56 pm). Regions in facing the challenges of poverty reduction when inimasih based policy frameworks oriented to approach top-down. In the future the necessary policies built upon basis of mutual agreement between the regional government and the local community wisdom Corporate based in the autonomous region wide area (Muhammad, et al, 2009). Empowerment of the poor need to be directed to amend the coping strategies of the poor that is getting better by the needs of the poor and expectations of the population itself at the local level. Planning and implementation empowerment should contain business for strengthening

their productive economic activities based on the "views and their needs", so that the poor have access at source social-economic and political independently.

Access coastal communities on economic resources until now, especially in the coastal village of poor people is still alarming (WordBank, 2002). Thus, efforts to empower communities beach village (coastal) and efforts to tackle poverty and inequality in the countryside beaches should still be an important agenda in construction activity. In other words, community development poor coastal rural beach is still very relevant to be placed as a priority development, including implementation of the program increase empowerment community (community development. Empowerment of coastal communities poor in the coastal village is a series of efforts by the range of activities that touch the fulfillment of a wide range of access and basic needs of food , education, housing and health, including the fulfillment of the need to participate in their poverty reduction, so that all members of the rural poor beach can be independent, confident, independent and able to escape from the shackles struktursosial cultural and economic factors that make them poor (Wahyono, at al ., 2001).

The responsibility of community development more are on the shoulders of local governments, and not dominated by the central government. This is because local governments are more familiar with the community, understand the problems

facing them. With the decentralization of development activities, should more local governments to give priority to the development of community-based. The responsibility of the community empowerment not only in the hands of the government but also non-governmental parties, namely, the people themselves, private entrepreneurs, state-owned enterprises and non-governmental organizations. The responsibility of building community is basically the primary responsibility of the community itself. In order for community development took place with the right government just prepare and facilitate a healthy environment for the improvement, expansion and deepening of the activities that have been owned by the communities themselves. This is the meaning of empowerment, that is developing what already exists in society menjadu larger scale, more economical and more efficient and effective.

THEORETICAL FRAMEWORK

Poverty theory

Poverty occurs as an integral part of the implementation of the strategy of development policies, especially rural development false, discrediting the villagers of possibilities to partake of the benefits of development. Gunawan, S assesses 4 (four) forms of poverty, namely: (1) poverty absolute, ie if the income is below the poverty line or some revenues were not sufficient to meet the minimum needs (clothing, health, education) are required to

be able to live and work ; (2) The relative poverty, is a condition in which incomes are at a position above the poverty line, but relatively low compared to the surrounding community income; (3) structural poverty, is a condition or situation of the poor because of various development policies that have not reached all of society, causing gaps in income; (4) cultural poverty, is referring to the question of the attitude of a person or society caused by cultural factors such as do not want to try to improve the level of life, lazy, spendthrift, not creative, despite efforts of outsiders to help him. Oscar Lewis considers that the characteristics of community groups that have sub-culture of poverty are: (1) anomalous effective participation and the integration of the poor into the major institutions of society, is one of the most important characteristics of the culture of poverty; (2). Low levels of the organization beyond the family nucleus and spacious family; (3). At the family level, the main characteristics of the culture of poverty is characterized by childhood were shorter and less care by parents, grow up, live together or marry conditional; (4). At the individual level, its main features is the strong feeling entitled, helplessness, dependency and low self-esteem.

The causes of poverty are: (1). differences in access-owned economy; (2). disadvantage is owned by the poor; (3). inequality of distribution; (4) development of analog as idologi; (5). development and industrialization; and (6) .intervensi government. According to Todaro (1997)

mentions factors causing poverty are: (1). differences in geography, population and income levels; (2). differences in history, partly colonized by different countries; (3). differences in the wealth of natural resources and the quality of human resources; (4). differences in the role of the private sector and the State; e). differences in industrial structure; (5). differences in the degree of dependence on political and economic power of other countries; and (6). differences in the division of powers, political and institutional structure of the economy in the country.

According to Chambers core poverty problem actually lies in the so-called deprivation trap or poverty trap that consists of five non misfortune that poor families wrapped around itself, include: (1). poverty itself, (2). physical weakness; (3) isolation; (4). vulnerability, and (5) helplessness. Vulnerability is meant is, the inability of poor families to provide something to deal with emergencies such as the advent of natural disasters, crop failure, or disease that suddenly befall poor families. Vulnerabilities that cause poverty rackets (the driving patterns of poverty) that led to a poor family had to sell property and production assets so that they become more vulnerable and powerless. They may not be able to take the fight (to bargain) when they are treated or cornered in a position favorable tidk by other parties, for example, a) assistance that is made for them, but in the end they do not receive; b). they mocked by those who have political power, economic etc. They

are able to survive even rise if they have a network or social institutions that protect and rescue. But generally they are difficult to get out of the vicious circle of poverty or trap. They are not enjoying the fruits of development but instead became victims of development, fragile, do not or difficult to increase the quality of life and even often experienced reduction quality of life.

In relation to the issue of poverty, Heru Nugroho (1995) mentions that during this time a lot of poverty alleviation efforts fail. The failure of poverty alleviation is considered to be derived from the way of understanding and poverty reduction is always interpreted as a purely economic conditions. On the other hand culturalist group considers that poverty is considered related to culture conditions that are considered be required fatalist and lazy. As a result of these two views, poverty alleviation projects or community empowerment backward confined to purely economic improvement efforts and cultural changes through vocational training projects for the poor in order to be able to do the production process in order to improve productivity. Considered the problem of poverty is not only caused by two things but also because due to unequal political order. Without the political empowerment of the poor, trickle down mechanism that had been expected to accompany economic growth strategy will not become a reality without their empowerment.

Poverty Reduction Policies

If grouped program poverty alleviation by the government as long as there are two models, the first is direct ie poor people directly receive program grants as cheap rice for the poor, HIP, Cash transfers, operational costs of schools and programs direct its kind conducted by the District /City. The second is the program-poverty undertaken by indirect means such as P2KP program, KDP, Gerdu Taskin, APP be required where poor communities are actively involved to participate in the program to combat poverty there is in him. The government is facilitating the constraints that cause people experiencing poverty, which is usually through a model of human bina Tri Daya namely, economic development and environmental development. By using these two models is expected to accelerate the elimination of poverty. Poverty alleviation goals linked to development targets listed in the agenda of poverty reduction is the decrease of the poor men and women and the fulfillment of the rights of the poor in stages, some of these objectives include the following: (1) decrease in the percentage of population the poverty line, (2) the fulfillment of sufficiency in quality and affordable, (3) the fulfillment of health care and health insurance of poor families free of charge and quality, (4) the availability of basic education services for free, quality and evenly, (5) the fulfillment of the needs of housing and sanitation and healthy, as well as the fulfillment of clean water for the poor, (6) the opening of job opportunities and

businesses, (7) the opening of access to capital in creating and developing businesses, (8) the establishment of the development center cluster area economy of rural and community learning poor in the development of rural economic potential, (9) the fulfillment of objectives and increasing the quality of program management integrated movement poverty through approaches Tridaya (human development, business and the environment), (10) an increase in the capacity of village institutions and the capacity of community groups in managing the business either independently or collectively, (11) the opening of access for the poor in the utilization of natural resources and preserving the quality of the environment, (12) the increased participation of the poor in decision-making, and (13) ensuring the integration program sectoral explicitly oriented towards job creation and poverty reduction , (Www.bappenas.com)

Various poverty alleviation programs that have been undertaken by the government to achieve these objectives, there are still obstacles to its implementation, among other things: (a) less focused the various programs of poverty at the root of the problem; (B) not touching the potential development of the village, so it has not been able to move the real sector in the country, various financial sector policies have not been able to be accessed by the poor; and (c) have not been integrated program between the central, provincial and district / town in one integrated scheme, the

wrong location, misconceptions, leaks in the implementation and rapid labor force growth. Of these issues yet optimal supposed to influence the perceived benefits directly to poor families.

Associated with government policy on poverty alleviation programs, khususnya watershed area (DAS) should pay attention to local knowledge in order to succeed in reducing poverty significantly. Because by taking into account local knowledge will lead to unity and participation in implementing policies that ultimately the values interpreneur will appear in poor communities. To empower people who live in the watershed of government policy should consider the following matters: (a) how the activities that have been carried out by the Department / Institution which directly address poverty alleviation programs, (b) benefit directly what can be enjoyed by poor families in the short term, medium term and long term, and (c) whether the poverty alleviation programs undertaken by the Government have been implemented in accordance with the basic needs of the poor. The concept of Fishermen Beach / Coastal. Coastal Beach area or are all areas where blend between land and ocean that generally people livehool with fishing or fishing. This area is generally restricted by topography, which means determined by surface water. This limit is not established by an underground water because the water table is always changing with the seasons and the level of user activity (Sri Harto, 1993). Sedati coast

is part of the coast in the district of Sidoarjo and the border between the Sidoarjo region with Madura Strait where the people in the coastal areas each economically very concerned. The coastal area is defined as an area of transition between terrestrial and marine ecosystems interacting, where the direction of the sea 12 miles of shoreline and a third of the area sea for Regency / City landward to the administrative borders of the Regency / City (DKP Decree No.10 / Men / 2003) the potential-potential that exists in coastal areas and the sea is quite diverse, and there's more opportunity for development, but should consider the development of environmentally sound or sustainable development. Exploration and exploitation on a large scale without considering the carrying capacity or the capacity of sustainability (sustainable potential) of coastal and marine ecosystems in coastal and ocean management resulted in degradation of the resource capacity of coastal and ocean, good utilization of the economic, security against natural disasters and preservation environment. Damage to coastal resources and the seas quite evident, which are: (1) The occurrence of marine pollution due to industrial activities, activities of households and farms it would threaten the life or abiota (fish, benthos, etc.) in the sea so that its productivity manurun; (2) reduced extensive mangrove up 50% from 1982 to 1990, the main cause is the conversion of mangrove forest into embankment land, residential, industrial uncontrollably; (3) the destruction of coral

reef ecosystems by categorizing as follows: 14% is worrisome , 46% damage, 33% good and only 7% is in good condition (MOE, 1993) with the main causes is the rock mining and fishing with explosives and toxic substances; (4) Loss or a further decline in stocks of certain fish, including shrimp, demersal, pelagic small reef fishes, it means there has been a condition of catching more (over fishing) in certain areas, in addition to the declining fish populations of certain types of the is the main cause is due to the economic activities in marine areas, for example shipping, transportation and refining of oil in the coastal / marine.

With the view that the management of coastal and marine areas in the region is an integrated part of the national coastal areas and oceans, then the provincial / district / city also has a role in the management of coastal and marine areas in order to use it optimally and continuously. Authority owned by the county, as in Act 32 of 2004, and then renewed by Law no. 23 of 2014 that the province is 12 miles of shoreline, while the Regency / City-third of the province or equal to 4 miles of shoreline.

RESEARCH METHOD

In this study the selected type of research is the Research and Development (R & D) or often referred to as research and development, as a kind of research that the right to produce a model. Research and development of longitudinal (gradual and can multy years). According Sugiyono

(2007, 298) R & D methods have been widely used in the fields of Natural Science and Engineering, but can be used in the social sciences (psychology, sociology, education, management etc.).

Focus Research. In line with the primary objective of this study to obtain a solution that is effective in alleviating poverty Sedati District of integrated coastal residents, the focus is on the residents in the coastal areas following conditions and characteristics of the region as a region of coastal areas. Then according to the type of engineering that you will implement the social engineering, environmental engineering, and engineering technology, data / information is gathered and analyzed, and then created a model solution. Locus Research. The coastal area in the district of Sidoarjo regency Sedati Unit is part of the beach in the district administrative Sidoarjo. Secara located in the district of Sidoarjo. Data collection techniques are set as follows .: (i) the documentary studies, which examine the documents in the form of statistical data, the draft regulation / legislation / decree, reports, photographs, drawings, maps and spatial or urban planning (land use), (2) a structured interview to officials of the relevant institutions, coastal residents as a sample object, and the stakeholders (stakeholders) related to prevention urban problems in Sidoarjo, and (3) direct observation in the field with the object of prevention activities.

RESULTS AND DISCUSSION

Indonesia is known as an archipelago so many beach / coastal and simultaneously fishermen Beach/ coast was not only determined by the condition of natural behavior alone but also influenced by humans who have access to and interests are closely associated with the area. There are various communities with various forms of activity along the coast such as manufacturing / industrial, residential, agricultural fields, forests etc. Idealism expediency beach profusely for the prosperity of the people precisely for the surrounding community often becomes difficult. Even the state into 180 different degree when natural behavior unrestrained and even more due to the behavior of the access of the beach that is not wise even tend greedy. Until now handling serious in tackling the problem in those areas is often more rhetorical than concrete cohesion in the field. The synergy is necessary because there is a dependency solution between one institution to another institution. For example, Law No. 41/1999 on Forestry states that use the concept of forest management based on the administrative area. It tersbut reaffirmed through the Minister of Forestry No. 26 / Menhut-II / 2006 dated May 11, 2006 Guideline of the Regional Management Plan.

Seem ironic if communities around the coast to be poor (live hard) while maximizing the potential of the beach is very big chances for the benefit for the people around them. As occurred in the

coastal areas in the district of Sidoarjo regency Sedati.

On the other hand, communities around the coast is still alarming. Good raw materials to support drinking water, agriculture, aquaculture and industrial water purposes. Such conditions often become a proverb society, if the dry season difficult to get water and when the rainy season sitting alone could not because of the flood.

Hardjosoewito (2009) states that any remedies would not be effective without the synergy among the institutions in the form / form of Social Responsibility atau synergy social responsibility of all institutions related to the Central Government, Local Government, Institute of Scientific & Professional, Private Institutions, and NGOs. Research strategies and data analysis process carried out in line with the creation of the model, as is typically done in the kind of research and development studies, which follow the following steps :. Potential and Problems, Data Collection and Analysis Product Design (Model) Product Design, Revision Test Products, Product Revision Revision, Trials Usage, Products Products Mass (Sugiyono, 2007: 298). Furthermore, when the model (design, development, or finalisasi) applied Matching is always done to get information about the progression of target achievement Sedati precisely whether coastal residents already have characterized as a prosperous coastal residents (ideal). Coherence in tackling poverty precisely for the citizens of fishermen in Sidoarjo Sedati can be built

with a minimum of three engineering namely: (1) social engineering, (2) environmental engineering, and (3) engineering technology. Social Engineering is an effective solution with the motor of the government (central and local) can be either (i) regulations, (ii) the policy, (iii) program with the right strategy and solution-based, and (iv) strengthening of institutions in society, both formal and informal , Environmental engineering is the application or solution-based applications to the Environmental Balance is still closely linked to social engineering. Pointed out that the poverty associated with environmental problems can be defined as the potential loss of resilience and ecological sustainability and the potential for social security and sustainability. As for the security and sustainability of ecological carrying capacity to the availability of land, water, air, and to a variety of diversity of life and the natural riches contained therein. Meanwhile, social resilience refers to the carrying capacity of social institutions, both in the political, economic, and cultural. Related to the above engineering ecology or the environment should refer to efforts to strengthen the resilience and sustainability of ecological and social. While engineering technology is an effort by means of technology without ignoring the ecological factors and social factors. The realization of the three engineering might be the implementation of watershed management planning integrated Pasaribu system refer to

it as to apply the principle of "Integrated Watershed Management Plan"

CONCLUSION

With the decentralization of development activities, righteously more local governments to give priority to the development of community-based. The responsibility of the community empowerment not only in the hands of the government but also the parties of non-governmental namely, their own communities, private businesses, State-owned and non-governmental organizations, so that the community development took place with the right government to prepare and facilitate a healthy environment for the improvement, expansion as well as the deepening of the activities that have been owned by the communities themselves.

To get a comprehensive solution can be traced to a variety of disciplines integrated - intersect. Various institutions including government, private, scientific institutes / education, as well as non-governmental organizations can be pursued through a mix and matching contributions to their respective social responsibility.

Measurement partner with Study Area Residents with Citizens Ideal Reference Criteria (Model), resulting in the integration / synergy Social Responsibility in poverty alleviation citizens Sedati beach in Sidoarjo can be illustrated in the form of Social Responsibility can be either central government regulation and or distributive

policy. The form of the settings and policies for the people's interests can be channeled through state-owned so it is 'BUMD Social Responsibility'. Local government has a tangible social responsibility policies and regulations that are distributive in the provision of services to the public (public service). Professional organizations or scientific institutions embody social responsibility as the application of science and technology and professionalism (scientific and professional) in the form of applied research and community service. While private institutions have a Corporate Social Responsibility (CSR) in the form of business that had a big hand in make peace society or form of aid to facilitate or support the aspirations of the people. Then Governmental Organization (NGO) more in a social responsibility in the form of moral activity to help facilitate the public.

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CONCURRENT ELECTION IN INDONESIAN POLITICS: OPPORTUNITIES AND CHALLENGES OF POLITICAL PERSPECTIVE

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Concurrent elections in Indonesia will be held in 2019, but there has been no policy to regulate them yet. The purpose of this research is to map out the opportunities and challenges of concurrent elections and also to identify some problems of the implementation of concurrent election in Indonesia from political perspective, especially from the 4 actors, namely the government, political parties, electoral administrators and the society. This is a qualitative research using primary and secondary data from documentary and interview with some political experts. The results of this research indicate that concurrent election will strengthen the presidential system, increase the efficiency of the party organization and electoral administration, and also increase the participation of voters. But there are some problems in the implementation concurrent elections in Indonesia, namely: 1). Preparedness of the electoral governance, 2) arrangement and synchronization of election laws, 3) simplification of the electoral system and 4) simplification of the political party system, and 5) political awareness of political actors and society.

Key words: concurrent elections, presidential system, political parties, electoral governance

Background

Concurrent election in Indonesia is held based on Constitutional Court No. 14/PUU-XI/2013 about the reviewing of several articles of Act No. 42 /2008 about Presidential election. One of the decision is that general election and presidential election are held simultaneously or implemented in National concurrent election which will be commenced in 2019 election.

The argument of concurrent election is that it can be supportive of Presidential system effectively and can increasing political participation. But it could be achieving by well preparation of electoral law, electoral management body and also the voters. There are several electoral laws of 2014 election, namely Act No 42/2008 about Presidential election, Act No. 12/2012 about general election, Act no. 8/2015 about Local Head's election, so we need to synchronize and codification them.

The problem is how concurrent election could be result the stable and effective governance. It was related to the legislative-executive relationship and strong coalition administration, not only based on how to gain power but also based on policy. So this research aims at identification of opportunities and challenges in holding concurrent election, especially from the 4 actors, namely electoral management body, the government, political parties and voters.

Research Methods

The purposes of the research are 1) to identify the potential problem triggered by the implementation of concurrent election, 2) to map out the opportunities and challenges of concurrent election especially from 4 main actors: government, electoral management body, political parties and voter.

This is a descriptive qualitative research, which is use primary data consisted of the background of concurrent election, opportunities and challenges in hold concurrent election, identification of the problems of concurrent election; and also use secondary data. The Data was gathered by documentation, in-depth interview, and focus group discussion with some political experts, electoral commissioners, legislators, political party's officers and bureaucrats. The data was analysed using an inductive approach.

Theoretical Framework

The research employed several theoretical frameworks such as theory of concurrent election and effectiveness of governance, concurrent election and political participation and concurrent election and efficiency of electoral management.

1). Concurrent election and effectiveness of governance

It is believed that concurrent election enables to result an effective governance because of the coattails

effects. Concurrent election with a strong president candidate will be followed by vote to legislator's candidates whose came from the supporting party of the president. Coattails effects are defined as "*the ability of a candidate at the top of the ticket to carry into office...his party's candidates on the same ticket,*" and the concept typically is operationalized as a correlation between the presidential and legislative vote in a given constituency" (Samuels, 2003:83).

It can be said that if the executive and legislative power come from the same party leads to the durable government. Concurrent election can minimize political fragmentation at legislative institutions as stated by Samuels (2000):

This conceptualization assumes that coattail effects emanate from higher to lower offices, because voters tend to pay greater attention to executive races. First, candidates for congress assess the likelihood that a candidate for executive office can help them win election. Second, based on this assessment they act to improve their chances of winning by associating or not associating their campaign with the executive office candidate's. Third, if the executive office candidate is popular and congressional candidates are relatively adept campaigners, voters will respond to congressional candidates' efforts.

Concurrent election is expected to

result more effective government in Indonesia. The Presidential system based on "the winner takes all" principle, and usually implemented in two parties' system. There is no coalition in the presidential system (Linz, 1994). So concurrent election is also expected to minimise the number of political party in Indonesian political party system.

The problem is that presidential system in Indonesia leads to proportional representation system. Duverger stated that proportional representation system tends to result multi parties' system. There were more than 10 parties in Indonesia, so there was no majority political party in the legislative institutions. In 2004, Golkar as the winner just obtained 21.58 %, in 2009 election Democrat Party as the winner only gained 20.85 % and in 2014 election PDIP gained 18.95 % of the seats in representatives. There was no majoritarian party in legislative institutions in Indonesia, so President have to build a strong coalition from them. Unfortunately, strong fragmentation in the legislative institutions could make democratic instability (Mainwaring, 1997: 198-228)). Linz stated that multi party system and presidential system is the fragile, complex, and complicated combination (Linz, 1994).

Based on their study, Scott Mainwaring and Shugart (1997) stated that presidential and multi party system is a problematic combination. This combination

resulted unstable coalition, presidential system contaminated by political parties and also the parliament tends to weakening the president. In presidential system, not only the biggest party but also a small party has an opportunity to win the presidential election (Cheibub, 2007: 7-8). For example, Democrat Party was the runner up in general election 2004, however the presidential candidate SBY-JK which supported by this party be the winner in the presidential election. But, no supported by majoritarian party in the House of Representative brings difficult consequences to president. The coalition of his cabinet was based the purpose of forming cabinet instead of based on the same vision and mission, so the coalition was unstable.

Separation of power, fragile coalition and minority governance has a potential problem that would be "deadlock" in the relationship between legislative and executive. Presidential system without majoritarian parties in the House of Representative can also trigger to "divided government", which the president and parliament are controlled by two different parties. Divided government has happened in the United States in budget decision making between them that caused the government was shut down for two weeks. Obama is supported by Democratic Party but the congress is dominated by Republican Party

It is noted that concurrent election does not always result stable governance because coattails effect does not always happen. Previous studies show that the presidential election will affect to the party system through the coattails effects as stated by Cox (1997), Jones (1994), Mainwaring and Shugart (1997), and Shugart and Carey (1992) (Golder, 2006:34-48). Other studies reveal that presidential election causes fragmentation of party system (Filippov, Ordeshook dan Shvetsova, 1997). Meanwhile, other studies provide evidences that there is no relation between presidential election to party system as stated by Coppedge (2002) and Samuels (2000) (Cheibub, 2007:7-8). Coattails effect will happen depend on the number of presidential candidate that influenced by heterogeneity of the society.

2). Concurrent election and political participation

General election is the reflection of democracy. According to Schumpeter, general election is a political method and a mechanism to elect a leader (Sorensen, 2003:14). Dahl and Held also support the argument about the relation between general election and democracy. They stated that there are three dimensions of political democracies: competition, participation and political and civil freedom (Sorensen, 2003), which with political and civil freedom give voters to participate in the election. Thus, it is reasonable

that general election is the important dimension of democracy.

General election is a mechanism in electing the political leaders. Recently there are several general elections such as legislative election, presidential election, and also local head election. These could make political boredom for people because they have to spare their time and energy more to the ballot. Concurrent election spent less time from people to go to the ballot, so it is assumed that concurrent election will increasing voter's participation through interesting national issues of presidential election.

3). Concurrent election and efficiency of electoral management

There are 3 election held in Indonesian politics: general election, presidential election and local leader election. In 2004, 2009 and 2014 general elections, voters elect the member of House of Representatives (DPR RI), member of Regional Representatives Council (DPD RI), member of provincial parliament (DPRD Provinsi) and also member of district parliament (DPRD Kabupaten/Kota). Three (3) months after those series of election, presidential election was done. Local Head election was done in local area and it was based on the length of the local head period of each district.

These elections not only caused inefficient electoral management, but also inefficient political parties and voters. In 2009 general election for example, the legislative election

required IDR 19 trillion and 2014 election spent IDR 24.1 trillion. The president election budget was IDR 7.9 trillion. The budget did not include head district election which was charged to the local government. It is reasonable to state that the various election is considered money consuming and it is influence to budget for development programme in the society. Concurrent election will make more efficient electoral management and make more efficient political parties.

Analysis and Research Finding

Concurrent Election does not only have an impact on constitutional law or politics but also it has significant implication to the study of political science. In political perspective, concurrent election has advantages in politics and consolidation of democracy in Indonesia as follows.

1. Concurrent election aimed at creating congruent result

Academically, concurrent election is only feasible in presidential system. Concurrent election is implementation of legislative and executive election on the same day to create a congruent government, which is the president was supported by majoritarian in parliament and it could make a stable and effective government. Therefore, there is an assumption that concurrent election has positive correlation to strengthen the president. The concept and design are based on the Latin

American countries which applied presidential election and cause unstable government and conflict between the president and the parliament. To overcome this problem, Brazil conducted concurrent election in 1994 and 15 years later, Brazil had stable government. Shugart stated that the congruent has been created from the effect of coattail effect in which the elected president influences the election of legislative candidates. It means that every voter will vote legislative members coming from the elected president's party.

2. Concurrent election to encourage policies based coalition

Concurrent election can encourage policies based coalition, because they have the same mission and vision. The coalition not only to gain power (office-oriented approach) but also to create the policy according to their ideologies (policy-oriented approach) and minimized pragmatism. Applying the presidential election for two times in Indonesia shows that it does not result a long term coalition. By concurrent election, the coalition is expected to naturally simplify political parties.

3. Concurrent election to encourage more democratic political parties

The present of political parties is significance in the modern democracy. The existence of independent, autonomy and competitive political parties is *conditio sine quo non* in

implementing democracy. It is believed that democratic system facilitates the independent, autonomy and competitive political parties.

4. Concurrent election to minimize conflicts among supporting political parties

Holding concurrent election is efficient as it saves time and budget. The budget can be allocated to fulfil constitutional rights of the citizens in Indonesia. The fact that 65% of the electoral budget is allocated to organizers' honorarium provides evidence of inefficiency in election practice. Concurrent election is expected to minimize electoral budget as political budget, campaign budget and candidates' budget are in one scheme. This model also can reduce money politics and corruption. Therefore, concurrent election is a model that can lead to drastic changes in *presidential threshold* as all of the qualified political parties are allowed to propose the presidential candidates.

The opportunities and challenges of concurrent election

Concurrent election can reduce flaws in politic practice. Here are the opportunities and challenges of concurrent election:

1. Opportunities and challenges for voters

Opportunities. It is believed that concurrent election increases the participation of voters. According to Norris, voters' participation in

legislative election are lower than presidential election in serial election because of voters consider that presidential election is more important than legislative election (Stockemer and Calca, 2012: 1-23). Down stated that the decreasing participation among voters as the effect of budget consuming for several times to go to the ballots. The policies about election remain vague so that it is difficult to interpret the suggested policies into real policies (Stockemer and Calca, 2012: 1-23). The spreading issues in the legislative election and presidential election can be different because they proposed different candidates although the candidates are come from the same party.

There is a tendency of decreasing number of participation in Indonesia in the serial election. The participation percentage of Indonesian citizen in 2009 general election was 71% and in presidential election was 60%. Meanwhile, in 2014 election the participation in general election was 75.11% and in president election was 70%. The decreasing number of participation can be avoided in concurrent election.

Experts argue that concurrent election increases the participation of voters, spent budget and time more efficient. Riker and Ordenshook stated that concurrent election can give psychological support as the voters consider that they choose two officers at once (Stockemer and Calca, 2012: 1-23).

In the United States concurrent presidential and gubernatorial election, it has been proven that this election model increases participation of voters.

Challenges. Although concurrent election leads to several efficiencies, it takes longer time for the voters to elect candidates in the ballots. They at least have to choose from 5 ballots, consist of president and vice president, House of Representatives, Regional Representatives Council, Provincial Parliament and District parliament. In addition, the size of election paper is bigger so it is time consuming to open and re-fold the paper.

Anderson (2011) stated that concurrent election leads to difficulties for the voters as it gives much issues at once, and they tend to elect national candidates and issues. Thus, it requires well socialization to the voters to increase the willingness to vote.

Table: The Opportunities and Challenges of Concurrent Election in the Political Perspective

Actors	Opportunities	Challenges
The government (the House of Representatives and the Executive)	<ul style="list-style-type: none"> - Stronger Presidential System - President will keep pace with Parliament; the President will be supported by majoritarian power in Parliament - The coalition will be more solid - Minimizing the political horse-trading between the legislative and executive 	<ul style="list-style-type: none"> - Need simplification of the party system - Need simplification of the electoral system - Policy-based coalition
People	<ul style="list-style-type: none"> - The participation of people will be increased because psychologically people votes for political officials - Time, effort and expense of the voters are more efficient because they only came once to the polls 	<ul style="list-style-type: none"> - People is difficult to vote because there are too many candidates - The time used in the polls becomes longer because the ballots becomes more complicated - Need to increase voters' awareness - The people are very heterogeneous
Political parties	<ul style="list-style-type: none"> - Time, effort and expense of political parties are more efficient - The formation of Coalition to support the President could be done earlier - Either big or small party has an equal chance of winning the presidential election 	<ul style="list-style-type: none"> - There is Coattail effect - Parties are required to offer a candidate for President who can be accepted by other parties and popular
Election organizers	<ul style="list-style-type: none"> - The efficiency of time, effort and cost needed 	<ul style="list-style-type: none"> - Need more careful management of election - Need a simpler ballot design - Need a simplification of electoral system - Time required in the counting of the vote is longer - The Election Law is not synchronized with each other - Need additional polls - Socialization to the voters

2. Opportunities and challenges for the government (President and House of Representatives)

Opportunities. The concurrent election is feasible to create strong and stable presidential system. The coalition is formed early based on the same vision and mission. According to Karen Cox (2004:124), concurrent election gives advantages to the supporting parties of presidential candidate and it can reduce fragmentation between legislative and executive. Thus, it results a more solid coalition. If he majority coalition in the parliament wins the presidential election, it will struggle to win the local head election. The same party at the local and national level makes the government easier to coordinate the governance.

Challenges. To create a solid and vision-mission based coalition, the government should simplify the parties' system. Simplification of the party system will be achieved if the electoral system is improved. Synchronization of electoral laws regarding to concurrent election is required such as in political parties Act, general election Act and presidential election Act.

3. Opportunities and Challenges for Political Parties

Opportunities. By performing concurrent election, political parties can perform efficiently. Political parties can save the budget and time to conduct the campaign. The

coalition to propose the president and vice president can be done early and majority or minority political parties have the same rights to propose their candidates. Proposing popular candidates can be one of the ways to increase the vote and win the election.

Challenges. Political parties should be able to propose popular presidential candidates to gain more support from the coalition. Concurrent election demands political party to implement different strategies in winning the election. As stated by Sartori, the change in election systems will bring consequences to the ways and character of competition of each political parties (Diamond and Gunther, 2000: 101) as concurrent election has a coattail effect. If a party is the part of the presidential candidates which has majority supporters, it will gain benefit in legislative election.

4. Opportunities and Challenges for Electoral Management Body

Opportunity. Electoral Management Body is the institution responsible for the success of the general election. In the context of Indonesia, Electoral Management Body include the KPU (The General Election Commission) and Bawaslu (the Election Supervisory Commission) that in the execution of their duties ethically controlled by *Dewan Kehormatan Penyelenggara Pemilu* (The Election Organizers Ethics Council/DKPP). KPU is responsible for organizing

the election from voter data collection, receive and validate the election nomination contestants both political parties and candidates, holding the election, and the vote count recapitulation. While Bawaslu is assigned to monitor the election to comply with the principle of direct, public, free, confidential, honest and fair election. The implementation of the role and function are of course related to technical aspects of election and management of election that should be done. Different electoral system requires different procedure, preparation and management of election. Concurrent election brings a big opportunity for Electoral Management Body to held the election efficiently.

Challenge. The change in the electoral system from serial election into concurrent election brings substantial technical consequences election management. The implementation of Concurrent election requires the good capability and professionalism of the electoral management. Although the simultaneous election only needs shorter election time span and more efficient use of the budget, but the preparation of the election requires a fairly longer time. The technical aspects of election administration become more complicated. The election supplies became more various, so it must be carefully set to lessen the problems in election. The problem of election organizer capability is very important to the success of the Concurrent election. As stated by Cox (2004:124), if there are capability problems in handling

the logistics, serial election is an option.

Concurrent election also requires more ballots, as well as the longer time required by voter in the voting booth. Therefore, the electoral management is required to design simpler ballots. In addition, socialization to voters should be implemented more widely in order to create a qualified election.

Several other challenges in the concurrent election management are change electoral system from open list to closed list proportional system, simplification of the party system, as well as the realignment of electoral district. The synchronization aspects of the act, especially on the Act of Presidential Election, the Election Law and the Act on Political Parties, are also very important for the electoral management. All policies for the implementation of Concurrent election will be realized if the electoral management body established good cooperation with the Parliament and the Government.

Table: Strategic Design for Concurrent election

	Strengths	Weaknesses
	<ul style="list-style-type: none"> - To have democratic experience - There are independent institutions for election (KPU and Bawaslu) - There is a conflict management institution (DKPP, MK) - A commitment to hold better election - Commitment to create a stronger Government 	<ul style="list-style-type: none"> - The existence of elite conflict - The existence of conflict between the political parties/candidates - Multi-party system/the tendency for many parties to rise - Complicated open list proportional electoral system - The Election Law that is not synchronized with each other
<p>Opportunities</p> <ul style="list-style-type: none"> - Stronger Presidential System - President will keep pace with Parliament; the President will be supported by the majoritarian power in Parliament - The formed coalition will be more solid - Minimizing the political horse-trading between the legislative and executive - The participation of the people will be increased - Time, effort and expense of the voters are more efficient - The implementation of election is more efficient 	<ul style="list-style-type: none"> - The preparation for electoral management body - The increasing of the vertical and horizontal coordination in the electoral management - The increasing of people's participation - The increasing of socialization on Concurrent Election to the people - The preparation and synchronization of Electoral Law 	<ul style="list-style-type: none"> - The simplification of the party system - The simplification of electoral system - The preparation and synchronization of Electoral Law
<p>Challenges</p> <ul style="list-style-type: none"> - People is difficult to vote because there are too many candidates - The time used in the polls becomes longer because the ballots becomes more complicated - Time required in the counting of the vote is longer - The existence of elite conflict - The existence of a conflict between the political parties/candidates - The existence of conflicts in society 	<ul style="list-style-type: none"> - The preparation of tools to minimize and resolve conflicts - The simplification of the ballot - The simplification of electoral system - The increasing of political awareness of political actors and society 	<ul style="list-style-type: none"> - The simplification of the party system - The simplification of the ballot - The preparation and synchronization of Electoral Law

From the table, there are several things that must be prepared in the administration of Concurrent Election, namely:

1. The preparation for electoral institutions

The management of 2019 concurrent election requires comprehensive preparation, starting from the electoral law, electoral process to the electoral dispute resolution. The Electoral Laws usually already provides for election scheduling, the scale of electoral districts, method of voting, electoral threshold, the counting of the seat, to the appointment of the elected candidates.

According to JPPR, there are five electoral quality indicators, those are the neutrality of electoral management body, the neutrality of bureaucracy, high degree of participation as well as awareness, honesty and responsibility, and elected legitimate and qualified legislator and president. In my opinion, to achieve a quality general election it is not only by assuring the neutrality of electoral management body (EMB) but also by maintaining the professionalism of the EMB to conduct this election.

This preparation of this election organizer is not just KPU and staff to the lowest level, but it also involves Bawaslu, DKPP, police, the judiciary, and the Constitutional Court which is the electoral management bodies and institutions which are in charge of settling disputes and arbitrate the electoral conflicts.

The general election is a five-year routine agenda, but the dynamics are very diverse in every election that requires anticipation of the election organizer. Moreover, Indonesia is a country that is very heterogeneous in

terms of culture, language, and demographic and geographic conditions that must be considered in any execution of the election. As noted by the chairman of KPU Husni Kamil Malik: "In managing the stages of the election, we do not only consider the technical aspects, but the political aspect also cannot be ruled out." Therefore, as stated by the chairman of KPU, election organizers need to apply entrepreneurial government so that it can make innovations in the organization of the election conducted in honest and fair, and accountable election EMB.

The preparation in the implementation of concurrent election should also be made by the Parliament and the Government as a law-making body. In making the Act governing election must simultaneously be based on the spirit of statesmanship so that the legislation products aimed at interests of the nation, not the particular interests of a political party or group. Because if the legislation products are then being brought into judicial review in the Constitutional Court it will interfere and slow the preparation for the Concurrent election.

2. The Preparation and Synchronization of the Electoral Law

The rules regarding the implementation of the election in Indonesia changed every five years, both the rules on political parties and election in general. With the concurrent election which will be held in 2019 in accordance with the Decree of the Constitutional Court, the rules of the game in the form of a set of legislation to support the implementation of it should be made, especially in relation to the Law on Election and the Law on Political Parties. With the simultaneous election

between the legislative and presidential election, the Law No. 42 of 2008 on the Election of the President and the Law No. 8 of 2012 on the legislative election must be replaced or codified.

Based on experiences in several general elections, the readiness of the Laws is very important because it will affect the readiness of election management bodies and actors involved in the concurrent election. Ideally, the Simultaneous Election Law is enacted 2.5 years or 30 months before the election, or at least 2 years prior to the election. If the simultaneous election is carried out in the mid-2019, then ideally the Laws concerning the execution of Concurrent election was passed in early 2017. Therefore, the Law on Concurrent election should be included in the national legislation in 2016 and maximum it should be passed in the early of 2017.

Therefore, according to Didik Supriyanto, there are three important steps that must be done: *first*, the government should immediately prepare an academic documents related to the concurrent election laws, *second*; the drafters of academic and draft of Election Law should evaluate the implementation of the previous election in a comprehensive manner; and *a third*; the need for logical and systematic system about election bill (Kompas, October 28, 2015).

The preparation and synchronization of the Act concerning the simultaneous election were done to maintain the quality of the election. Academic documents must be drafted based on the efforts to achieve better election, by evaluating the implementation of the previous election, because in principle, the Constitutional Court's decision on concurrent election is to create a more powerful government, has a strong

legitimacy and through more efficient democratic processes.

From the results of the study contained in the academic documents, the draft of bill on concurrent election should be prepared, including the one that regulate the election participants, the election process, the election results and the efforts to prevent the lack of legitimacy of the election results. Problems that arose during previous election, such as the very large election funding issue, electoral fraud or conflicts that arise because of electoral disputes should be anticipated in the Act on the simultaneous election.

3. The simplification of electoral system

The evaluation of the election administration is absolutely necessary to establish the electoral system and better organization of election. From experience in the 2014 election, for example, open-list proportional electoral system resulted the thickness of the ballot and technically difficult in the voting process. Thus, each person needs more time in the polling stations. If the election is held simultaneously, then it will obviously become more complicated in its execution. This needs to be anticipated, such as *the first*; still use an open-list proportional system and to anticipate it, it should be done by creating smaller constituencies. This effort to reduce this constituency brings consequences on the increasing number of election management personnel to be prepared. Extra personnel also mean additional costs.

Second; using closed-list proportional electoral system. This will facilitate the election mechanism at the polling stations; so political parties must have a good and transparent mechanism in the process of political recruitment, and

voters will not experience a buying something sight unseen. This second option would also strengthen the cadre of political parties, and to minimize the instant politicians who simply have a big funding. However, attention should be given to the strengthening of the party oligarchy.

Third; concurrent election is conducted through *e-voting*. According to the study of BPPT, *e-voting* will cut the election costs up to 50% (Buletin Bawaslu No. 11, November 2014). This is certainly in line with one of the purposes of concurrent election which is for the efficiency in the administration of election. If this option is chosen, of course, the electoral law governing the technical implementation of *e-voting* should be prepared. As a new voting mechanism, then the *e-voting* would require a different preparation, both for voters and election organizers.

Principally, it is necessary to create a representative electoral system and minimize the issues in the political process. From the experience of the election in the United States for example, the length of the election ballots affected the reluctance of the voters to participate in the election (Richard S Katz and William Crotty, 2014: 534).

By seeing from the system of presidential election, there are three types of the presidential election: *first*; plurality system which is electoral system based on majority voting so that there is no second round of voting. *Second*, the majoritarian system, which is the president, is elected when a majority is of 50%+1, so that when the number is not yet meet, the second round will be held. *Third*, the runoff with a reduced threshold system, which is

the president, is elected if they fulfil certain percentage, for example 45% or 40% with a margin of at least 10% with the second candidate (J. Mark Payne, et al, 2002: 67 -81).

Up until now, we use the majoritarian system, so the president has strong legitimation. But in reality, the acquisition of a majoritarian vote of the president is not in accordance with the acquisition of the party vote which support the legislature. For example, at the time of SBY, he gained 60.62% while the parties that support SBY which are the Democratic Party, PKPI (Indonesian Justice and Unity Party) and PBB (The Crescent Star Party) gaining just 11.33% in the Parliament. Although the support to the President from the people is quite large, but if it does not gain substantial support of the representative bodies it will complicate the governance.

4. The simplification of the party system

Another aspect related to the electoral system is the party system. Until now there are no restrictions on the number of political parties. In a proportional electoral system, there is a tendency of the emergence of new parties in case of conflict within the party. Presidential government system that is based on a proportional electoral system is quite problematic because it can result a fragile government for not obtaining majority support in parliament. The more the political parties are, the smaller chance for the parties to gain a majority.

In the concurrent election, the possibility for the creation of political support to the president and at the same time the support of the representative to the president will be

strengthened. Simultaneous election forces political parties to form a coalition before the election. Theoretically, the votes of presidential candidates are usually followed by the vote of party, this is what usually called as the *coattails effect*. Voters of president's supporters tend to choose the legislative candidates from the same party as the presidential candidate.

If concurrent election is carried out, then from 3 presidential election systems it would be better not to use two rounds, so that the election really simultaneously in a single election day. The selection is done by selecting the plurality or *runoff with a reduced threshold* system, by determining the *electoral threshold* in the presidential election. The choice of the presidential election system is theoretically would affect the simplification of the political parties.

From a study conducted by Mark Payne et al (2002) in several countries in Latin America, it shows that plurality electoral system produces 2.67 or 3 parties' system of political parties. The majority system generates 4 parties' system and threshold system produces 3.19 or 3 parties. The existence of Coattails effect and selection system of presidential election will be able to simplify the party system. With Concurrent election, the coalition built by political parties is also more mature. In previous election, the coalition built after the legislative election by taking into account the number of seats. The built coalition will also change in the second round of the presidential election, so that the coalition that was built more fragile, while in the simultaneous election, the coalition's built is more powerful.

5. The preparation of tools electoral disputes resolution

A democratic election requires a maturity of both political actors and society. Election also require honest and fair implementation so that it can be accepted by all parties. Nevertheless, the potential for electoral disputes is big. From the data of the Constitutional Court, for example, in the 2009 election there were 628 cases filed by 38 political parties, and in the 2014 election there is an increase of cases which is 702 filed by 15 political parties. With the concurrent election, it is likely that the case submitted to the Court will be greater. Surely this must be anticipated from now. Moreover, the Court has been based on the provisions of the Act which only has a maximum of 14 days in the case of election disputes resolution.

The potential for election disputes could occur related to the election management policy, the Voter List, the process or stages of election and the disputed election results. Currently there are several institutions that deal with the problems and violations in the election dispute which are *Dewan Kehormatan Penyelenggara Pemilu* (The Election Organizers Ethics Council/DKPP) which deals with the violation of the code of ethics; *Komisi Pemilihan Umum* (The General Election Commission/KPU) which deals with violations of the electoral administration; *Badan Pengawas Pemilu* (The Election Supervisory Committee/Bawaslu) which handles the election disputes; Police, The Judiciary and decided in the criminal trial linked to the election; PTUN (State of Administrative Court) which handles state administration electoral disputes; and *Mahkamah Agung* (the Supreme

Court) which handles the results disputes of the regional election and the Constitutional Court (MK), which handles the disputed election results.

In the implementation of the duties, these institutions must be supported by clear regulations. The regulations governing the concurrent election should also provide explicit provision so that making it easier to resolve the disputes arise.

6. The increased of political awareness of political actors and society

One requirement of the realization of consolidated democracy is the existence of clear rules, and political actors who obey the rules of the game. The problems that emerged in the 2014 election, among others, are the extensive practices of money politics, the electoral fraud, the vote-buying and violations of administrative and electoral rules. To improve the quality of democracy in the simultaneous election, it would require the commitment of the political actors to adhere to the rules and conduct of honest election. To this thing comes true, comprehensive and decisive legal tools are certainly necessary so that political actors do not look for space to use the weaknesses in the rules and regulations.

On the other hand, the simultaneous electoral system will also bring technical changes in the election so these changes should be socialized to the public. This socialization is not only done by KPU/KPUD, but also by the political parties, and also levels of government.

In Indonesia, the participation rate is still high. Even based on the results of research conducted by LIPI, there was no difference in the level of

participation among the low/high education and village/town. There is also no difference between the high/low socioeconomic statuses. However, the level of political participation that occurs still tends to be in the category of mobilized participation. But in the city and educated society, there is a tendency of increasingly high number of abstentions. Theoretically and based on the experience of some countries, concurrent election is able to increase the level of community participation as the figure in the presidential election is quite interesting.

Participation needs to be accompanied by the efforts to increase political awareness in the community, so the community is not easy to be tempted by the politics of money and being able to choose qualified candidates. Election are expected not only to produce a popular candidate, but also a leader who has sufficient capacity and capability.

Conclusion

Theoretically, concurrent national election will produce a more stable presidential government because it will awaken a strong coalition based on policies, minimizing the possibility of divided government, because of the coattails effect of the presidential election to the legislative election. However, the effect on the coattails effect of political fragmentation was also influenced by the heterogeneity of the community and the number of presidential candidates. Therefore, in achieving the objectives of concurrent election, Indonesia faces a number of challenges, both challenge for the government, society, political parties and the electoral management. The challenge for the government is the need for simplification of the party system and the electoral system; for the community is

related to the voting mechanism and voter awareness level. The challenge for political parties is the institutional preparedness of political parties, especially in the anticipation of a coattails effect and the candidacy process, and the challenge for electoral management is how to achieve better management of election, and to achieve a much simpler election mechanism.

Therefore, there are a number of agendas to be prepared to face a concurrent national election in 2019 which are the preparation of electoral institutions, the preparation/synchronization of electoral laws, the simplification of the party system and the electoral system, the preparation of electoral dispute resolution and increased the political awareness of the society.

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TOURISM IN PLARIDEL, MISAMIS OCCIDENTAL: ITS IMPLICATIONS TO SUSTAINABLE DEVELOPMENT

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Abstract

Tourism is one of the major sources of income, employment and other developments which gradually boost the economy of a community. It can only promote positive results through the practice of sustainable tourism. Its rules and regulation policy on tourism should be properly governed by the community starting at the local level, in this case the municipality of Plaridel, Misamis Occidental.

The RA No. 9593: Tourism Act of the Philippines 2009, RA 7160: Local Government Code of 1991, Greening the Economy Theory and Role Theory were used as tools of analysis and guide in its attempt to describe the policies and programs on the implications of tourism in Plaridel, Misamis Occidental.

The tourist spots in the area were categorized into: natural-made like the Bao-baowon island and man-made like the Nazareno dam. The compliance and contributions of the residents of the community in relation to the policies, programs and practices were measured in this study. Moreover, the policy initiatives, programs and practices of the LGU Plaridel in maintaining the aspects of equity, ecological sustainability and economic sustainability of the tourist spots for sustainable tourism development were also looked into.

The respondents were aware of the existing natural and man-made tourist spots. The Local Government of Plaridel put into practice the Tourism Act of 2009 and promoted sustainable tourism development in the vicinity with the support from the local community. Yearly events and activities were made to promote sustainable tourism. Accessibility, safety precautions, services, transportation and fees was never an issue in the tourism of Plaridel. However, there were challenges encountered in sustaining tourism like insufficiency of funds, the allocation of budgets to selected tourist spots, pollution and depletion of natural resources.

Tourism development should be dynamically participated by the collective, both residents and policymakers in carrying out the promotion of tourism while not compromising the quality of their environment through sustainable tourism development.

Key Words: Sustainable Development, Tourism, Equity, Ecological Sustainability, Economic Sustainability

Background of the Study

Tourism is one of the major sources of income and development for all countries across the globe. It provides employment and gradually boosts the economy. According to the National Statistics Coordination Board (NSCB) of 2012, 6% of the Philippines' gross domestic product (GDP) of said GDP came from the tourism industry and this has generated 4.2 million jobs. The tourism industry has registered an annual average growth rate of 10.5% on tourist arrivals and 34.9% on receipts from 2004 to 2007 (Gutierrez, 2008).

However, tourism, given its positive outcomes, does not promote all out goodness for a country if it is not properly governed through policies, rules and regulations. It is an industry built upon the most fragile of natural and cultural environments, where the most inconsequential and innocent of human activities can easily destroy the site's resources (Javier and Elazigue, 2015). With this, tourism can cause pollution, diseases, ecological degradation, social dislocation, loss of cultural heritage and spur illegal activities such as the commission of crimes like smuggling, trafficking, etc. Thus, instead of promoting progress, tourism undermines the peace, security and prosperity of the country.

A country can steer away from the negative effects of tourism and can retain its positive outputs through the practice of sustainable tourism.

According to the World Trade Organization (WTO), sustainable tourism can be defined as tourism that takes full account of its current and future economic, social and environmental impacts, addressing the needs of the tourists, the industry, and the

environment and host communities (UN WTO, 2005).

Learning about the impacts of tourism may lead many people to seek more responsible sustainable tourism development. This includes various forms of alternative or sustainable tourism such as 'nature-based tourism', 'ecotourism' and 'cultural tourism'.

The local governments and non-government organizations (NGOs) play a major role in the communities' tourism development since it is their primary responsibility to manage the natural, cultural and built resources, tourist behavior, as well as the promotion of destination area attractions and activities (e.g. funding for "regional tourism promotional org., festival events) to maximize the potential outcome of a sustainable tourism (Javier and Elazigue, 2015).

Since, tourism is sought to bring economic opportunities in Plaridel, Misamis Occidental as an avenue for the development of the municipality, it is then necessary to describe the Tourism of Plaridel and its implications to sustainable tourism development. It is in this vein that this paper aims to (a) identify the different types of tourist spots in Plaridel, Misamis Occidental, (b) identify the policies, programs and practices of Plaridel, Misamis to attain sustainable tourism development in consideration to the three pillars of sustainability- socio-cultural, environment, and economic, (c) measure the involvements of the local government, community in attaining sustainable tourism industry, (d) examine the challenges encountered in Plaridel, Misamis Occidental in sustaining their tourism industry, (e) determine the ways and means to improve the currents efforts in attaining a more sustainable tourism development in Plaridel, Misamis Occidental.

Statement of the Problem

This study is an attempt to describe the Tourism of Plaridel and its Implications to sustainable tourism development. Specifically, it aims to answer the following questions:

1.2.1 What are the socioeconomic characteristics of the respondents and key informants in terms of age, sex, religion, occupation, civil status and educational attainment?

1.2.2 What are the types of tourist spots in Plaridel, Misamis Occidental?

1.2.3 What are the policies, programs and practices of Plaridel, Misamis Occidental to attain sustainable tourism development in terms of equity, ecological sustainability and economic sustainability?

1.2.4 What are the involvements of the local government, community and NGO in attaining sustainable tourism industry?

1.2.5 What challenges encountered in Plaridel Misamis Occidental in sustaining their tourism industry?

1.2.6 What are the ways and means of improving current efforts in order to attain a more sustainable tourism development in the municipality of Plaridel, Misamis Occidental?

Significance of the Study

The findings of this study is useful to the LGU of Plaridel, the community, private sectors and other political actors in terms of the innovative ways to improve the policies and program implementation, the services provided and the involvements they play in tourism development.

Furthermore, the LGU of Plaridel can generate more opportunities in response to

sustainable tourism development and foster stronger partnership to help solve the challenges of tourism development in the community especially in the Municipality of Plaridel, Misamis Occidental.

The results and findings of this paper can serve as a guide in enhancing and evaluating the effectivity of the existing programs of the LGU of Plaridel. Furthermore, they can use the results of this study to come up with other sustainable programs and trainings that will help in the maintenance preservation of the LGUs.

Finally, the findings of this study will provide data and information that can be used for further researches and encourage the conduct of a similar research study.

Scope and Limitations of the Study

This study focuses only on the involvement of the municipal and barangay LGUs and the local communities in the promotion and protection of tourist spots in Plaridel, Misamis Occidental. Initially, there are no NGOs involved in sustainable tourism in the municipality, thus, this study is limited only to the LGU involvements.

The data obtained from this research came from an interview of the key informants who are: the Municipal Mayor, Tourism Officer, Sangguniang Bayan Member (Chairman for Tourism Committee), the Municipal Planning and Development Officer and selected respondent of the five (5) barangays Panalsalan, Unidos, Sta. Cruz, Tipolo and Bato.

The said interview was conducted from March 9-10, 2016 with the duration of 35 minutes for each key informant.

Theoretical Framework of the Study

This section of the paper presents the theory and legal framework that is utilized in this research and these are: RA No. 9593: Tourism Act of the Philippines 2009, RA 7160: Local Government Code of 1991 and Greening the Economy Theory. These are used as tools of analysis to illustrate the implications of sustainable development in tourism in Plaridel, Misamis Occidental.

RA No. 9593: Tourism Act of the Philippines 2009

In the general provision (stated in section 1) of the Tourism Act of 2009 (RA 9593 or the Omnibus Tourism Code), tourism is encouraged to develop its full capabilities to foster socio-economic growth and cultural affirmation, as well as to generate revenue through investments, foreign exchange and the generation of jobs. Tourism becomes an instrument of the enhancement of national pride for all Filipinos. In addition, section 3 of the said code provides for the regulation of tourism development, which states that:

(e) Ensure that tourism development protects and promotes the general well-being of the Filipino people, particularly in the area of investment, to include the monitoring and prevention of any act of profiteering or speculation to the detriment of local residents, as well as the exploitation of women and children in tourism (Section 3 of the Tourism Act of the Philippines, 2009)

In the case of Plaridel, utilizing the definition provided by Tourism Act of 2010, sustainable tourism development refers to the management of all resources, natural and man-made to meet the needs of tourists and host regions while ensuring that the opportunities in the future are protected. The said act also mentioned that economic, social and aesthetic needs can be fulfilled

while maintaining cultural integrity, essential ecological processes, biological diversity and life support systems (Tourism Act, 2010). Tourism development in the rural areas and peripheral areas like the municipality of Plaridel is usually a result of top-down government strategies like the establishment of protected areas and funding tourism infrastructure (Saarinen, 2003; Wanhill ,2000).

RA 7160: Local Government Code of 1991

According to the Local Government Code of 1991 RA 7160 otherwise known as the Local Government Code of 1991, local governments are vested with local autonomy and are mandated to help promote political democracy and enhance administrative efficiency in the delivery of public services. Section 2 of this Code reiterates that "the political subdivision of a state, like the Municipality of Plaridel, shall enjoy genuine and meaningful autonomy to enable them to attain their fullest development as self-reliant communities and make them more effective partners in the attainment of national goals".

Furthermore, the Local Government Code provides for much greater powers and responsibilities by which local government may come up with different programs and activities fashioned to uphold the general welfare of the people (Lazo, 2010). The local government represents the vital constituent parts of the nation's politico-administrative system and plays an important part in administration of public services. Therefore, it seeks to achieve sustainable development and growth in nationwide towards its different localities.

In view of this provision, the Local government of Plaridel, Misamis Occidental

are the facilitators and gatekeepers of community's interest. As such the LGU provides the links between the people and the government addressing the community's problems and concerns and in the enforcement of policies most specifically in the preservation of the resources to achieve sustainable tourism.

Greening the Economy Theory

The scholars of the greening the economy theory places an economic background (Dasgupta, 1993; Pearce, 1989) on tourism by attempting to price the environment through a framework of fiscals controls and incentives (Dresner, 2002).

By this, the natural environment can be protected by assigning an economic value to it based on the people's willingness to pay. The said value takes in the external costs such as pollution, resource depletion and human health (Dresner, 2002).

Another defining feature of sustainable development as provide in this theory is the environmental policy integration (EPI). EPI is integrated into non-environmental policy sectors, with three goals: to achieve sustainable development and prevent environmental degradation; to remove contradictions between policies as well as contradictions within environmental policy, to realize the natural benefits and make policies mutually beneficial (Lafferty &Hovden, 2003:2).

In order for a policy to be integrated, it must possess horizontal and vertical dimensions wherein the priorities are decided and aggregated democratically. For Vertical Environmental Policy Integration (VEPI), a particular government adopts a cultural portfolio that seeks to implement environmental objectives. In addition

Horizontal Environmental Policy Integration (HEPI) is where a central authority has developed a comprehensive cross-sectional strategy for EPI.

Using this theory to the tourism development of the LGU of Plaridel, the researchers look into the environmental objectives of the municipality's tourist spots as well as the involvement of the LGU to the community for equity, ecological, and economic sustainability.

Conceptual Framework

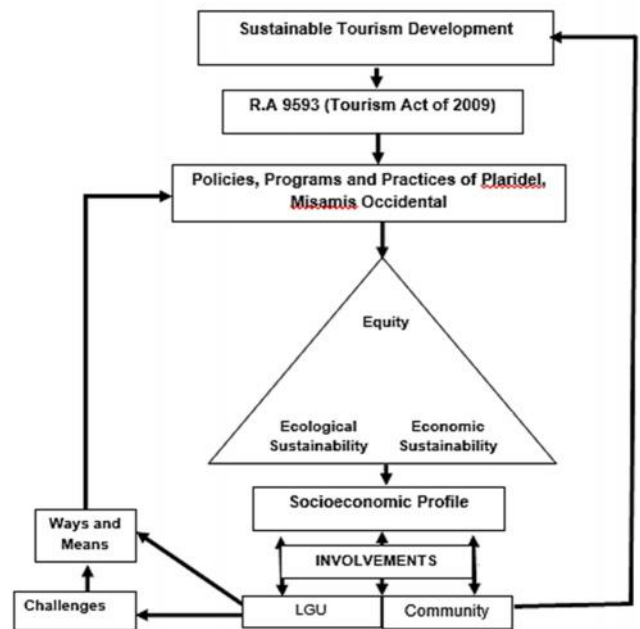


Figure 1. A Schematic Diagram Showing the variables of Sustainable Tourism Development

Figure 1 shows the variables of Sustainable Tourism Development in the Municipality of Plaridel, Misamis Occidental.

The socioeconomic profile of the respondents are examined in terms of age, educational level and occupation as an

influencing factor on how they carry out their involvement and participation in attaining sustainable tourism development and how these variables contribute to planning and decision making to attain sustainable tourism development.

The LGU, following the Tourism Act of 2009 which serves as the legal framework for tourism development, implements and enforces policies, programs and practices to improve sustainable tourism development in Plaridel, Misamis Occidental. This is in terms of equity, ecological sustainability and economic sustainability.

In addition, the involvement and participation of the community by supporting and abiding the policies, programs and practices of the LGU is also looked into. This is because the community part of the collective decision and are also the ones who will benefit from a sustainable tourism development.

It is only through the collective and cooperative involvement of both the LGU and community will the challenges of sustainable tourism development be overcome.

Operational Definitions

To have an understanding of the terms used in this study, the following definitions are presented.

Ecological Sustainability

As used in this study, ecological sustainability refers to the policies, programs and activities of the local government to preserve the ecological balance of the five tourist spots in the Municipality of Plaridel, Misamis Occidental to bring about sustainable development (Brender, 2000).

Economic Sustainability

As used in this study, economic sustainability refers to how the tourism in the municipality of Plaridel generated income and employment in order to sustain the municipality's tourism industry for long term use and for future generation.

Equity

As used in this study, equity refers to the equal access to the natural resources such as sea, rivers, mangroves, beach and falls in the municipality of Plaridel, Misamis Occidental

Involvement

As used in this study, involvement refers to the level of participation (including its various forms) by the LGU and the community in order to sustain the tourism industry in Plaridel, Misamis Occidental.

Local Government

As used in this study, local government refers to the administrative body such as the local government unit (LGU) of Plaridel, Misamis Occidental who are involved in the policy making to encourage tourism activities and programs.

Policies

As used in this study, policies refer to the local ordinances of the LGU Plaridel which promotes and meets the LGU's objective of a sustainable tourism development.

Practices

As used in this study, practices refers to the activities and program employed by the LGU of Plaridel that refers to sustainable tourism development of the municipality.

Programs

As used in this study, programs refer to the promotional activities made by the LGU of Plaridel to promote the five (5) tourist spots in Plaridel, Misamis Occidental.

Promotion

As used in this study, promotion refers to the initiatives that are carried out by the LGU of Plaridel such as advertisements of any form to promotion of attract the patronage of the locals and foreign tourists on the tourist spots in Plaridel, Misamis Occidental.

Protection

As used in this study, protection refers to the initiatives, strategies and policies that are carried out by the LGU of Plaridel, Misamis Occidental to safeguard the resources in the municipality and ensure ecological sustainability.

Ways and Means

As used in this study, ways and means refers to the methods, processes and resource implemented by the LGU of Plaridel to overcome the challenges of sustainable tourism. Examples of which such as funding for regional tourism promotional organization and festival events.

Sustainable Tourism Development

As used in this study, sustainable tourism development refers to a development that meets the needs of the present without compromising the ability of future generations to meet their own needs (UN WTO, 2005).

Research Design

To achieve the main goal and purpose of this study the researchers made use of descriptive method in determining the implications of tourism in Plaridel to sustainable tourism development. Qualitative and quantitative analysis were done on gathered data.

The data that were gathered from the key informants through an interview guide was treated qualitatively. On the other hand, the data gathered from the community through a survey were treated quantitatively.

Moreover, secondary data were drawn from was determined and other forms of data available that were obtained from the concerned political actors such as government agencies including the Local Government Unit and Non-Governmental organizations (if there's any) in the Municipality of Plaridel, Misamis Occidental.

Locale of the Study

This study was conducted in the municipality of Plaridel, Misamis Occidental. Plaridel is a 3rd class municipality in the 1st district of the province of Misamis Occidental, Philippines it is composed of 33 barangays with a total area of 8,000 hectares. As of 2010, Plaridel has 35,251 residents according to Census of Population and Housing as of May 1, 2010. It is bounded by three municipalities: Baliangao to the

north, Lopez Jaena to the south and Calamba to the west. The Mindanao Sea cradles Plaridel to the east. It is located between the major cities of Ozamis and Dipolog of Zamboanga Del Norte as provided by the Plaridel's Municipal Planning and Development- Local Government Unit {MPDC} (2014).

Coconut and rice are the town's main agricultural products and abundant municipal fisheries that supply the other neighboring towns as well. As an agro-fishery industrial town, it also offers a historical, cultural, and other sceneries like the "Bao- Baon (Seven Islands of the Rising Sun)" which is blessed with natural beauty, greeneries and fine white beaches, Tipolo hidden waterfalls, Shang's Beach Resort, Bird and Mangrove Sanctuary of Bato and the "Nazareno Dam" a century old dam, it is an irrigation canal which is considered as one of the best in the country without the aid of sophisticated machineries that was built by the settlers from Langaran River along a hill of solid rock.

Plaridel is chosen purposively by the researchers because of its rising tourism potential and that one of the researchers is a resident of Plaridel. Through this study, the researchers hope to suggest development and improvement in the management of tourism of the area which are sustainable.

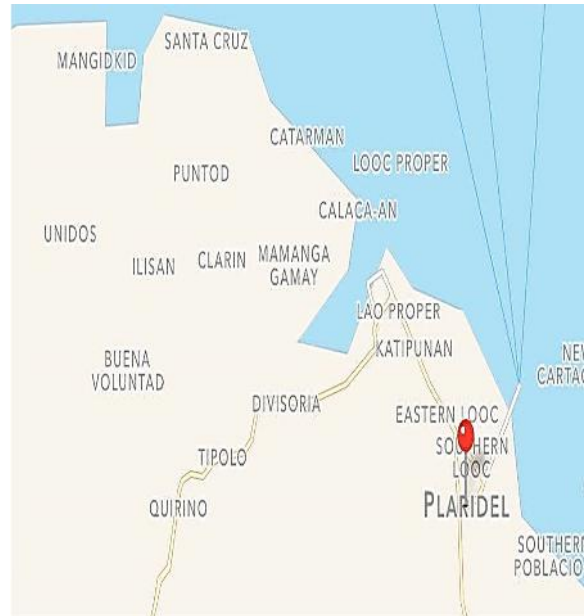


Figure 2. Map of Plaridel, Misamis Occidental

Retrieved from: Google Maps
Date retrieved: March 21, 2016



Figure 3. Baobaon/Baobaowon Island "The Seven Islets of the Rising Sun"

Brgy. Panalsalan, Plaridel, Misamis Occidental

Retrieved from: Plaridel's Facebook Page
Date Retrieved: September 24, 2016



Figure 4. The Century-old Nazareno Dam
Brgy.Unidos, Plaridel, Misamis Occidental

Retrieved from: Plaridel's Facebook Page
Date Retrieved: September 24, 2016



Figure 5. Bato Mangrove's and Bird's Sanctuary
Brgy.Bato, Plaridel, Misamis Occidental

Retrieved from: Plaridel's Facebook Page
Date Retrieved: September 24, 2016



Figure 6. Tipolo's Hidden Falls
Brgy.Tipolo, Plaridel, Misamis Occidental
Retrieved from: Plaridel's Facebook Page
Date Retrieved: September 24, 2016



Figure 7. Shang's Resort
Brgy. Lao Sta.Cruz, Plaridel, Misamis Occidental
Retrieved from: Plaridel's Facebook Page
Date Retrieved: September 24, 2016



Figure 8. Footbridge
Brgy. Panalsalan, Plaridel Misamis Occidental
Retrieved from: Plaridel's Facebook Page
Date Retrieved: September 24, 2016

Respondents of the Study

The study is comprised of 105 respondents the key informants and 100 survey respondents the local authorities including the incumbent Municipal Mayor, Head of the Municipal Tourism Office, Municipal Planning and Development Head Officer and two residents randomly selected from the five barangays chosen by the researchers and for the survey the residents was taken from the 5 (five) barangays

where the tourist spots are situated specifically in Brgy. Panalsalan, Brgy. Bato, Brgy. Tipolo, Brgy. Lao Sta. Cruz, and Brgy. Unidos.

Instruments Used

The data of this study was obtained from primary and secondary sources. Primary data were obtained through structured questionnaire and interview guide. A cover letter for the respondents was attached to the questionnaire, The secondary data on the other hand, gathered from books, dissertations and reliable online sources like portable document format files, books and articles.

Digital camera and recording devices was utilized in the data gathering in order to facilitate proper data collection.

Sampling Procedure

The study used non-probability sampling in the form of purposive sampling in selecting the Key Informants of the study. Since tourism is a multi-faceted industry, official with the direct involvement in tourism of the Municipality of Plaridel, Misamis Occidental was interviewed. Therefore, four (4) local authority officials specifically the incumbent Municipal Mayor as the executive head of the Municipality, the Chairman for Tourism Committee of the Sangguniang Bayan as the chairman of the committee who constitute the policies and programmes about tourism in the municipality, Municipal Planning and Development Head Officer was selected as key informants who are involve the tourism development at the Municipality of Plaridel.

In addition, in identifying the community's feedback regarding the tourism development and their role in terms of promoting tourism and protecting the areas

resources, a survey was conducted. The researchers utilized random quota sampling for the residents of the five (5) barangays where the tourist spots are specifically located; with the assumption of even distribution of the needed data for the study to minimize time consumption, financial costs and effort. The quota of 100 residents are set by the researchers wherein it will be divided into (5) five barangays with 20 residents from each barangays specifically in Brgy. Panalsalan, Brgy. Bato, Brgy. Tipolo, Brgy. Lao Sta. Cruz, and Brgy. Unidos where the tourist spots are located as stated in the local of the study.

Data Gathering Procedure

In gathering the data for this research, the researcher:

1. Conducted a pretest on February 26, 2016 in Iligan City in order to test the validity of the questionnaires
2. Sent a request letter asking for permission to the Local Government Unit of Plaridel specifically to the Municipal Mayor, Office of the Sangguniang Bayan, Municipal Tourism Officer, and Municipal Planning and Development Officer as a basic protocol in asking permission and assistance to conduct a research.
3. Sent a letter of request for an appointment for the key informants to be interviewed and when the request is granted the researchers will set an appointment for the interview with the Key Informants and respondents on the Municipality.
4. Went personally to the field or the local of the study for to make an ocular visit, interview, data gathering and other preliminary research activities, and to ask the permission of respondents on conducting the research.

5. Explained the purpose and objectives of the study to the Key informants and the interview will follow and request for the documents and papers from their respective offices.
6. Explained the purpose and objectives of the study to the selected respondents by the researchers
7. Conducted a house to house to the communities selected by the researchers for until the set quota will be meet for the survey;
8. Took photos and videos, if necessary, with the permission and consent of the respondents and participants.
9. Interpreted and analyzed the data gathered

Treatment of Data

The qualitative data obtained from the responses of the interviewed key informants was presented thematically in accordance of the statement of the problem.

The quantitative data gathered from the survey of the 5 (five) selected communities where the tourists spots are located was tabulated and analyzed using frequency counts and percentage distributions. The percentage distribution is computed with the following formula:

$$\text{Percentage (\%)} \text{ of response} = \frac{n}{N} \times 100$$

Where:

n= frequency who were systematically chosen to answer the questionnaire

N= total number of respondents

100= constant

Summary of Findings

Socio-economic Profile of the Respondents

In the conduct of the study, the most accessed by the researchers were middle-aged Roman Catholic women who are married. The majority of the respondents were also college graduates and are employed in the government.

The types of tourist spots in Plaridel, Misamis Occidental

All of the respondents were aware of the existence of the tourist spots in their municipality. These because of the respondents are natives in the municipality or that they have lived in Plaridel, Misamis Occidental since they were born. In some cases, respondents lived near there tourists spots too. Based on the data retrieved, the researchers have listed 5 popular tourist spots in Plaridel. These are the (i) Baobawon Islands, (ii) Shang's Resort, (iii) Bato's Bird and Mangrove Sanctuary, (iv) Nazareno Dam and (v) Tipolo's Falls.

The policies, programs, and practices of Plaridel, Misamis Occidental to attain sustainable tourism development in terms of equity, ecologically sustainable and economic sustainability

The respondents are aware of the Municipal ordinance that pertains the tourism development in the municipality. However, the respondents who said no pointed out that even if they are aware of the said ordinances still they are unsure if these ordinances still exist or implemented.

The local residents are made aware of environmental projects initiated in their barangays through tarpaulins; radio and TV ads and through social media which play a significant role in the dissemination of information. The respondents were sensitive in terms of the preservation of the ecological balance since most of their livelihood are dependent on this.

In terms of equity, the majority said that the local government promotes their tourist spots through tarpaulins. In terms of accessibility, the local community of Plaridel and tourists can access the tourist spots as often as they can since there is always an available tricycle or “habal-habal” that will only cost them Php 10-20 per ride. Among the 5 tourist spots, only Shang’s Beach Resort have an entrance fee of Php 75 pesos which is not that expensive and safety precautions are also available for everyone.

In the 5 tourist spots lifeguards are present as well as first aid kits are provided to ensure the safety of the local and foreign patrons. Appropriate equipments are also made available for the person with disabilities such as wheelchairs.

In terms of ecological sustainability, there are activities initiated by the LGU in promoting/preserving the natural resources in the tourist spots in Plaridel. These activities are ban period for fishing and tree growing and mangrove planting and the use of information drive on the tourism of Plaridel, Misamis Occidental.

Moreover, the challenges encountered in tourism development are pollution and natural resources depletion. Despite the challenges through the awareness of activities facilitated by the LGU helps in preserving the ecological balance of the tourist spots in the area.

In terms of economic sustainability, tourism generates jobs and creates more business opportunities for the local respondents. The respondents are also aware of the activities imposed by the LGU in generating jobs for them. These are through livelihood programs that encourage the residents to venture into another work venture other than fishing or farming. However, data also showed that inadequate compensation is a challenge the municipality’s tourism industry is currently facing.

The involvement of the local government, and the community in attaining sustainable tourism industry

Most of the respondents’ involvement was in the activities imposed by the LGU in developing the tourism industry. This through mangrove planting and clean up- drive activities. Respondents are also involved in the planning process through the use of social media and by attending barangay meetings where they can directly express their thoughts and ideas for tourism development. The LGU of Plaridel is also very supportive of the tourism industry especially in facilitating activities that help preserve ecological balance in these tourist spots.

Challenges encountered by Plaridel, Misamis Occidental in sustaining their tourism industry

There were different challenges encountered in developing the tourism industry in Plaridel, Misamis Occidental such these are the lack of the financial resources, community acceptance and cooperation, and political division in the LGU of Plaridel.

The ways and means of improving current efforts in order to attain a more sustainable tourism development in the municipality of Plaridel, Misamis Occidental

The LGU of Plaridel plays a very active role in improving its efforts for a more sustainable tourism development. Every year, the LGU of Plaridel hosts events and creates different activities to help tourists. This ultimately helps sustain and develop the tourist spots in Plaridel because of the influx of tourists. More local residents motivated and encouraged to establish new businesses to accommodate these tourists. And to ensure an efficient way of accommodating the tourists. Log books, waivers, and tickets are the means used to monitor these activities.

On a positive note, a local official (KI1), cited the prospective projects and actions that the LGU has undertaken such as the creation of the Organic Demonstration Farm in Plaridel that will be situated at Brgy. Panalsalan. Unlike other municipalities, Plaridel is a member of the League of Organic Agriculture Municipalities (LOAM) in the Philippines. With this, the municipality is known to grow organic vegetables, and rice is farmed using rice-duck farming technology with balanced fertilization and the use of vermin fertilizers. This will launch the “Organikong Kainan ng Plaridel” that will kick in the first quarter of 2017.

A local official (KI5) also pointed out that there will be kiosks and stores to cater the needs of the tourists. A photo booth dubbed as “Facebook area” is also provided for photo documentation of the event. With these linkages, project and programs, LGU of

Plaridel aims to sustain the development of tourism in the municipality.

Conclusions

In the previous discussions, the results of this research provided a clearer view of the opportunities and challenges encountered by Plaridel, Misamis Occidental in attaining sustainable tourism development in the municipality. Sustainable tourism development in Plaridel, Misamis Occidental is guided by Tourism Act of 2009. The said Act was put into praxis because of policies in the form of municipal ordinances that had been created and enforced in the municipality. The LGU of Plaridel has created policies that pertain to the sustainable development of tourism such as Municipal Ordinance No. 47-2014, an Ordinance creating the Baobaowon Agri-ecotourism Development Council adopting the provision of the Executive Order No.18-A-214 for the effective supervision of the Baobaowon Agri-Fishery and Eco-Tourism Development Projects.

Additionally, for governing the accreditations of hotels, tourist inns, motels, apartels, resorts, pension houses, and other accommodation facilities and tourism-related transport services and establishments in the municipality, Municipal Ordinance no-3 2012 was enforced. Municipal Ordinance No.18-2008, or otherwise known as the Ecological Solid Waste Management Code of Plaridel was also implemented, adopting a systematic, comprehensive and ecological waste management to ensure the protection of public health and environment, preservation, and conservation of the ecosystem. This policy seeks to preserve the ecological balance of the environment and raises awareness of the people in preserving the natural resources of the municipality.

Another policy is Ordinance no.14-2010 where graduating high school students are required to participate in the tree growing and mangrove planting activities of the municipality to ensure continuity of its endeavors to protect the natural resources.

Moreover, Plaridel's Environmental Code provides for the 'ban period of fishing' to safeguard the fishes during their breeding seasons to sustain the growing population of the municipality. Aside from policies, the LGU of Plaridel has initiated programs such as livelihood programs which open the opportunity of jobs for the residents. There are activities initiated by the LGU in promoting/preserving the natural resources in the tourist spots in Plaridel. These activities are ban period for fishing and tree growing and mangrove planting, coastal clean-up drives and the use of information drive on the tourism of Plaridel, Misamis Occidental. Every year the LGU takes part in hosting cultural events and tourism activities in the municipality to generate revenues for the municipality by attracting visitors and help improve and develop the tourist spots in Plaridel. By developing the tourism industry in Plaridel, more people will venture into businesses related to tourism. Safety and security, however, is strictly observed whereas as the monitoring mechanism such as Log books, waivers, and tickets upon entering the tourist spots in Plaridel, Misamis Occidental are being implemented and strictly complied with to ensure that everything and everyone are well accounted for.

Through the LGU's policies, programs, and practices, equity, economic and ecological sustainability is attained. The regulation of services is satisfactory in the sense that the respondents are willing to spend the amount needed in order to enjoy the tourist spots and that there are sufficient

methods of transportation in each and every destination. Moreover, every tourist spots are accessible anytime by anyone, both by local residents and tourists. Safety is not an issue in the tourist spots because safety measures and tools are already secured by the owners as imposed necessarily by the local government as a requirement in venturing for tourism businesses. In economic sustainability, there are job opportunities and business opportunities available for the local residents. Preservation and protection of natural resources are being done with the activities such as tree growing, mangrove planting, and coastal clean-up drives to ensure ecological sustainability.

Moreover, the Greening the Environment Theory helped in explaining the mutual involvement of the LGU and the community wherein the natural environment can be protected by assigning it an economic value, (Dresner, 2002). It is because the LGU enforce policies as provided in the Local Government Code in 1991 wherein the LGU, as the administering body, provides for the general welfare of its people. The community cooperates with them because their livelihoods are benefitted and their action or inaction will gravely affect their means of living. By putting an economic value on the environment the community shows a high level of sensitivity when it comes to the environment and becomes an active participant in the activities in the implementation and maintenance of a clean and organic town because most of the residents are dependent on the town's agriculture. This is why the community is also encouraged to be part of the planning process since both of these stakeholders are affected. Through these linkages between the community and LGU, better programs and policies are made and the challenges encountered are met head-on.

Recommendations

The tourism development should dynamically participate in collective efforts both residents and policymakers of Plaridel, Misamis Occidental. To efficiently and effectively carry out the promotion of tourism without necessarily compromising the quality of their environment a collective action of the community is important for the endeavors to be successful.

As the results of the study, it highlighted that the welfare of the local community should be given priority and economic benefits are welcome as long as there is ethical business practice, adherence to highest labor standards and development and maintenance of local community infrastructure.

On the side of the residents, it should not be enough that they know the different tourist spots in Plaridel and know that there is a law which provides for the protection, development, and promotion of the said tourist spots and the field of tourism, but they should also put their knowledge into actions to support the Tourism Act of 2009 permanently. The success of sustainable tourism development in Plaridel, Misamis Occidental strongly lies on the positive individual subjectivity and participation of the people in their continuing engagements in the community and abidance compliance to the provisions stated in the Tourism Act of 2009.

On the other hand, the policymakers should also maintain the implementation of ordinances and create innovative ways to improve sustainable tourism development to support of the Tourism Act of 2009.

The LGU must further oblige their people to participate in each and every activity which is directed towards the sustainable tourism development in their Municipality and

continue the imposition of stricter sanctions for non-compliance. In doing so, there is also a great need for proper fund allocation, transparency and good governance by the LGU. That there is a need to create, implement and promote more intensive programs, policies, and projects that would cater to the development of Plaridel's tourism industry. Policies, programs and activities to maintain and further the preservation of natural and man-made sites need to be reinforced. Lastly, sustainable tourism should be given utmost focus as the municipality's revenue is dependent on this.

The business owners must follow proper price limit. This is to maintain the patronage of customers. To further invite more tourists, they must more improve the quality of their services, upgrade their facilities and maintain the cleanliness of their place.

The tourists must also be held responsible for their actions that are violative of the municipality's laws. The tourists should obey local laws and regulations in the area. The tourists must respect and must not offend the local religious and cultural norms of behavior. Also, the tourists must not take part in activities that are illegal or unlawful or widely condemned by the society. Lastly, the tourist must not harm the physical environment of the tourist spots.

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Strategic Management Tensions in Social Enterprise Hybrids: The Case of Thailand Social Enterprises

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Abstract

With new challenges for economies and societies, there is a growing interest in hybrid organizational forms that combine enterprise with social purpose, namely social enterprises. Growing inequality in Thailand (e.g. declining Human Development Index ranking to 103 position- see World Bank Statistics 2014) has stimulated national interest in social enterprises as a way of delivering social welfare. In 2010 the Thai government set-up the Thai Social Enterprise Office (TSEO) and in 2016 the Thai government is passing through parliament a *Social Enterprise Promotion Act* which will include a social investment market place. Social enterprises bridge the public, private and non-profit sectors and are found in range of industries and locations. Social enterprises prioritize the achievement of social and environmental objectives above commercial goals but do trade for a social purpose (Doherty, Haugh and Lyon, 2014; Pache and Santos, 2013).

However research concerning how social enterprises are managed particularly in the Thai context is still in its infancy. In fact, internationally there is a general acknowledgement of a need for more practice based empirical evidence to frame our understanding of social enterprise management. This paper explores the strategic management challenges and tensions encountered and mechanisms

used when seeking to balance commercial, social and environmental objectives in Thai social enterprises. The study uses a qualitative methodology including; a qualitative questionnaire, focus group and semi-structured interviews involving social enterprise organisations, policy makers and academics from Thailand.

We propose an early conceptual framework to advance our understanding of the management of social enterprise in Thailand. This framework identifies a range of key challenges and tensions and the mechanisms centred on the social enterprise organisational mission and resource mobilisation. The framework provides a useful guide to the strategic options available to social enterprises in Thailand and makes explicit the tensions inherent in the mobilisation of internal and external resources.

Keywords: Social Enterprise, Social Entrepreneurship, Tensions, Strategic Management.

5,000-7,000 words

Introduction

The phenomenon of social enterprise (SE) has attracted the attention of policy makers and practitioners around the world (Wilson and Post 2013) and the associated rise in scholarly interest is reflected in the growing tally of publications in the academic press about SE as a distinct category of organizations and the activity of social entrepreneurship (Cukier *et al.* 2011; Lepoutre *et al.* 2013; Lumpkin *et al.* 2013). However, there has been a limited number of academic publications on SE in Thailand.

A SE is an organization that trades, not for private gain, but to generate positive social and environmental value (Santos 2012). Definitions of SE are abundant and reflect distinct regional differences (Kerlin 2010). For example, in the United States (US) SE discourse is dominated by market-based approaches to income generation and social change (Austin *et al.* 2006; Dees 1998; Defourny and Nyssens 2010), whereas in Europe SE is located in the cooperative tradition of collective social action (Borzaga and Defourny 2001; Nyssens 2006; Defourny and Nyssens 2010). The UK borrows from both traditions and the UK government proposed definition states that an SE is “a business with primarily social objectives whose surpluses are principally reinvested for that purpose in the business or in the community, rather than being driven by the need to maximize profit for shareholders and owners” (DTI 2002 p.13). In Hong Kong, SE is viewed as an innovative tool to reduce citizen’s dependency on social welfare assistance (Chandra and Wong, 2016).

All these definitions draw out the two defining characteristics of SE: the adoption of some form of commercial activity to generate revenue and the pursuit of social goals (Laville and

Nyssens 2001; Mair and Martì 2006; Peattie and Morley 2008; Peredo and McLean 2006). Thus SEs differ from organizations in the private sector that seek to maximise profit for personal gain by prioritising social change above private wealth creation: typical social objectives include reducing poverty, inequality, homelessness, carbon emissions, unemployment etc. (Dart 2004; Murphy and Coombes 2009). Hence SEs are associated with pro-social motivations of wealth giving, cooperation and community development (Lumpkin et al. 2013). Lien Centre for Social Innovation (2014) argue that Thailand and other South Eastern countries display large scale persistent and emerging social problems (growing wealth gap) requiring solutions from SEs.

SE strategies to generate revenue from commercial activity e.g., trading goods and services and contracting for services, share some overlap with organizations in the private and public sectors (Wallace 1999) yet are distinct from non-profit organizations that rely on grants, donations and bequests. SEs pursue economic, social and environmental goals (Peattie and Morley 2008) and consequently do not fit neatly into the conventional categories of private, public or nonprofit organizations. Although it is legitimate for SEs to generate profits they are not profit maximising (Pache and Santos, 2012). A number of authors have demonstrated that SEs are a prime example of a hybrid organisational form (Battilana et al; 2016, Doherty et al, 2014, Pache and Santos 2012) in that, by spanning across the boundaries of private, public and non-profit sectors, they have the potential to bridge institutional fields (Tracey *et al.* 2011) and competing institutional logics (Pache and Santos 2012).

By definition, hybrids are the off-spring of two different species (OED 2010) and in the organization and management literature the term has been employed to describe organizations that span institutional boundaries (Brandsen and Karré 2011; Pache and Santos 2012; Smith 2010) and operate in multiple functional domains (Ruef 2000). Drawing on the previous conceptualisations of hybridity, we define hybrid organisational forms as structures and practices that allow the co-existence of values and artefacts from two or more categories.

Despite the growth of SE, research concerning how SE hybrids are managed is still in its infancy and in the Thai context very limited. This paper explores the strategic management tensions encountered when seeking to balance commercial, social and environmental objectives and presents a conceptual framework to advance our understanding of the strategic management of SEs in Thailand. Secondly, the paper provides a current overview

of the SE context in Thailand and finally the paper concludes by suggesting both recommendations to develop the Thailand SE sector and areas for future research.

Strategic Management Challenges and Tensions in Social Enterprise

The aim of strategic management is to create a shared plan for action for the organization as this is believed to confer benefits in that everyone is clear about their roles and how they fit into the organization, resources are used more effectively, knowledge builds commitment and motivation and diverse stakeholders act cooperatively (Brown and Iverson, 2004; Moore, 2000). In social entrepreneurship the challenge is to craft a strategy that is both sensitive to the environmental context (Battilana and Lee, 2014), responsive to conflicting demands (Pache and Santos, 2013) and the foundation of a sustainable business model. SE strategic management therefore is likely to be characterised by input from multiple stakeholders informed by a range of underlying social values.

The strategic management tensions faced by SE leaders arise from the conflicting demands to pursue viable commercial markets at the same time as generating social and environmental value (Austin et al., 2006; Pache and Santos, 2013; Smith, Gonin and Besharov, 2013; Wilson and Post, 2013). For example in a study of SEs established to serve the needs of the homeless it was found that the implementation of strategies to achieve commercial sustainability was at the expense of social mission achievement (Teasdale, 2012). Although the commercial focus of the strategy increased the productivity of the SE, it was associated with neglecting individuals who were perceived to be the most difficult to place in employment. In the next two sections we discuss four strategic management tensions documented in the emerging literature in this area.

Mobilising financial resources

The acquisition of financial resources is fundamental to opportunity exploitation and for SE hybrids, the tension between dual mission achievement is manifest in two ways. First, the dual mission has the potential to impact negatively on the acquisition of financial resources (Austin et al., 2006; Dacin et al., 2010). Research has noted that SE hybrids have access to fewer sources of finance than commercial ventures, particularly where those controlling resources (such as investors) are uncertain about how the organisation will combine the social objectives with a financial return (Austin et al., 2006; Hansmann, 1980; Seelos and Mair, 2005). Further, revenue generation from commercial trading may crowd out

philanthropy and donations because donors perceive that the funds are no longer needed (Kingman, 1995). To respond to the negative impact of social mission on access to finance, SE strategies draw on novel resource acquisition strategies such as bricolage (Desa and Basu, 2013; Di Domenico, Haugh and Tracey, 2010), where SEs make do by combining a range of existing but undervalued resources.

Second, the impact of dual mission on strategic management tensions is played out in the allocation of resources to commercial and social mission achievement (Battilana and Lee, 2014; Doherty et al., 2014). Although social and environmental goals are prioritized above commercial mission (Mair and Martí, 2006), the relationship between the competing goals varies on a continuum from complementary to oppositional (Stevens, Moray and Bruneel, 2014). In business models where the dual missions are complementary e.g. fair trade companies the allocation of resources is likely to be less controversial than when the dual missions are in competition with each other (Moizer and Tracey, 2010).

There are a number of strategies identified in this literature for accessing financial resources to achieve commercial and social mission. First, leveraging social mission to achieve commercial goals e.g., fair trade product certification in which the product brand and commercial market development activities rely on certification of the social value created for producers of raw materials in the supply chain (Doherty, Smith and Parker, 2015). Second, accessing sources of social investment funds designated for advancing social innovation e.g., the National Endowment for Science and Technology (NESTA) in the UK. Third, accessing repayable finance to support social entrepreneurship e.g., loans from ethical investors such as Oikocredit in the Netherlands. Finally, the internal movement of resources between different functions e.g., transfer of the surplus from commercial activity to the achievement of social mission (Alter, 2007).

Mobilising human resources

Strategic tensions are also present in how SE leaders manage human resources and influence employee recruitment, remuneration and volunteer management. First, employee recruitment is shaped by the skills requirements of the SE (Smith, Cronley and Barr, 2012). For example, in work integration SEs different groups of people are employed to generate income when compared to those employed to deliver services to beneficiaries (Pache and Santos, 2013). Battilana and Dorado (2010) found that SE hybrids are recruiting people with the values and culture needed to meet both social and commercial objectives.

Second, hybridity also affects strategic decisions to determine salaries and wages. Previous research has noted how remuneration in the SE sector is lower than comparable employment in the private sector (for a review see Bell and Haugh, 2014). In a study of employment and motivation in community finance organizations in the UK it was found that employees who had previously worked in private sector finance accepted reduced remuneration in exchange for a personal desire to work for an organisation that provides benefits for society (Bell and Haugh, 2014).

The third influence on mobilising human resources concerns the role of volunteers in SE hybrids (Borzaga and Solari, 2001). The unpaid supply of labour provided by volunteers is a valuable resource and means that full labour costs are not included in the cost structure of the SE. The reliance on volunteers for service delivery however means that full economic cost of running the SE is not accounted for. The long term implication is that SE sustainability is reliant on a risky strategy of subsidizing labour costs by volunteers.

Organisations making a transition from a purely voluntary organisation to one with a trading element need to find ways of coping with specific tensions related to cultural change and more commercial orientations. However, with the shift to a more social enterprising orientation, the relationship with volunteers can change. Volunteers may be motivated by the intrinsic rewards of job satisfaction and community impact while a more commercial orientation can lead to greater managerial direction, with volunteers withdrawing labour if they disapprove of such strategic directions.

Mobilising social alliances

Turning now to the strategic management of external relationships in SE, the development of social alliances with partners is an important strategy for acquiring resources, gaining access to markets and serving the needs of beneficiaries more easily than fulfilling these tasks in-house (Austin, 2010). Social alliances range from formal cooperative structures such as joint ventures, partnerships, licencing (Austin, 2010) and social franchising (Tracey and Jarvis, 2007), to less formal mechanisms such as sharing ideas freely and allowing others to scale up an innovative approach (Lyon and Fernandez, 2012). The outcomes of effective social alliances include asset accumulation, market expansion and wider social impact which in turn foster greater mission fulfilment. The choice of partner in a social alliance however is extremely important as legitimacy with stakeholders is influenced by the reputation of the partner (Austin et al., 2006; Moizer and Tracey, 2010).

Previous research has noted the benefits of social alliances between partners within and across sectoral boundaries (Austin, 2010; Gillett et al., 2016). Hybrids are well placed to collaborate with non-profits and with the private sector corporates (Di Domenico et al., 2010). Amin et al (2002) found SEs using alliances with smaller private sector businesses who are willing to absorb trainees that had been supported on SE employment programmes. Alliances are also important when bidding for public service delivery contracts (Lyon, 2012). When the resource requirements of large service delivery contracts are beyond those of individual SE hybrids, alliances provide a structure for pooling complementary skills and resources.

Mobilising stakeholders

Finally, mobilising stakeholders has emerged as an important strategy to enable SEs to achieve commercial and social mission (Doherty et al., 2014). A stakeholder is defined as any individual or group who is affected by or who can affect an organization's ability to achieve its objectives (Freeman, 1984). SE hybrids are responsible to a wider array of external stakeholders than commercial ventures (Low, 2006; Lumpkin et al., 2013) since they cater to interests in both commercial and social performance. Responding appropriately to the demands of different stakeholders groups (Battilana and Dorado, 2010; Low, 2006) has been associated with strategic effectiveness (Brown and Iverson, 2004). The demands of stakeholder groups are also likely to vary in terms of expectations and clarity. For example, cooperative models allow stakeholders to own the enterprise and have a right to a share of any surplus. Strategic management of cooperatives can be challenging as it requires attention to the democratic processes, while also allowing for swift decision making. The expectations of stakeholders with financial interests in the SE, such as formal lenders and investors, will be specified in contractual terms and conditions. These investors can play a considerable role in shaping strategic management, which in turn can create greater tensions between the social and commercial objectives.

The expectations of community members and philanthropic funders may be more focused on social impacts. These stakeholders may be expecting accountability through forms of social accounting and reporting. However, despite advances in measuring social performance (Darby and Jenkins, 2006), social impact and outcomes continue to be more difficult to specify. There are a wide range of approaches resulting in inconsistent measurement and difficulties in comparing one organisation with another (Arvidson and Lyon, 2013), and even when similar approaches are used, there is a degree of discretion

allowing evaluators to make different assumptions or interpretations of impacts (Arvidson et al., 2013).

In summary, this review of literature regarding strategic management in SE hybrids has shown they have to address a range of challenges related to their strategic management. In addition to delivering their services and maximising their social impacts, their hybrid nature creates specific challenges within the organisation related to how they mobilise both their financial and human resources. There are also specific challenges related to external relationships. We group these into challenges related to social alliances and challenges related to mobilising stakeholders.

This paper will now explore through empirical research how the emerging literature on this topic primarily from Europe and the US compares with the challenges and tensions faced by SEs in a newly industrialized nation such as Thailand and how they respond through strategic management.

Methods

Rationale

This study emerged from the on-going professional and academic interest of both co-authors in social enterprise, who have a combined 32-years of experience of both working and researching social enterprise. It became clear from previous research and training projects working in partnership with both the British Council and the School of Global Studies at Thammasat University that a social enterprise ecosystem is emerging in Thailand. However we did not understand the management challenges/tensions faced by hybrid SE organizations in the Thai context. Hence, the methods of enquiry are predominantly qualitative in which inductive logic is used to obtain insights (Garud et al., 2002; Lincoln and Guba, 1985). Use of qualitative procedures is appropriate as our aim is to obtain rich contextual understanding and promote exploratory insight of a complex emerging setting (Gephardt, 2004). Furthermore, a primary motivation for this study was “theory elaboration” (Lee, Mitchell and Sabylnski, 1999).

Sources of Data

We followed Reuf and Scott (1998) in defining our field geographically, collecting our data within the Thailand SE sector i.e. a newly industrialized country. The qualitative methodology included a pre-focus group qualitative questionnaire, a one day focus group involving 31

participants including 17 social enterprise founders and CEOs, 4 intermediary organisations, 4 private sector organizations working with SE, 2 charities and 4 academics plus 5 follow-up semi-structured interviews with SE founders and CEOs.

In addition, we also utilised secondary data including both current and historical reports on SE emergence from a range of sources including; The British Council, The Thai Government Social Enterprise Office (TSEO), social entrepreneurship agency Change Fusion and the Lien Social Innovation Centre in Singapore.

Data collection and Analysis

Data collection occurred in three phases. Firstly, focus-group participants completed a pre-focus group questionnaire providing details of their SEs (founding year, size, sector etc.) and their main management challenges/tensions. Secondly, an all day workshop took place with 31 participants from the SE sector in Thailand. The SEs represented a range of sectors including; organic agriculture, social care (e.g. disability support), media, e-commerce, publishing, textiles and fashion. In addition, there was a good representation of both start-up and established SEs. The focus group involved two-sets of group discussions, firstly around the key challenges/tensions facing social enterprises in Thailand and secondly the mechanisms used to manage these tensions. Furthermore, the participants were also asked to identify recommendations for the future. During this phase we analysed the collected data from phases 1 and 2 using content analysis of both the pre-workshop questionnaires and the focus group. The authors then collaborated and through a process of constant comparison grouped similar labelled extracts and created 9 first order codes to describe the data (Strauss and Corbin, 1990).

The third phase involved 5 in-depth semi-structured interviews with SE founders/CEOs to test the first order themes and provide more in-depth organisational context re the strategic management of SEs in Thailand. Running through all these 3 phases was the collection of secondary documentation. Our aim here was to triangulate key emerging themes.

Research Setting -Social Enterprise in Thailand

The model of using business activities to generate social impact existed in Thailand before the term “social enterprise” was popularized. The self-sufficiency economic philosophy of the King has led to the set-up of community ventures that create jobs and economic opportunities for local communities nationwide. The forerunners of SEs in Thailand date

back 20 years, e.g. Mae Fah Luang Foundation, a royal project founded in 1972 creates jobs for hill-tribe communities in Doi Tung as well as generating income to finance community development activities. The Population and Community Development Association (PDA), one of the leading SEs in Thailand was founded in 1974 (Chhina et al., 2014). However, until recently the concept of SE remained unknown to development practitioners and the general public. First, there has been a growing demand in Thailand for innovative developmental solutions due to rising inequality, ongoing political instability and increasingly complex social and environmental problems. Secondly, foundations, multinational companies and international NGOs have reduced significantly their financial and technical support to local development agencies in the past decade. This has forced the existing social sector organizations and emerging new players to look for more self-sustainable enterprise models to support their work i.e. SE.

Encouraged by the international success of SE, the Thai government set up the National Social Enterprise Committee in 2009 to increase awareness of SE to the general public and develop supporting infrastructures that would enable the SE movement to grow in Thailand. The five-year National Social Enterprise Master plan (2010 – 2014) was developed by the Committee in 2010 which led to the establishment of the Thai Social Enterprise Office (TSEO) as a government agency to support SEs. TSEO has played a central role to encourage policy support and buy-in from relevant government agencies and politicians leading to the development of the *Social Enterprise Promotion Act*. The Act was expected to pass through the Thai parliament in late 2015, but the process has been delayed due to the cabinet reshuffle. The *SE Promotion Act* is now on track for approval, expected in Q2 of 2016. The draft of the SE Promotions Act includes, tax incentives for investors (investment and procurement), social taxation for SEs, a SE start-up grant program, soft loans for SEs, social procurement and SE certification. TSEO categorized SEs into five main groups based on their origins, consisting of (1) Community (2) Corporation (3) Entrepreneur (4) Public sector and (5) Non-governmental organization. The number of SEs nationwide was estimated to be over 100,000, inclusive of community ventures and some types of co-operatives (see table 1).

Table 1 Thailand Social Enterprise Categories (Social Enterprise Master Plan, 2010)

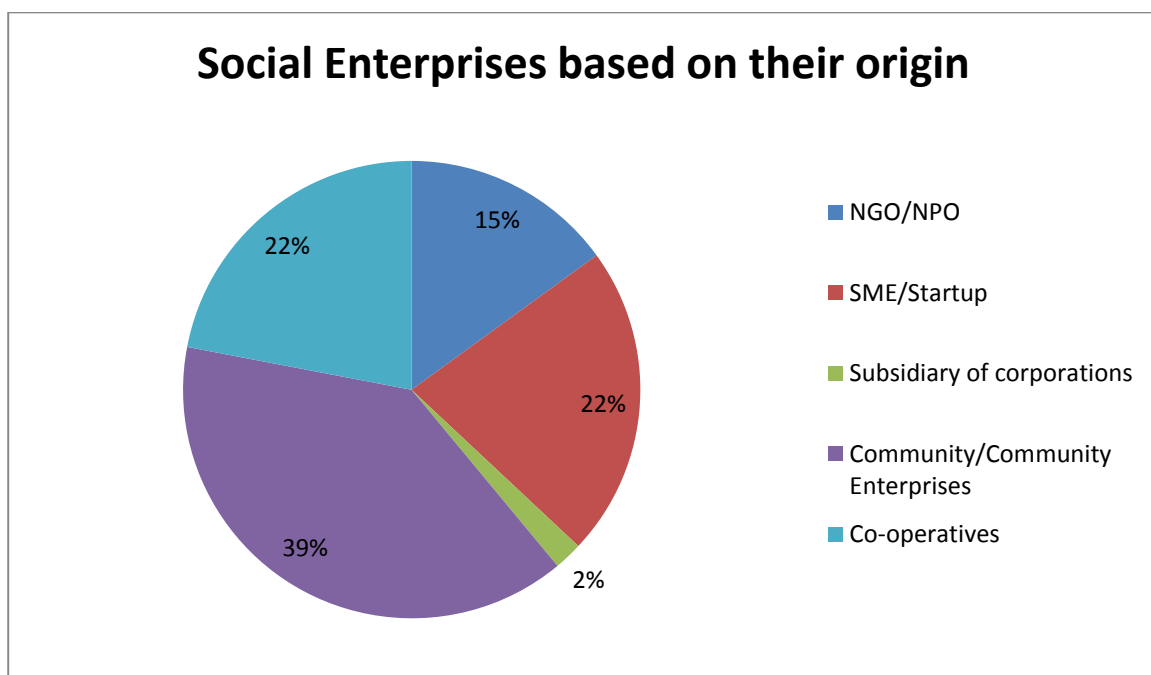
Types of Social Enterprises	Estimated number (2010)	Description	Examples of social enterprises in Thailand
Community	> 100,000	Community enterprise, local tourism, cooperatives and local financial institutions	Mae Teeta (Thai Indigo-ded cotton) and Namkien Community Enterprise
Corporation	< 10	Founded by or spin-off from established private companies	Sena Development and SCG Skill Development
Entrepreneurship	> 200	Newly founded by social entrepreneurs	LocalAlike and Plantoyo
Public sector	< 10	Founded and/or owned by government agencies or state enterprises	Ban Paew Hospital and Chao Phya Abhaibhubejhr Hospital Foundation
Non-for-profit organization	> 100	Founded and/or owned by NGO	Mae Fah Luang Foundation (Doi Tung), PDA and Fisherfolk Sustainable Seafood
Others	< 100	Founded or owned by religious institutions, academic institutions and others	Rung Arun School and Thai Tribal Crafts Fair Trade (TTC)

Since 2013, the TSEO has set up an online self-registration system for SEs. Both TSEO and the National Social Enterprise Committee established specific criteria in 2014 to endorse registered organizations as SEs. The five criteria consist of (1) clear social objective, (2) financial sustainability, (3) fairness to society and the environment, (4) reinvest to achieve social goal, and (5) good governance. Regarding the first criteria, the registered SE needs to have one of the following social objectives – (1) employing the disadvantaged, (2) promoting better society or environment through their core business activities, (3) owned or governed by the disadvantaged, or (4) allocate most of their profit to their social cause or reinvest in their SE. Regarding financial sustainability, the SE has to have over half of their revenue

from trading activities and cannot allocate more than 30% on dividend. Finally, the SE has to maintain good governance with a minimum requirement to; register as an organization (could be in the form of foundation, association, company, etc), submit an annual report to their respective regulatory body and make their information publicly available.

It is important to note that not all established SEs and new start-ups have registered with TSEO at this point. As of December 2015, 1,007 organizations had registered, however, the number is anticipated to grow significantly in 2016 with the passing of the *Social Enterprise Promotion Act*. Based on the categorization above, the Community-based SEs are the largest category of SEs in Thailand (see figure 1). SEs founded by NGOs have been growing as a way of NGOs becoming more self-reliant. SEs founded by corporations are often set up with the primary objective to address social and environmental challenges caused by their operations. Although there are still only a few SEs in this group, the number is expected to grow due to the Stock Exchange of Thailand launching incentives for companies to shift their CSR approach towards SE. Furthermore, the public-private partnership (Pracharath) initiated by the current government encourages corporations to co-create SEs, for example in April 2016, Thai Beverage Group CEO announced the establishment of Pracharath Raksamakkee, an umbrella organization to set-up SEs nationwide in both the tourism and agricultural sectors.

Figure 1 Categories of Social Enterprises in Thailand (Thai Social Enterprise Office, 2015)



The Financing the Long-tail report (Change Fusion, 2015) stated that most SEs in Thailand are currently in an early stage of development with 50% having less than 20 employees with annual revenues under THB 1 million. This is visually captured with the long-tail curve in Figure 2, where a few established large size SEs exist at the head of the curve, followed by some more medium size enterprises, then a large number of smaller enterprises in the long-tail consisting of highly-diversified small SEs. In term of operating models, TSEO identified five business models of SEs in Thailand, including (1) cross-subsidy, (2) plough-back-profit, (3) social need, (4) beneficiaries-owned and (5) work integration.

To support this emerging SE sector, the social investment landscape in Thailand is growing rapidly. For the SE idea stage, there are a number of funding sources for prototyping. Taejai.com, the first and largest crowdfunding for development provides a platform for SEs with innovative ideas for social change to raise funds from citizen philanthropists to finance their projects. Some incubation programs, Ashoka Thailand for example, offer opportunities for social entrepreneurs to obtain seed funding and technical support to set-up their SE.

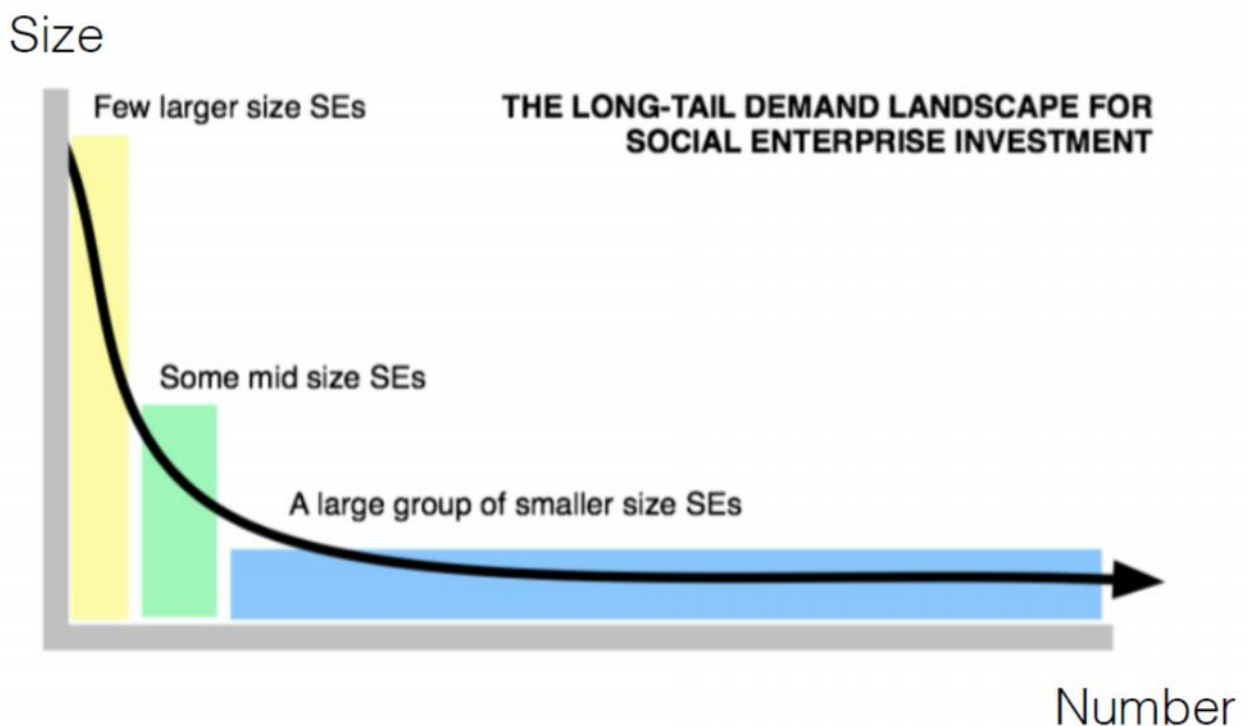


Figure 2 Financing the Long-tail: Catalysing ASEAN debt-based social investment (Change Fusion, 2015)

In the start-up phase, there are a number of seed funding options for SE including; various incubation programs (i.e. UnLtd Thailand) and business plan competitions (i.e. Banpu

Champions for Change). This funding can often be to short-term as SEs in this phase require medium-term patient capital lasting several years (Change Fusion, 2015). There are also some organizations providing pre-growth and growth-stage funding, for example, Change Ventures, a subsidiary of Change Fusion, and the LGT Venture Philanthropy Accelerator Program; but the funding amount is still limited. There has been a slower development on debt financing, in 2015 TSEO collaborated with two state-owned banks, the Government Saving Bank (GSB) and the Bank of Agriculture and Agricultural Cooperatives (BAAC), to set up a SE loan program of 2,000 million Baht. However, the detail on policy and lending procedures currently remains unclear. Currently, it appears there is a lack of funding options in Thailand to take SEs from establishment to growth.

Currently on equity financing, most of the available funding is concentrated at the head of the long-tail curve. Investors still have a cautious risk appetite; and only want appear to invest in the long established and large size SEs. In 2014, a collaboration between Khonchai Foundation, Change Fusion and BuaLuang Asset Management Company has led to the establishment of Thailand's first socially responsible investment mutual fund, B-KIND. With regard to social impact investment, 0.8% of the fund is allocated for venture philanthropy and up to 15% can be invested in SEs (ChangeFusion, 2015). Additionally, a group of young philanthropists have formed a giving circle, RD Capital, to pilot the impact investment model in 2016. Although in its infancy, this initiative could pioneer more angel investors and philanthropists to channel additional resources to support the scale-up of SEs.

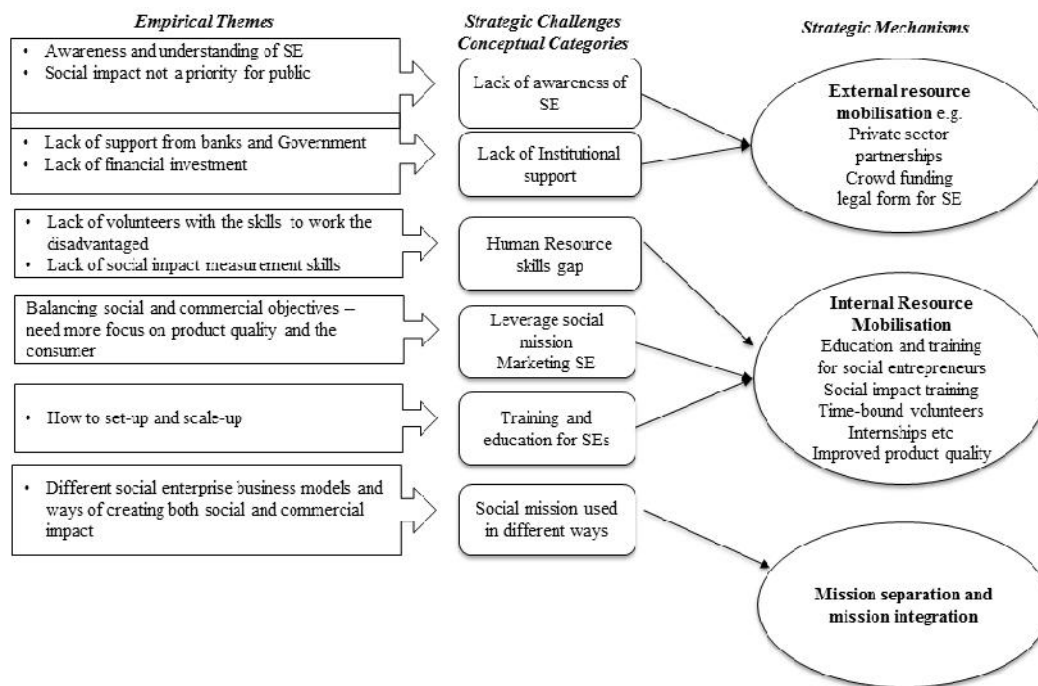
In addition, the Stock Exchange of Thailand (SET) has been actively promoting SE by hosting events, seminars and discussions to educate business leaders and CSR professionals on the potential of SE to drive social change. SET are encouraging listed companies to integrate social investment with their business operations and activities. In 2015, SET established the "Social Enterprise Investment Awards" for listed companies who strategically contribute their financial and in-kind support to SEs. In April 2016, SET has launched the "SET for Future" portal as an online database for companies who are looking for an SE partner. Furthermore, the G-Lab, Social Innovation Lab at the School of Global Studies at Thammasat University, supported by the Rockefeller Foundation, has developed a corporate pro-bono initiative to support SE capacity building. Secondly, Thai Health Promotion Foundation has granted Ashoka Thailand to manage a capacity building program for their grantees. Intermediaries such as Ashoka Thailand and Change Ventures integrate capacity building support as part of their venture investment. Additionally, Thai Young Philanthropist Network (TYPN) has been instrumental to help SEs connect with the right partners.

To support the development of the Thai SE sector ten universities in Thailand participate in the knowledge development and incubation program networking activities supported by TSEO and the British Council. This has led to a growing interest from academic institutions to play a more active role in the sector, leading universities include (1) Srinakharinwirot University, focusing on social entrepreneurship education, (2) King Mongkut's University of Technology Thonburi emphasizes turning faculty-student project and research into impact enterprises, and (3) Thammasat University, running a Bachelor's degree in social entrepreneurship and co-creating the social innovation and SE ecosystem with multi-sector partners through their social innovation lab (G-Lab). The British Council Thailand has also been a key player through launching initiatives such as *Skills for Social Entrepreneurs* (SfSE) programme in October 2009 to promote the development of new relationships and partnerships across the public, private and non-governmental sectors between Thailand and the UK. This has facilitated SE study tours to the UK.

Results and Discussion

The initial content analysis of our data revealed a composite summary of empirical extracts and 9 first order codes (Strauss & Corbin, 1990), see figure 3. The authors then returned to the empirical data and examined the strategic management challenges and tensions faced by SEs in Thailand and the mechanisms used to manage these challenges. This led to the development of 6 second order conceptual codes for tensions associated with external and internal resource mobilization and 3 aggregate dimensions for strategic mechanisms for SEs in Thailand including external and internal resource mobilization plus different approaches to organizing the SE organizational model.

Figure 3 Data Structure of Strategic Management Challenges and Tensions in Thai Social Enterprises



From the data we identify two principal business model strategies that SEs use to for responding to conflicting demands (see figure 3). This is related to the social mission, firstly, mission separation, in which dual missions are mutually exclusive and achieved by the internal structuring of work into responsibility for the achievement of either social or commercial goals. Second, mission integration, in which dual mission is achieved through combining the pursuit of both social and commercial goals. An example of mission separation is the restaurant *Cabbages & Condoms* in Bangkok, which provides high quality Thai food for both locals and tourists but a percent of its profits go to the NGO Population and Community Development Association (PDA) to promote family planning plus sexual health and education. The sustainability of the commercial restaurant arm generates surpluses which are then gifted to the NGO. The strategic management tension lies in the extent of resources directed to the different functional units which may in practice compete with each other for resources. *Cabbages & Condoms* has a mission “our food is guaranteed not to cause pregnancy”.

In a mission separation strategy, the commercial venture is either aligned to the social mission and is called strategic coupling, or distinct (strategic decoupling) such as *Cabbages & Condoms* i.e. a food restaurant involved in promoting safe sexual health.

The second strategy of mission integration is based on striving to generate income and social value through an integrated business model in which all business functions support the achievement of dual mission. This strategy is found in mission driven organizations e.g., *Akha Ama* Organic coffee or work integration SEs such as *1479 Call Centre* in Bangkok who employ disabled workers. The focus of strategic management is to balance the tensions between the achievement of commercial and social objectives. Previous research has identified two strategies for integrating dual mission. First, temporal management by switching focus from social mission to commercial mission at different times for example on a project by project basis and partial integration through alignment on a subset of functions

The research also identified a number of challenges and tensions both external and internal to social enterprises which impact on resource mobilisation in both mission separation and integration models. These include; the external resource challenges regarding a lack of understanding of SE and a lack of institutional support from banks and Government and internal challenges in terms of mobilising human resource skills, marketing resources and knowledge regarding social enterprise set-up and scale-up. The conceptual framework for strategic challenges and tensions in Thailand SEs is presented in table 2 below and is anchored in 4 strategic management tensions.

Table 2 Strategic Management Tensions and Mechanisms in Thailand Social Enterprises

Strategic Management Functions	Challenges	Tensions	Trade offs	Examples of Management Processes
Social Mission mobilisation (external)	<p>Lack of understanding of SE in Thailand by public and institutions</p> <p>Lack of understanding of importance of social impact by Thai public</p>	<p>Disagreements on priorities held by different groups</p> <p>Ensuring mission does not drift away from multiple goal achievement</p>	<p>Sacrificing social value creation for economic value capture</p> <p>Purposefully not seeking profit maximisation</p>	<p>Use social mission as a force for strategic direction</p> <p>Find optimum conditions where social value creation leads to profitability and competitive advantage. Use data from social impact measurement in communications with stakeholders</p> <p>Use social mission and impact to access resources from private sector partners plus institutions such as banks and Government.</p>
Financial Resource Mobilisation (External)	SEs may not be perceived as viable clients by mainstream financial	Conflicting expectations and demands between different	Dual pricing strategies for different client groups	Cross subsidisation by targeting income sources that generate a surplus for reinvesting in social mission

	institutions Lack of understanding of SE and social value by those controlling access to financial resources	stakeholders Operating under financial constraints due to inadequate financial resources	Investors persuaded to accept a lower and slower rate of return in exchange for social value creation	Leveraging a mix of financial capital from both commercial and philanthropic sources Access to lower than market rate capital from social investors e.g. crowd funding New legal forms to encourage investment
Human Resource Mobilisation (internal)	Skill shortages and lack of competences in combining social and commercial objectives i.e. lack of social impact measurement skills Lack of volunteers in Thai context with appropriate skills	Managing motivation and rewards of employees and volunteers Volunteers not perceived to have skills and experience in some areas of service delivery	Balancing payment of higher SE salaries and investing in achieving social mission Recruiting volunteers versus high turnover of volunteers	Balance of staff and board members with social and commercial and skills Use of non-pecuniary measures to motivate and reward employees, volunteers and trustees Social impact measurement training for all staff and board members Also training in how to set-up and scale-up SE Time bound volunteers and internships
Marketing Resource mobilisation (internal)	Perception by public that social enterprise product quality is inferior	Refusing lower quality product from beneficiary groups	Work closely with beneficiary groups to ensure attention to product quality	Pay a premium for quality. Training of suppliers Demonstrating to public via tasting/trialling etc that product is of high quality

A key theme identified in this research is the lack of understanding in Thailand of the SE business model.

“Most of people believe “Social Enterprise” is a “Non-Profit Organization” (informant A)

Hence there needs to be an educational campaign to raise the awareness of SE and its social impact. SEs in Thailand need to communicate their distinctiveness i.e. their social mission and their value creating approach via trading. Forming partnerships with other sectors such as private sector organisations and key institutions will also provide access to external resources for SE. It is clear from the research there is a deficiency in social impact measurement skills in Thai SEs. A specific legal form for SE could also help raise awareness such as the Community Interest Company in the UK and could support the development of a SE identity.

Secondly, the financial landscape for social investment is just emerging in Thailand and currently access to financial resources is a tension. Informant C explains;

“There are developments in new crowd sourcing platforms but there is also potential in Thailand for the development of social investment from philanthropic sources. We need to show the potential for social impact and get investors to look more long term”

Again awareness raising of the SE dual impact with potential social investors will be key to stimulating this alternative form of finance. There is clearly a strong emergence of social investment and it will be important for intermediaries to bring partners together. A third tension is associated with human resource mobilisation, particularly of volunteers with the required skills in specialist areas such as working with the disabled. Informant E explains;

“There is not a strong volunteering culture in Thailand as yet and this needs stimulating”.

Mechanisms such as time-bound volunteers and internships are being utilised effectively by some SEs but this requires further capacity building. The final tension is related to marketing and product/service quality. SEs in Thailand believe there is a negative public perception of product quality from SE. A focus on product quality in branding e.g. Doi Tung and Akha Ama coffee illustrate that social mission and product quality can be combined effectively.

Conclusions and Recommendations

This paper has identified two different approaches to organizing SE business models in the Thai context, namely mission integration and mission separation. Some SEs aim to maximise their social impact through separating their social mission from trading activity, whilst others aim to integrate their social and commercial mission by generating trading revenue in activities that also meet their social objectives. Furthermore the research has identified four strategic management tensions arising from the conflicting demands inherent to the management of SE hybrids in Thailand. These relate to mobilising the social mission, financial resources, human resources, and marketing resources. This distinguishes the challenges in managing internal and external resources. This initial framework will help the Thailand SE sector develop their own strategies to managing the challenges and tensions.

To date SE strategic management has been less formal and emergent in SE (Doherty et al., 2014). However in the light of the constrained resource context in which SE hybrids work, the need for careful and considered attention to the best use of resources suggests that SE strategic management is too complex to be left to emergence. The framework we present provides a useful guide to the alternative strategic options available to SE hybrids. The framework makes explicit the tensions inherent in the mobilisation of internal financial and human resources and the development of relationships with partners and stakeholders external to the organization.

Moreover, the same framework enables the authors to provide a number of recommendations for those involved in shaping the development of the SE sector in Thailand including; training in social impact measurement, development of a social finance landscape, a need to stimulate a volunteer culture in Thailand, set-up of social alliances and networks, the need to improve the awareness of SE particularly with consumers and a Thailand social enterprise awards initiative. Those universities who have launched SE initiatives should also develop programmes of SE research.

This paper shows initial exploratory research on SE in Thailand. Further research is required on the management of SE, particularly how the strategic management tensions play out specifically in the different types of social enterprise business models such as mission integration and separation types. Therefore further in-depth case study research on how some of the more successful SEs are established and managed would prove beneficial.

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CIVITAS ACADEMIC PERCEPTION OF “BLISSFUL SERVICE” FOR RECIPIENT AT POSTGRADUATE PROGRAM STATE UNIVERSITY OF MAKASSAR

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Abstract

This article presents the results of research that explains the perception (a priori or a posteriori and positive or negative) of the civitas academic (lecturers or professors, staff/employee, students, and alumni) about “Blissful Service” or “Delightful Service” image at the PostGraduate Program State University of Makassar (PPS-UNM). This type of research is qualitative with phenomenological approach. This study uses a sequence of 5-D process. The primary data obtained from direct observation and interviews with informants, such as students and alumni, professors, including the chairman of the study program (Master Program / Doctoral Program S2 and / S3), as well as employees, while secondary data obtained from the documents and the results of previous research. The results of this research is the civitas academic, including alumni of PPS UNM shows a posteriori positive perception on academic and student services received, which felt "fairly satisfied or fairly happy". The tendency of the positive perceptions of the positive impact of the implementation of the strategy to enhance service quality at PPS UNM (Akib and Rifdan, 2015), as follows: 1) Standards of Public Service (SPP) and Standard Operating Procedure (SOP) used; 2) Human Resource Development (HRD) through education and his training in the workplace, or study visits to other places; 3) administrative services that are effective, efficient, and fun through the implementation of the function (acronym) MITRA - managerial, interpersonal, technical, routines, and analytical; 4) services and management information systems (MIS) based on information technology (IT); and 5) Provision of facilities (equipment) and supporting infrastructure for the smooth running of academic and student services. Based on the results of the analysis suggested that strategies to improve the quality of service can be perceived a posteriori-positive by the civitas academic PPS UNM as a way of realizing blissful or delightful service for recipients (service beneficiaries) image, because of trust, commitment, and integrity shown, as well as competency and performance of the service providers. Thus, the proposition of “blissful service” for recipients can be formulated as a function of the equation satisfying, delightful and enjoyable service for recipients are repeated in relative a long time.

Keywords: Civitas academic, recipient or service beneficiaries, blissful or delightful service.

INTRODUCTION

Discussion about the organization's efforts to build the image of public service that is to make "happy" and not merely "satisfactory" and "fun" recipients of services, an important and interesting theme discussed. The appeal was based on the fact that, on the one hand, the image of the public service will be awakened when based on competency and performance of the apparatus is reliable (Akib, 2004), but on the other

hand, Dwiyanto (2009) indicated that the competence and performance of the organization (bureaucracy) public the districts / cities in Indonesia is still low, due to a number of official public bureaucracies tend to be more power-oriented rather than service, treating service users as objects of service who need help, as well as bureaucratic officials are directly related to service users or citizens are less capable of responding to

the dynamics growing in the public service.

Conditions reveal on a variety of public service organizations in the region also shows that good results of the dissertation research, and the results of the assessment community satisfaction index (CSI) for the performance of public services are generally low or not good (Suaib, 2015: 27), not maximum (Van Gobel, 2015: 34; Rizal, 2015: 27), is not optimal (Tui, 2014: 30; Ohoiwutun, 2015: 35), of lesser quality, or less effective (Datu, 2014: 56), or less satisfactory, except for some research dissertation that explains been accomplished (Ridha, 2015: 5), there is an increase (Nilwana, 2014: 30), or satisfactory (Radja, 2013: 18). Therefore, individuals and institutions as public service providers are expected to constantly improve the competencies (knowledge, skills and expertise) and capabilities owned, particularly in the fields of public administration, as the competence or capability base to show the best performance in the organization where she worked.

Based signaled Dwiyanto, the results of the dissertation and the prescription offered in this article, the required seriousness of bureaucratic apparatus as an innovator in applying the concepts and theories of administration, in order to create order and arrangement in the public service, so it can be "happy", is more than just satisfying and satisfy the public it serves. Assumptions and prescriptions are consistent with the understanding that the formal object of administrative sciences that characterizes and simultaneously differentiate it from other sciences is order, arrangement, and stewardship. These keywords characterize reinforce administrative science as an artistic science (the science that there is an art) and or scientific art (art of existing knowledge) with the multi-disciplinary nature and eclectic (Akib, 2011: 226). Therefore, the word order, arrangement, and stewardship is at the same alpha omega of cooperation activity two people or more based on the specific competencies possessed to achieve organizational goals.

Observing the importance of the efforts of public organizations, including the PostGraduate Program (PPS) State University of Makassar (UNM) in image building services joyous public (academics) were served, then posts the results of this study aims to analyze and explain the perception (a priori or a posteriori and positively or negatively) the academic community about the service image to be happy in PPS UNM.

LITERATURE REVIEW

Service quality

Quality of service has long been used as a focus of conversation experts, among others, August William Smith who understand service systems as elements of a systematic method and administrative functions of management (Sutherland, 1978: 84), Christian Grönroos introduce the concept of quality in the locus of service through his writings titled "Quality Comes to Service"; A. Blanton Godfrey and Edward G. Kammerer wrote about "The Five Myths About Service Quality"; D. Wotis Wolkins wrote of "Service Quality Principles"; Paul Kahn developed the "Service Quality as Strategy" (Scheuing and Christopher, 1993: 4, 17, 55, 69). Later Bensimon (1995: 593) investigated the suitability of the adaptation of Total Quality Management (TQM) in college. Another expert who also provides an idea of the quality of service with the focus and locus different is Dickinson (1999: 8) writing services in the public sector (eg postal service) services and the private sector as the organization's activities as an effort "Creating Customer Focused Organizations. "Similarly, Stenberg and Austin (2007: 1), which discusses Managing Local Government service and Amirullah (2015) which examines Soft and Hard Side Side TQM in health care. The views of the experts basically reinforce understanding of the need for strategic planning and public service system that is efficient, effective, and quality.

Competence Apparatus

Shermon (2005: 11, 14) to understand the competencies of individual characteristics that enables them to show

the best performance in the job, role, situation, site, or a particular locus. Characteristics of people often referred to as "the collection of attributes" which includes a domain of knowledge, skills, talents, social roles, self image and motif, or understood as the competence of the individual level. Meanwhile, the competence of the organization according to Weinstein and Azoulay (1999: 3, 6, 19) is the organization's ability to learn and do certain things that are useful for organizations and individual members. Organizational competence refers to the efficiency of the troubleshooting procedures, the ability to apply knowledge and master the technology in production and management methods, intelligence organizations, customer demand, and so on.

Organizational competence is the terminology that characterizes the existence and capabilities of the organization to achieve the goals set out in an efficient, effective, economical, and accountable. The range of ability is an indication that in every organization there are core competencies that should be developed as a source of strength and a sustainable competitive advantage. Organizational competencies proved its capacity to adapt to environmental change (Berman et al., 2006: 6) internal and external, as well as the transformation of the organization (Akib, 2011).

According to Ulrich and Smallwood cited by Hesselbein and Goldsmith (2009: 14), the future organization present today when leaders change their focus, from organization to organization structure is understood as a series of competency or capability necessary to implement the strategy. The expert view of inspiring the reader to a competence development can serve as the locus and focus the attention of leaders in organizations and people involved in it. Said capability in this paper are considered the same meaning to the word competence, so it is used interchangeably.

Experts, such as Hesselbein and Goldsmith (2009: 14), Weinstein and Azoulay (1999: 19), Johnson and Scholes (2002: 540), French et al, (2000: 3), and Garratt (2000: x), agree that competence

represents what is understood about the organization, what is good to do, and how the pattern of beneficial activities. Judging from its destination, the competence of the organization directed towards a future strategy perspective (Siagian, 2002). Organizational competence based on knowledge, attitudes, and skills need to be developed in a planned and sustainable, because it is a prerequisite for the performance of the organization in general. According to some experts, among others, Groves in Leemans (1976: 99), Dror in Leemans (1976: 127), Weinstein and Azoulay (1999: 6), Garratt (2000: 119), Rainey (2003: 9, 19), Rindova and Taylor (2003: 2) that the dimensions of competence or capability of a performance measurement criteria within the organization. Thus, competence is a prerequisite for measurable performance or results achieved in the organization. This theoretical proposition in accordance with the opinion of Shermom (2005: 362) that, competency-based performance management system can change the orientation of the assessment results achieved to the behavior of the organization and competence shown.

Apparatus performance

The concept of performance is understood as outcomes of work (Rogers, in Mahmudi, 2004: 6) because the work provides a strong link to the strategic objectives of the organization, the satisfaction of service, customer or citizen satisfaction, according to the perspective of the New Public Service (Denhardt and Denhardt, 2007: 42-43). Performance can also be understood as the level of achievement of objectives on an ongoing basis (Bernardin and Russel, in Keban, 2004: 191-192).

Donald and Lawton (in Keban, 1995: 11; 2005) said that performance appraisal can be used as a measure of success of an organization within a certain time and that assessment can be used as input for the improvement and enhancement of organizational performance. Furthermore, Donald and Lawton (in Ratminto and Winarsih, 2005: 174) says that the performance of the organization is an orientation that includes a comprehensive

output efficiency and effectiveness. Meanwhile, according to Selim and Woodward (in Ratminto and Winarsih, 2005: 174) that, the performance can be measured by several indicators, among others, economy, efficiency, effectiveness, and fairness. Meanwhile, Lenvinne (in Ratminto and Winarsih, 2005: 175) proposes three concepts that can be used to measure the performance of public bureaucracy, the responsiveness, responsibility, and accountability.

According to Zeithaml, Parasuraman and Berry (in Ratminto and Winarsih, 2005: 175) that, for measuring specific performance can be used five indicators, namely: physical evidence, reliability, responsiveness, assurance, and empathy. While Gibson, Ivancevich and Donnelly suggests that the performance can be measured by several indicators, among others: satisfaction, efficiency, production levels, the level of development, the level of adaptation and survival. These indicators can be grouped into two-dimensional orientation, which is a process-oriented performance indicators and results-oriented performance indicators (Ratminto and Winarsih (2006: 178-179).

RESEARCH METHODS

This type of research is qualitative (Gravetter and Forzano, 2012: 158) with a phenomenological approach (Suyanto, 2011: 166-167). The study was conducted using methods and techniques of collecting data through observation in the study site and interviews with informants to determine, explain, interpret, and report the results of the attitudes and behaviors, or knowing what is thought, said and done by professionals of academic and student affairs at Post-Graduate Program State University of Makassar (PPS UNM). In the course of this research also use the sequence of the 5-D (cited in Buerkler, 2013) which includes the following phases: 1) Defining the objectives and the research questions, 2) Designing the research, 3) data collection, 4) data analysis, and 5) Documentation. The location of research in the Office of PPS UNM. Primary data is sourced from direct observation and the results interview with

a number of informants consisting of representatives of the faculty, including the chairman of the study program Master Program (S-2) and the Doctoral Program (S-3), the employee service providers and students PPS UNM. While secondary data sourced from documents and factual information pertaining to the object of research. Data were analyzed descriptively qualitative.

DISCUSSION AND ANALYSIS

Article results of this study to analyze and explain the perception (a priori or a posteriori and positive or negative) civitas academic about the service image of academic and student affairs, which is not just satisfying and enjoyable moment, but also "happy" service recipient in PostGraduate Program State University of Makassar (PPS UNM). PPS UNM is an organization of public bureaucracy that seeks to develop creativity and innovation services by implementing a strategy to enhance service quality, especially academic and student services (Akib, et al., 2015), as part of the process of public administration activities. In this case, the human resources organized and coordinated apparatus, as stated by Chandler and Plano cited by Keban (2004: 3) that, in order to formulate, implement, and manage decisions in the areas of administration and public policy. As the arts and sciences, public administration intended to regulate affairs and public services, as well as carry out various tasks specified.

Recent developments of a paradigm or perspective of public administration, in the context of public service is the actualization of the main idea of the New Public Service (Denhardt and Denhardt, 2006). The idea of public service is reflected in the academic and student affairs at PPS UNM. Thus, it appears that the services provided by PPS UNM perceived by the informants are not so much different quality to the services organized by sector or private organizations. Therefore, the following description provides an overview of the quality of service in question.

The views of experts, the study of literature (theory), is a reference in explaining the strategy implementation of quality improvement of academic services and student affairs at PPS UNM (Akib et al., 2015). In fact, systems and procedures or mechanisms of action implemented in PPS UNM is not only a reference for service providers, but also an indicator of the strengths and weaknesses in management, as well as happiness or absence of academic and student services during this time. Thus, the fact that in accordance with the views D. Otis Wolking (Scheuing and Christopher, 1993: 72) on the role of organizers or service providers in implementing the "quality strategy" through education as one of the six principles of quality. Then, also in accordance with the prescriptions concept offered by Akib (2014), quality of service that can be "happy" or blissful is more than just satisfying or enjoyable, the service recipient.

Post-Graduate Program State University of Makassar (PPS UNM) has a performance management that are reliable, in which one of the advantages the management and service providers is the ability to recruit new students in large numbers from various circles to compete and be accepted as a student, as well as on the same time have human resources (HR) (lecturers and employee) are capable in their respective fields. Capability SDM is supported by the implementation of human resource development strategy, as the core writing Rothwell et al (2000: xx) that human resource development is a systematic process to find and analyze the significance gap HR performance (Zeithaml et al, 1990: 89), planning a performance improvement of HR in the future, the design and development activities in an efficient, effective, economical, ethical, and aesthetic in the implementation and evaluation of the results. This is similar to the view of Werner and DeSimone (2009: 10) regarding his training and development as one of the HRD function.

Besides advantages, PPS UNM also still have weaknesses in managing and serving the civitas academic, as well as a

relatively large number of students. Weakness as PPS UNM challenges faced by the number of students that a lot is the provision of academic and student services quality. The views or perceptions of informants and students or recipients of the services is a part of PPS UNM internal customers who need to be served quality, which is efficient, effective, ethical, aesthetic, professional, and sustainable. The quality of these services will have an impact on the level of satisfaction or "blissful service for recipients", namely PPS UNM civitas academic and others who served. The views informants in accordance with the understanding of marketing management guru, Philip Kotler and Eduardo L. Roberto (1989: 248) that teaches the necessity of watching the target adopters' satisfaction - satisfying customers. The same thing by Dickinson (1999: vii) teaches the principle of "growth through customer satisfaction." According to Dickinson that by focusing on the satisfaction of customer needs, the organization will automatically be more productive in the strive for human resources and technologies are applied in accordance with the needs of the service user (customer). Similarly, administrative science expert, Herbert Alexander Simon (1997: 119) in his book, Administrative Behavior, has introduced a keyword satisficing - satisfactory, as the orientation of individual behavior and administrator in the airport or make rational decisions. Simon further stated that when a person is involved in decision-making with purely economic motives, then that person will always try to maximize its business, means choosing the best alternative of all the available options. Meanwhile, an administrator will always strive to make the best decision satisfactory or good enough.

Based on the views of these experts and look at the results of research Akib, et al (2015) found that in an effort to follow up on any weaknesses faced by the management of PPS UNM, has developed a strategy to increase the quality of services that provide satisfaction, pleasure or "blissful" service for recipient is students, educators (Professor and doctoral degrees of lecturer), employees

and society. Strategic effort applied are: 1) providing Public Service Standards, abbreviated as PSS and Standard Operating Procedures, abbreviated SOP refers to the Minister of Administrative Reform and Bureaucratic Reform (PERMENPAN and RB) No. 7 of 2010 on Guidelines for Assessment of Performance Unit Public Service and PERMENPAN and RB No. 35 Year 2012 on Guidelines SOP Governmental Administration; 2) develop the competence of the human resources, based on the views of Werner and DeSimone, 2009: 10); 3) provide effective administration according to the function (acronym) MITRA - managerial, interpersonal, technical, routines, and analysis (Quible, 2004) provides service management and information systems (MIS) quality, effective, efficient, economical, ethical, aesthetic, sustainable (based on the views O'Brien, 2013: 339, and 5) providing learning facilities and infrastructure were adequate. The selected strategy is expected to have an impact on improving service quality of academic and student affairs at PPS UNM, as shown in the following figure (Akib and Rifdan, 2015; Akib et al., 2015).

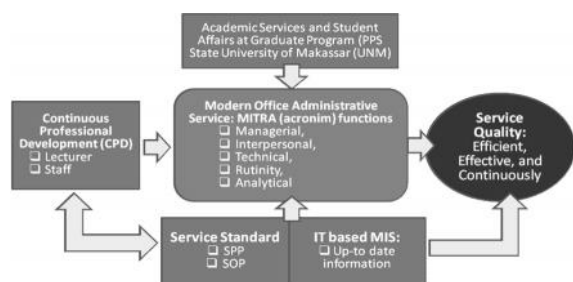


Figure 1. Prototype Based Service Quality Improvement Strategy Competency and Performance Officers (cited in Akib et al., 2015)

Public Service Standard (PSS) and Standard Operating Procedure (SOP). Public services are implemented in each government agency is actually based on a standard reference for the public service, abbreviated as PSS. It is important to remember normatively regulated in the laws and regulations of the government at various levels (Regulation of the Minister

of Administrative Reform and Bureaucratic Reform / PERMENPAN and RB, No. 7 of 2010 on Guidelines for Assessment of Performance Unit Public Service and PERMENPAN and RB No. 35 2012 Guideline of Governmental Administration SOP). Similarly, to start a required activity plan that is able to give direction to the service provider in order to provide services in an efficient, effective, economical, ethical, aesthetic, sustainable. Under the rules of the government, one of a series of efforts to improve the quality of service that is "happy" because it ensures the certainty and direction of the main tasks and functions of employees has been conducted by PPS UNM through the provision of SOP, but until the research is done is not yet complete for all units existing work, so that the implementation has not been effective, sometimes time-consuming, and there are procedures cumbersome, especially since there is still the honorary staff who do not understand the working standard.

Human Resources (HR) Competent. Supply and human resources development strategy is conceptually based on the view of Robert J. Sternberg (Elliot and Dweck, 2005: 17) regarding the increased capacity into the competence and competencies of expertise. In fact, human resources owned PPS UNM, as is the case in a higher education institution to another, include two categories of teachers (lecturers degree Professor and Doctoral) and educators (employee background education and his training-owned), with various types of academic and administrative services are performed. The provision of appropriate strategies educators taught field is still very necessary, in order to provide the best learning to students in the learning process. Moreover, that the lecturers in delivering course material is able to relate the course material with the research that has been done. Strategy Another important undertaken by the management of PPS UNM for the professors who are empowered are directly and indirectly support professional development (lecturer) on an ongoing basis, either through the provision of financial

resources to research and scientific activities, as well as financial support to assist the doctoral students who follow courses Sandwich Program at colleges of repute abroad or in various states, such as Ohio state University (OSU), United States, Northern Illinois University (NIU) United States, Keio University, Sonan Fujisawa Campus (SPC) of Japan, University of Canberra (UC) Australia, the University of Queensland (QU) Brisbane-Australia, and others. Shows that although the provision of competent human resources in PPS UNM is not optimal, but it is already in line with the pattern or idea introduced by Stenberg. Strategic human resource development efforts conducted by PPS UNM is a form of strengthening of administrative and student services functions, which in turn will give a positive impact not just satisfying or enjoyable, but blissful service for recipient.

There are various approaches appropriate strategies applied in developing the HR organization (Rothwell, 2000; Elliot and Dweck, 2005; Werner and DeSimone, 2009), including in universities and postgraduate programs, which is the locus of this research, including through education, his training, mentoring, coaching, upgrading, and so forth. Human Resources Development Strategy conducted at PPS UNM has been implemented, but not optimally. Therefore, there is a serious effort of PPS UNM leaders to maximize their implementation (Akib and Rifdan, 2015; Observations and interviews Researcher, 2016).

To give meaning to the lecture and the research conducted by professors at the PPS UNM applied strategy of engagement (participation) students in research professors, minimal as data collectors (enumerators), in order to provide experience and learning for students, so it is not difficult to make scientific work in the form of a thesis or dissertation to complete his studies. Meanwhile, for education personnel at PPS UNM, has been implemented human resource development strategy to be more competent in serving the academic community to follow his training and study visits in accordance with the field work, so the staff are motivated to do (perform)

better. Human resource development strategy have been, because according to the informants considered appropriate to raise morale and airport employees or to the students. Strategy benchmarking, on the one hand, in line with the view Bensimon (1995: 594) and Werner and DeSimone, 2009: 4), on the other hand is different, because the PPS UNM promotes in the form of a comparative study, while Werner and DeSimone were more focused on workplace learning and performance. The experts stated that human resource development seeks to develop the knowledge, skills, productivity, and satisfaction for individuals (people), groups and organizations, even the community, the nation, and ultimately all humanity.

Effective Administrative Services Based (Acronyms) MITRA. Provision of effective administration and student affairs at PPS UNM done by changing systematically the various components of administrative tasks and units of academic and student services available. Change the system and procedures performed in the improvement of the system at the service counters which have been considered not able to provide excellent service to students. Efforts were made according to the needs and complaints submitted by students and some informants from the faculty and staff. According to the management PPS UNM to anticipate complaints that students needed a modern office administrative service system that is effective and efficient. Modern office administrative service system is meant by Quible (2004) is a model system that includes the functions of managerial, interpersonal, technical, routines, and analysis of, or abbreviated MITRA.

All MITRA functions have been implemented in PPS UNM, but has not run optimally. One of the systems that support the effectiveness of the implementation of the functions MITRA is providing staff to provide services to students in any program of study, so that more employees focus on running their duties and functions. Provision of employees is the realization of managerial functions by the management PPS UNM, in the form of

distribution of employees in various work units, so that routine tasks are done with the support infrastructure and existing technology enables technical functions implemented. Similarly, human relationships horizontally and vertically fellow academicians PPS UNM created as a form of interpersonal function implementation, and ultimately became the subject of analysis PPS UNM management, as a responsible implementation of the functions MITRA. In other words, the provision of employee-based study programs in PPS UNM in addition to supporting the implementation of the functions MITRA, also facilitate the coordination of inter-led (horizontal coordination) and between managers and staff (vertical coordination), an academic community (coordination diagonal) in handling and solve problems and administrative services and student affairs at hand.

During this time the management, especially the assistant director of administration and finance PPS UNM constantly working on the provision of facilities and infrastructure in the implementation of academic and student services. Providing facilities for students shows the development and progress over time. In the view of the informant, is an option on the right strategy and maintained, but the problem is these facilities were less able to be maintained (Observation researcher). In other words, the strategy of maintenance of facilities and infrastructure of academic and student affairs at PPS UNM is low or not maximized. As a result, a lot of infrastructure that is "broken prematurely" or abandoned because of less intensive treatment, there is even a type of facility that delayed repairs by the management of PPS UNM. So, conceptually strategy effective administrative services in accordance with the views Zeithaml et al (1990: 91), but the difference is in the maintenance and control functions in PPS UNM still less than the maximum.

Support Management Information Systems (MIS). Akib and Rifdan (2015) research results found that services and MIS in the PPS UNM has not been implemented to the fullest. This can be

seen in such things as: a) access to the internet is sometimes problematic, b) the information presented there is less up to date, c) service management and information systems integrated academic (SIMPADU) which is sometimes out of sync with data is inputted manually at each booth, d) the availability of data online is still minimal (less). Based on that reality still required a systematic coordination, so that the information services and management can work well or maximum. Conceptually, in line with the view of Maracas and O'Brien (2013: 6-7) on the main areas of information systems knowledge required by professionals or service providers, as well as the role and function of major management information systems, the information systems that support the process and operationalization of the activities of the organization, decision-making, and the organization's competitive advantage. See the three functions, it is done in PPS UNM only the first function and the second.

CONCLUSIONS AND RECOMMENDATIONS

Analysis of the results of research on the perception of the civitas academic at the PostGraduate Program, State University of Makassar-based competence and performance of the apparatus reliable a positive impact on the growth of the image of "blissful service for recipient", more than satisfying or enjoyable moment the service recipient. In addition, the impact could be the trigger and spur change in the index value the satisfaction of the civitas academic and alumni regarding the performance of public services (administrative and student affairs) in PPS UNM to a better direction or quality, which is more efficient, effective, economical, ethical, aesthetic, professional, and sustainable. The strategy for improving the quality of service can be perceived a posteriori-positive as a way to realize the image of the blissful service, because of the trust, commitment and integrity shown by the service provider, as well as competency-based and reliable performance of the apparatus. Thus, to affirm the meaning of the keyword or the proposition that **the**

blissful service is a function equation of satisfying, delightful, and enjoyable recipients repeated in a relative long time.

Efforts to build the image of public service as the blissful service for recipient or stakeholders in PPS UNM is a source of inspiration and motivation for any service provider in the works. This optimism is important because marketing management expert Philip Kotler and Eduardo L. Roberto (1989: 248) teaches the need to pay attention to the target adopters' satisfaction – customer satisfaction. Furthermore, Dickinson (1999: vii) teaches the principle of "growth through customer satisfaction". Similarly, an expert in the science of administration, Herbert Alexander Simon (1997: 119) in his book, *Administrative Behavior*, has introduced a keyword satisficing as the orientation of individual behavior and administrator in provide services or make rational decisions.

For the author, though the "guru" administration and management does not state explicitly the word "blissful service for recipient, but simply uses the word satisfy customers or users, as the purpose of the services provided or decisions made, but the author is optimistic that a positive image of public service will be awakened when customers or the public as a recipient of the service are happy, once satisfied with the services received. Happiness recipient of the service more so when the service provider works with the motto "serve wholeheartedly" and committed to "solve the problem without a problem" (as the slogan of the Pegadaian Office, Republic of Indonesia). To meet the expectations of both the course should be based on competence and performance of the apparatus reliable.

In order for this scientific paper can be meaningful as a reference in managing the organization or institution where we work, then made the following recommendations:

- Head of the organization, especially in PPS UNM is the locus of research, need to develop competence and performance apparatus optimal and sustainable in order to build the image of public service institutions to be

blissful service for recipients internal stakeholders, and governments area and all parties as users of its services.

- Leaders together SDM apparatus in any organization need to rearrange the system of competence development which is a prerequisite HR performance through organizational learning on an ongoing basis. In addition, do reinspiring organizations by instilling commitment and new energy to any service provider to realize the vision, mission, motto, edicts, and the principles of service based on the ethical / moral, aesthetic, kinesthetic to deliver the work ethic of quality, which is efficient, effective, economical, professional, and sustainable.

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PUBLIC PRIVATE PARTNERSHIP IN MANAGEMENT OF PUBLIC FACILITIES IN MAKASSAR – INDONESIA (20)

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Abstract

This study aims to describe a model of cooperation between the Government of Makassar with the private sector within the framework of public private partnership, and see the effectiveness of such cooperation for the benefit of the public.

The study used a qualitative approach, locus of the two institutions namely Makassar City Government and PT Tosan Permai Lesatri as the developer who had collaborated. The focus of research on aspects of the management of public facilities such as Karebosi Field. Sources of data obtained from the cooperating agencies and also from other stakeholders are of the Land Board, Member of Parliament, and the public in Makassar. The collection of data through in-depth interviews, observation, and documentation. Data were analyzed by descriptive qualitative perform data reduction, presentation, interpretation and subsequent inference.

The results showed Makassar City Government handed over the management of public assets to the private sector due to limited resources in the form of development funds management and maintenance, facilities and personnel. By partnering, the construction of public facilities can be done quickly and minimize the use of local government budgets. Cooperation between the Government of Makassar with the private sector using model contracting outdeng an build operate transfer pattern in the form of a cooperation system utilization through Bangun Guna Serah models. This cooperation model each party's rights and obligations under the contract, the private sector is given the right to manage a period of 30 years and after the expiration of the contract all the assets are returned to the government of Makassar as a whole. Results kemitraan memberikan positive impact for both sides belonged to the city government earn revenues and unencumbered land management and maintenance costs, availability of comfortable public space area and the green area in the city center. For the private sector earn profits through the utilization of part of the land as a public bisnis. Bagi region to benefit from both the availability of a representative public space, as a means of recreation, sports, shopping, and other activities for various purposes.

Key word: Partnerships, governance, government, collaboration

INTRODUCTION

The development paradigm of public administration has until the *new public service* perspective. In this perspective has changed the outlook in governance that previously oriented government into governance. In governance, there are three main actors of the state, private sectors, and society (UNDP, 1997).

The dynamics of development of a society that increasingly advanced, and increase the amount of the burden of

government as government administration, especially in the public service to make the government has limited ability to meet all the needs of the public, in connection with that then some of the government's role should be assigned or transferred to the private sector as a manager.

One model that is implemented in partnership between government and the private sector in the management of public facilities is through privatization. This model of privatization has become a major

issue in public policy in Indonesia. Since the reign of President Soeharto era until the Government of Susilo Bambang Yudhoyono. Privatization is a policy that is multifaceted. In ideologist, significantly minimizing the role of the state. In management significantly improve the efficiency of business management and enhance shareholder value. In the budget, privatization can mean filling state coffers or area being reduced (Savas, 2008; Bastian, 2002).

Model of cooperation between government and the private sector is an alternative that can be selected by the government, especially in providing infrastructure. When the government lacks the resources to build infrastructure or to manage assets belonging to the concept of public-private partnership can be used, which led to the relationship between the public and private to cooperate in development. The advantage to be gained in this connection is the innovation, ease of financial, technological capabilities, and setting efficiency.

Improved management of public facilities in several countries has been widely practiced with various models of cooperation that do. The City of Makassar South Sulawesi Indonesia, the local government since decentralization has been trying to implement urban development in all aspects of community life. Specifically on the physical development such as the construction of public facilities requires substantial funds while the government's ability is very limited. Based on the phenomenon, Makassar Mayor seeks to accelerate existing physical development by adopting a model of cooperation with the private sector in the management of public facilities. One public facilities management is delegated to private parties is Region (Field) Karebosi. This area is one of the icons in the city of Makassar, besides

other icons such as Losari Beach, Fort Fort Rotterdam, and the culinary icon for visitors to the city.

Karebosi is the name of a land that is a marker of the city because it is at the point 0 (zero) kilometer is an area of vacant land (field) that spans an area of 11.29 hectares. This field can be equated as *the square* is in the concept of the towns on the island of Java, Indonesia. Some what different from the *main square* in the island of Java in general that is located around the palace (King palace). The field previously more widely used as a *public space* for the citizens of Makassar, for example as a means of exercising (soccer), where prayers Eid al-Fitr and Eid al-Adha, a place to hold various events of companies, the location of hawkers, stall tents, and various activities of citizens of this city that can be used at any time for free (unpaid).

Karebosi as a public area can be said to be very functional as a region and already has a long history that began in the Kingdom of Gowa The 13th century this area serves as a royal rice fields before switching function in the form of royal courts as a public area at the time (Yasen, 2008). In the Dutch colonial period, this area called the *Koning-splein* which function as public space and the Dutch forces training, at the time Karebosi fortress flanked by two Dutch military base. After Indonesian independence, the name changed to Field Karebosi derived from the syllables *Karaeng Bosi* (rain master). The name refers to the events of the epic droughts and rainy ([www. Ayomee.com](http://www.Ayomee.com), accessed 05/01/15).

The long history of use as a *public space* field Karebosi new spotlight when the citizens of Makassar, Makassar Mayor Ilham Arif Sirajuddin held by (Period 2004-2014) intends to build and develop the function Karebosi Field with the concept of

revitalization that will work with the private sector. Reasons for the need to revitalize is because during this time the field was not neglected and not utilized optimally.

Revitalization program undertaken by the Government of Makassar done in cooperation with private parties who wish to participate in the construction of public facilities through tender mechanism as the provisions of existing law. But in the bidding process object of this project to the private sector, there is only one company that is interested to cooperate PT Tosan Permai Lestari, the company offers a field development concept Karebosi with the principle of land uses in part for business purposes and partly for public facilities.

Fields revitalization process to implement this Karebosi was not as easy as imagined that all will go smoothly because the project is intended for the benefit of society. Turns desire Mayor of Makassar to revitalize by involving the private sector have a lot of scrutiny, criticism, and resistance of all elements of society, both from ordinary citizens, observers of culture, artists, sports community, academics and students with various rejection of each argument. Even pressure from the politicians, political parties and factions in Makassar City Council who disagree also enliven this rejection action. The refusal sometimes cause a wave of protests and boycotts Karebosi field development, even last long enough since the process of building up this area was completed, not only the government are criticized and condemned, but also the private sector as the developer does little in terror from groups of people who refused revitalization. In essence protests made by some citizens of Makassar, have different shades but which appear to be prominent is the feel of politicization.

The purpose of revitalization according to the Mayor of Makassar is to

restore the function of the field, especially as green areas, recreation areas, sports facilities, activities of various events (show business), as well as a place of prayer of Eid / Eid al-Adha. Due to field conditions that are not conducive when the field conditions were muddy and muddy in the rainy season and dusty during the dry season. Field maintenance is the responsibility of the Government of Makassar entail huge costs while revenue fund of this field is absolutely no so overburdened city government because they are also required to perform maintenance cost is not small.

Through the partnership model of government with the private sector are expected this public asset can be built more quickly, there is a utilization management and better maintenance, and the public can be more comfortable and secure in use, and the most important is not encumbered in city government bear the costs of management and maintenance. Not with standing the developer or manager can take advantage of the region as a business area to cover the cost of the construction, management and maintenance of which it is responsible.

The scope of this study covers aspects of the model of cooperation between the Government of Makassar as the bureaucracy with the private sector within the framework of *public private partnership*, and the benefits of such cooperation, especially for the residents of Makassar.

RESEARCH METHODS

The study used a qualitative approach to the type of case study research. Research focuses on public and private collaboration models, constraints, and the benefits for the citizens of field management Karebosi by private parties. The results of this study to describe and locate the public asset

management model. Data were obtained from primary sources, namely a field research by conducting interviews with several informants that government officials of Makassar concerned, the politicians in Parliament Makassar, officials of the National Land Agency, leaders and citizens of Makassar, and the developer and manager of the management of PT Tosan Permai Lestari. In addition to interviews with several informants, the data were also obtained through field observations mainly to see the use Karebosi field. Secondary data were obtained from the documentation by studying various relevant regulations, and document collaboration.

Data were analyzed by descriptive qualitative analysis of the context by way of literature review and analysis of statements based on interviews of informants. Analysis of the data through the stages of data reduction, confirmability test, and inference. The results of the study are presented in descriptive narrative.

RESULT AND DISCUSSION

Cooperation between the City of Makassar Government and the private sector PT Tosan Permai Lestari which is a national private company based in Makassar. This is possible by using a system of cooperation with the land use pattern *BangunGunaSerah (BGS)* in accordance with regulations Kepmendagri No. 17 of 2007 on Regional Property Management on technical guidelines on management of regional. the Government of Makassar invites entrepreneurs interested in participating in the tender Karebosi Field revitalization project. In accordance with the existing legal mechanisms, one of the requirements for the implementation of the tender is the lack of legal certainty or the status of objects or goods area that will be tendered to investors.

In line with this aim, the Government of Makassar in this case the Mayor must first apply for the issuance of land management rights (HPL) on Field Karebosi (Blogger, Padepokan Hukum, October 26, 2012). This situation is actually a constraint, due to the lack of legal certainty for the management Karebosi Field so that none of the interested investors to build and manage large areas of this because it is seen not to have economic value as a return, except PT Tosan Permai Lestari who did happen to this company already builds and manage Makassar Mall Trade center, a large shopping center in the heart of Makassar City adjacent to the northern part of the Field Karebosi which are only separated by a highway.

After seeing design mockups Karebosi field development master plan is the result of a contest conducted by the Government of Makassar, the company agreed to cooperate with the Government of Makassar to develop an area of approximately 9 ha revitalized area of 11 ha Karebosi overall. About 3 ha or 30 percent of the land is used for building, including underground. Because it was about 70 percent remains a public space without being bothered aesthetics and general facilities (Yahsen, 2008).

Makassar Mayor in accordance with the determination to revitalize this Karebosi Field that knows no surrender to the various obstacles in the form of rejection, protest, and even the threat of terror from various parties. In addition to the challenge of some of the residents, as well as the most formidable challenge is the misperception legally on land where this Karebosi field.

As the information obtained from interviews said that "although not yet have HPL but de facto indicate that this land in the possession of the Government of Makassar that have been used and exploited by citizens and maintenance

also been carried out by the Government of Makassar. Therefore it is the duty of the Government of Makassar to improve through rebuilding or revitalizing that extend the functionality of the field by developing and adding infrastructure more powerful field to function. Limited funding which is owned by the government can be resolved by inviting investors to implement pembangunan. Upaya conducted by the government of Makassar in addressing to the lack of development funds, which seeks to encourage and hold investors who are willing to invest in the development of this region (Karebosi) were estimated at that time will cost hundreds of billions. If waiting for the availability of funds from the budget of the city of Makassar, the revitalization that would not be accomplished in a short time can even just be a project to fail, especially when it comes to tenure of Mayor ends before the revitalization plan is realized or when the temporary development goes.

Foresight and good relations Mayor of Makassar (Ir. Ilham Arief Sirajuddin, M.M.) with some business leaders, so as to encourage employers are a little daring in realizing the ambitions of local leaders can be said as a big capital to realize this collaboration so that the project can be implemented. Cooperation between the Government of Makassar with PT Tosan Permai Lestari corporate to build a field Karebosi performed by Guna Bangun Serah mechanism model is the best alternative to revitalize Karebosi.

In accordance with the MoU signed by the two sides noted that cooperation has a term of 30 years and then after that all the rights and liabilities held by the PT Tosan Permai Lestari is no longer valid and entirely returned to the Government of Makassar as the asset owner. Based on the existing MoU Karebosi field

revitalization project began working in October 2007.

A cooperation agreement between the Government of Makassar with PT Tosan Permai Lestari confirmed by Decree No. 426.23/026/S.PERJA/Ekbang and No. 074/TPL/X/2007, on the Build To Deliver in order Revitalization Karebosi Fields dated October 11, 2007. Model cooperation agreement which subsequently has received approval from the Makassar City Council in a letter No. 293/172 / DPRD / 2007 dated May 11, 2007. Under a cooperation agreement, then as compensation to the developer or investor is given the space to utilize the land under the land area of 2.9 ha on the north side Karebosi Field, hectarage of previous agreements covering 85% is used as a parking lot and 15% of economic activity, but after review by the developer it is considered less profitable because the economic activity is very narrow space, but after negotiations re a compromise so that the land area that is used approximately 60% as a parking lot and 40% as a place of economic activity. So that the public area is not reduced by business interests, the Mayor of Makassar consideration so that the region is more profitable to give an investor the underground land use as a business area. This area is a designation meant that private parties can obtain the funds in lieu of the cost incurred for the construction and maintenance costs Karebosi field.

Land use underground as an economic activity by the investor is the only alternative that can be done because given Karebosi Field as a public space can be maintained function after revitalization. It is not possible if the economic activity carried out on the surface of the terrain which is a public area that had been used by the residents of Makassar.

As often happens in the transfer of public land to be managed by private

parties is always a conflict between the public interest-oriented social dealing with the interests of investors are chasing profits. Therefore, the strategy is done so that the interests of each party can be accommodated. Before executed field development Karebosi initial steps undertaken are doing design competition revitalization field Karebosi, as explained by the Head of Economy and Development Secretariat of the Government of Makassar, that the results of the contest were chosen is a design that provides a basement for various economic activities.

Utilization of the basement meant that the courts function as a public area retained after the field development is completed. Utilization of the basement is the only way that can be done by the developer because it is impossible to do the physical construction of the building for example build stores or commercial buildings on the land. Meanwhile, the developers need a commercial area which will be used as a commercial enterprise as compensation to restore the value of the investments made, in addition to the obligation of the developer to carry out the maintenance of the area under his responsibility and hire employees too costly.

Karebosi as a public sphere that is legendary in the city of Makassar and its existence in the past and is still full of myths, so that when management is delegated to private parties by the city authorities got a lot of attention and criticism of the various elements of society, therefore, the asset management of this public need transparency and clarity of form management because there are a lot of interest from different parties so that the potential social implications that are confrontational and contradictory. Thus in order to be more accountable management of this area, the cooperation between the city government and the private sector should also involve members of the

community, especially relating to land use that there needs to be some sort of an agreement (charter) between the residents and the manager (which is facilitated by the government).

Noting model of collaboration between the Government of Makassar with the PT Tosan Permai Lestari, visible form of cooperation that is done is through a model of *contracting out* or *outsourcing*. This model is one of the few forms of privatization that *outsourcing (contracting out to private vendors)* the form of privatization, where the release occurred entirely conventional public sector functions contracted out to a private vendor (Bastian, 2002).

In line with this, in the context of *public private partnership* undertaken by the Government of Makassar in the management field Karebosi were handed over to the private sector, the cooperation model does is shaped *build operate transfer (BOT)* which is a contract between the Government of Makassar with private enterprises (*special purpose company*), PT Tosan Permai Lestari.

Outsourcing and BOT undertaken by the Government of Makassar in this case the Mayor handed over the development / construction and management Karebosi to a private party (PT Tosan Permai Lestari) with a maturity of 30 years, called "Bangun Guna Serah". Even in the management of Karebosi handed over to the private sector in the form of *outsourcing* but government involvement in land use on the ground remains the Government of Makassar in this case the relevant agencies have the authority to manage such a set and give recommendation for permit for land use by a group or organization that will use this field mainly for social purposes. As for commercial purposes such as events implemented by the manufacturer of the private companies is handled and managed by the developers to use other parts of the field. Yet for the use of public

or private community can still be done without the permission of use. While the PT Tosan Permai Lestari has the right to manage and conduct periodic maintenance of facilities and infrastructure and maintain security, order and environmental hygiene in public areas. If the note of the cooperation is visible on both sides each have rights and obligations as stipulated in the contract agreement.

After the construction area Karebosi completed, reflecting the change

drastically in these areas which were previously unknown field conditions neglected, now Regional field is well defined and contribute to the government in the economy, and functioned socially as well as the use by private parties commercially in certain parts of the region.

Description of Field Karebosi before and after their cooperation in the development and management:

Conditions prior to development	Condition after construction
<ul style="list-style-type: none"> • Lower field position located at an elevation of minus 50-80cm from the surrounding road surface • In the rainy, season waterloggedpitch conditions, muddy. • In the dry season, dusty field conditions, not overgrown with grass. • Field neglected, no management, • On the evening of the field utilized homeless, prostitute, and common crime • Fields only an expanse of empty land deemed unattractive (less aesthetic) 	<ul style="list-style-type: none"> • The field development through the elevated position i hoarding land two meters • Area greening the lungs of the city • There are 3 units of Olympic standard football field, 2 units of mini soccer field, playground area skateboard, softball field, an area for the Eid prayer, prayer room, a tennis court 4 units and a basketball court 2 units. • The existence of the tract jogging around the field throughout the 1700m is shaded by plants treeson its side • Available field and the stage ofthe ceremony, and the use of multi-function • Area parking cars and motorcycles above ground and below ground • Public lavatory, gymnastics area, and offices in various sports • Business areas that are under the ground (supermarket, restaurants, and others, and vehicle parking area)

The interesting thing about this field is that there are "Tomb" (believed by some people as sacred places) is located right in the middle region, where the tomb had become an obstacle to revitalizing the region. So that revitalization can be accomplished then the existence of the tomb of 7 pieces is retained and labeled. The tomb is believed some ethnic

Makassar as the emergence *Tomanurung* (a kind of god in the mythology of the Bugis-Makassar) sent by God to save the country (Yasen, 2008), where it is maintained and to this day is still visited by the pilgrims to pray and hope blessing, especially on certain religious holidays.

Regions that become the talk of the residents and most frequently under the

spotlight of parties opposed to the revitalization Karebosi both from the politicians, the bureaucracy outside the Government of Makassar, NGOs, students and community groups is the presence of shopping malls (Mall) in underground known as *Karebosi Link*, this is actually the neighborhood live Karebosi because in this area a source of income investors and potential sources of revenue for the Government of Makassar, which further source of income from this area used to finance the development and maintenance of regional Karebosi.

Area occupied Karebosi link located below ground to this day is still controversy as legally, because the National Land Agency considers its use violates the laws and regulations that exist because it has not obtained the legality of HPL. In the absence of HPL is a matter of controversy for the manager because they do not have the right base to lease spaces to third parties such as the present, there are more than 500 tenants who rent space that this land as a commercial area. From the statements of officials of the National Land Agency of South Sulawesi Province stated that it is impossible to publish HPL to Karebosi for in the legislation of the Republic of Indonesia today, there is no set HPL to the basement (*under ground*), while for land use thereon is also deemed not to have the right base for HPL also had not risen so there should be no activity in this area because it is still in the status quo, he explained (Kompasiana, September 1, 2012, accessed October 27, 2014).

The existence Karebosi after revitalized including building basement (under ground) which is used as commercial areas, in spite of the controversy turned out to be a positive benefit for the citizens of Makassar and its surroundings, namely the existence of this area in addition to a public space as well as the business district with space for

society to open various types of business and it definitely gives enough jobs for the communities. Business persons who opened the business in under ground Karebosi are 80 percent of middle and lower class of local entrepreneurs and 20 percent are national businesses. As for other communities this region can be utilized in a variety of activities on the field, even if the field is surrounded by an iron fence transparent for the purpose of regional security but does not make it impossible for people to move inside and free of charge unless tariffs on motor vehicle parking for those who bring vehicles motorized.

In line with the goal of revitalization as a contractual agreement in the form of contracting out in the form of outsourcing or build operate transfer model of the concept of *public private partnership* between the Government of Makassar with corporate PT Tosan Permai Lestari can realize Karebosi region becomes defenseless function fits the purpose of revitalization. Namely improving the functioning Karebosi in various dimensions as a *public space*, a business area that provides profit to entrepreneurs, the social benefits for the community for use as a means of recreation, and as urban green areas. And most importantly the Makassar City Government already provides one means of public space as a place of social interaction representative for urban communities, and also as a means of economic development of the people. In addition, through public private partnerships in managing the assets of the public, the Government of Makassar can reduce the financial burden for no longer burdened provide resources not least in the form of personnel and funds to carry out the management, maintenance and repair facilities (items) that become assets of government, open space for entrepreneurs to play a role in regional development.

CONCLUSION

Policies implemented by the Government of Makassar with Tosan Permai Lestari PT as entrepreneurs in partnership managing government assets had a positive impact in the form of mutual benefit to both parties, including the communities of Makassar. Form partnerships undertaken through a model of contracting out in the form of outsourcing or model build operate transfer in the concept of public-private partnership where both parties in this case the private parties were given the right to manage with all the rights and obligations to utilize, manage facilities, maintain, maintain order and security in a term of 30 years and after the time period of the contract is

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completed, then all the facilities and amenities there handed back to the Government of Makassar intact.

In addition to the partnership through an agreement between the Government of Makassar with private parties PT Tosan Permai Lestari, also required the involvement of citizens as stakeholders in maintaining the site's existence Karebosi this heritage Bugis-Makassar people in the form of Citizen Charter between the organizer with the community and government of Makassar, besides the necessary transparency in the management to minimize suspicion of citizens against the impact of the delivery of government assets to private management.

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E-GOVERNMENT INNOVATION IN SERVICE EXCELLENCE: IMPLEMENTATION OF E-HEALTH IN HEALTH CARE

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ABSTRACT

Health development has implemented evenly by the Government, not only physically but also the development of health service in terms of its quality. One of the efforts to improve the quality of health services is implementing e-health. E-health is a service in the form of information and communication technology applications are linked to the overall functional element supporting the health sector.

The application of e-health is identical to the e-government which is the utilization of information and communication technologies in implementing governance by government institutions to improve the performance and the Government's relations with other parties. E-health that was applied is affected of eight key elements of the success of e-government, i.e. 1). Political environment, a State or a political atmosphere where the project in question is or was implemented. It is related to top down projects and bottom up projects, 2). Leadership, leadership factors have an important role in influencing the implementation of policies or programs, 3). Planning, planning is done prior to the initial stage of a project or policy implementation, 4) Stakeholders, is the various parties who have an interest towards organizing projects, 5.) Transparancy visibility, implementation of e-government is expected to embody the transparency in each process, 6). Budgets, the size of the Government budget is highly dependent on the level of priority given by the Government against the status of related projects, 7.) Technology, the choice of technology used depends on the budget available, 8). Innovation, human resources involved projects must have a sufficient level of creativity.

Keywords: implementation, e-health, service excellence.

A. INTRODUCTION

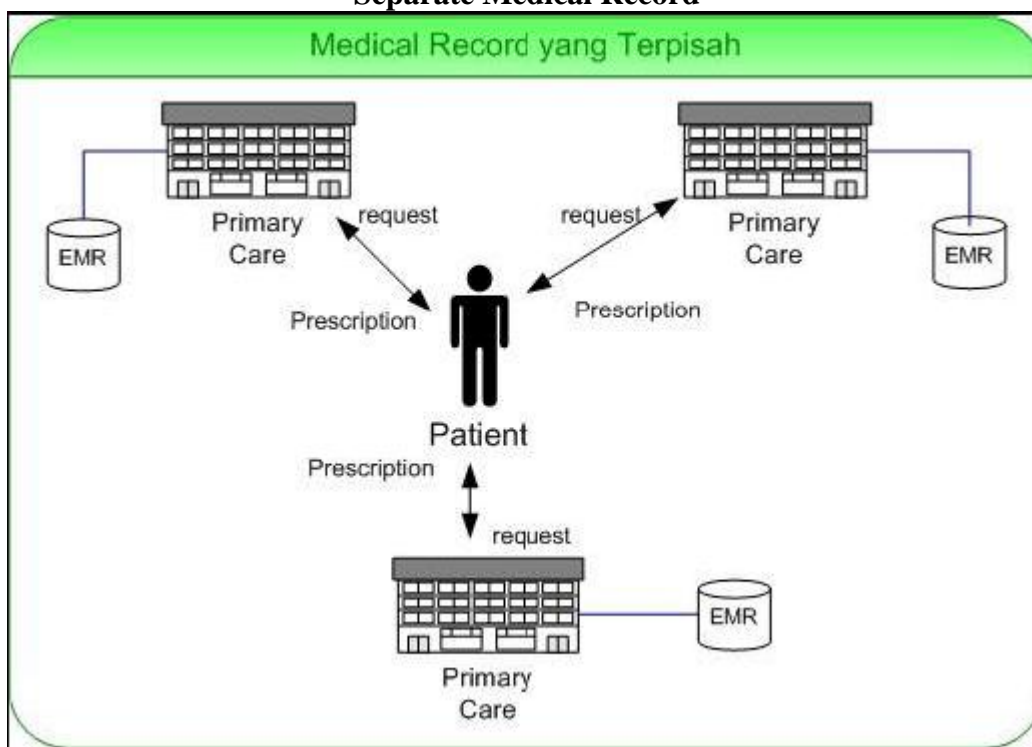
Health is one of human needs in addition to clothing, food and shelter. Various people's needs are met through the development, including the development of health. Development in the field of health is equally by the government, not only physical development but also the development of health quality services.

In the provision of health services are often encountered problems, for example in the field of administration of medical records. Administratively, electronic medical records useful for storing information electronically, which contains of health status and health care of patients throughout his life. In addition to the electronic medical record provides benefits

to physicians and health care workers to access patient information and ultimately assist in clinical decision-making. Record-keeping is mandatory for doctors who perform a medical procedure to the patient, in accordance with the rules so there is no reason for doctors not to make the medical record. Electronic medical records is a solution for hospitals to overcome the various problems that often occur in hospitals as places of storage, the loss of medical records, spending the required data, and others. (www.mutupelayanankesehatan.net).

In addition to these problems, there are also inaccurate data or medical records of patients, which can lead to medical error. This happens because there is no medical records data sharing between health institutions. Each health institution has its own medical record. Medical error is caused due to lack of accurate medical record of the patient, due to the patient's medical record in several health institutions. Therefore it is needed a system that could save the patient's historical medical records from birth to death (dinus.ac.id).

Picture1.
Separate Medical Record



Source: Supriyanto et all in Kurniadi (dinus.ac.id)

Complaints about health care have prompted efforts to improve the quality of health services for the public.

B. PUBLIC SERVICE

1. Definition of Public Service

Talking about public service, many opinions are expressed by experts. As expressed by Widodo (2001:271) which says that the public service as the delivery of services to the person or people who have an interest in the organization in accordance with the basic rules and ordinances that have been stated. Opinion by Sinambela (2011:15) gives the definition of public service that is "the fulfillment of desires and needs of the people

by State Administrator. According to Law No. 25 of 2009 on public service, mentions that:

"Public service is an activity or series of activities in order to meet the needs of the service in accordance with the laws of every citizen and resident in the goods, services and/or administrative services provided by public service".

In the Decree of the State Minister for the Empowerment of State Apparatus No. 63/KEP/M.PAN/7/2003, public services are grouped into:

- a. Administrative Services group which services produce an official document required by the public, such as ID cards, marriage certificates, building permit.
- b. Goods Services Group which service that produces various forms/types of goods used by the public, such as the telephone network, electricity supply, water supply and so on
- c. Group Services are the type of services that generate various forms of services required by the public, such as education, health care, management of transportation, post and so on.

Based on the opinion of some experts, it can be concluded that the public service is an activity carried out by government agencies in order to meet the needs of the community through the provision of good service and quality goods and services that can ultimately give satisfaction.

2. Public Satisfaction

Public Satisfaction is a government's efforts to meet the wishes and demands of the public for services provided. According Sedarmayanti (2012:280) satisfaction is defined as the levels of one's feelings after comparing the performance (results) that is perceived to his expectations.

Decree of the State Minister for the Empowerment of State Apparatus and Bureaucratic Reform of the Indonesian Republic Number 3 of 2003 on General Guidelines for the Implementation of Public Service stated that the level of public satisfaction as a measure of the success of the service is determined by the level of service recipient satisfaction. Satisfaction of service recipients achieved if the recipient of the service receive services in accordance with the required and expected.

Improving the quality of health care today can be achieved by utilizing technological developments. Utilization of technology developed is by providing information and computer-based data in support of governance and development, known as e-government.

C. ELECTRONIC GOVERNMENT (E-GOVERNMENT)

1. Definition of Electronic Government

The development of science, technology, information and communications in this century, making the government is trying to improve its performance in meeting the demands of society requiring professional services. In this case the government takes advantage of developments in information technology or electronic based or better known as *e-government*. Young Opinions (2003:45) defines *electronic government* is the use of technology by the government especially the use of web-based internet applications.

In the opinion of the World Bank in Indrajit (2002: 2), defines electronic government as follows:

"E-government refers to the use by government agencies of information technologies (such as wide area networks, the internet, and mobile computing) that have ability to transf, the internet, and mobile computing) that have ability to transform relations with citizorm relations with citizens, business, and other arms of government"

Thus the *electronic government* is the use of information and communication technologies by the government.

2. Benefits of Electronic Government

In the application of electronic government implemented through the reform of management information systems and communication among government agencies with optimizations of utilizing information and communication technology. There are several benefits to implementing Electronic Government at a government agency. According to Yustianto in Kurniadi (portalgaruda.ac.id) the benefits of the implementation of e-government are:

- a. Improving effectiveness and efficiency performance of the apparatus in the governance process.
- b. Improving Good Governance by control, transparency, and accountability.
- c. Empowering society through the new community creation of technology concept and able to anticipate global changes.
- d. Improving quality of public services from the government to the people.

According to Gore and Blair in Andrianto (2007:46) the following benefits are:

- a. Improving the quality of government services to its stakeholders (community, business and industry), especially in terms of effectiveness and efficiency performance in various areas of the country life
- b. Improving transparency, oversight and accountability of governance in order to implement the concept of *Good Corporate Governance*.
- c. Significantly reducing the total cost of administration, relations and interactions are issued by the government and other stakeholders for the purpose of activity every day
- d. Provide an opportunity for the government to obtain new sources of revenue through its interaction with the parties concerned
- e. Creating a new community environment that can quickly and accurately answer the various problems faced in line with various global changes and trends that exist
- f. Empowering communities and other parties as the government's partner in the process of making public policies equitably and democratically

The benefits of *electronic government* implementation by Presidential Decree of 2003 include two related activities, namely:

- a. Data processing, information management, information systems management and electronic work processes
- b. Utilization of information and communication technologies for improving public services that can be accessed easily and cheaply by people throughout the region

With the benefits generated through the implementation of *electronic government* make the activities of government easier in providing services to the public.

3. Types of Electronic Government Services

There are many types of services provided by the government. Grouping the types of services is influenced by aspects of the complexity and the beneficial aspects. In connection with these two aspects then by Indrajit (2002:29) the types of *e-government* services can be grouped into:

a. *Publish* (Publication)

This type of service is a service with one-way communication. The government publishes data and information held to be accessible via the internet by the public and other interested parties.

b. *Interact* (Interaction)

In this type of service has created two-way communication between the government and those who concerned. There are two applications, namely the form of portal sites that deliver searching facilities for people who need the data or information and the government to provide channels so that people can have discussions with certain units concerned, both directly and indirectly.

c. *Transact* (Transaction)

In this type of service occurs two-way interaction, but there was transaction relating to money from one party to another party.

4. Success Elements of Electronic Government

Based on the research results in the of *e-government* field, led by Prof. David Darcy of *University of Maryland*, which resulted in the formulation of the eight elements of success in implementing *electronic government*. The elements of success are in Indrajit (2002:62) as follows:

a. *Political Environment*

At this element is the condition or a political atmosphere in which the project concerned is located or implemented. In connection with these elements, there are two types of projects, namely "*Top Down Project*" (*TDP*) and the "*Bottom Up Project*" (*BUP*). "*Top Down Project*" (*TDP*) type relating to the existence of a project is determined by the environmental initiatives of the executive (e.g. President or Prime Minister) as the highest authority of government, or sponsored by the legislature (House of Representatives) as a fiduciary. In the *TDP*, there are two important aspects, namely through campaigns (*marketing*) against the desire to build *e-government* services to all members of society with a view to creating an efficient government and put this project as one of the highest priorities in the implementation of the country's development.

While the type "*Bottom Up Project*" (*BUP*) executed for their ideas or initiative from the head unit or employee (bureaucrats) who are in one government agency or department. There are three important aspects to be considered for the success of a project is the ease of getting links from internal circles, the clarity of the *e-government* application, significant benefits gained by the users (*end users*) of the implemented *e-Government* project.

b. Leadership

Leadership factors have an important role is the responsibility of the project manager to execute a project from beginning to end in accordance with the executed project cycle (*project life cycle*). By Indrajit (2002:63) the scope of leadership in an *e-Government* project boils down to the ability to manage the three things, namely:

- 1) Various political pressure that occur on *e-Government* project which lasted from both optimists and pessimists
- 2) A variety of resources required and allocated by *e-Government* project in question, such as human resources, finance, information, equipment, facility, etc.
- 3) A number of interests from various parties (*stakeholders*) of the existence of *e-Government* projects are executed.

A leader in order to be successful must have ability to do things as follows:

- 1) Articulating the vision and mission of *e-Government* in the implementation of the project activities
- 2) Developing a careful project planning and comprehensive (overall)
- 3) Conducting lobbying and negotiation
- 4) Having the ability to detect and examine obstacles that appear to happen in the middle course of the project and find a solution
- 5) Knowing exactly and details of the business processes associated with the implemented *e-Government* project
- 6) Learning the technical matters related to information technology and the Internet (Indrajit, 2002:64)

Leadership is not only on the ability of a good leader, but it takes a leader who can professionally carry out the strategic functions.

c. Planning

Planning has an important role because it is used to measure the extent of the results to be achieved, and the methods used in the implementation of *e-government*. Good planning will have a huge contribution to the overall project implementation.

d. Stakeholders

Stakeholders are parties related in *e-Government* implementation project. Is the leader's job to understand the interests of each stakeholder there and tried to unite in order to achieve the vision and mission of *e-Government* (convergence). Parties are considered as stakeholders in the *e-Government* include: government (agencies associated with the entire device management and employees), the private sector, communities, non-governmental organizations, companies and others.

e. Transparency/Visibility

According to Indrajit (2002:66) the transparency of *e-Government* project is closely associated with the presence of *stakeholder*, within the meaning of the word is that all the data and information should be available on the ins and outs

and the status of ongoing projects to be freely accessed by *stakeholder* that diverse, The availability of such information access project status, resource allocation, evaluation per stage of the project, and others aim to create credibility and legitimacy for both the organizers of the project or stakeholder as monitoring party. Allowing for the concerned parties to access the data and information related to ongoing projects indirectly a means of marketing (*marketing*) is quite effective, because there involved the seriousness of the government to always provide the best to its people through the implementation of numerous projects of *e-Government*.

f. Budgets

The strength of allocated financial resources to *e-Government* project is one of the strategic elements that determine the success of a project. Based on the facts, amount of the budget provided by the government (and the other sort of private or foreign aid) is very dependent on the level of priority given by the government against the related project

g. Technology

One of the important elements is technology. The technology started from the simplest and cheapest to the most sophisticated (*state-of-the-art*). Selection of the technology to be applied in an *e-Government* project is highly dependent on the available budget. The greater existing budget, increasingly sophisticated technology that can be selected and used, which tends to increase the probability of success of a project

h. Innovation

The final element that contributes to the *e-Government* implementation is an ability of the project's member to perform certain innovations. Innovation is not limited to the ability to create new products, but must have a sufficient level of creativity, especially in managing the *e-Government* projects that exist, so that many obstacles that are often encountered in a project can be easily removed.

E-government with this eight success elements can be implemented in all areas of public service, one of which is in the field of health. Utilization of information and communication technology in health sector is known as e-health.

D. ELECTRONIC HEALTH (E-HEALTH)

According to Kristianto *e-health* is a service in the form of information and communication technology applications are linked to the overall functional element supporting the health sector). E-health is a service in the form of information and communication technology applications are linked to the overall functional element supporting the health sector (portalgaruda.ac.id). On *E-Health*, data is transmitted, stored and retrieved electronically for the purposes of clinical, educational and administrative. Eysenbach in Kristianto explains that:

Electronic health is an emerging field of medical informatics, refers to the organization and health services and information using the Internet and related technologies. In a broad sense, the term that is the way in technical development, but

also a new way of working, attitude, and commitment to the network, global thinking, to improve locally, regionally, and worldwide health care by using information and communication technology (portalgaruda.ac id)

E-health is the innovation to improve the quality of health services based on the technology, as stated by the WHO, that *e-health* is:

Utilization of the Internet and the technology associated with it in the healthcare industry to improve access, efficiency, effectiveness and quality of clinical and business processes that run by health care organizations, practitioners, patients and Consumers in order to improve the health status of patients

(<http://www.who.int/trade/glossary/story021/en/>)

The WHO issued a resolution regarding *e-health* in 2005. In that resolution, the WHO encourages countries to:

1. Developing a long-term strategic plan to develop *e-health* services in various areas of health is good for health administration, legal and regulatory frameworks, infrastructure as well as public and private partnership mechanism
2. Developing ICT infrastructure for *e-health*
3. Building collaboration with the private sector and profit agency to support *e-health*
4. Developing *e-health* that reach people in particular are prone to health problems (*vulnerable*) and in accordance with their needs
5. Mobilizing cooperation across sectors in adopting the norms and standards of *e-health*, evaluation, the principles of cost-effectiveness in *e-health* to ensure the quality, ethics and security by promoting confidentiality, privacy, equity and equality
6. Developing a center of excellence and a network of *e-health*
7. Developing a model public health information systems for surveillance, response and emergency (<http://www.who.int/trade/glossary/story021/en/>)

Eysenbach in Kristianto (portalgaruda.org) explains that the "e" does not only refer to electronic, but broken down as follows:

1. Efficiency. One objective of the *e-health* implementation is the health services efficiency, reducing health care costs, such as lowering cost to diagnosis or consultation between doctor and patient.
2. Improving the quality of health services with the qualified informations and the believed resource, expected that information obtained by patient is more precise.
3. Based on the evidence, where all information should be based on scientific research.
4. Empowering consumers and patients, with knowledge information on medicine, treatment and electronic records of personal, health care is expected to be centered on the patient.
5. Creating a new relationship between patients and health profrsional towards a true partnership where decisions are made jointly.
6. Education for doctors and patients are sourced from on line
7. Enables standardization of information exchange between companies that engaged in the health industry.
8. Widening the scope of global health information because information technology has been able to make it happen with Internet technology.
9. Ethics. New challenges in their professional ethics and patient privacy.

10. Equity, health services should be able to reach all people of all age groups.

According J.CHealy in Kristiarto (portalgaruda.org) starring role in *e-health* is:

1. UN Agencies and International Agencies related to health, telecommunications and trade.
2. The government authorities from the national to local health and communicationrelated.
3. Educational institutions and research
4. The health professionals and their associations.
5. The customers, patients and their associations
6. Government organizations
7. The health industry and telecommunications
8. The mass media

It can be said that e-health is a service in the form of information and communication technology applications associated with parties supporting the entire health sector, including health departments, hospitals, health centers, pharmaceutical, universities, polyclinics and others. According to Kurniadi (portalgaruda.ac.id) basically, e-health is a healthcare application that consists of several components. The most important component in the implementation of e-health is the Electronic Medical Record (EMR). EMR contained in the health care system remotely by using telecommunications and information networks.

By implementing an integrated medical record, known as the Electronic Medical Record (EMR), the benefits to be gained are:

1. Data is to be complete and standards-compliant
2. The searching process is faster and more accurate
3. Abstraction, reporting more easily and even automatically
4. Storage is more compact, does not require a spacious room
5. Data can be displayed quickly as needed
6. Integrated with LIS (*Laboratory Information System*) for the results of laboratory tests
7. Integrated with PACS (*Picture Archive Communication System*) for radiology results (MRI) (www.bvk.co.id)

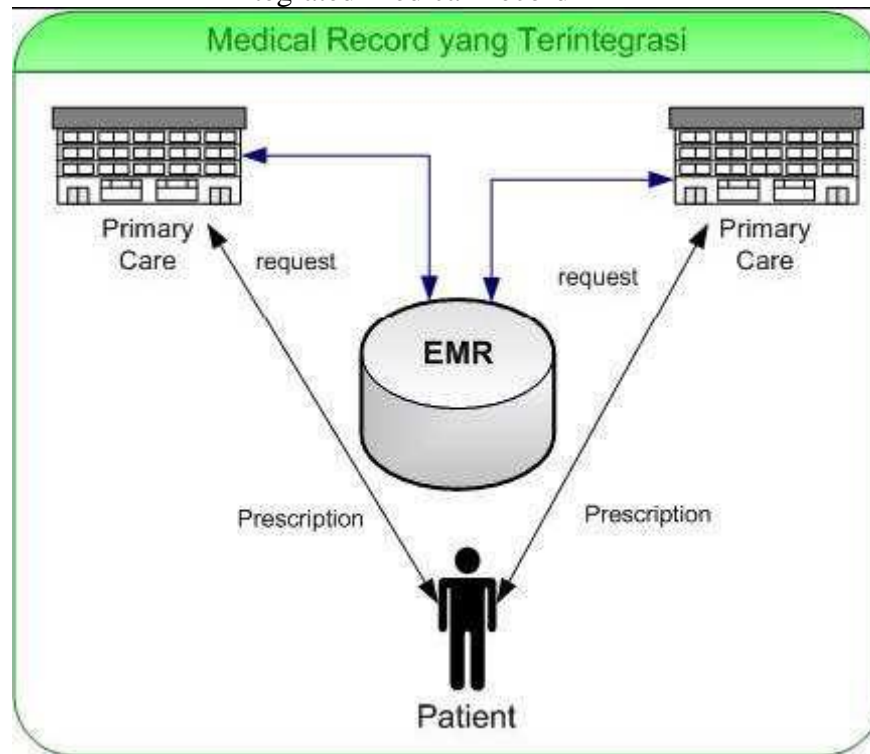
Richard et al delivers the benefits of Electronic Medical Record in improving the quality of health services, among others:

1. Increasing productivity: the use of an EMR system can reduce costs
2. Efficiency: EMR system is adopted, it can reduce the available resources to improve quality of service
3. Reduce the incidence of side effects of drugs in the treatment of inpatient and outpatient
4. EMR system can integrate recommendations of evidence-based for preventive care (such as screening tests) with patient data (such as age, gender, and family history) to identify patients who need certain services. This system can alert providers to offer services during routine visits and reminding patients to schedule maintenance.
5. EMR system can be an instrument for the management of disease (for high-risk patients, case management system helps coordinate workflow, including

communications between specialists and patients)
(www.mutupelayanankesehatan.net)

Below is a picture of two health institutions that use the data in the medical record of a patient together. With the EMR, it is possible to carry out the exchange of medical information from one place to another to assist the implementation of medical procedures with the aim of improving the quality of public health services.

Picture1.
Integrated Medical Record



Source: Supriyanto et all in Kurniadi (dinus.ac.id)

The implementation of e-health not only in terms of EMR, but also when the community of health center patients is being treated. With e-health, each patient only needs to scan the fingerprints to be checked. In addition, enables patients to get health care at the clinic, patient data will be integrated with other health centers and hospitals. This is particularly important when the patient's health center will be referred to the hospital. Therefore, all the data can be known easily by the hospital. In addition, the existing e-health data collection of stocks of medicines in all health centers and hospitals so they can know the use and drug stocks every day. Data on the number of patients, the ten most prevalent diseases, the ten most services, the type of patient and examination by fingerprints (www.jpnn.com)

With the implementation of e-health, the quality of health services is expected to increase with the availability of information quickly, easily, and quality and satisfaction materialized society.

CONCLUSION

The implementation of e-health is a form of innovation within the framework of the implementation of e-government. Eight important elements consisting of political environment, leadership, planning, stakeholders, transparency-visibility, budgets, technology and innovation are elements that are interrelated. By understanding the process of managing *e-Government* can improve success probability for the organization of public services, especially in the health sector through the implementation of e-health.

E-health are supported and implemented at the national, provincial, district/city, can be application that support public health. Quality of health in health sector is expected to increase with the availability of information quickly and qualified.

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Processes and Institutions of the Juvenile Justice and Welfare System in the Philippines

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ABSTRACT

The Philippines established its juvenile justice system in 2006 through the passing of Republic Act No. 9344 (An Act establishing A comprehensive Juvenile Justice and welfare System) and amended in October 3, 2013 as Republic Act no. 10630 (http://senate.gov._acts_www.gov.ph/2013/10/03/republic-act-no-10630/ Philippines). The passing of this law manifests the country's recognition of the dignity and rights of accused Filipino children. This is also in consonance with Article 40 of the United Nations Convention on the Rights of the Child which specifically mandates member states to recognize the rights of children alleged or accused of infringing the penal law and adopt measures that fully respect and safeguard the rights of the children

Using the legal framework of R.A. 10630 and the rehabilitative model of Bradshaw and Roseborough (2005) and focusing on the cases in Region X (Northern Mindanao) of Southern Philippines, this inquiry found that government agents such as the women and children's desk officers, the social workers and the local barangay officials represent the primary institutions that handle and attend to the welfare of the Children in Conflict with the Law (CICL). Thus, their manner of handling the CICLs is crucial to the pursuance of appropriateness and effectiveness of the interventions for the children to eventually become productive adults and citizens of the country.

Keywords: Juvenile Justice System, Juvenile Offenders, Children in Conflict with the Law (CICL)

INTRODUCTION

In August 28, 2006 in compliance with its international obligations the United Nations Committee on the Rights of the Child, the Philippines took a major step in enacting the "Juvenile Justice and Welfare Act of 2006" which is called the Republic Act No. 9344. Section 1 of Chapter 1 of the said act states that the law shall "cover the different stages involving children at risk and children in conflict with the law from prevention to rehabilitation and reintegration." Thus putting primacy on the protection and promotion of the CICLs best interest through the implementation of appropriate and rehabilitative programs, programs that attend to their physical, moral, spiritual, intellectual and social well-being. The rehabilitative model of juvenile justice according to U.N. (2006) is implemented to transform the children through holistic interventions that will deter minor offenders to engage in criminal acts. This process, according to the said law, provides an avenue for the children as victims of socio-economic circumstances to reform and become adults that are active in nation building. The law further emphasized the protection of the best interests of the child through measures that will ensure the observance of international standards of child protection, especially those to which the Philippines is a party. (http://www.senate.gov.ph/republic_acts_Republic_Act_9344)

In 2013, the amended act of R.A. 9344 now known as R.A. 10630 provides that a child older than 15 years old but has not yet reached 18 years can also be exempt from

criminal liability and be subjected to intervention programs unless he has acted with discernment. To ensure effective implementation of the law at the local level, the said law requires the creation of regional Juvenile Justice and Welfare Councils. and support the CICLs in the city (Ancheta-Templa et. al., 2004).

Intervention programs for CICLs is deemed by Basmore and Washington (1995) are applied not only to positively reform the minor while in custody among juvenile justice professionals but to also inculcate accountability and develop their unique competencies.

This approach according to Yangco (2010) is manifested by the Philippines through the DSWD. In 2010 the DSWD implemented the program that they called SHEPHERD whose main focus is the effective rehabilitation of the youth. It is composed of Social Services, Homelife Services, Educational Services, Psychological Services, Health Services, Economic Programs and Services in Rehabilitation Centers, Recreational Services, Developmental Services and Socio-Cultural Programs. Yangco (2010) adds that there is one-year assistance provided to the youth after they have left the rehabilitation center. The program also engages in a close monitoring to the youth's whereabouts to guarantee that the youth is coping well with the reintegration process (Yangco, 2010).

Similar initiatives were also implemented in Cebu and Davao cities. Cebu City constructed a child center facility named *Balay Pasilungan* for both children at risk (those who are caught loitering in the streets and public places) and CICLs. These children were turned-over to the CSWD wherein this agency conducts counselling to the parents and children

(Etemadi et. al., 2004). In Davao City, several organizations (such as the Juvenile Justice Group (JJG) gave assistance to CICLs. They formed a cluster with the Kabiba Alliance for Children's Concerns, which is composed of more than 20 organizations in Davao City that aim to work towards juvenile justice and CICL issues, protect the rights of children and youth in Davao City.

The rehabilitation process experienced by CICL'S after the commission of an offense and the interventions that they were subjected to are thus examined in this inquiry if they were effective in ensuring the best interest of the CICLs in Region 10, Northern Mindanao, Philippines.

Conceptual Framework

This inquiry utilizes R.A. 10630 and the rehabilitative model as its tools for understanding the phenomenon of CICLs in Region VI, Northern Mindanao, Philippines. R.A. 10630 posits that CICLs in custody (younger than 18 years of age) should be subjected to intervention programs and if they were handled by those who are part of the Juvenile Justice and Welfare Council in Region 10.

The rehabilitative model (Bradshaw and Roseborough, 2005) on the other hand, focuses on the treatment of the juvenile delinquent with the assumption that interventions such as probation supervision, work readiness, training, cognitive skills training, and behavior therapy will change behavior and reduce the frequency of juvenile offenses." Moreover, rehabilitation is deemed essential to juvenile delinquents and re-entry into mainstream society because being rehabilitated sets the foundation to lead a healthy lifestyle in the

community once out of the juvenile justice system.

Methodology

The study is basically descriptive in nature. The accuracy and meaningfulness of the information were gathered and identified through the use of survey questionnaires, key informant interviews, and review of office records. A triangulation of data through the conduct of Focus Group Discussion was conducted to ensure the validity of the information. The data was supplemented with the secondary data and field observations.

Purposive sampling method was used in the selection of the 49 CICLs and 20 interview respondents (parents of CICLs and personnel handling CICLs) from the 7 foster home or child-centers in the cities of Ozamis, Oroquieta, Tangub, Cagayan de Oro, Gingo-og, Malaybalay and Valencia. The child-centers are otherwise known as Bahay Pag-asa or Bahay Pangarap. Data gathering period covered from May 2015 to February 2016. The CICLs however choose not to answer all the questions, which explains the variation of the total frequency per table.

Descriptive statistics was employed to examine and compare the data from the research areas. However, data obtained from in-depth interviews and focus group discussions were analyzed using content analysis based on the themes that emerged from the data transcripts.

RESULTS AND DISCUSSION

The Process experienced by the CICLs of Region 10

The Juvenile justice and welfare system of the Philippines starts at the moment a young citizen below 18 years of commits an offense under the Philippine laws, is apprehended while committing an offense or is reported to a police officer.

The Experiences of the CICLs when apprehended

Table 1. The Experience/s of the CICLs upon being apprehended

Experience/s	Frequency	%
Was brought to the police station	9	22.0
Was reported to the Barangay/brought to the center	1	2.4
Was high with drugs	1	2.4
In fear/afraid /Got worried/was shocked/nervous/ cried/ Violence conducted by policeman/ sec. officer	21	51.3
Thankful/Willingly surrendered/was taken cared of/Psychologically prepared	5	12.1
Was framed	2	4.9
Tested the CSWD facility	1	2.4
Did not feel anything	1	2.4
Total	41	100

In the case of the CICLs who were housed in the 7 child center facilities of Region 10, they stated that after they were apprehended, they were brought to the police station (22%), while the other children were reported to the barangay and then brought to the center (2.4%). Moreover, majority of them felt afraid, worried and nervous (51.3 %). Only a few of them experienced care and felt thankful (12.1%) afterwards.

It is clear then that when the minor offender is under the custody of the authorities, they begin to feel scared of what will happen to them. At this stage the child

is now in the care of the state through its juvenile justice officer (either a police or a barangay official), respect of the rights and welfare of the child, Stier (2009) posits, is now incumbent on the state.

Table 2. Experience/s of CICLs during their current apprehension

Experience/s	Frequency	%
Was fed/detained at the police station	5	15.2
Turned over to the center with a court order	8	24.2
Experienced violence/was afraid	9	27.3
Was arrested in a raid/was caught at the site of the crime	4	12.1
Felt bored and lonely	1	3.0
Was made to buy drugs	1	3.0
Had lectures/schooling at the center	1	3.0
Surrendered/was resigned to my fate	4	12.1
Total	33	100

It is significant to note that some of them were quite afraid and experienced violence from the apprehending officers (27.3%). The other CICLs however experienced being turned over to the child center facility (24.2%) when the apprehending officer was able to secure a court order. For the children who were brought to the police station, they indicated that they were fed (15.2%) while they were temporarily detained there. Furthermore, few (12.1%) of the CICLs were apprehended in a raid which also serves as the site of the crime.

One child however (3%) was made to buy drugs as compared to another (3%) who went through a more appropriate measure in which he underwent lectures or some schooling at the child center facility.

The experience of violence of some of the CICLs contradicts the requisite of child protection that is mandated on the juvenile justice practitioners (R.A. 10630).

Personnel handling CICLs

Table 3. Experience/s with the Police Personnel

Response	Frequency	%
Experienced violence/ harassment/ was afraid/ was lied at/ was mad/ angry/ threatened	19	41.3
Was fed/ was lectured on/counselled/no complain/ good/it's okay	24	52.2
Was arrested	3	6.5
Total	46	100

Majority of the CICLs (51.2%) stated that they were treated well by the police personnel who attended to them by being fed and counselled at the station. The other children (41.3%) on the other hand, were subjected with violence by the said personnel that is why they felt threatened and angry when they while in custody. Lastly, a few (6.5%) of them were subjected to arrest. These children who are incarcerated in facilities for adult offenders are apprehended in Oroquieta and Malaybalay cities where there is no child center facility.

While the CICLs under custody are deprived of their liberty (R.A. 9344), they are however entitled to appropriate interventions that function as transformative measures with the aim that these children will become better persons once released from custody. Nonetheless, some authorities in Region 10 still subject the CICLs to violence.

DSWD Personnel

Table 4. Experiences with the DSWD Personnel

Response	Frequency	%
Counselling/ was fed/ taken care of/had good influence on the children/ thankful/ Good it's okay	29	67.4
Was not attended to sometimes/was brought to the prison for detention	3	7.0
None/No idea/don't know them	11	25.6
Total	43	100

The CICLs (67.4%) who were in the care of the DSWD personnel at the child center facility were counselled, fed and other were given other service that will help them transform positively. A number (25.6%) did not seem privy to what services were provided to them yet a few (75) claimed that their experience was not positive because they were not attended to and were brought to prison after being apprehended.

The DSWD personnel who manage the child center facility employs services that serve to address the family and social factors of delinquency and to correspond to the learning styles of the CICLs. Day, Howells and Rickwood (2004) label this practice as using both needs and responsivity principles of effective rehabilitation centers.

Table 4. Experiences with the Family

Response	Frequency	%
Was worried/cried/pitied/guilty/ was full of regrets/ missed them	11	31
Was given support/ Counseled on/ Treated fairly	12	34
Thankful/willingly surrendered	5	13
No comment	8	22
Total	36	100

As CICLs in custody they felt worried, guilty and missed (31%) their parents a lot. The parents of other CICLs gave them support, some counselling and fair treatment (34%). A few (13%) of them are thankful for having their parents and through their parents' prodding they willingly surrendered to the authorities.

The restriction of liberty of the CICLs once in custody brings out negative emotions among them. At this stage, they long for the support of their parents and is indeed crucial for them throughout the process.

Court Hearing

Table 6. Experiences with the Court Hearing process

Response	Frequency	%
It takes time and is always postponed/ A long process /medical test	6	21.4
Was read/informed about the case with the complainant/ Plead guilty at the 2 nd hearing/cried	4	14.3
Had settlement at the court and paid for the damage/Okay	7	25.0
Temporarily dismissed/ Lost our evidence when the hall of justice caught in fire	2	7.2
No court hearing scheduled/ Escorted by the guard to the court, no CSWD personnel, with lawyer	9	32.2
Total	29	100

A good number of the CICLs (32.2%) related that their cases have become uncertain because they have not

been scheduled yet for a hearing and observed that there was no proper escort while they attended their hearing as there was no DSWD personnel present. The other CICLs though are quite positive (25%) with how their case is being handled at the court while the cases of some (21.4) are subjected to delays and postponement.

The experience of delays, postponement and uncertainty of the process of court hearing for the CICLs in Region 10 is a violation of R.A. 9344. Section 5 of the said law provides that the CICL is entitled to due process at the Family Court.

Foster home/child-center/Bahay Pag-asa

Table 7. Experiences and learnings gained at the foster home/child-center/ Bahay Pag-asa

Response	Frequency	%
Not to commit the act again/Not to steal/ had regrets/ Not to take the law in to my hand/ Not to be influenced/to room with my peer/ Not to defy my parents	26	72.23
Learned how to cook, do gardening and cleaning/ to study well	8	22.2
Learned Nothing	2	5.56
Total	36	100.00

Many of them (72.23%) had regrets of what they had done and experienced as a CICL. They vowed not to commit any offense in the future, not to be influenced by their peer and vowed to obey their parents. These were their realizations while at custody at the child center facility. Some of them (22.2%) stated that they acquired

productive skills like cooking, gardening and the ability to study well. Only 2 (5.56%) indicated that they did not learn anything at the center. This reveals that the CICLs are subjected to rehabilitation at the center that cater to their social and other learning skills.

Intervention Programs received by CICLs

Table 8. Intervention Programs that the CICLs were Subjected at the Child Center Facility

Response	Frequency	%
Growth in faith/prayer worship/spiritual	13	30
Schooling (ALS)and Cooking	14	33
Was taken cared of	4	10
Recreation/get together	3	7
Sportsmanship exercise	4	10
Counseling	4	10
Total	42	100.0

Among the interventions that the CICLs underwent at the child center facility were spiritual activities (30%) and alternative learning system (ALS) and cooking (33%). They were also given counselling (10%), exposed to social activities like recreation and get together (7%) and physical activities (10%) like sports.

Table 9. Effectiveness of the intervention programs

Response	Frequency	%
Imprisonment as compared to the center	1	2.9
A lot/ Was taught how to become a better person/ Good in faith/ To finish schooling/ Given a chance to work	31	91.2
None	1	2.9
Have fun	1	2.9

Total	34	100.0
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Most of the CICLs (91.2%) affirmed that they find the intervention programs have taught them a lot. They said that through the said programs they have learned to become better persons, to have a strong faith in God, to pursue schooling and acquired skills that will make them productive in the future. Only a few (2.9%) stated that imprisonment of CICLs is a better measure to reform them that being made to stay at the child center for the duration of their custody.

Police Personnel

Table 10. Experiences of the CICLs with the Police personnel

Response	Frequency	%
They hurt us/punish/scolde d/one sided/Did not sleep well/ It takes a long time to give the release papers	8	27.5
Okay	3	10.34
No comment	18	62.07
Total	29	100.00

Majority (62.07%) of the CICLs chose not comment on the handling of the police personnel of CICLs. A good number (27.5%) of them stated their negative experiences with the police personnel, that they experienced being hurt, scolded and delayed release of papers. Only a few (10.34%) of the CICLs said that they are treated nicely by the police personnel.

On the implementation of the intervention programs for the CICLs in Region 10

Table 11. Measures to be done by the DSWD Personnel

Response	Frequency	%
They should help the minor who have abused	1	3.23
Okay	4	12.90
No comment	24	77.42
Thank them/okay	5	16.13
Others: (The case)	1	3.23
Total	31	100.00

Majority of them chose not to comment on the handling of CICLs at the center. The DSWD personnel according to a CICL (3.25%) should be at the center to help them.

Family

Table 12. The action taken by the Family of the CICLs while in custody

Response	Frequency	%
None	22	73.3
Seldom visit	1	3.3
Hopes of visit by parents/ to thank them	4	13.4
Nobody to talk to	2	6.7
They have to realize what I have done	1	3.3
Total	30	100.0

The CICLs's family did not pay a visit to them either at the child center or at the jail (73.3%). They can only hope to see their parents and be able to thank them (13.4%). Only one of them was visited by their family. 60% of those who chose to provide their view said that they did not undergo any hearing.

Table 13. Court Hearing

Response	Frequency	%
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None	15	60.
Takes a long time/slow process/postponed/ To plead to a crime I did not commit	6	24.00
To thank/ Settlement	4	16.00
Total	25	100.00

While in custody, the hearing of their case takes a very long time(24%), they were also urged by the lawyers and the personnel handling them to plead guilty of the crime (16%) that they are accused of to shorten their term at the prison or facility.

The Juvenile Justice and Welfare System Practitioners of Region 10

Table 14. Designation of Personnel Handling CICLs in Region 10

Designation	N	%
CSO Center/ DSWD Social Worker/ Center Head	15	37.5
Guard Center/ House Parents/ Caretaker	14	35.0
Police/ Women Disk	9	22.5
LGU	2	5.0
Total	40	100.0

A good number of the juvenile welfare practitioners are Social Workers of the Social Welfare Department (37.5%) and personnel at the child center facility (35%). Police officers (9%) and local officials at the barangay(2%) also handle CICLs at their respective localities. This is in consonance

with R.A. 10630 mandating the composition of a functional Juvenile Justice Council.

Table 15. Personnel Handling CICLs by Area Assignment

Area Assignment	N	%
Iligan City	2	4.8
Cagayan de Oro City	10	23.8
Ozamiz City	4	9.5
Gingoog City	6	14.3
Oroquieta City	4	9.5
Malaybalay City	8	19.0
Valencia City	5	11.9
Tangub City	3	7.1
Total	42	100.0

Cagayan de Oro City has the most personnel handling CICLs (23.8%) as it is an urban city with a child center facility that houses both CICLs and children at risk (street children). This is followed by Malaybalay (19%), Gingoog (14%), Valencia (11.9%), Ozamiz (9.5%) and Oroquieta (9.5%). Tangub (7.1%) and Iligan (4.8%) has the least number of personnel devoted to CICLs.

Table 16. No. of Years handling CICLs

No. of years in handling the CICL's	N	%
1-12 months/ 1 yr.	1	2.9
1 - 2 years	3	8.6
2 - 3 years	9	25.7
3 - 4 years	2	5.7
4 - 5 years	4	11.4
5 - 6 years	1	2.9
6 - 7 years	3	8.6

7- 8 years	4	11.4
8 - 9 years	1	2.9
9 - 10 years	2	5.7
10 years & above	5	14.3
Total	35	100.0

The Personnel handling CICL in Region 10 has handled them for 2-3 years (25.7%), 4-5 years (11.4%), 7.8 years (11.4%). This means that their exposure in handling CICLs vary because some practitioners are new to the job while the others have been in the job longer than 5 years.

Table 17. On whether the arrest of the CICL is documented or reported

Responses	N	%
Yes, Turned over to CSWD immediately for further interview	6	16.7
Yes, Turned over to police then to CSWD	5	13.9
Yes, Thru DSWD interview	3	8.3
Yes, There thru police procedure	12	33.3
Yes, Forwarded to the Court	3	8.3
Yes	4	11.1
Police, CSWD then to <i>Balay Pangarap</i>	1	2.8
Yes, CICL are mobilized by adult offender	1	2.8
Thru referral from barangay officials concerned citizen	1	2.8
Total	36	100.0

Table 18. The personnel who apprehended the CICL and those who are

present during the apprehension

Responses	N	%
Detention Center	1	3.0
PNP, CSWD and DSWD	6	18.2
WCPD	2	6.1
PNP	12	36.4
Social Worker	1	3.0
BPSO then to PNP (Brgy. Peace and Security Officers)	10	30.3
PNP then forwarded to the Court	1	3.0
Total	33	100.0

When the children were apprehended when they committed an offense, the apprehending personnel were either the police officer (36.4%) or the barangay personnel (30.3%) and witnessed by authorities from police and the social welfare departments.

Table 19. The agency and institution of the personnel handling CICL

Responses	N	%
PNP	21	43.8
CSWD/DSWD	14	29.1
Barangay Officers	7	14.5
DOJ/PAO	4	8.3
DILG	1	2.1
NBI	1	2.1
Total	48	100.0

A good number of the personnel handling CICLs are police officers (43.8%), followed by the CSWD workers (29.1%). Other personnel include Barangay Officers (14.5%), Department of Justice OJ (Public Attorney's Office) (8.3%), Department of

Interior and Local Governance (2.1%) and the national Bureau of Investigation (2.1%).

Table 20. The location where CICLs are apprehended

Responses	N	%
During the commission of the crime/ <i>Sa siyudad, kon asa sila mangawat</i> (At the city proper where they committed theft)	28	51.9
Outside the home	22	40.7
At home	4	7.4
Total	54	100.0

Majority of the CICLs apprehended were caught in the act or during the commission of the crime (51.9%). This is followed by those who were apprehended just outside their homes (40.7) and the child's residence (7.4%).

Table 21. Steps after the apprehension of the CICL

Responses	N	%
Turned over to DSWD/CSWD (for counseling) Referred to the Rehabilitation Center	24	77.4
Turned over to PNP/ WCPD /Depends upon the crime committed if it is a major offense, referred to the Court	7	23.6
Total	31	100.0

Most of the CICLs are turned over to the social welfare officer at the rehabilitation or child center facility for counselling (77.4%). In some cities where there is no child center

facility, the other CICLs are either turned over to the police. But in cases whereby by the apprehending officer determined that the CICL has committed a major offense (e.g. rape, murder), the child offender is referred to the court (12.9%).

Table 22. The treatment of the CICL when he/she was apprehended.

Responses	Frequency	%
Treat the CICL in a good way/ Counseling/Okay	24	85.7
Separate from adult detainees/ Detained for a while	4	14.3
Total	28	100.0

According to most of the personnel handling CICLs, the children under their custody should be treated in a good way (85.7%) such as through counselling. A few of them however stated that the CICLS should be separated from adult detainees at the detention center (14.3%).

Table 23. Name of the center where the CICLs are subjected to Rehabilitation

Responses	Frequency	%
Pag-asa Youth Home/ Dangpanan/ Pag-asa Youth Holding Center of CSWD	4	14.3
Balay Pangarap - Youth Center	15	53.6
Tahanan ng Kabataan and Home Care for Girls	1	3.6
Juvenile Home/ On-Going Center	8	28.6

construction		
Total	28	100.0

The cities of Region 10 have different names for their child center facility. One is called the Balay Pangarap Youth Center (53.6%), Juvenile Home (28.6%), Pag-asa Youth Home/ Dangpanan/ Pag-asa Youth Holding Center of CSWD (14.3%), and Tahanan ng Kabataan and Home Care for Girls (3.6%)

Table 24. Services were provided to the CICLs at the Child Center Facility

Responses	Frequency	Rank
Brought to the Court	4	5
Counseling/ Social Services/ Rehabilitation Services/Home Life Services	64	1
Education	25	2
Medical Services	9	4
Religious Services	11	3
Visitation of the family	1	6
Total	114	

*Multiple Responses

Counseling, social services and related services to transform the CICLs are among the primary services that they are subjected to at the child center facility. This is complemented with other services that include education, activities related to strengthening their faith, medical services, court hearings and the visitation of the family of the CICLs

Table 25. Length of stay of the CICL at the Juvenile Center Facility

Responses	Frequency	%
6 months to 2 years rehabilitation	13	43.3

Days only if street children	3	10.0
Depending upon the case	3	10.0
Depending on the CICL recovery	1	3.3
Depending on the court order	7	23.3
Turned over to the parents	3	10.0
Total	30	100

6 months to 2 years rehabilitation (43.3%) is the duration of stay of some CICLs at the child center facility. The stay of other CICLs depend on the court order (23.3%) and may also depend on the case (10%). The street children or children at risk (10%) on the other hand stay only for days at the center. A few of the children are turned over to parents (10%). Some of the children's stay at the center depend on the success of their rehabilitation process (3.3%).

Table 26. The personnel who supervise and attend to the CICLs

Responses	Frequency	%
BJMP/Jail Guard	3	12.5
Court/ PAO	2	8.4
House Parent	4	16.7
PNP	1	4.2
Social Worker	14	58.3
Total	24	100.0

For the CICLs who are in custody at the child center facility, it is mainly the social worker (58.3%) who supervises and attends to their needs. The house parents (16.7%)

at the facility assist the social worker. For the CICLs who are detained in a detention center or a prison facility for adults, it is the jail guard (12.5%) who supervises them. And when they are brought to court for hearing, the lawyer from the public attorney’s office (PAO)/DOJ and a police officer supervise the CICL at the proceeding.

Table 26. The Personnel in charge of the case of the CICL

Responses	Frequency	%
DSWD, CSWD, Social Worker/ Center Head/ Social Worker with the assistance of the police	25	67.6
House parent and Watchman	1	2.7
PAO	5	13.5
Women's Desk Officer	6	16.2
Total	37	100.0

The personnel in charge of the case of the CICL is a designated Social Worker (67.6%). They are assisted by the women desk officer at the police station (16.2%), by the house parent at the child center facility (2.7%). During court hearings the social worker is assisted by the legal officer from the Public Attorney’s Office (13.5%). Thus it is the social worker that mainly handles the cases of the CICLs at the facility and at court hearings.

Table 26. The procedure that the CICLs go through before they are released

Responses	Frequency	%
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Pre discharge case conference with their parents/ Counseling with the parents and the child	9	28.1
With a Court Order - it depends on what division that issues the order/ File case before release	11	34.4
Monitoring	1	3.1
DSWD documentary	4	12.5
The Center Head in charge of the case will do the progress report/Interview program	7	21.9
Total	32	100.0

The CICLs according to the personnel handling them undergo a court hearing (34.4%), other CICLs go through a pre-discharge case conference with their parents/ Counseling with the parents and the child (28.1%). The Center Head in charge of the case will interview the CICL and do the progress report (21.9%), DSWD documentary (12.5%), monitoring (3.1%).

Table 27. Conditions set before the CICL Is released

Responses	Frequency	%
DSWD/ Counseling	5	17.2
Division program	4	13.8
6 months after care services given by CSWD	11	37.9
It depends upon the case	3	10.3
I Don't know	1	3.4

Close monitoring	5	17.2
Total	29	100.0

Among the conditions that are set for the CICLs before they are released are for them to undergo 6 months after care services by the social worker in charge (37.9%). Other conditions include counseling (17.2%), close monitoring (17.2%), division program (13.8%). The conditions set however according to a few depends on the case (10.3% of the CICL).

Table 28. The problems, difficulties and challenges encountered by the institutions in handling CICL's and in implementing restorative justice for CICL's

Responses	Frequency	Rank
CICLs are hard headed/ Unresponsive Client/ Recidivist	18	1
CICLs were used by adult offenders	4	4
Financial problem/ limited budget/ The benefits were not fully given to the CICL/ Insufficient program for the juvenile offender	18	1
Lack of facilities/ personnel	15	2
Lack of parental support	9	3
Multi-tasking lead TO lack of focus on the case	1	8
Okay	2	6
Overload of court cases	1	7
Recording problem	1	7
Some CICLs are accepted from detention center	3	5
The Laws are not	3	5

implemented well		
Turned over to the parents	3	5
Total	78	

*Multiple Responses

The hardened attitude and behaviour of recidivist CICLs and the insufficient budget are among the top challenges experiences by the juvenile justice and welfare practitioners in Region 10. This challenge is followed by the lack of facilities and personnel at the child center facility, lack of parental support, the use of the CICLs by adult offenders, laws are not fully implemented, turned over to the parents, some of the CICLs are from detention center (of adults). 7 overload of court cases, recording problem. 8 multi-tasking lead to lack of focus on the case of the CICL

Table 29. Suggestions and Recommendations to enhance the implementation of restorative justice on the CICL's

Responses	Frequency	%
Active barangay officer/s	1	4.0
Additional skilled personnel for the detention Center/ Complete facilities for CICLs	9	36.0
Amend R.A. 6975	2	8.0
CICLs should be in a Rehabilitation facility	1	4.0
Enough budget	1	4.0
Livelihood program	3	12.0
More Training regarding R.A. 9344/ Implementation of the Law	7	28.0
Social Worker should be	1	4.0

forwarded only with CICLs		
Total	25	100.0

The implementation of juvenile justice and welfare system in Region 10 can be attained through additional skilled personnel for the detention center/ complete facilities for CICLs (36%), More Training regarding R.A. 9344/ Implementation of the Law (28%), livelihood program (12%), the amendment of R.A. 6975 (an act Establishing the Philippine National Police under a Reorganized Department of the Interior and Local Government) (8%), CICLs should be in a Rehabilitation facility, enough budget and that social workers should only be forwarded with CICLs cases only (4%).

This means that most child center facilities at the Region lack skilled personnel and facilities to be able to properly rehabilitate and transform the CICLs under their custody.

Table 30. The kind of assistance needed by the personnel and institutions to solve the problem on the CICLs and from whom they need help

Responses	Frequency	%
Additional sufficient budget	2	5.7
Well trained social worker/ LGU on services local government concerned with CICL	16	45.7
Complete facilities for CICLs/ Livelihood program	8	22.8
Implementation of the law	2	5.7
Conduct an orientation about CICL	1	2.9
Community	2	5.7

Coordination with the parents	2	5.7
Follow legal procedure	1	2.9
To God	1	2.9
Total	35	100.0

The personnel and institutions handling CICLs are in need of well-trained social workers and for the city or barangay concerned to provide services (45.7%) and complete facilities for CICLs that include programs like livelihood (22.8%). The full implementation of the law concerning CLCLs (5.7%) is also deemed as an important measure that will help address the problem of CICLs. Other measures include cooperation from the community (5.7%), coordination with parents (5.7%), conduct an orientation about CICL (2.9%) and the application of a proper legal procedure (2.9%) on the cases of the CICLs.

Table 31. The program/ project recommended by the personnel and institutions handling CICLs so that the CICLs will no longer commit crimes

Responses	Frequency	%
Education/ Intervention/ Livelihood and recreation program/ Skills training/ Program that will address the needs of their psychosocial, spiritual aspects	20	57.1
Close monitoring	1	2.9
Strict policy like curfew	1	2.9
barangay action officers	2	5.7
Seminar for parenting/ parental guidance	6	17.2
Complete facilities	1	2.9

Okay	1	2.9
Total	35	100.0

An intervention approach that include livelihood (skills) and recreation program, that will address the needs of their psychosocial, spiritual aspects (57.1%), and seminars for parenting and parental guidance (17.2%) were the programs recommended so that the CICLs in their custody and in their area will no longer resort to committing offenses in the future. This may be strengthened when there are trained barangay action officers (5.7%), there is close monitoring among the CICLs by social workers (2.9%) and there is strict policy of curfew (2.95%) for minors in all localities. The provision of complete facilities (2.9%) at the child center is also recommended to facilitate the rehabilitation of the children concerned.

Table 32. What should the LGU do to CICLs who were apprehended

Responses	Frequency	%
Center-CICL for intervention and diversion Education	19	63.4
Coordinate with the parents/ parenting activities/ Give punishment for the parents	5	16.6
Follow what is mandated by law	3	10.0
Education	2	6.7
Hearing of the case should not be delayed	1	3.3
LGU - Community extension	2	6.7
Total	30	100.0

Recognizing the role of the LGU where the CICLs are apprehended in minimizing if not eliminating the problem of having CICLs, the practitioners believe that the LGU should establish a center for intervention and diversion Education (63.4%), coordinate with the parents/ parenting activities/ Give punishment for the parents (16.6%), implement the law (10%), education and LGU-community extension ((6.7%), prompt hearing of cases of the CICLs (3.3%). Indeed some cities still has to establish a child center facility for the CICLs in their area.

Table 33. What the LGU can do to minimize the repeated commission of crimes by the CICLs

Responses	Frequency	%
Activate BCPC in every barangay/ Community based program	6	20
Assessment	2	6.7
Close monitoring	3	10.0
Counseling/ Programs and Services/ Livelihood program	9	30.1
Full establishment of a center	4	13.3
Seminar on responsible parenthood	2	6.7
Strictly implement the laws	4	13.3
Total	30	100.0

In order to minimize commission of crime/s by the CICLs, the LGU should employ programs and services that include counselling and livelihood training (30.1%), The city and the barangay should also activate the barangay committee for the protection of children (BCPC) and strengthen its community based program

(20%). The full establishment of a child center facility (13.3%) and the strict implement the laws at the local level (13.3%) is also deemed to help minimize the occurrence of children turning into CICLs. These strategies has also to be supplemented with close monitoring (10%), seminars on responsible parenthood (6.7%) and an assessment (6.7%) of the cases of the CICLs at the local level respectively.

CONCLUSIONS

The CICLs apprehended at Region 10 of the Northern Mindanao are under the custody of the state through its trained personnel such as the police officer at the women's desk and the social workers. The said personnel cognizant of the rights of the child as stipulated in R.A. 9344 applied appropriate interventions that address the fear and isolation experienced by the CICL. The children were fed, counselled and were given other services. Some of them however experienced delays in their court hearings.

The children regret of having committed a crime and have benefited from the intervention programs at the child center facility because it has made them become better persons. This affirms Basemore and Washington's theory on intervention approach to minors that the intervention programs applied on CICLs should aim to positively reform the minor while in custody among juvenile justice professionals and to also inculcate accountability and develop their unique competencies.

It is salient to note that some minors though still believe that imprisonment is a better punishment to correct youth offenders.

Proper legal and other related procedures before they were released from

custody along with after care services from the social workers were experienced by the CICLs.

The biggest challenge for the personnel and institutions handling CICLs however is the recidivist attitude and behaviour of the CICL and they need more well-trained social workers to effectively handle this. This must also be supplemented with an appropriate budget, good facilities and the full implementation of R.A. 9344 starting at the barangay level. Crucial for the prevention of the occurrence of CICLs at the barangay level is the activation of the barangay committee on the protection of the child, a seminar on the R.A. 9344 and the active role of the parents.

RECOMMENDATIONS

For Policy recommendations, the following are advanced:

1. To prevent children from being exposed to crimes in the streets, a strict implementation of the curfew is needed at the local level.
2. To mandate the parents of CICLs to undergo seminars on R.A 9344 and be involved in the skills training of the children so that they will encourage the children to reform and become productive adults.
3. For the barangays to organize barangay committee on the protection of children (BCPCs) and have dedicated and trained personnel as members.

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China, Sulu and Cebu Connection:
A Preliminary Study on the 16th century trade relations

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ABSTRACT

The earliest contact between China and the Philippines hasn't been definitely established but according to archaeological excavations, trading first occurred between the two countries beginning in the 10th century AD. Based on records, trade relations began to flourish during the Sung and Ming Dynasties between the 12th to the 16th centuries. Trading between China and the Philippines became possible only when the Philippines was drawn into it due to the existence of extensive trading in several entrepots found in the Malay-Indonesian archipelago. By browsing documents, carefully checking on existing literature and employing the archival method of research, the main issue of this paper is an attempt to establish trade relations between China and some parts of southern Philippines, giving emphasis on the roles of the Sulu Archipelago and the island of Cebu in the 16th century. Furthermore, this paper seeks to 1) Identify the reasons that drew Chinese traders to Sulu and Cebu; 2) Examine the commercial activities between Chinese and the native traders; and 3) Discover what goods attracted the Chinese to visit the abovementioned places.

Keywords: trade, entrepot, Chinese

INTRODUCTION

For centuries, before the advent of Western powers in Asia, imperial China was the only power that lorded all nations. Because of China's advance culture and great influence, it was considered as the center-of-the-world and its emperor, the son of heaven. All nations that had come into contact with China bowed down to it and those who refused to acknowledge its overlordship risked being invaded by its powerful army. China was not just a political power to contend with but its economy was also admired due to the vastness of its reach. During the times when travel over land was still long, tedious and risky, its citizens had already reached various parts of Europe via the silk road. Not content with land-based trade routes, Chinese citizens have also explored various parts of the world, as far as the Americas and even Africa in order to trade. China's maritime trade with Southeast Asia is so ancient that it is said to have started in the 3rd century BC.

When various polities in Southeast Asia were formed, the Chinese, on junks carrying goods from the mainland came to trade with them. It was because of this brisk trade with China and other countries that the entrepots of Malacca and Moluccas were formed in the late 14th

century to the early 15th century. It was probably through these entrepots being just found along the maritime route that the Chinese also came to trade with Sulu and Cebu in the Philippine archipelago. This paper, which is a preliminary study, will tackle the trade relations of China, Sulu and Cebu in the 16th century and will specifically seek to 1) Identify the reasons that drew Chinese traders to Sulu and Cebu; 2) Examine the commercial activities between Chinese and the native traders; and 3) Discover what goods attracted the Chinese to visit the abovementioned places.

METHODOLOGY

In conducting the study, the researchers relied on translated primary materials, as well as secondary materials available at the University of San Carlos library, Cebu City; MSU-IIT Main library in Iligan City, personal libraries and online journals.

FINDINGS OF THE STUDY

Early Chinese Maritime Trade in South East Asia

Different sources tell of different times when the Chinese first went into maritime trading. Some peg it in the 3rd century BC but others reckon it to the 2nd and 3rd

century AD, when Chinese silk first reached the Roman Empire by way of the high seas. As a result, ports along the coasts of China began to develop. The succeeding dynasties began to gradually expand the maritime trade of China with other countries, thus, crossing vast seas and oceans.

As early as the 3rd century BC, Malay sailors were already known in China. Hall posits that thereafter the Chinese first sailed to the Strait of Malacca. Sometime on the 2nd or 3rd century AD, Chinese traders had found their way to Funan where traders bought goods from Malay sailors from different Southeast Asian ports passing by the Strait of Malacca. Malay sailors brought goods to China themselves but in order to make their trip worth their while, they also brought back goods from China to their respective ports. During the T'ang Empire (618-907 AD), records show that Chinese junks had already frequented the Moluccas (Goodio 2002:1) Such states as *Shu-nai* and *Kamtang* islands (located in the southeast which apparently corresponds to the Philippines) begin to be mentioned in T'ang annals by 628-939 AD (Craig 1916:6)

Trading between the empire and the regions around South East Asia, also known as the "*Nanhai Trade*" in reference to South China Sea became an important commercial trade route (Goodio 2002:2).

The significance of *Nanhai* to the commercial activity of China prompted the emperor (around 960-1279 AD) to take such drastic measures to control the area (Scott 1983:1), which included the Champa coast (Vietnam), Srivijaya (Palembang) and the Strait of Malacca (Melaka). The opening of additional shipyards in the provinces of Guangdong, Fujian and Zhejiang contributed to the increasing numbers of Chinese junks during the Song Dynasty.

However, during the early period of the Ming Dynasty (around 1371 AD), a policy that prohibited maritime trade with other countries was implemented. This was introduced during the leadership of Ming's first emperor Hong Wu to regulate foreign trading to the empire. The empire would then establish a stipulation to the number of envoys and vessels that tributary countries will send. In effect, the policy disrupted the established maritime links of China with other countries since trading only became possible as part of the imperial tribute system (Schottenhammer 2012:29). Only the tributary missions from other countries were allowed permission to enter the ports of China. This became the only way for Southeast Asian countries to acquire goods from China. The scarcity that was created due to the new policy instead stimulated illegal activities such as smuggling and piracy within the region. The illegal activities happened because of the defiance of most merchants from

various parts of the South China against the Ming Dynasty's attempt to curtail their livelihood (Bradley 2008:29).

The prohibition on maritime trade had severely affected the development of one of China's important port-city, Quanzhou. It was described that this port-city was the starting point for what is known as the "*Maritime Silk Road*". The empire's policy against private trade forced some Chinese merchants to migrate to nearby ports that were not that strictly monitored by the government, such as the Moon Port of Zhangzhou. China returned to the center of maritime trade under the reign of Chinese emperor Yung Lo (1402-1424), who changed the policies that were introduced by his predecessor. Because of this, the economic maritime trading and other developments in the empire became unparalleled as compared with the previous dynasties. This was described as the dynamic and outward-looking period in Chinese history as evidenced by the empire's commercial revolution. Overseas trade flourished in coastal ports around the Pacific and Indian Ocean, eastern coast of Japan, Korea, Philippines, South Sea Islands and even west to the Arabian Peninsula. It was also in this period when overseas expeditions were sent under the leadership of the Muslim eunuch Zheng He (1371-1433) (Bradley 2008:80). Private Chinese maritime traders, who were deprived of commercial trading during the early part of the Ming, have increasingly

established trade partnerships with Muslim merchants in the South East Asian region. This resulted in the linking of the empire with the central and the southern parts of the Philippines.

The initiative of the Chinese emperor regarding the expedition resulted in the opening of more opportunities for trading. It increased the distribution and exchange of goods between the countries in Southeast Asia and China. During this period (in the early 15th century) Malacca (Melaka) became one of the entrepots in the flourishing maritime trade in the region. Goods from the empire were then distributed to the Indonesian Archipelago and to the Islamic World (which included the province of Sulu in the southern parts of the Philippines). This route was also used by Arab ships along the trading port in the Malacca region (Goodio 2002:4). Because of such significance, a permanent and official trading post was established by the Chinese in the same area.

The Moluccas was an old entrepot in Southeast Asia which served as a market for glarwood, sandalwood and various spices. Apparently, traders from the said entrepot did not only sell goods there but also sent out ships to various parts of Southeast Asia to sell or buy goods. Chinese traders were also frequenting this port. (Patanne 1996:65)



Map 1. The Chinese trading to the North Moluccas. (The black line shows the direct “eastern” route; this route appears to have been used during the Yuan period. The dotted line shows the route via the Chinese overseas settlements in Northern Java; this route was probably used by private Chinese merchants during the Ming Period) Taken from Roderich Ptak’s *The Northern Trade Route to Spice Island* (1992) p.30

The entrepot of Malacca (Melaka), was perhaps, one of the significant factors why the region became an active maritime trade route. This brought other Southeast Asian entrepots together via commercial trading. Melaka served the region as a

transshipment point of supplies, a pit-stop which offered provisions for long-distance voyages, and a drop-off point of various goods from other regions. Moreover, the place provides convenience to maritime traders who were waiting for the trade winds to change (Hussin, 2008:2). According to the *Song Shi* annals, Chinese junks sailed in the region for the purpose of purchasing cloves in exchange for porcelain and silk. These cloves were then re-exported to China by merchant-ambassadors from places such as Champa, Java, Srivijaya and Butuan (an ancient kingdom in Mindanao, Philippines). With linkages to these places, China made a gradual expansion of her maritime trade into the Sulu-Celebes-Moluccas areas even in the late Song and early Yuan Dynasty (Ptak 1992:3).

In the early period of the Ming Dynasty, the maritime trade was curtailed and ship-building was state-controlled (Nie n.d:25). The policy of “maritime trade proscription”, which was introduced by the emperor, halted China’s maritime trade with other countries. As stated earlier, the policy did not only allow trade with other countries if these were not part of the tributary countries. It was also in this time that private merchants began to establish their own shipbuilding industry, as a result from the empire’s restriction. This prompted private merchants to develop their own ships and began to conduct trading with other countries illegally without the empire’s authority. Famous ships during the Ming Dynasty were the Fujian “*Fu*” ship, Guangdong “*Guang*” ship and the Zhenjiang “*Sand*” ship, to name a few (Nie n.d:26). Despite enabling China to monopolize the Sino-foreign trade, it also contributed to the increase of Chinese private mercantile power in the region and the gradual expansion of trade networks by India and South East Asia-based Muslim traders (Schottenhammer 2002:79,83). This also resulted to the migration of more and more Chinese to overseas countries, most especially in the South East Asian region, where private trade networks were conducted.

Chinese traders were very significant for Southeast Asia such that they were said to have caused the economic upturn in the region which was evidenced by the influx

of Chinese cash starting in the 14th century and accelerating in the 15th and 16th centuries. As a matter of fact, Chinese coins with a hole in the middle became very common. In the 1500s, in fact, the Chinese currency became the principal currency in market ports such as Malacca, the Moluccas and other areas. (Tarling 1999:II:129)

Trade relations between China and the Philippines in the 16th century

Based on records, China had already established trade contacts with the natives of the Philippines as early as the 10th century, as indicated in the *Song Shi* annals and *Chau Ju-Kua’s Chu Fan Chi*, the first dated account on the Philippines. The latter mentioned of the trade between the Chinese and the natives of Ma-I, the Chinese name for the country, where the exchange of goods such as silk, cotton, lead, medicinal betel-nut, porcelain, beads and iron ware, tortoise shells, pearls and yellow wax took place (Hirth and Rockhill 1911:160). The *Song Shi* annals, on the other hand, also stated the first tribute mission from the Philippines to China came from Butuan in 1001 AD. The local chieftain of Butuan, named Kiling, sent missions every year since then.(Scott 1983:3)

It would seem that it was during the T’ang Dynasty that close contacts between the Philippines and China took place. In fact

the H. Otley Beyer, an American anthropologist who did studies on pre-Spanish Philippines identified 20 sites in the country where T'ang and T'ang type ware were located. Besides these, T'ang currency were also found in several areas. (Patanne 1996:67)

In the 14th century, trade relation between the two countries expanded when both countries exchanged ambassadors. In 1372 AD, Emperor Hong Wu welcomed the tributes brought by the Filipino envoys to his court, who, in exchange, were given valuable gifts by the emperor in the form of porcelain vases and colored threads (Fox 1967:57). In the succeeding 15th century, however, the focal places where trading was conducted were in the communities of Manila, Cebu and Sulu (Fox 1967:58). For the purpose of this paper, we will only tackle Cebu and Sulu as participants in the international maritime trade with China.

Cebu trades with China

Based on recovered artifacts by archaeologists, the Chinese would have traded with the natives of the island of Cebu sometime in the 10th century due to the recovery of T'ang and Sung porcelain ware in Cebu City. The island's location together with its sheltered port was what made it attractive to commercial and cultural contacts with China and other countries in Southeast Asia. The discovery

of early Ming blue and white ceramics, however, suggests that Cebu was an important trading center for Chinese merchants at least a century before Spanish arrival. (Hutterer 1975:56) The quantity of ceramics brought to Cebu was considerable. The archaeologist H. Otley Beyer mentioned that "Cebu island is truly a mine of ancient porcelain and other artifacts of pre-Spanish times." (Beyer 1947:282)

Trade pottery was very important to the social and religious life of the Cebuanos so that you find them almost all over the island. Antonio de Pigafetta, the scribe of the Magellan expedition, in fact, mentioned in his diary that the ruler of ancient Cebu ate turtle eggs in porcelain dishes and that early Cebuanos served the first explorers with meat on Chinese porcelain platters. (Blair & Robertson 1909:XXXIII:149) So it is not a wonder if Chinese porcelain wares are found in present-day Argao, Naga, Carcar, Talisay and Oslob on the eastern part of the island and in Ginatilan, Badian and Malabuyoc in the Western part of the island.(Fenner 1985:16) Other than porcelain ware, the Chinese also brought musical instruments like large gongs and plausibly embroidered cloth and even silk clothes worn prominent Cebuanos. (Fenner 1985:17)

In the 16th century, the port of Cebu was probably the largest entrepot in the

Visayas. Based on Spanish accounts, there was no other one in the Visayas as a major regional trade center. While in Limasawa island, the crew of the Magellan expedition asked a native ruler where they could buy provisions. The ruler answered that there were three locations but added that "Zubu was the largest and the one with most trade." (Blair & Robertson 1909:XXXIII:129)

Cebu was indeed the most significant entrepot in the Visayas in the 16th century and Chinese merchants visited for what it could offer. The Spaniards themselves give us a clue why the Chinese came. Many years after the Magellan expedition, the Loaysa expedition (1525-1526) while in the island of Mindanao heard from the natives that Cebu had "gold, for which the Chinese come to trade each year." (Blair & Robertson 1909:II:35) A member of the Saavedra expedition (1527-1528) reported that the place "has gold (and) they say that people from China come hither and that they trade..." (Blair & Robertson 1909:II:42) A member of the Villalobos expedition (1545-1546), on the other hand, also reported later that the "Chinese were wont to go thither (Cebu) to buy gold and certain precious stones." (Blair & Robertson 1909:II:72) The gold found in Cebu at that time were not only produced on the island but some of it came from other places from other parts of the Philippines such as Catanduanes, Masbate, Bohol and Butuan and were only

brought to the island being an entrepot. (Fenner 1985:17)

Apparently, it was not only gold which attracted the Chinese to come to Cebu. Before Spanish colonization, Cebu also served as a market place for slaves. A survivor of the Loaysa expedition deposed that eight members of the Magellan expedition who had been abandoned in Cebu in 1521 were later sold as slaves to the Chinese. (Blair & Robertson 1909:II:42) This statement was further bolstered by the fact that some days before the Magellan expedition arrived, a merchant from Siam went to the place in order to load gold and slaves. (Blair & Robertson 1909:XXXIII:139)

Besides gold and slaves, the Chinese probably made a stop over in Cebu in order to stock on provisions which could have consisted on hogs, according to a member of the Loaysa expedition.(Blair & Robertson 1909:II:42) Fenner posits that the Chinese could have also loaded rice, millet, sugar cane, palm wine and various fruits which "may have formed part of the trade." (Fenner 1985:18) Moreover, it could also be that Chinese traders also obtained cotton articles in Cebu.(Echevarria 1974:5,6)

Sulu- Chinese Trade link

Sulu archipelago is strategically known for maritime trade and commerce, precisely

because of its geographical location. Sulu occupies nearly the central position of the triangular insular Southeast Asian trade routes. Sulu lies between Mindanao on the east and Borneo on the west, and separates the Sulu Sea from the Celebes Sea. To the north lie the Visayas and Cebu, Palawan, Luzon, Formosa, China, and Japan; to the South, the Moluccas, Celebes and Java; to the east, Mindanao and Basilan; and to the west, Borneo, Sumatra, and the Malay Peninsula (Saleeby, 1963)

Historically, Sulu had been an open frontier of maritime trade since pre-colonial era. For centuries before the advent of Western colonizers in the Philippines, dynamic trade had already existed in Sulu. It did not only have commercial relations with Indonesia and Malaysia, but also with the Dutch, the British, but especially with China (Majul, 1973). The maritime trade contact between Sulu and China is believed to have started even before the coming of Islam. However, there is no available written material on this thus far.

In 971 AD, during the Sung Dynasty, Majul mentions that Canton (Khanfu) was reopened to foreign trade. Later, in 977 AD, Majul adds that a Chinese ship owned by a Muslim from Canton named Abu Rashid appeared in Borneo or Brunei to initiate trade. Subsequently, in the same period, Brunei sent an embassy to China. Due to this, the Sulu- Brunei- Palawan-

Luzon- Canton trade route had emerged during the Sung period (Majul, 1999). Moreover, Canton became one of the famous and progressive ports of foreign goods and strange treasures from foreign lands. Perhaps among those foreign goods were from Sulu.

Bruno (1973) also says that the Tausugs, owing to their love for the sea and for adventure, had extended trade to the ports of neighboring Indonesia and Malaysia, and possibly to China, which trade, even centuries ago, was profitable enterprise. By the 13th century, commercial relations between the Chinese and the inhabitants of Sulu was already brisk.

Religion, in this case, could be one of the critical factors that inspired both Arab and Chinese traders to actively engage in trade with the local inhabitants of Sulu during the Yuan Dynasty. According to Majul (1999) it was not only trade goods from China that the junks brought in but also the religion of Islam. It was brought in by Chinese-Muslims called locally as "*Lannang Hoy-Hoy*" (Hue-Hue, the Chinese term for Chinese Muslim), accompanied by Arab missionaries. There is a prevailing belief in Sulu that Karim-ul-Makdum, a trader and Arab missionary, came to Sulu on a Chinese vessel in the 13th century. Patanne (1996) quoting Majul explains that the famous missionary Sayyid An-Nikab, commonly known as Mahadum Amin-Allah in Sulu, was a

Chinese Muslim who was buried in Bud Agad, Jolo, by the Tausugs. It is indeed in accordance with the teaching of Islam that trade and religion is equally important obligation for every Muslim. This harkens back the words of the Prophet Mohammad which states that "trade and commerce is nine out of every ten parts of our nourishment'.

Undoubtedly, Sulu has distinct products that had attracted neighboring Asian regions to trade with Sulu. Patanne (1996) mentions that the Chinese were drawn to Sulu for laka-woods of average quality, yellow-wax, soft tortoise shells and pearls. Majul (1966), on the other hand, mentions such products as bird's nest, coral and other forest products. Of these, the archipelago's blue-white in color and round in shape pearls were the most sought-after. Sulu pearls command high and the Chinese used them for ornaments. Their color never fades and the biggest of these is almost one inch in diameter. A big pearl, for instance, costs more than 700 or 800 ting of trade-silver; a medium one, 200 or 300 ting and a small one 10 or 20 ting. The Chinese, on the other hand, barter these with gold, trade-silver, cloth, green beads, Chowchow porcelains, iron bar and so on.

During the second half of the 14th century, the Hung-wu emperor, T'ai-tsu (1368-1398), restored state trading through a tributary system, stipulating that only tributary countries could bring their goods

to China. Because of this royal edict, according to Patanne (1996), Sulu became well-known in the annals of the Ming Dynasty (1368-1644), being among the first country in the Nanhai to send an envoy to China first in 1370, and continued to send tribute missions to China in 1417, 1420, 1421, 1423 and 1424. In return, Sulu was visited by Zheng He's expedition in 1405 and in 1407.

But what was the most impressive and extensively recorded detail, based on this account, was the visit by the three rulers of Sulu to the Ming court in 1417. Patanne (1996) tells us the interesting detail of this visit:

"In the year 1417, the Eastern King of this country, Sulu, Paduka Phala (Batara), the western king Ma-ha-la-ch'ih (Maharaja) and the King of the Mountain Ka-la-ba-ting called Paduka Prabu, brought their families and their chiefs, altogether more than 340 persons, and came over the sea to the court in order to carry tribute. They presented a letter of gold, with characters engraved on it, and offered pearls, precious stones tortoise shell and other articles. They were treated as those of Malacca, and after sometime they were each appointed king of their country and presented with a seal, a commission, a complete court dress, a cap, a girdle, a horse with trappings, insignia to their rank. The three kings remained twenty-seven days and when they were about to return, each of them got silk with patterns, three-

hundred pieces of plain silk, ten thousand taels in paper money, two thousand strings of each, one robe embroidered with golden snakes, one with dragons and one with kilins.

The Eastern King died in the government hotel at Te-chou (in Shantung province); the Emperor sent an officer to perform sacrifices and ordered the authorities to provide the funeral and to arrange the tomb. He got a posthumous title and his wife and concubines remained with eighteen followers to take care of the grave; when they had finished the three years mourning, they were sent back to their country..."

CONCLUSION

The first recorded interaction between the Chinese and Filipinos happened during the T'ang Dynasty between 628-939 AD. These are found in the Shong Shi Annals and Chau Ju-Kua's Chu Fan Chi. It is plausible that the Philippines was drawn into the international maritime trade because the Philippines is near Malacca and the Moluccas, the old entrepots in Southeast Asia which the Chinese had been frequenting as early as the 3rd Century BC. The Chinese had significant effect on the region so that Chinese money flooded its markets and later in fact became the regional trading currency. There were a few places in the Philippines which the Chinese visited in order to trade

but for the sake of this paper, we only focused on Sulu in Mindanao and Cebu in the Visayas.

In the case of Cebu, trade with the Chinese dates back to the 10th century as evidenced by porcelain ware recovered in Cebu City made during the T'ang Dynasty. The Chinese were drawn to Cebu island to sell porcelain ware, among other things, which were highly prized by the Chinese. In return, the Cebuanos also sold the Chinese gold, slaves, precious stones and even cotton. Chinese presence in Sulu could also be dated at the same time when they were in Cebu. Full trade, however, with Sulu occurred during the 13th century during the time of the introduction of Islam in the said archipelago. Unlike Cebu, however, Sulu was really able to send trade missions to China and the Chinese in turn came to Sulu to purchase yellow-wax, corals bird's nest, tortoise shells and pearls, among others.

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HISTORY OF BARANGAY SANTIAGO OPEN DUMPSITE OF ILIGAN CITY: A CURSORY STUDY FROM 1973 TO THE PRESENT

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ABSTRACT

In the early 1970s, Iligan City experienced a booming economy extensively due to the establishment of various industries. This became possible since Iligan City offered cheap electric energy to many investors and company owners. This in turn attracted people from various places all over the country to seek their fortunes in this city. As a result, rapid urbanization took place simultaneously with the growth of population which resulted to a drastic increase of wastes from the citizens. In 1973, the City government of Iligan established an open dumpsite that would accommodate the growing volume of wastes collected. This open dumpsite was located in Barangay Santiago.

With this, it is the aim of this research paper to trace the historical development of Barangay Santiago Open Dumpsite. This also seeks to determine the ordinances passed by the City Council declaring Barangay Santiago as an area meant for the solid waste management program of the city. Furthermore, it seeks to identify the waste characterization; its impact to the environment; and it will also investigate the current situation regarding waste management especially on issues affecting the inhabitants of the area.

Keywords: Barangay Santiago, Open Dumpsite, Solid Waste Management

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INTRODUCTION

Iligan City is highly categorized as 1st class urban city with a total land area of 813.37 square kilometers. It encompasses forty-four (44) barangays which is about 25 percent of the total land area of the province of Lanao del Norte, making it as one of the largest cities in the Philippines. The total land area utilized for agriculture is 37 percent, forest land is 56 percent and only 6.3 percent are built-up areas and the remaining 0.7 percent is mineral

land (City Planning and Development, 2012).

On June 17 1950, it became a chartered city. Accordingly, industrialization is one of the most important features of the development and growth of Iligan. With this, Iligan City earned such title as the “*Industrial Center of the South*” and sometimes with some exaggeration, the “*Pittsburg of the Philippines*” because of the proliferation of multi-million pesos

industrial complex in the area (Salgado, 1996). The Hydroelectric power harnessed from the Maria Cristina Falls made this possible. National Power Corporation which has been responsible for the development of the Maria Cristina power plant sites, offers cheap electric energy to many investors and company owners. Today, Iligan is a host to at least sixteen (16) large manufacturing plants that make use of this natural source of power.

It should be noted that the rapid urbanization accompanied with the rising growth of population are basically the factors to the increasing quantity and complexity of wastes. These solid wastes are generated from combined residential, industrial and commercial activities. It can be classified according to its origin (domestic, industrial, commercial, construction or institutional); according to its contents (organic material, glass, metal, plastic paper and among others); or based to hazard potential (toxic, non-toxin, flammable, radioactive and infectious). In response to the increasing amount of wastes generated and collected in the city, Mayor Camilo P. Cabili during his administration in 1972 notably made a certain area in Barangay Santiago later on known as Cabili as a solution for it. This led to the operation in Barangay Santiago as a prospect area for an open dumpsite.

However based from the study of Chalmin and Gaillochot (2009) in many cases, city and municipal wastes are not well managed in developing countries, as cities and municipalities cannot cope with the accelerated pace of waste production. It can be observed

that waste generation in different places of the Philippines tend to be faster than any program of collecting and disposing them safely. In the case of Iligan which is considered as highly urbanized city with a population of approximately 344,000, it generates around 165 tons of mixed solid waste per day (Task Force CMRF, 2014).

With this, Republic Act 9003, the *Ecological Solid Waste Management Act of 2000* was passed by the Congress as a solution to a range of environmental problems caused by solid wastes such as flood, pollution, congestions and others. This law specified the need to adopt a systematic, comprehensive and ecological solid waste management program that aims in protecting public health and environment by ensuring proper segregation, collection, transport, storage, treatment and disposal of solid waste through the formulation and adoption of the best environmental practices in ecological waste management.

The management of solid waste thus intends to reduce or eliminate adverse effects on the environment, human health and supports economic development and improved quality of life. A number of processes are involved in effectively managing waste for a municipality. These include proper and systematic monitoring, collection, transport, processing, recycling and disposal.

In pursuant to the Philippine Local Government Code, it is mandated in Republic Act 9003 that Local Government Unit will be the primary responsible unit in the implementation of the Act (Section 10). They are given

the task of establishing provincial and city/municipal solid waste management boards and preparing a 10-year solid waste management plan for their community (Section 11, 12 and 16).

More importantly, under Republic Act 9003 it provided that wastes must be deposited in sanitary landfill and a mandatory closure to all open dumpsites to ensure protection of public health and environment. Best example of this would be the case of Cavite Open Dumpsite that was owned and operated by the Cavite City local government. Abida (2014) mentions that the Cavite City Open Dumpsite was investigated by the Department of Environment and Natural Resources (DENR) who deemed it “stinky” for a number of reasons.

In DENR’s report dated December 2013, the Cavite City Dumpsite was found in violation of the following laws:

1. **1987 Philippine Constitution:** Art. 2 Sec. 16 of the Philippine Constitution, which is the foundation and basis of all republic acts and writs, states that “The State shall protect and advance the right of the people to a balanced and healthful ecology in accord with the rhythm and harmony of nature.
2. **RA 9003 or Ecological Solid Waste Management Act of 2000:** Sec. 37 of the RA disallows the utilization of open dumps for solid waste. The act further states “Open dump sites shall not be allowed as final disposal sites. If an open dump site is existing within the city or

municipality, the plan shall make provisions for its closure or eventual phase out within the period specified under the framework and pursuant to the provisions under Sec. 37 of this Act.” The phase-out period for open and controlled dumpsites as specified in the law is 2002 and 2004, respectively.

3. **Supreme Court Decision G.R. Nos. 171947-48 or Writ of Continuing Mandamus:** The writ mandates 13 government agencies “to clean up, rehabilitate, and preserve Manila Bay.” DOH and DENR-EMB are also directed to “develop a toxic and hazardous waste management system by June 30, 2011 which will implement segregation of hospital/toxic/hazardous wastes and prevent mixing with municipal solid waste.”
4. **RA 8749 or Philippine Clean Air Act of 1999:** Sec. 20 says that “Local government units are hereby mandated to promote, encourage and implement in their respective jurisdiction a comprehensive ecological waste management that includes waste segregation, recycling, and composting.”
5. **RA 9275 or Philippine Clean Water Act of 2004:** Sec. 27 prohibits the “Discharging, depositing or causing to be deposited material of any kind directly or indirectly into the water bodies or along the margins of any surface water, where the same shall be liable to

be washed into such surface water, either by tide action or by storm, floods or otherwise, which could cause water pollution or impede natural flow in the water body.”

The fact that solid waste management was already promulgated, this paper pertains to assess the actions taken by the local government of Iligan with its implementation and of particular its extensive impact in our subject matter given its strict mandate against the use of open dumps for solid waste. More importantly, this paper will trace the history of Barangay Santiago Open dumpsite as it served for about four (4) decades as dumping site of the city, highlighting the factors that led to its operation and later on its closure. This paper also aims to identify issues and concerns among the residents of Barangay Santiago and the challenges encountered by the local government.

Significance of the Study

Out of the literatures and studies accumulated and reviewed by the researchers, it was found out that none of these materials discussed extensively not even a brief narrative about Barangay Santiago as open dumpsite of the city. The local office of Barangay Santiago itself did not even have a well-documented report pertaining to its start of operation and closure and its issues and challenges to the local government, to the community and to the environment. Most of the reviewed materials customarily examined and recounted the implementation of Solid Waste Management Program and the city government’s compliance on it. It is

interesting to note that this study is actually pioneering. The researchers with their utmost attempt in writing the history of Barangay Santiago Open Dumpsite believed that the findings of this study in one way or another has a contribution to the following:

- (1) Towards the progress and development of writing the local history of Iligan City;
- (2) Awareness to the barangay officials to be responsible for the collection, segregation and recycling of biodegradable, recyclable, compostable and reusable wastes and most importantly stakeholders’ participation in the success of a solid waste management;
- (3) Immediate action of the local government of Iligan on what to do with the former or abandoned dumpsite in Barangay Santiago as informal settlers began to inhabit the area despite of the restriction and prohibition imposed by the local government;
- (4) With the relocation of the dumping site in Barangay Bonbonon, this study may serve as a lesson and guide for the local government of Iligan to impose a proper and full implementation of the provisions under Republic Act 9003 as this present site in Bonbonon tends to be still an open dumpsite.

With this, there is a need therefore to conduct historical inquiry on Barangay Santiago Open Dumpsite.

Methodology

Related Literatures and Studies. The researchers first collected various literatures and studies relevant to the subject matter from the internet, MSU-IIT Main library and its satellite libraries in the Department of History, College of Arts and Social Sciences, College of Science and Mathematics and College of Education. These materials served as a guide and basis of the researchers in conducting the study. Materials regarding solid waste management in the city contributed to the study as it helped to supplement a substantial narrative.

Documents and Records. The researchers gathered the available documents and records from the barangay offices of Saray, Tibanga and Santiago, Sangguniang Panlungsod and the local offices of City Planning and Development, City Engineer and City Assessor. Example of these documents are Barangay profile and fact sheets, Environment Sector Plan, City Ordinances and resolutions, and Barangay Development Plan.

Oral Interviews. In order to supplement and corroborate the data and information taken and extracted from the materials gathered, the researchers also conducted an oral interview with the following expert and reliable key informants such as the city government officials and personnel, New Frontier Home Association, scavengers and residents located within the vicinity of open dumpsite who are equipped with knowledge about the operation and closure, issues and concerns of open dumpsite in Barangay Santiago.

FINDINGS OF THE STUDY

Background

Barangay Santiago is located on the coastal part of Iligan City bounded on the north and northeast by Barangay Hinaplanon; on the east by Barangay Sto. Rosario; on the south by portion of Barangay Tibanga and San Miguel; and on the west by coastline of Iligan Bay. Barangay Santiago was created on November 23, 1985 through the people's initiative and a plebiscite was done to separate the area from the mother barangay which is Barangay Saray. It was officially declared as a separate barangay named Barangay Santiago by the virtue of City Council Resolution No. 344, series of 1985 and City Ordinance No. 1638 (Barangay Development Plan, 2008:16).

It has a land area of approximately 110.42 hectares. By actual land use, residential areas occupy nearly all of central and eastern half of the barangay starting from the west of Saranat Street up to Mandulog River on the north and national highway on the southeast. These include the subdivisions of New Frontier Homes, Orchid Homes, Balete Drive and Cabili Village. In addition, agricultural areas are located on the south central portion bordering Canaway Creek. Patches of institutional and industrial establishments are located within the agricultural and the residential areas.

Furthermore, the barangay is endowed with two natural attributes, the presence of Iligan bay and the Mandulog River coursing through to empty at its bay. These bodies of water once teemed with aquatic life and along its coasts is a mangrove land. In the

Barangay Development Plan (2008), intensive rehabilitation and proper management could somehow restore the richness of the aquatic resources of this area.

From the total land area of Barangay Santiago, 26.53% of it is a vacant land. This includes the area utilized as an open garbage dumpsite, which at present is about 3 hectares along the north-western seacoast.

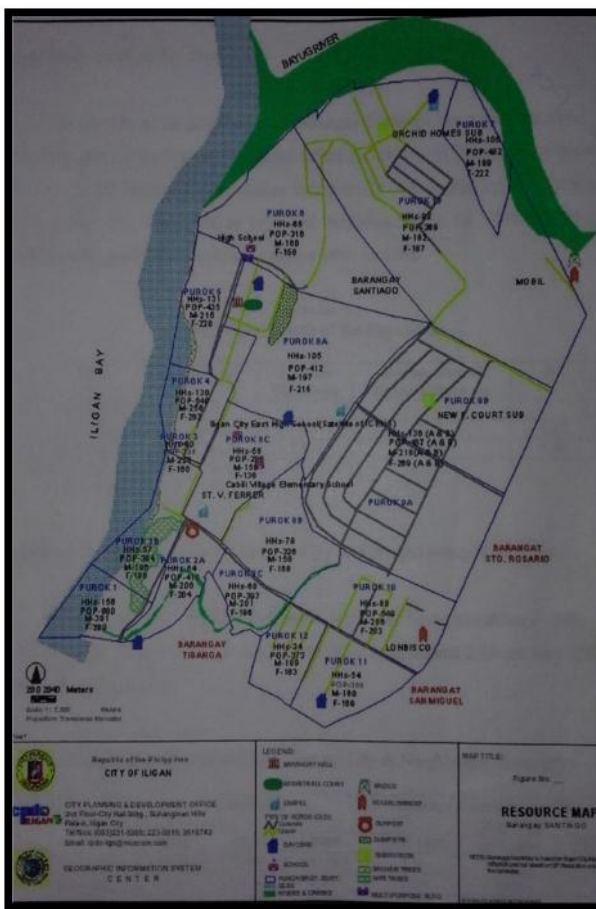


Figure 1. Resource Map of Barangay Santiago. Source: Barangay Development Plan, 2008.

Operation of Barangay Santiago Open Dumpsite

Before the establishment of an open dumpsite in Barangay Santiago, Iligan City based from the records has no specific dumping area intended for the wastes. According to the interview

with some local officials of the city government, in the early 1960s the present site of what is now Barangay Poblacion Hall and Wet market was actually the garbage dumpsite of the city. This activity operated without any city ordinances or resolutions. And this supports the claim of Salgado (1998) that Iligan since its founding as chartered city in 1950 until 1975 did not have a master plan, zoning regulations or building code. Later on, the said site was reclaimed by the city government.

Subsequently the wastes in the city were indiscriminately thrown everywhere without consideration to the negative effects on the environment and health of the community. Open dumps were also visible along riverbanks and in flat areas near bodies of water.

On the other hand, an area in Barangay Santiago that used to be a marshy area covered with thick mangroves, nipas and coconuts, dumping of wastes by the residents were accommodated and highly welcomed in order to elevate and fill the area. The shallow part of this marshy or swampy area were filled with garbage then followed by limestone and gravel until such time that the area was filled up.

But due to rapid urbanization that the city experienced at that time, it led to the increasing amount of waste coming from industrial, residential and commercial. This eventually resulted to the pervasive and prevalent dumping of wastes in the area not only by residents of Barangay Santiago but including as well the wastes that were collected in the city.

As a result, the marshy area in Barangay Santiago by 1970s during the administration of Mayor Camilo P. Cabili became an open dumpsite of the city and expanded to 10-hectares because of the growing volume of all types of wastes discarded in the area. There were private lands affected and were included impulsively as part of the open dump site.

In making Barangay Santiago as open dumpsite, there were no provisions provided for the leachate collection, vent pipes to manage and control methane generation and lining system. Ecologically, it is a highly sensitive area being near the estuarine stretch of the Mandulog River and close to Iligan Bay.

Based from the records, in Barangay Santiago the number of households and the data of waste generation from ICSWWP, the city generates 0.60 kilogram of waste per persons per day. It is estimated that the barangay generates 4.89 tons of garbage per day. This is schedule to be collected by garbage trucks of the Public Services Division (PSD) 2 or 3 times a week, however the actual collection of waste in Barangay Santiago is only once or twice a week because it has to serve the other 28 coastal barangay in Iligan City.

Due to the inefficiency of collection and increasing volume of unmanageable solid waste and improper handling of garbage waste in the respective households, resulted to indiscriminate disposal of waste by the community that leads to problem of canal clogging, eventual flooding and increasing rate of health problems.

It was observed that during the operation in Barangay Santiago the waste collectors apparently gathered all types of wastes and effort for segregation started only in the dumping area. Furthermore, within the vicinity of open dumpsite, informal settlements were very evident despite of the discomforts and prohibitions of the local government. As a matter of fact, since the start of its operation growing numbers of scavengers or garbage pickers and informal settlers were very perceptible and efforts of the local officials of Barangay Santiago were futile because of their strong resistance and assertion. For the scavengers, the dumpsite was a blessing for it became their source of income. Out of the garbage they can support their family and sustain their needs. In other words, what is garbage for many, is a resource for them.

When the dumpsite was still operational the family of Linda (40 years old), Berto (50 years old), Virginia (66 years old) and Avelino (52 years old) earned a minimum of 1,000 – 2,000 pesos per week. They added that the Barangay Council of Santiago formed an organization for the scavengers (garbage pickers). Accordingly, there were 40 bona-fide members divided into 3 groups. The first group with 15 members were assigned every Monday, Wednesday and Friday of the week. The second group with 15 members were assigned every Tuesday, Thursday and Saturday schedule. The remaining 10 members were assigned for the night shift who were allowed to sift the garbage every night. While Sunday was open to all members of the organization. This

organization was formed in order to prevent disagreements among garbage pickers or scavengers and to make it systematized.

Resolution 01-579.

Returning to the Barangay Council of Santiago, this city, its Barangay Ordinance No.01, s. 2001 entitled, "Imposing an ordinance to all scavengers in Barangay Santiago who are collecting junk/garbage to any point in Iligan City (City Ordinance, Sangguniang Panlungsod, August 21, 2001).

Aside from scavenging Merly (53 years old), Virginia (66 years old), Alicia (60 years old) and Ivy (35 years old) mentioned also that garbage in the dumpsite was a source of food for their domesticated pigs and other animals. Most of the scavengers who were living in the dumpsite were backyard hog raisers usually having 4 to 10 pigs. In the morning their hogs were also scavenging for their food and returned to the respective place of their owners. Unlike other hog raisers, they were free from worries of where to find money for the feeds of their hogs. The proceeds of their backyard raising help in attaining the tuition fees and school projects of their children.

The local government also exerted efforts such as compaction and rapid composting using enzymes were made to extend the life span of the dumpsite. Based on the Feasibility Study for the Iligan City Solid Waste Management System, an estimated volume of 352, 000 cubic meter of solid waste can be accommodated by the

dumpsite until 2007 (City Planning and Development, 2012).



Figure 2. Barangay Santiago Open Dumpsite. Source: Barangay Development Plan, 2008.

With the expansion of the dumpsite in Barangay Santiago, to the extent that it encroached and affected other private lands, later on the owners petitioned for compensation for the damage it had caused to their property. The negotiations between the local government of Iligan and those private owners of particular by Elvira Caños Bibera, were taken into consideration that led to the passage of series of resolutions:

Resolution No. 07-219.

Resolution authorizing the Honorable City Mayor Lawrence Ll. Cruz to negotiate and enter into a Contract of Lease with any property or landowner preferably at Barangay Santiago for appropriate dumping site and subject to a rental of not more than Php 50, 000.00/month which contract shall be submitted in a

special session within this month containing all requirements of laws, source of funds and the duration of lease (City Ordinance, Sangguniang Panlungsod, March 20, 2007).

Accordingly, the registered owner has been communicating with the city government with regards to the property being used as dumpsite until they decided to issue a Notice of Closure starting March 24, 2007 because the city government has not undertaken any steps addressing the condition for the use of the subject property after several months of waiting. Furthermore, Chonilo Ruiz being the Chairman on the Committee on Environment informed that there was already a Memorandum of Agreement submitted, only it is subject for amendment because of the contract price of Php 75, 000.00 which the body is not amenable including the lack of sources of funds.

It is clear then that Elvira Caños Bibera owner of a 2-hectare lot at Barangay Santiago used as open dumpsite by the city government demanded Php 75, 000.00 per month for compensation. Because of the price set by the owner, there was a delay for the approval of such negotiation due to budgetary constraints faced by the city government. To add, the city has been dumping 35 truckloads of garbage daily at the Bibera's lot and because of this, the owner demanded the city government to stop dumping garbage in her lot, unless the city would rent her property at Php 75, 000.00 per month.

Resolution No. 07-278.
Resolution Authorizing the Honorable City Mayor Lawrence Ll. Cruz to negotiate and enter into

contract with any property owner, preferably at Barangay Santiago, as dumping site at a rental of fifty five thousand pesos (Php 55, 000.00) per month, from July-December, 2006 and seventy five thousand pesos (Php 75,000. 00) per month from January 2007 on a month to month basis until such time the city shall have its own dumping site. (City Ordinance, Sangguniang Panlungsod, April 3, 2007).

The city could not just accede to the request of the owner for the closure of her property as it will adversely result to the piling of uncollected garbage in the city streets, endangering the environment and the health of the people. Moreover, in as much that the Materials Recovery Facilities (MRF) at Barangay Bonbonon is still under construction and that there's no alternative areas than can be used as immediate dumping site.

After a series of negotiation, the city government approved it and by 2007, they started to pay Elvira Caños Bibera by the amount they have agreed.

Closure of the Open Dumpsite in Barangay Santiago

The use of 10 hectare area as open garbage dumpsite has created a pollution which degraded the environment of the water zones of this place. The once thick mangrove had been replaced with large volumes of mixed bio-degradable and non-biodegradable wastes. Likewise informal housing settlements and government facilities sprawled as well on the vicinity of dumped garbage.

According to the study, the most crucial aspect of hazardous landfill

design and function is the site selection. The ideal site underlies very sparse ground water preferably protected by a layer of bedrock. There should be little water and it should not lead or drain into rivers or lakes. The preferred soil is clay since it is less permeable to leachate. Furthermore, landfill leachate may find its way through underground watercourses and hence contaminate sources of drinking water, possibly at a considerable distance from the landfill site causing contamination by toxic metals and organic compounds such as pesticides (Zabala, 2008).

With this, local government of Iligan had taken steps and measures in solving this problem. As stated in Resolution No. 01-584:

Resolution No. 01-584. *Urging the appropriate City government agencies through His Honor City Mayor Franklin M. Quijano to adopt measures to address the environmental and health concerns of the residents of Barangay Santiago relative to the garbage dumpsite situated therein (City Ordinance, Sangguniang Panlungsod, August 21, 2001).*

However, the situation became worse. The open dumpsite threatened the health conditions of the population nearby due to its unsanitary situation. No mitigating measures were in place to control the flow of people to the site, since houses have been constructed near the dumpsite. Scavenging activities by residents and domestic animals were uncontrolled and there was always the hazard posed by leachate contamination of the marine waters. Runoff from this open dump pollutes the nearby sea and river system. The persisting bad odor

constitutes an environmental nuisance. Combustible gases like methane generated by the covered waste materials may eventually reach the surface and could potentially cause sudden fires and explosions. It became a breeding ground for rats, flies, birds and other organisms that serve as disease vectors.

People were starkly complaining of the intolerable and unbearable foul order cause by the garbage. They were mostly residents of Barangay Santiago and even the nearby barangays of Saray and Tibanga. To add, daytime was even worse due to the influx of “*langaw*” (flies). Nets for the residents of Barangay Santiago in particular those within the vicinity of the dumpsite were very useful and needed. They used mosquito nets whenever they take their meal.

Lack of potable water was also their complained. They have to pay Php 2.00/container of water since no public faucet was installed by the Barangay to them. Moreover, the scavengers and residents in area evidently suffered from skin-related diseases and recurring cough.

As a result, local residents in Barangay Santiago started to petition for the closure of the dumpsite in their area. Also, it was found out that the move towards the closure of the dumpsite was headed and agitatedly directed by the New Frontier Homes Association. Most of the respondents vehemently mentioned the name of Ms. Llonila Salig, the acting president of the New Frontier Homes Association. According to Salig (2016), the movement for the closure of the dumpsite in Santiago was instigated

because of the health problems and discomfort it brought to the place. To note her words, “*grabe gayud kaayo ka baho!*”

Basically, Republic Act 9003 - *Ecological Solid Waste Management Act of 2000* mandates against the use of open dumps for solid waste. Therefore, Barangay Santiago open dumpsite, under RA 9003 must be close for apparently, it is a threat to public health and to the environment. It states that:

Republic Act 9003, Chapter 3, Article 6, Section 37:
Prohibition Against the Use of Open Dumps for Solid Waste – No open dumps shall be established and operated nor any practice or disposal of solid waste by any person including LGUs which constitutes the use of open dumps for solid wastes, be allowed after the effectivity of this Acts: Provided, that within three (3) years after the effectivity of this Act, every LGU shall convert its open dumps into controlled dumps, in accordance with the guidelines set in Section 41 of this Act: Provided further that no controlled dumps shall be allowed five (5) years following the effectivity of this Act.

Thus, under Republic Act 9003 there is a mandatory closure of all dumpsites. The Department of Environment and Natural Resources (DENR) and National Solid Waste Management Commission (NSWMC) even provided guidelines on the categorization of final disposal facilities. So under Republic Act 9003, Iligan City is required and mandated to close its existing dumpsite and be replaced with

a Central Material Recovery and Composting Facility of the City (CMRCF) in Barangay Bonbonon by 2007.

Closure order was signed in 2012 to fully stop its operation however it was only in the year 2015 during the administration of Mayor Celsio Regencia that the operation in Barangay Santiago Open dumpsite had ceased. As mentioned by the Barangay Secretary of Santiago, Alma Villaver (2016), our Barangay is no longer an open dump site. Today, the former dumpsite has been filled and covered with limestone.



Figure 3. Present view of the former Barangay Santiago Open Dumpsite. Source: Photo taken by the researchers during their field research on January 20, 2016.

Issues and Concerns

The worsening condition of the open dumpsite in Barangay Santiago when it was still operational created environmental and health problems. Garbage is considered a third pollution inextricably interlocked with the air and water pollution creating environmental hazards (Small 1971 as cited in Ancheta 2005:2). Improper disposal of solid wastes contribute to air, soil and water pollution. Solid waste clogs drains, creates stagnant water for insect breeding and causes floods during rainy

seasons. Insect and rodent vectors also spread diseases such as cholera and dengue fever due to improper waste disposal.

In other words, two of the most important issues when the operation of an open dumpsite in Barangay Santiago started were environment and health-related issues. According to UN Habitat (2009) garbage pickers or scavengers were the ones highly susceptible to diseases. Informal waste pickers, who most often operate without any protective measures, are exposed to a wide range of health risks such as: tetanus (due to handling of jagged metals), respiratory problems (due to exposure to smoke), neural damage (due to lead), injuries, skin and gastric problems. Furthermore, it can cause risk to the community:

1. There is a significant increase in the incidence of sickness among children who live in households where garbage is dumped or burned in the yard.
2. Uncollected solid waste clogs drains and causes flooding and subsequent water-borne diseases.
3. People living downwind of a burning dumpsite will likely suffer from respiratory diseases.
4. Contaminated liquids or leachate, leaking from dumpsite could pollute city's drinking water supplies.
5. Waste dumps potentially serve as breeding ground for Malaria.

However, the respondents unanimously answered that they could

bear all the discomforts brought by the dumpsite to their lives. What they could not afford was the loss of their income. They also said that they were very angry to the concerned citizens who continuously rallied for the closure of the dumpsite and also for the government in not giving them alternative livelihood after the closure of the dump site. In short, all the disadvantages outweigh the benefits offered by the dumpsite.

Another issue was directed towards the local government of Iligan. In section 32 of the Republic Act 9003 it provides that barangays should have their own Material Recovery Facility (MRF) but 15 years after the enactment of this law no barangay in Iligan has a functional Barangay Material Recovery Facility (BMRF). Even as the Central Material Recovery and Composting Facility of the City (CMRCF) already started to operate in 2012, there was no improvement in the solid waste management in the city which for more than 40 years exceedingly depended on a 10 hectare open dumpsite in Barangay Santiago. But with the closure of open dumpsite in Barangay Santiago, the local government although provided for the 'enactment' of CMRCF but it did not work.

With the failure of the CMRCF built in a 12 hectare site in Barangay Bonbonon, the solid waste management of the city reverted into an open dumpsite which is no longer permissible under Section 37 of Republic Act 9003. This is due to the inability of the city to build barangay-based MRF's as required by Section 32 of Republic Act 9003. The weak enforcement of this law, waste

reduction, and segregation, composting and recycling were not strictly observed in many households.

More than a decade after the implementation of Republic Act 9003, the solid waste problem of Iligan City continues to worsen even after the completion of the CMRCF which took seven years to complete. Considering that the CMRCF is no longer functional, the local government of Iligan under the acting mayor is under pressure to find solution to the solid waste problem. Instead of focusing on how to make the multi-million pesos CMRCF operate, the solid waste officials of the city only find another place to dump the solid waste of the city.

Today, the PSD continues to collect the mixed wastes of the entire city. The targeted 80 tons per day capacity of the CMRCF was never achieved. Since the operation of the CMRCF has stopped and all the wastes collected by the PSD are thrown in an open dumpsite. With the absence of BMRF and while CMRCF is not operational, this dumpsite continues to be the only alternative.

CONCLUSION

In this study it was found out that the local government at the height of the industrial growth of Iligan accompanied with increasing growth of population did not have a master plan, zoning regulations or building code. When Barangay Santiago started to accommodate all types of waste generated in the city, environment and health related problems began to upsurge. Because of the extensive effects that the dumpsite in Barangay Santiago had cause to the community

and neighboring areas, movements toward its closure started to commence. Under Republic Act 9003, the dumpsite was strongly mandated to cease its operation. With the closure of the open dumpsite in Barangay Santiago, informal settlements started to proliferate despite of the strict prohibition of the local government.

Furthermore, the failure of the implementation of the provisions under Republic Act 9003 was largely brought by the political dynamics within the local government of Iligan. The lack of an adequate policy and regulatory framework complicates matters even further.

Recommendations:

The researchers would like to recommend the following:

1. City leaders should try to encourage a fundamental change in the mindsets and attitudes toward waste. Public information campaigns need to encourage urban populations to help reduce the waste stream and to turn what used to be considered as “waste” into “resources.” From an environmental point of view, efficient use of resources can lessen environmental burdens at local level, such as urban air/water pollution, floods induced by solid waste clogging drainage canals, reduced availability and quality of freshwater supplies, and land degradation.
2. To help those scavengers in the former open dumpsite in Barangay Santiago who

depended their life and basic needs from the garbage, the researchers would like to suggest that the local government can actually use them in minimizing the cost of Iligan Solid Waste Management by establishing a cooperative for them. This cooperative or organization will be tasked to assist in the operation of CMRCF and BMRF.

3. Most importantly, the local government of Iligan must strengthen its Solid Waste

Program in order to include and fully implement the important and salient provisions of Republic Act 9003. The lack of an adequate policy and regulatory framework complicates matters even further. Therefore, Iligan City should adopt appropriate policy options to work towards long term goals and provide an enabling framework to promote Solid Waste Management.

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Jessie Cadungog Erag, 56 years old, Barangay Santiago resident, February 20, 2016.

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Bureaucratic Reform and the Challenge of Good Governance Implementation in Indonesia

(The Study of Local Government Evaluation in Indonesia)

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Abstract

Bureaucratic reformation is the fundamental structuring efforts are expected to have an impact on changing systems and structures. The system deals with the relationship between the unsure or the element that influence each other and are associated to make a form totally. The change in one element can influence the other elements in the system. The structure relates with the order of who arrayed a regular basis and systematically. Structure changes is also included with the mechanism and procedure, human resources, facilities and infrastructure, organization and organization's environment in terms of the achievement of the efficiency of government bureaucracy. These changes include allowing all of the aspects of the bureaucracy has sufficient capacity to carry out the duties and the basic function. Bureaucratic failure in a term for service the public until now represent poor governance both at central and local government level. The urgency of bureaucratic reform in Indonesia is driven by a number of important note. First, the increased apparatus expenditure is caused by increased of apparatus recruitment without unmeasured control. *Second*, the ballooning cost of democracy (election) affected the floated of local government budget have increased significantly. Unfortunately, these competition is not borned the good leadership for local government. The magnitude of the election budget and the impact on governmental bureaucracy resulted not ready to close the budget deficit. More than these bureaucracy has loyalty dilemma caused by dispersed of concentration in every election's activity. *Third*, increased of develop the bureaucratic organization without planning and analysis of the measured trigger financing and recruitment of apparatus that not less. As a result, the bureaucracy in most areas are overload, or even lack in outside of Java. In other side, less of local incomes make dependence to central government, while the local government expenditure is to far from efficiency, even tend to be less controlled due to the high cost of the organization. Fourth, extensive corrupt behavior in almost all public sector bureaucracy encourages lose confidence as a public servant. *Fifth*, lack of oversight resulted in most local governments tend to be consumptive, wasteful and lacking focus. The problem are how to reform the bureaucracy, what the obstacles to reform the bureaucracy, and how about the better reform bureaucracy design to minimize the extensive problem?

Keywords: Bureaucratic Reformation, bureaucracy design, local government, Good Governance

Introduction

Bureaucratic reform is an effort of basic management expected will make a good result in changing system and structure. System is connected to the relationship among elements influencing one to another and making a totality of purpose, the change of an element may impact other elements. Structure is

connected to systematic mechanism. The change of structure comprise of mechanism and procedure, human resource, facilities and infrastructure, organization and climate of the effort of reaching the objective of governance bureaucracy. This changes the whole aspect which make the bureaucracy has an adequate capability in carrying their

job description and function. The lack in delivering public service at this time describes the failure of bureaucracy in conducting public administration in both central and local.

Urgency of bureaucratic reform in Indonesia at least encouraged by a number of important things, first, the increase of personnel expenditure caused by the increase in the recruitment of employees without effective control and the enlargement of the organizational structure of government bureaucracy. It can be seen from the results of the evaluation of Indonesia Forum of Budget Transparency (2011), in which 124 local governments tend to use the budget inefficiently. Lumajang is one of the districts in which the apparatus expenditure swelled until 83% of the total budget. It means that more or less 2% of the employees may take personnel expenditure, the rest 17% is allocated for 98% of the public in the form of capital expenditure and development. Uncompetent employee recruitment as well as a tendency to develop organizational structure of central and local governments to make budget deficit. Second, the high cost of the election takes local government coffers significantly. Ironically, the election process has never led to a good leadership for the achievement of decentralization objective. The amount of election budget and its impact on government bureaucracy resulted in a bit overwhelmed in controlling the budget deficit. In local level, bureaucracy suffers as a result of the concentration fragmentation of loyalty dilemma in the election. Third, the high arousal state bureaucracy organization fattening without a review of the needs of the organization triggering the

financing and recruitment of employees in an amount to exceed the initial planning. As a result, the local bureaucracy experiencing overload, while in other areas experiencing the opposite, especially in the regions outside of Java. On the other hand the low local revenues created a dependency on the central government, while local government spending away from efficiency even uncontrollable due to the high burden of the organization. Fourth, the spread of corrupt behavior encourages the bureaucracy to lose confidence as a public servant. Fifth, weak oversight resulted in many local governments tend to act consumptive, wasteful, arbitrary and lacked transparency. Overall negative indication is supported also by the bad behavior of the bureaucracy in the service of society as a slow and reactive attitude, arrogance, nepotism, cumbersome, wasteful, work instinctively (instinct), are reluctant to change, and lack of community-driven.

This paper aims to address the problem in several regions in Indonesia are (1) What should be done bureaucratic reforms, (2) whether the challenges faced, and (3) how the design of bureaucratic reform should be carried out in minimizing the spread of the problems encountered?

This paper will try to answer some of these questions by starting from the meaning of bureaucracy and good governance, good governance characteristics, problems and challenges faced in the effort to reform the bureaucracy in the region, as well as strategic efforts to reform the bureaucracy and the implementation of good governance.

The changes are expected to not only incremental but fundamental. It was

recognized that efforts to reform the bureaucracy is part of the grand design of creation of good governance (good governance). This concept is expected to be able to bridge a state of poor governance (bad government) towards the establishment of good governance (good governance). Of course the government bureaucracy as an instrument of implementing a major focus of which must be corrected through bureaucratic reform policy.

Research Method

This study is a desk study using historical methods in the form of bibliographic (literature) to gather information relevant to the issues being studied based on secondary data sources that will support the research. Sources of secondary data obtained from scientific books, similar research reports, regulations, various papers, books, and journals relevant to the problems assessed.

Result And Discussion

Coverage of the results of this study include the reform of government bureaucracy, both central and local, though ultimately more displays portraits of local government bureaucracy in Indonesia. However, we understand that the bureaucratic reform at the local government level are part of bureaucratic reform policy nationally.

Bureaucracy and Good Governance

The concept of the bureaucracy itself commonly refers to the idea Maximilliam Weber (1864-1920). Nevertheless, many developing Albrow bureaucracy concept from different angles. Etymologically, the word comes from the red tape bureaucracy (UK), or

burocratie (Germany), burocrazia (Italy) and bureaucatie (France), which means a desk or office. The term was raised again by the French philosopher, Baron de Grimm top notes Vincent de Gournay. Cracy (kratos) itself shows the rule or rules. In another equivalent term is often associated with governance (process), because the government has the power to make rules or even perform the process and sources of the rules in the relationship between the governing and the governed. This statement is at least in line with the mind Gornay and Laski (1930) which then define the bureaucracy as a system of government where the control completely in the hands of officials who came to a certain extent can delay or reduce the freedom of ordinary citizens. Two other examples of assimilation results may be synonymous with the word but there will be discussed such as the concept of democracy and oligarchy. If the source of power comes from the people commonly called democracy. Similarly, if the power source is controlled by a group of smart people (professional) commonly known as the oligarchy. In fact, through a provocative sentence Michel (1962) states that those who talk about the organization, must talk about the oligarchy. At the pragmatic level more detailed affairs ministry strongly associated with what is commonly called a bureaucracy.

Meaning of bureau is identical with the reality in the bureaucracy, in which the structure in the form of more complete work on the table. Officials usually sit behind a desk. All practical problems solved on the table, beyond that may be contrary to the etymological meaning. This is understandable because historically the beginning of the emergence of traditional bureaucracy in

France (18th century) featuring faces that seem wasteful, exploitative, repressive, opportunist, collusive, corrupt and nepotism. Cynicism over these symptoms gave birth to the term *bureaumania*. By functional reality of the service became more efficient and effective without going through the bureaucratic counter that sometimes convoluted and energy drain. In our daily activities many find the term *bureaus* in the organizational structure. In Indonesia, at the level of provincial and national organizations, for example, there is the post bureau headed by a bureau chief echelon two. For example, the law firm, bureau organizations, government agencies, public agencies and so on. Bureau oversees a number of sections and subsections on the lowest level. Even to distinguish technically, an official of the facilities are sometimes given a table by the term size of the bureau or bureaus half. The second notion (*office*), referring to almost all forms of both civilian and military organizations. We often call the office at almost all organizations are *fisual* visible through the magnificent building, complete with systems and equipment. Similarly, the office of a private organization. In the Indonesian context, the organizational structure of local government offices such as using the term to distinguish the unit to government offices and agencies. Office became the smallest unit size before moving up to the Agency or Department. At the level of provinces in Indonesia, as an instrument of central government offices in the area, such as regional offices (*regional offices*) and departments (*kandep*). While the term in office of the district and municipal levels of government are part of the local government unit under the department.

In the centralized administration, the central government instrument can reach down to the lowest level of government (*dekonsentratif*). By contrast, democratic governance nuanced usually put controls on certain levels of government to further perform functional supervision (*decentralized*).

In the perspective of Weber, bureaucracy is a rational organization with all the characteristics inherent therein. Characteristics referred to among others the existence of a position, duties, authority, hierarchy, system, formality, discipline, professional competence and seniority. These characteristics form the bureaucracy as a means to achieve collective goals. Bureaucracy within the meaning of the concrete is an organization which has a pyramidal-shaped chain of command, where more people are at lower levels than the upper level, both on the military and civilian agencies. Getting to the top of increasingly scarce power holders, because he confirms leadership with broader powers. Conversely the downward more and more employees, but he continued to show a more limited authority. The power in the end completely distributed in the form of specialization and smaller structures. Thus power flows according to the laws of nature (*natural of law*). Power flows into structures that are shared in detail and hierarchical. Bureaucracy in the end is seen as a reflection of the institutionalization of power flowing from top to bottom. From this aspect of bureaucracy is practically an instrument / instruments of power to achieve common goals leader and carried by the leader in question. On a more tangible example, a president chosen by the people in Indonesia have extensive

powers. The hierarchical power flowed through the Minister, the Governor, Regent / Mayor, Head, Head to Head Village. At the level of the governor, the power is divided by the number of received authority, and instituted the formal structures such as government agencies, part of government and so on. Similarly, the flow of power at the level of district / mayor to village government. Power in this context formalized detailed and clearly accountable. This is called the authority (authority). In that regard the bureaucracy present and refers to how governments carry out and make a formal legal regulations. The validity of all the activities and decisions made are expected to reflect a good government with various characteristics contained therein.

The phenomenon of today's government has extended not only to the world of government alone, but also on non-governmental space such companies. Efforts in the framework of the implementation of power through a series of mechanisms to ensure accountability, legitimacy and transparency in the various sectors outside government showed symptoms government intensified. At least this is seen in the formation of a series of rules or structure of authority in certain communities that play a role or resource management functions including in maintaining social order. Widespread efforts to restructure government to make better encourage international donors to develop the concept of good governance. The development of this concept is driven by the symptoms of increased obstacles and political administration in the development of the third world. Symptoms include increased corruption, collusion, nepotism, individualism and the loss of political

legitimacy, especially in countries that are less able and without adequate democratic system. The opposite of the ideal concept to be developed, bad government is the reason also for international organizations to develop a pattern that is more likely to face the impact of global economic and political management.

In the perspective of developed countries, the two main reasons that led to the birth the idea of creating good governance is first, the failure of the government to perform its functions characterized by a lack of rules governing the operation of the law and causing distrust in the government about how the government interacts with citizens. This of course relates to the government's responsibility to its people, as well as the obligations and rights that are binding between those who govern and the governed. Second, the pressure of neo-liberal group that supports the reduction of the role of states and balances of power to the provision of services by the purchaser and regulator. Or in other words, trimming the role of government as far as possible by way of submission of interests between the seller and the buyer in the market mechanism.

Even if efforts to create a better government done for example through decentralization of power, governance reform, bureaucratic reorientation and expansion of public participation to restore accountability, legitimacy and transparency, but by no means devoid of the increasing impact of governance. In developing countries, thus further strengthening the growth policy of liberal democracy, which in turn encourages the return of the government increased control over repressive. However, we

still believe that creating a strong government is absolutely necessary for political stability can guarantee the success of development. Finally, the bureaucracy sometimes back into the classic problem with no obvious way out.

Good Governance Characteristic

According to the UNDP (1997), a good government at least have the characteristics of accountability, transparency, participation, rule of law, responsiveness, consensus, equity, efficiency and effectiveness, and has a strategic vision. Components involved are not just the domain of government as executor, but also includes private groups as stakeholders and society as civil society. These three components should run in parallel, support each other and interact with each other. Such interactions should be guided by a number of characteristics that enable good governance running. In this context, good governance is more focused on aspects of the process through a functional approach in order to achieve the desired goal. Further details will develop the meaning of a number of characteristics inherent in the concept of good governance. Accountability refers to the responsibilities of each actor in governing interactions. Laying the sole responsibility of the public sector is not the best idea to create good governance. Responsibility is an important value that should apply to all elements in the governance process. As a government, the responsibility is required as a consequence of all types of contracts from the lowest level up to the central government. Responsibility is

a value that is capable of bridging the relationship between government and the community to ensure the sustainability of the government. The government's responsibility to all stakeholders as beneficiaries at least trigger the growth of trust as capital for the continuity of government. The onus on the community elements needed so that people are aware of any output of services provided is the maximum effort that can be in the government products. Ultimately the responsibility of society as effectively as possible not only take advantage of what is given by the government, also maintains all services provided including the products responsible for the failure of a government elected by themselves. Similarly, the other elements, the holders of capital (private) should hold to the principle of responsibility in the interaction with the community and government. Any action that is practical as well as the associated burden on society and the government, should be accounted for consistently. Lapindo Mud case in Indonesia (2005) reflects the responsibility of all the elements, not only the government, private and public. Hard to imagine if a private party run from the responsibility, because all three elements had to have limits on their own responsibility. Transparency is a characteristic that enables the establishment of public trust in what the government articulated in terms of the interests and needs of the community. Lack of government transparency with respect to the planning and implementation of policies shows the weakness of good faith in realizing the goals and expectations of society. One major focus today is how effectively the government is able to fight for the interests of the community through the

available budget. Transparent planning to convince the public about the extent of their interests honestly afford documented by the government. At a much deeper level, how strong government commitment to realize all the planning that has been agreed upon. The absence of transparency is often shown by stagnant all planning documents without realization, or change a crossroads in the interests of certain individuals and groups. As a result, all the government planning to lose connectivity with the public interest. In addition, an indication of the spread of corrupt behavior within the government convinced the public that the government is losing the characteristics of transparency in running the service function. Such diseases not only hit the government, as well as the private sector and the community at some level. This can be seen in the case of Pensions Athlete Development project in the Ministry of Youth and Sports. Participation, demonstrated community involvement in the preparation of development planning documents. Community participation further illustrates the extent to which their interests have been accommodated properly, in addition to involving them in terms of broader responsibility. Low community participation in governance due to lack of public awareness about the importance of participation in development. Education becomes an important key factor in encouraging community awareness. The following problem lies precisely in the lack of government transparency in public participation. The condition is of course related to the value of transparency, so that the government seemed difficult to engage public participation in

governance. Bad government often suffer from feelings of excessive suspicious when people are involved in every process of development planning. Here it is clear that if the participation is low, lower the likelihood of their realization due to the low level of education obtained so apathy. Conversely, if the government was reluctant to involve public participation, the possibility of government awareness is also low so as to encourage prejudice against any community involvement. Legal order is a characteristic that allows the creation of a law-abiding society. The rule of law provides the foundation for government in implementing the vision and mission carried, at the same time shows the level of accessibility of the public against the government. Increasingly low legal compliance society shows the lower the level of public acceptance of the government. The rule of law is intended to create a social order, which is a condition of an orderly society, aware of the rules that cater to the interests of society itself. In that connection, it takes a leader to provide examples awareness so as to encourage the establishment of the rule of law. The presence of the government in each community services indicates the presence of protection for people, also indicates the law itself. That is why the government is often seen as a symptom symptoms law. Responsive is characteristic of government that is able to respond as early as possible, to every problem facing society. The ability to provide answers to any problems faced by the community showed the government's ability to understand what the main needs of the community. Failure to respond to any problems faced by the community shows the government apathy and loss of sense of

belonging on the problems experienced by the community. In the perspective of society, let alone the presence, despite government statements can be judged as a positive response to the problems they are facing. The consensus is a characteristic that describes the government's ability to build consensus between the demands of the bottom-up and top-down. Consensus was also referring to how the government build an agreement which allows all interests can be accommodated in the available channels. Consensus is the cornerstone for the achievement of shared commitment. A shared commitment with regard to the interests of stakeholders in realizing the goals mandated by the government. Failure to build a consensus can undermine public confidence that the government can be assessed betray the mandate given. The ability of the government maintaining the consensus that has been built can be interpreted as the government's ability to maintain the trust. Adil is a characteristic that can encourage the public acceptability of the government. Justice is one of the objectives to be achieved by each government. Justice is typically attached to the perpetrators of the government, especially leaders. Justice aims to create equity, while providing rights and obligations proportionally. Efficiency and effectiveness are characteristic of good governance that reflects the ability of the government in achieving the goals appropriately efficiency and effectiveness. Achievement of objectives taking into account aspects of efficiency and effectiveness of government can boost productivity become more qualified without wasting large capital. The government's failure to consider the efficiency and

effectiveness of capital loss and make the government could not do much, except employees within their finance respectively. These conditions make the government suffered substantial budget burden in addition to not being able to make strategic policy. Characteristics of strategic vision with regard to the government's ability to realize the ideals but realistic based on community needs. Without a clear vision of the government in fact only function instinctively, without reasoning far ahead. Vision is expected to be a clue that can dikonkritkan in the form of missions, programs to technical activities. Vision describes the future governance and load ideals of society can be realized by the leader as far as he is able and consistent. Strategic vision requires continuity in guarding the agenda that has been set. Which departed from the government is a government that has a vision of a distant view of the future, as well as have an ideal long-term and sustainable. Here are some characteristics of good governance (good governance) according to the UNDP. In general, these characteristics become important variables not only for the government, as well as the private sector and the public at large. The creation of good governance is not merely to be a part of government policy, but also in touch with the values and attitudes shared by the private sector and the public. According to Gerry Stoker (1998), proposition governance includes five topics; First, refers to the set of institutions and actors who are in and out of government. Second, identify the vagueness boundaries and responsibilities for addressing socio-economic issues. Third, identify the dependence of power contained in the relationship between institutions that

conduct collective action. Fourth, it is about the actor who is independent network and organize themselves. Fifth, recognizing the capacity to accomplish something that does not rely on the power of government to command or use its authority. Governance looked governments have the ability to use tools and new techniques in directing and guiding. In addition, Hayden (in Hamdi, 2002: 14), mentions four variables in the concept of governance, namely; authority which means the existence of a legitimate power, reciprocity, namely the development view of the use of power is not necessarily a zero-sum game, but it can also be a positive sum game. Trust, which means living together and bound, competitively or cooperatively in pursuit of a common goal. Accountability pada essentially strengthen public confidence and vice versa.

The Challenge of Bureaucracy Reform and Good Governance

Challenges bureaucratic reform in Indonesia at least covers three main issues: first, the internal factors include the inability of the bureaucracy to change himself for the better. Second, external factors relating to the high political intervention makes the bureaucracy to lose concentration in running the service function. Third, factors public doubt on the effectiveness of policies planned and implemented by the bureaucracy. The first factor is caused by the weakness of the bureaucracy in renewing their performance development environment (Muhammad, 2007). The high dynamics of society in demanding better services is not necessarily matched by the bureaucracy's ability to develop intelligence, aptitude and skills in the management of government. Patterns of

approach and service to the community as a real indication of traditional behavior. Service bureaucracy was based on kinship, emotional, far from the ideal character of the bureaucracy, which is an impersonal relationship. It must be recognized that cultural differences in the west and east is a reality that must be recognized in the provision of services to the community. Leaned service by putting the principles of impersonality rigidly referred Weber does not create a sense of justice are adequate. Every community served consisting of people who are able and unable to physically and non-physically. Those who are physically unable, of course, requires an approach to be served by way of shuttle-ball. While they were not able to be non-physical, such as financial problems, should be given incentives remain balanced so that the service can be received evenly. Instead, lean service by putting the relationship overall personality as well as creating discrimination to groups of people who do not have direct access to the government, Because only Reviews those who are known personally who will be served. The inability of the bureaucracy to understand plurality in society Often leads to inequities in service. In this context it is Necessary bureaucracy that is Able to adapt to the development of society, and be Able to answer every question of not only structurally, but functional. Structural approach in service are Often faced with rules and norms, making it difficult, to solve the problem completely. Settlement pattern leaning problem with all the regulatory aspects do not always bring maximum results. Often feel frustrated Because Society Reviews their service is deadlocked because of the inability of the bureaucracy simply

translating the applicable rules. Instead, a group of bureaucrats seem like a robot who lost humanity when all the cases resolved by the applicable rules. Persoalaannya, what if the people's demands go beyond the rule itself, which sometimes arrive late, or even regulatory vacancy occurs. Does the same reasons the government must refuse service to the community? It therefore requires a functional approach that can resolve to the root of the problem. In this context, the bureaucracy often store and take care of the problem for the particular interests, do not attempt to solve the problem completely. Functional approach in the service of an approach pattern to compensate for a structural approach which sometimes inhibits, cumbersome, time-consuming and the cost is not small. Keep in mind that bases all the functional services are also not appropriate, because all services are basically require formal institutionalization that can be monitored and controlled. This adult pattern functional approach a lot of progress, especially at the central government level. Birth of bodies, agencies and commissions that are mezzo-structure in addition to the existing formal institutions, a reflection of the pattern of problem solving by combining structural and functional approach. Yet not without a note, these institutions do not only burden the budget of the government bureaucracy in general but the cause overlapping and less productive.

The second factor is a challenge bureaucratic reform is the high political intervention in the bureaucracy. Politicization of bureaucracy to get a room when a group of elite political parties use the momentum of the election to move the bureaucracy as

well as the political engine of political activists. As a result, as said Agus Dwiyanto (2011), the bureaucracy experienced a breakdown of concentration while at the same time failing to serve the public according to the mission of assuming. Rupture of bureaucratic concentration caused circulation regional head once every five years. Those who rely on the dominant incumbent candidates are often disoriented in the competition when they lost the next election. On the other hand the politicization of the bureaucracy to create a relationship between the executive and legislative experience serious dynamic tension if not continuous. As a result, most of the bureaucracy that take the path of compromise in the end helped enrich the level of leakage due to perform a collective conspiracy. The indication can be seen through the increased leakage current budget planning and budget at their establishment. Bureaucratic distancing explicitly with political groups experienced tension as vulnerable to losing positions. The remaining group of bureaucrats who took the apathy of the dynamics that occur in every rotation of government. Political intervention against the bureaucratic apparatus has stimulated appetite for building a secret commitment with the elite during the circulation of power. The commitment is in the form of a political deal that led to the question of who can be what, how much and when. In this context awakened effective coalition between the executive and the legislature in the budget burglary. Such polarization makes local bureaucracy oscillate and difficult to determine its neutrality as a public servant. All of that is supported by the head of the region's ability to mobilize resources through the most

successful team members who come from the ranks of the bureaucracy. Resource mobilization is done even in a brightly lit through recruitment by primordial ties and patronage instead of merit system that emphasizes competence. This situation clearly develop corrupt behavior within the bureaucracy as a consequence of the relationships that are transactional. As a result of bureaucratic impressed not belong to the public but the ruling elite which can be seen from the attitude and orientation are likely to see upward (hierarchical peak) rather than looking down (the public).

The third factor is the challenge of bureaucratic reform public doubts against any policies implemented by the bureaucracy. Lack of education and lack of analysis of any policy diproduk make the bureaucracy was unable to make the policy effective in solving problems. The high resistance is marked by rising public demonstrations and private parties who feel aggrieved by any policies established corroborate the above two reasons. Doubts public and private sectors of the bureaucratic policy effectiveness is caused by two factors other than the above is also a problem of credibility bureaucracy. The low credibility of the bureaucracy in designing a policy can be seen from the low involvement of experts in the form of assistance, the lack of an academic paper on the draft regulation (particularly local regulations), as well as the lack of public consultation on the draft regulations are made. Overall these indications lead to the poor quality of the design of policies that lead to resistance from stakeholders (stakeholders). Policy design weaknesses at the planning stage to the implementation stage does not

necessarily create a bureaucracy to evaluate ongoing but trying to cover up the weakness of the policy. Eksklusivistik attitude and seemed to know all the problems pushing bureaucracy at every arrogant behavior when responding to the demands of society. Besides, the public doubt on the effectiveness of policies to grow due to an abundance of bureaucratic programs that are promised but lose focus on implementation. As a result, more programs are mailing service than expected reality. Society sometimes abhor bureaucratic indolence and greed, as pointed out by Barzelay (1982) in 'Breaking Through bureaucracy'. In the end, public skepticism toward bureaucratic reform in general is growing due to the low confidence in the systems and human resources. Poor system in the service of the people do not feel the bureaucracy makes clear in solving the problem. Similarly, the bad behavior of the bureaucracy in terms of service to make people not believe what had been done by the government. This picture has been alluded least Osborne and Gaebler (1992) in the 'Reinventing Government, that the government issues rather than on what they do but how these services can be implemented properly.

Bureaucracy Reform and the Implementation of Good Governance

Reform of the bureaucracy is the effort to organize the institutional capacity concerning systems and bureaucratic structures in performing basic functions as public servants. If the political bureaucracy is an instrument of power in realizing the vision and mission of the ruler accordance with the

mandate of the people who poured in the form of a formal policy, the bureaucratic reform should be directed towards creating a situation conducive for neutral bureaucracy of the influence of excessive power. If sociologically bureaucracy is seen as the most rational organization which has a number of characteristics as the executor of the interaction between the government on one hand and society on the other hand, the bureaucratic reform should be directed at strengthening the characteristics in question, even if necessarily with the exception of a number of records in the implementation phase. If the administrative bureaucracy is seen as a medium that allows services, emphasizing aspects of effectiveness and efficiency and have clear mechanisms and standardization in the interactions, the bureaucratic reform should be directed at a number of alternative policy options such as structural reform, capacitation and instrumentation. This section will examine how the bureaucratic reform policy design should be taken to realize the function of the bureaucracy as well as encourage the creation of good governance (good governance).

First, reform of the organization (structural). Organizations can be interpreted in two kinds, the first in a static sense, namely the organization as a place where cooperation activities carried out. Both in terms of dynamic, namely the organization as a system of processes of interaction between people who cooperate, both formal and informal. Further details will be more focused on the second sense, ie in the sense of a dynamic organization. It is caused by external and internal factors. Internally the organization is driven by high pressure power, while externally

driven by changes in the wider environment. Both factors are dominant enough to make the government appear dynamic organization. The design of structural reforms can be done by laying a strong foundation that the organization is a means to an end, not an end in itself. Understanding the differences in the management of government bureaucracy often make ineffective duties and functions. Perhaps in the perspective of a local chief bureaucracy is the ideal tool to materialize ideas in the form of a vision and mission for five years, but in the perspective of the bureaucratic apparatus is the ultimate goal with respect to how the highest position as a reflection of power can be achieved. The problem is then incremented when most regional heads just thinking the same as the apparatus that is how to make the bureaucracy as a means to gain access to the overall resources available. Organizational reform is not just a slogan rich poor function of the structure, but more than that organizations in the design based on need, not political interests or a particular group. In the hierarchical level needed pruning allows shorter structural level. Within a certain distance is required delegation that allow a more efficient and effective services. At the horizontal level required functional organ which is more flexible in responding to completely root of the problems encountered. The dominance of the structural aspect has been created rigidity, besides wasting time and expense that is not small. The length of hierarchical lines create any problems expiry impressed when returning to society, due to the difficulty in direct contact with decision makers (decision maker).

Organizations should be compiled based on the results of job analysis and workload instead of a political compromise. It should be recognized that the preparation of the cultural organizations in the region have tended to practice ways of preparing the organization at the central level. The election system has trapped the regional head for reconstruction of local government organization in ways resembling cabinet as happened at the central government level. Penjenjangan career patterns less attention even just an element of formality Baperjakat results in the placement of personnel in the structure of government. Case takedown secretary-level officials in the area a short time and large-scale mutations are examples that can be observed in the area of local government. As a result, local government organizations showed symptoms of obesity-ridden political interests of local elites making it difficult to move an end. In fact the organization was formed to address the interests of the regime rather than answer the problems facing society. This condition not only prevailing in the area, but practiced well-lit at the central level through the expansion of government organizations. The portrait looks not only to the expansion of ministry departments, but looked at dozens level organization of institutions, agencies and commissions. Ironically, the tightening of the organization to be more lean and rich functionality preferably at the level of local governments through the policy of government regulation, but failed to make the efficiency of the organization at the level of central government organizations are increasingly widening. Widening the size of the organization without a needs

assessment of positions and workloads making performance government organizations particularly impressed fat and static. This can be understood if associated with increased recruitment every year without control based on competence. Recruitment without competence ultimately absorb the amount of budget that is not a little in order to improve skills and the skills of employees, in addition to tersisihnya opportunities for recruitment of employees who have competence ideal as teachers, policy analysts, physicians, pharmacists and nurses. Posture local government organizations who are overweight can certainly suck apparatus expenditure is greater than the construction expenditures. This reality can be found in a number of districts such as Lumajang, Tasikmalaya, Sragen, Palu, Ambon and Bitung for example, where more than 70% of the budget is sucked to personnel expenditures (FITRA: 2011).

Secondly, the necessary reform of adequate capacitation in order to enhance the ability of personnel in serving the community. Capacitation reform is an attempt to increase the ability of the bureaucracy in the service resource to be able to keep pace with the dynamics of the community. Capacitation reform the bureaucracy associated with the ability of either individually or in groups shown in the ability to translate the vision and mission, programs and activities. The development of human capacity focused on aspects of education and experience will determine the value of the professionalism of the bureaucracy before the public. Professionalism demonstrated by at least a certification of the level of basic education to a higher level. These aspects were offset

by a wealth of experience in various organizations who share values and core competencies. The second aspect was at least able to form individual abilities while at the same time encouraging the collective ability of the bureaucracy.

Lack of education apparatus resulted in a gap between those who served and those who serve. This gap often cause tension at the same suspicions about the performance of the bureaucracy. Worse, the closing of educational development policies and the birth of discrimination in resource development in the area bore indications of cases shortcut through fake diploma and a degree. To anticipate that the necessary reform of policy design capacitation long term and short term. In the long term the necessary education based on the needs and characteristics of the local government organization. For comparison, the areas of competency-based marine, fisheries, agriculture and services, would require officials who control the leading sectors in question. It is important to encourage the development of more rapid and competitive area. Development of local excellence requires a bureaucracy that is able to answer the challenges that arise. In the long term needs of personnel who have sufficient knowledge for the preparation of the action plan to implement a program of skills effectively. In the end, the higher the capacity of local governments lower the risks to be faced in the future. Conversely the lower the capacity of local governments the higher the risk to be faced. The impact of bureaucracy and government as a whole may lose public confidence.

In the short term the necessary practical policy design, first, an increase in incentives that serve to encourage the spirit and performance of the bureaucracy. Spirit is directed to deliver competitive value so as to create justice for bureaucratic achievement. Justice can be applied through incentive payments based on an assessment of performance of the bureaucracy. Equitable had only proves that those who work and, equally get special treatment. This fact clearly less encouraging competition and creating injustice, including lowering the rewards for those who really have professionalism. Payroll and incentive patterns varied as ever applied to a number of local authorities such as Jembrana district of Bali Province, showed a positive impact in boosting the performance of the bureaucracy. Secondly, bureaucratic reform in the short term should be able to create an internal system that can drive slowly growing awareness of the bureaucracy as a public servant. Increasing awareness to produce innovation, creativity and self-reliance should be awarded in kind in order to encourage the same spirit in another apparatus. Similarly, the pattern of sanctions is needed as closely as possible with the intention of fostering proportionally. The imposition of sanctions is not an end, it is much more important than that is the birth of a positive impact for the bureaucracy to get back on the duties and functions of each. The omission of the growth of creativity without appreciation can reduce the spirit to work and serve the organization. On the other hand let the same meaning bureaucratic negligence by agreeing at the same time allowing arbitrariness in community service. Therefore it should

be understood that penarapan reward and punishment have a strategic significance for the organization, which encourages the development of bureaucracy to be more disciplined and responsible and able to respond to the development of society, while protecting the bureaucracy of the bad behavior of personnel who interact therein. Third, the necessary arrangements are externally system can effectively reduce the politicization of the bureaucracy can solve the concentration apparatus in serving the community. Through the existing system, the bureaucracy is very vulnerable to intervention by local elites in order to satisfy the interests of certain groups in the circulation of power. In order to reduce the political interests of the bureaucracy should take distance to be neutral. This statement of course is not easy to obtain empirical field, in fact on the contrary, difficult bureaucratic elites refuse stimuli for coalition won a particular candidate. All of these consequences do of course is based on a minimum transaction through strategic positions and lucrative. Politicization of bureaucracy making apparatus became the butt of the local elite. Taking the distance is too much risk of losing position, too close together means to plunge into uncertainty riskier, because it required an external system that can fortify the bureaucracy of excessive political interests. Fourth, reform of the bureaucracy in the short term aimed at preventing (preventive) behavior of corruption within the bureaucracy. So far, the corruption perception index in Indonesia have not changed according to Transparency International notes, amounting to 2.8. This shows that the bad behavior of the bureaucracy needs to be fixed. Corruption is an extraordinary crime that requires efforts

are remarkable. The establishment of the Corruption Eradication Commission intended to assist the government in minimizing the symptoms of corruption. Reflecting on China who dare to apply decisive action for corruption, it is necessary to reform the bureaucracy that is able to prevent the occurrence of corruption within the government bureaucracy. Corruption is not a positive culture that grows in society, because all social norms including religion does not tolerate such bad behavior. It should be understood that the system of incentives as proposed earlier is not the only way to reduce corruption. The behavior of a corrupt bureaucracy tends to be motivated by environmental influences as well as domestic demand. Related to the reform of the bureaucracy required strictly binding system, in addition to the application of severe sanctions on any alleged action. Of course, bureaucratic reform in the long term, including short-term difficult to do without starting from the working culture change towards the positive. Changes in work culture that begins from inculcate the habit of the overall characteristics of a good government is expected to produce bureaucracy to perform its function as a servant of the state and public servant. As civil servants, bureaucracy requires de jure legitimacy to run all the political decisions of the government. Meanwhile, as a public servant, the bureaucracy requires legitimacy de facto as a connector to the interests of the ruling government. Culture of positive work is expected not only transmitted to the government, as well as the elements of society and the self-employed.

The third part of bureaucratic reform ideas regarding reform of instrumentation that includes the preparation of a good regulatory

legislation at the national level to the regulation at the level of local government. Instrumentation reform policies that serve as the foundation-formal legalistic to avoid public demands on the performance of the bureaucracy. Policy platform in general are expected to protect the government and all stakeholders in the sphere of good governance. In many cases, the bureaucracy often failing to prepare the instrument for public service foundation. These symptoms can be seen in a number of the findings of the CPC where the local government budget expenditures, especially miss the juridical basis. Reform instrumentation at a technical level at least be able to clarify the mechanisms and procedures by government bureaucracy. Without a standard operational procedure, bureaucracy trading using instinct which in certain circumstances may be in conflict with the norms and regulations. Instead, the tightness of the mechanisms and procedures can establish a culture of bureaucracy which in turn drives the behavior of "bounced" (by pass) to speed up service. Such a situation is often fostered bribery, collusion and development of mafia networks in the bureaucracy. Although the grounds of efficiency, ultimately lead to a more complex problem, namely high economic cost (high cost economy). Bank Century case, Wisma Atlit, a false letter of the Constitutional Court until Kemenakertrans are clear examples in the context of the formation of the bureaucratic mafia networks between government, stakeholders and ordinary citizens. Instrumentation reforms are expected not only related to the legal basis, mechanisms and procedures, as well as a set of tools associated with both the facilities and

infrastructure that enable the bureaucracy was able to develop itself in providing quality services. Proactive service strategy through the use of available facilities and infrastructure such as information technology and transport is a whole package of reforms within the framework of a large instrumentation bureaucratic reform and the implementation of good governance.

Relating to the implementation of good governance, the government basically has a lot to make a breakthrough through the various regulations that provide opportunities implementation of the characteristics of good governance. One example can be seen in the policies of Law No.32 / 2004 on Regional Government, where the principles of governance becomes an important cornerstone in local governance, although not yet fully realized can be implemented. Another concrete example can be seen in the regional administration of the evaluation instrument which contains a number of variables and indicators as a reflection of the achievement of the characteristics of good governance, such as the juridical basis of policies and the level of community participation. Other indicators that can be observed are the requirements of the SOP as a guideline for every local government in carrying out the functions and duties of principal field. On the characteristics of transparency, for example, birth regulations on public disclosure by the Ministry of Information and Communications showed the government's commitment in providing the widest access to the public. Characteristics consensus done through the efforts of state and local budgets planning documentation as a form of mutual agreement between the

executive and the legislature that in fact selected and represent the community itself. The development of equality as part of the characteristics of good governance can be seen in the selection mechanism of political leaders that gender friendly and open for every citizen under the constitution limits and laws. Characteristics of efficiency and effectiveness is a principle that is always accommodated in local government legislation including regulations into derivatives, notwithstanding the fact that these principles are often violated by local governments. Characteristics strategic vision becomes absolutely necessary for each candidate government leaders when running for public office. This strategy is done through the terms of fit and proper test conducted at a number of candidates for regional head level officials as well as leaders of institutions, agencies and commissions. The principle of accountability can be seen in a number of liability instruments such as PP No.3 / 2007 on Regional Head covering Accountability LPPD, LKPJ and LIPD. These principles have evolved since the inception of the institution which serves an evaluation and monitoring either internally, externally, functional, political and public scrutiny. Submission of progress reports the assets held by any public authority reflect the implementation of the principles of accountability and transparency. Even the declaration of character education from an early age by the Ministry of National Education is a long-term breakthrough in efforts to instill the values of honesty, discipline, responsibility, transparency, equity and accountability. All of it is the basic capital in the context of the growth,

development and implementation of the characteristics of good governance.

Conclusion

1. In that regard the bureaucracy present refers to how governments carry out and make a formal legal regulations. The validity of all the activities and decisions made are expected to reflect a good government with various characteristics contained therein
2. Challenges bureaucratic reform in Indonesia at least covers three main issues:
 - a. first, the internal factors include the inability of the bureaucracy to change himself for the better.
 - b. Second, external factors relating to the high political intervention makes the bureaucracy to lose concentration in running the service function.
 - c. Third, factors public doubt on the effectiveness of policies planned and implemented by the bureaucracy
3. Bureaucracy reform design should be established in overcoming the problems in bureaucracy reform . In the short term the necessary practical policy design :
 - a. An increase in incentives that serve to encourage the spirit and performance of the bureaucracy
 - b. Bureaucratic reform in the short term should be able to create an internal system that can drive slowly growing awareness of the bureaucracy as a public servant
 - c. The necessary arrangements are externally system can effectively reduce the politicization of the bureaucracy can solve the

concentration apparatus in serving the community.

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The Basic Standard of Obedience toward the Ruler in Javanese Culture

(Critical Study of *Serat Siti Jenar Inkgang Tulen*)

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Abstract

This paper attempts to reveal how the doctrine leads a person's political obedience in the context of the background setting of the monarchy system power in Islamic kingdom in Demak (16-17 centuries). The Islamic kingdom of Demak was known as the first Islamic Kingdom as the continuation of Majapahit Hindu kingdom. The doctrine that the writer means is taken from *Serat Siti Jenar Inkgang Tulen*. This *serat* (Text) especially is about the disobedience of Syekh Siti Jenar (a member of *Walisongo*) towards the Islamic kingdom of Demak. Because of his attitude, Syekh Siti Jenar finally had to be beheaded in front of the King and other *Walisongo* members.

To reveal that doctrine, the writer read the whole content of that script from the beginning to the end, then analyzed by using a descriptive method towards the whole content from the beginning to the end in *Serat Siti Jenar Inkgang Tulen*.

The writer got at least six instruments of doctrine for a person or group or institution that is considered to meet the basic standard of obedience towards the ruler. The instruments are: *first*, the person or group or institution has to accept and understand the system of pattern and religious identity that is same as the ruler; *second*, the person or group or institution has to attend the *Jumat* prayer in mosque or worship place that is built by the kingdom. Although a prayer is personal matter, in the context of praying which is done together, hierarchically it cannot be done personally or forming a group of their own pilgrims. *Third*, periodically, they have to attend the meeting in the central government as the ruler's initiative, as the form of monoloyalty to the ruler. This attendance is as controlling medium to the regional leaders under the central ruler. *Fourth*, they are not carelessly to use the word *ingsun* (I), because the word *ingsun* is the ruler's, not the common people. *Ingsun* is only used by the ruler and noblemen. In this context, for the common people, when they mention first person pronoun, they are only allowed to use the word *saya* (I) in the form of *kawula*, *kula*, *mami*, *manira*, *patik*, and *ulun*. These six first person pronouns literally mean slaves. In other words, the public is consciously constructed to make themselves as slaves in front of the ruler. *Fifth*, the person or group or institution is forbidden to teach philosophy and Sufism to any people with different backgrounds. Moreover, the philosophy is related to the creation, human nature, and the nature of God. Because when the material is considered to be able to inspire common people to question the existence of ruler who considered as God's representative on earth. *Sixth*, a person or group or institution may not coordinate or gather the family or supporters of political opponents by any reason or pretext. This can lead to a number of interpretations that lead to political suspicion.

Keywords: Ruler, obedience instrument, monoloyalty, ingsun, philosophy-Sufism.

A. Introduction

The Islamic kingdom of Demak, which is estimated to be located in Demak, Central Java, was the first Islamic kingdom in Java in the 16th century. Raden Patah, the first king of the Demak kingdom, was a direct descendant of the breed of Hindu kingdom, Majapahit. The kingdom that existed less than a century was colored by various ideological and political conflicts. However, to maintain the stability of his power, the ruler of Demak implemented a number of strict rules that lead to the attitude of the people that were submissive and obedient to the ruler. The principles of the rule implicitly are contained in the text of SITI JENAR, a text containing life and a way of dying of Sheikh SITI JENAR amid the Islamic kingdom rulers of Demak.

Actually texts or manuscripts containing the story of life, teachings and philosophy of life of Sheikh SITI JENAR figures are very diverse. The diversity can be seen from language styles (Surakarta, Yogyakarta, Cirebon, coastal Central Java, and East Javanese); from the letters used (Java letter, Arabic letter and Latin letter); from the languages used (Javanese, Dutch, Malay); and from his way to narrate (poetry/song, prose, and novel). This research succeeded in finding a note that there are at least 50 kinds of the texts or manuscripts¹ containing the life story of Sheikh SITI JENAR. However, in this short research, I will focus on one text, namely *Serat/Buku SITI JENAR INGKANG TULÈN*.²

Text of *Serat/Buku SITI JENAR INGKANG TULÈN* can be referenced in a catalog of Girardet and Ricklef. Girardet noted that *Buku SITI JENAR* of Kanjeng Sunan Giri Kedhaton's work was printed in Kedhiri in the Latin letter of the Javanese language with registration number 31525 (247);³ and *Serat SITI JENAR INGKANG TULÈN* from of Kanjeng Sunan Giri Kedhaton's work was printed in the Javanese letter and language with registration number 31695 (192),⁴ and Ricklef

¹ See Aris Fauzan, "Konsep Ingsun dalam Paham Tasawuf SITI JENAR," Tesis Doktoral (Yogyakarta: Postgraduate of UIN Sunan Kalijaga, 2013), not published.

² Text is the content of the manuscript consisting of content and form. Nabilah Lubis, *Naskah, Teks dan Metode Penelitian Filologi* (Jakarta: Yayasan Media Alo Indonesia, 2001), p. 30. The content contains ideas or a mandate that wants to be delivered by the author to the reader. While the form is the content of the story or the lesson that is to be read and studied by various approaches through plot, characterization, style, and so on. Robson, *Pengkajian Sastra-sastra Tradisional Indonesia*, Bahasa dan Sastra Tahun ke-6 (Jakarta: Pusat Bahasa dan Sastra, 1978), p. 7, see in Nabilah Lubis, *Naskah, Teks...*, p. 30.

³ Nikolus Girardet, *Descriptive Catalogue of the Javanese Manuscripts and Printed Book in the Main Libraries of Surakarta and Yogyakarta* (Wiesbaden: Franz Steiner Verlag GMBH, 1983), p. 518.

⁴ Nikolus Girardet, *Descriptive Catalogue of the Javanese Manuscripts*, p. 525.

noted one text with the title *Book Siti jenar* with registration number 231242.⁵ Furthermore, the text of *Serat Siti Jenar Inkgang Tulèn* of Mas Harjawijaya's work was used by the author as the material object.

B. Regarding *Serat Siti Jenar Inkgang Tulèn*

Serat Siti Jenar Inkgang Tulèn is one of the papers which contain Java Sufism teachings. Generally, writing of the Java Sufism teachings was compiled by using *tembang macapat* which is also called *sekar macapat*. This *sekar macapat* is also used to compile teachings of literature and information on the royal family environment. Names often used to refer to literature of kejawen Islam are *primbon*, *wirid* and *suluk*.⁶ *Primbon* is one of Javanese literary works that summarize a wide variety of teachings that developed in the Javanese tradition such as *ngelmu petung*, *divination*, *witchcraft* and others. *Suluk* is a kind of literature of the coastal Islamic boarding school containing supernatural teachings derived from the Islamic teachings. *Suluk* is also understood as a discourse that is sung by a puppeteer on the puppet show to create a certain atmosphere in accordance with the situation of the scene.

The name of a copyist of *Serat Siti Jenar Inkgang Tulèn* is Raden Mas Harjawijaya who is estimated that he lived in the end of the 19th century until the early 20th century. However, based on the time of publishing, *Serat Siti Jenar Inkgang Tulèn* was published after two of *Serat Siti Jenar* written by Raden Sasrawijaya and Mas Ngabehi Mangunwijaya.

Mas Harjawijaya was an employee of the Dutch government as contained in the following article:

“*Serat Siti Jenar Inkgang tulèn, anggitanipun Kangjeng Sunan Giri Kadhaton. Panganggitipun nalika warsa 1457 sinengkalan pandhita misik sucèng tyas babon saking 'Mas Harjawijaya' Klereg Opsir Inlansesaken ing Nagari Wéltiprédhen.*”⁷

⁵ M.C. Ricklefs, *Indonesian Manuscripts in Great Britain: a Catalogue of Manuscripts in Indonesian Languages in British Public Collections* (Oxford: University Press, 1977), p. 50.

⁶ Simuh, “Mistik Islam Kejawen dalam Wedhatama” (*Paper was compiled and presented in the context of regular discussion of lecturers of IAIN Sunan Kalijaga*), 6th Year of Academic 1983/1984, p. 3. See also M. Wasim Bilal, *Mistik Dalam Suluk Pesisiran* (Yogyakarta: Yayasan Ilmu Pengetahuan dan Kebudayaan “Panunggalan” Lembaga Javanologi, 1988), p. 6.

⁷Raden Mas Harjawijaya, *Serat Siti Jenar Inkgang Tulèn*, 1st ed. (Kediri and Solo: Tan Khoen Swie , 1922), page of front cover. The author intended to show the time of the Serat writing. The use of the candrasengkala calendar describes that the influence of Islam to use the calendar of Qomariyah begins to enter the Javanese culture. The use

Meaning:

The original *Serat Siti Jenar* is an essay of Kangjeng Sunan Giri Kadhaton. Its writing was in 1457 in the sentence of candra sengkala of Sufism preacher that has a pure heart. The main source is from Mas Harjawijaya who was *Klereg Opsir Inlansesaken* in *Nagari Wéltiprédhen*.

As mentioned in the beginning, *Serat Siti Jenar Ingkang Tulèn* was copied by Mas Harjawijaya taken from *Serat Suluk Walisana* authored by Sunan Giri Kedhaton. The content of this book is different from *Serat Siti Jenar* written by Raden Sasrawijaya. Even explicitly in the beginning of *Serat Siti Jenar Ingkang Tulèn* of Mas Harjawijaya mentions that *Serat Siti Jenar* written by Sasrawijaya deviates from the real story.⁸

In writing, literature of kejawen is presented systematically and organizingly in the form of prose and *tembang macapat*. *Tembang macapat* (*macapat song*) is a song in the form of traditional Javanese poetry using the New Java language with having rules or standards of Javanese literature, such as *guru gatra*, *guru lagu* and *guru wilangan*.⁹

The composition of the canto and the song in *Serat Siti Jenar Ingkang Tulèn* is 6 (six) cantos and 4 (four) songs in 32 pages. The following table is about cantos, songs and page layout in *Serat Siti Jenar Ingkang Tulèn*:

Table

***Serat Siti Jenar Ingkang Tulèn* of Harjawijaya's Copy**

Order of Cantos	Name of Songs	Number of Stanzas	Pages
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of this candrasengkala calendar has already begun since the period of Ajisaka, an inventor of Javanese letter. The presence of Ajisaka is considered as the first year of Saka marked with the sentence "*Kunir awuk tanpa dalu*, (The turmeric was rotten without waiting night).. See Meirissa Ramadhani, *Candrasengkala as Representation of Ngayogyakarta Royal Culture*," *Minithesis* (Jakarta: Department of Javanese of Faculty of Science and Culture, University of Indonesia, 2009), p. 13.

⁸ Raden Mas Harjawijaya, *Serat Siti Jenar Ingkang Tulèn*, p. 1.

⁹ *Guru gatra* is the number of lines of each stanza in *macapat* song. *Guru lagu* (*dhong-dhing*) is a rule of final rhyme on *macapat* song. *Guru wilangan* is the number of syllables of each stanza in *macapat* song. These rules apply to all kinds of *macapat* song. The names of the songs and the rules of the structures are as follows: *Dhandhanggula*, 10-I, 10-A, 8-E, 7-U, 9-I, 6-U, 8-A, 12-I, 7-A; *Sinom*, 8-A, 8-I, 8-A, 8-I, 7-I, 8-U, 7-A, 8-I, 12-A; *Asmarandana*, 8-I, 8-A, 8-E, 8-A, 7-A, 8-U, 8°; *Pangkur*, 8-A, 11-I, 8-A, 7-A, 12-U, 8-A, 8-I; *Durma*, 12-A, 7-I, 6-A, 7-A, 8-I, 5-U, 7-I; *Mijil*, 10-I, 6-O, 10-E, 10I, 6-I, 6-U; *Kinanthi*, 8-U, 8-I, 8-A, 8-I, 8-A, 8-I; *Pucung*, 12-U, 6-A, 8-I, 8-A; *Maskumambang*, 12-I, 6-A, 8-I, 8-A; *Gambuh*, 7-U, 10-U, 12-I, 8-U, 8-O. Aris Fauzan, "Ajaran Tasawuf dalam *Serat Siti Jenar*," p. 5.

The above numbers explain the number of syllables in each line. The capital characters explain the final vowel of each syllable in the end of each line. While the writing of the script explains the number of lines that must be written.

Canto I	Asmaradana/Asmarandana Ia	26 stanzas	3-7
Canto II	Sinom II	24 stanzas	7-12
Canto III	Kinanthi IIIa	26 stanzas	12-16
Canto IV	Asmaradana/Asmarandana Ib	46 stanzas	16-24
Canto V	Kinanthi IIIb	29 stanzas	24-28
Canto VI	Dhandhanggula IV	16 stanzas	28-32

C. The Basic Standard of Obedience

The Islamic kingdom of Demak which became the setting of Sheikh Siti Jenar is estimated to be born around the 15th century of Masehi shortly after a collapse of the Hindu Majapahit kingdom. The collapse of Majapahit is immortalized in an expression of *Candra Sengkala* that said *Sirna Ilan Kertaning Earth*. This sentence is interpreted with the year of 1400 Saka or around 1478 AD. The first king of Islamic Demak kingdom is Raden Patah (Fatah). Raden Patah is a descendant of Brawijaya King who has converted to Islam. Islamic religion is estimated to have evolved in Majapahit since the 11th century AD in which was characterized by the presence of Muslim grave named Fatimah binti Maemun who died in 475 H / 1082 AD.¹⁰ In situation of the transitional government, Raden Patah who got the support from the members of walisanga applied rules of obedience to the ruler strictly.

The short research toward *Serat Siti Jenar Ingkang Tulèn* succeeded in revealing that in order to establish obedience among people of the Islamic kingdom of Demak, the king applied at least six following provisions:

First, the person or group or institution has to accept and understand the system of pattern and religious identity that is same as the ruler. Religion for the people is a human right. But in the context of power, every citizen must understand and follow the pattern of religion in accordance with the provisions of the ruler. Even in the context of power, the ruler has the sole authority in determining the citizen's religion. It was an ideal of Raden Patah to unify his citizen's religion in one religion, especially in the area of Java. This ideal was expressed in the following stanza:

¹⁰ Anasom, "Sejarah Masuknya Islam di Jawa," in M. Darori Amin, *Islam dan Kebudayaan Jawa* (Yogyakarta: Gama Media, 2000), p. 29.

(39) *Radèn Patah matur aris; inggih nadyan makatena; jer tan nunggil agaminé; pangangkah kulo ing mangkya; inggih sanuswa Jawa; sampun ngantos wowor sambu; sageda nunggil agama.*

Meaning: Raden Patah said wisely. Although (currently) person's religion is not same, my wish is later that all people of Java homeland will not be undercover as a code. hopefully all can be one religion.

Unification of the religious ideology is not only in the physical area (Islamic law, *sharia, exoteric*) but also in the spiritual matter (mysticism, *esoteric*). If there is a citizen who deviates from the religion professed by the ruler, the citizen will get punishment. The most extreme judgment is that the citizen is considered not to trust the ruler, in which means he defies the government. A form of punishment for those who do not accept and follow the ruler's religion understanding is a death sentence. The death sentence was practically applied to Sheikh Siti Jenar and his followers.

It was revealed in the following stanzas:

(1) *Aywa sira adrèng rèhing kapti; gurunira aliwat druhaka; manggung sinangгаа dhéwé; ya apa pédahipun; angla(hlm. 23) buhi wong dosèng Widhi; marmané kawisésa; trang karsaning ratu; luputé ambubrah sarak; kang wus pada ingimanaken Narpati; lakuning kuna-kuna.*

Meaning: You should not insist on your wish. Your teacher is too wicked. Let him always bear it himself. There is no point to defend the sinner to God. Therefore, the power is the Queen's wish. Her mistake undermines the rule that has entrusted it to the king. It is like earlier times.

(2) *Angugeming agémé ing ngèlmi; ngorakaken ing sarak saré'at; wus ana angger-anggeré; ing kang muni ing kukhum; anemahi ukuman pati; ing Ngarab Sèh Mubarat; tepané ing dangu; iya kukhum ing nagara; déné wani tan ngimanaken agami; uger ageming Nata.*

Meaning: He upheld his conviction and rejected the rule of the sharia which have been the rules.. As it is contained in the law, he will receive the death sentence. It

was like Sheikh Mubarat in Arabic in earlier times. He was punished by the country because he dared to not believe in religion and the king's rule too.

The above stanzas explain that the religion, the ruler's understanding of religion, and the power are one. The ruler, who is in this case the king, represents God on earth. The ruler is the policy maker and the giver of the verdict or punishment for people or institutions considered deviant or different in manner. The logical plot of the death sentence toward those who are assessed to resist is based on several things: the religious basis, the consideration of religious understanding which is not different from the ruler, and the historical basis which refers to cases that have occurred in the world of Islam in the Middle East.

Religion and the ruler are one, although may be there is an irrational and imperfect gap when the ruler understands religion. However, refusing and defying the rules of the ruler are assessed on two assessments, that are defying the ruler and not submitting to the religious rule, because the religion and the ruler are like a coin, whose two sides complement each other.

Second, the person or group or institution has to attend a *Jumat* (Friday) prayer in a mosque or a worship place that was built by the kingdom. Although a prayer is personal matter, in the context of praying which is done together, hierarchically it cannot be done personally or with forming a group of their own pilgrims.

(16) *Sangsaya kasusrèng janma; akèh kang amanjing murid; ing praja-praja myang désa; dalah akèh ing ngulami; kayungyun ngayum sami; kasoran kang wali wolu; gunging paguranira; pan anyuwungaken masjid; karya suda kang maring agama mulya.*

Meaning: He was more well-known in the society. Many came to be students in villages and towns, and many Muslim scholars are interested to get knowledge. He defeats eight guardians. His religious community became bigger but it empties the mosque. It decreases his religion glory.

Many ordinary people joined and became one of the disciples of Sheikh Siti jenar. The students came from various different backgrounds from the rural and urban society, and even there were also muslim scholars who joined. There was spread news that Sheikh Siti Jenar and

his disciples were considered not to pray in the mosque and even did not carry out the Friday prayer. The action of not praying in the mosque among Muslims in that context was considered as a form of disloyalty to the royal ruler. In the simple language, praying in the mosque (not at home) together was transcendently understood as a form of spiritual communication with the God, but immanently it was also as a form of formal communication with fellow humans, especially with the ruler.

Attendance at mosque on every prayer time, especially on the Friday prayer, for every Muslim became the variable standard to measure person's loyalty to the king and the royal rule. The mosque institutionally became the media to control and conduct indoctrination of truth values according to the ruler. Because, in a number of practices of the Friday prayer until the end, if there was a worshiper who whispered, he was morally deemed to have committed futility. The presence of a Muslim in practice of the Friday prayer was coming, being silent, listening, and being forbidden to argue.

(2) *Sapratingkahnya sadarum; dènira angorak-arik; saruning sarak saréngat; jumeneng guru gugurit; rosing sarasèng rarasan; akarya suwunging masjid.*

Meaning: All his behaviour were destructive. It was inappropriate according to the shariah. He became *gugurit* teacher. Lack of the sense in discussion made the mosque empty.

Third, periodically, they have to attend the meeting in the central government as the ruler's initiative, as a form of monoloyalty to the ruler. This attendance is as controlling medium to the regional leaders under the central ruler.

(1) *Sèh Lemah Bang nayogyani; prapta ing ari Jumu'ah; nuju Ramelan wulané; marengi tanggal ping lima; kumpul para oliya; anedheng kalaning dalu; ngrakit papan kang prayoga.*

Meaning: Sheikh Lemah Abang approved. On Friday precisely in Ramadhon 5th, the guardians gather in the night to arrange the appropriate place.

The presence of the religious leader or figure (the guardian, the ruler of the territory under the kingdom) who became reference of the political and religious issues for surrounding community is needed, in each month Ramadan month.

Fourth, They are not carelessly to use the word *ingsun* (I), because the word *ingsun* is the ruler's, not the common people. *Ingsun* is only used by the ruler and noblemen. In this context, for the common people, when they mention first person pronoun, they are only allowed to use the word *saya* (I) in the form of *kawula*, *kula*, *mami*, *manira*, *patik*, and *ulun*. These six first person pronouns literally mean slaves. In other words, the public is consciously constructed to make themselves as slaves in front of the ruler.

Ethically, the common people and the ruler of the territory under the kingdom have to use expressions of *kawula*, *kula*, *mami*, *manira*, *patik*, and *ulun* when referring to themselves as the first singular person in front of the higher ruler. The sixth words literally mean slave or servant. For the the ruler and nobles to call themselves, they use the word *ingsun*. *Ingsun*, in Javanese literature, is not only understood as the first singular pronoun, but also used to describe the nature of God. It becomes the representation of verbal experience of unification between God and human (*ittihad* or *hulul*), and it is also spoken by the first and second person when both of them are involved in the conflict. Therefore, being the common people who say *ingsun* for themselves is considered as a people who do not know manners, and also considered as a person who compares himself with the ruler. Sheikh Siti Jenar is one of the figures of that was beheaded, among the reasons because she came from the lower class and taught his spiritual experience by telling *ingsun* to the various level of society.

Fifth, a person or group or institution is forbidden to teach philosophy and Sufism to any people with different backgrounds. Moreover, the philosophy is related to the creation, human nature, and the nature of God. Therefore, the material is considered to be able to inspire common people to question the existence of ruler who is considered as God's representative on earth.

In this part, there is prohibition on teaching freely to common people on the material of philosophy and mysticism, exactly philosophical Sufism. If this material is understood by the common people, it can be dangerous. *First*, It could supposedly damage the principles of belief in religion (that blends with the kingdom); *second*, it could be a trigger for people to question the

status of the ruler as God's representatives on earth; *Third*, it could lead society on religious understanding which is not same as the ruler.

In the text of *Siti Jenar Ingkang Tulèn*, it is mentioned that the teaching of understanding in philosophy and Sufism on society from various backgrounds is not understood in tune. Even not few of Sheikh Siti Jenar's disciples committed suicide in order to choose life after death. Life in the world is understood only temporarily, while the life after death in the world is eternal. Therefore, for them to welcome death or to be killed by other people, they perform riot and damage.

(14) *Murtat murang tékad praja; tan ajrih yèn kenèng sarik; katatangi driyanira; dènira boya antuk sih; gya késah saking Giri; mantuk mring dununganipun; tanah ing Siti Jenar; lajeng ngubalaken ngèlmi; kathah janma kacaryan apuruita.*

Meaning: He deviated from the rule of the country. He was not afraid if he got disaster. Because he did not get attention, then he went from Giri. He backed to his place, land of Siti Jenar. Then he spread knowledge. Many people learn to him.

(22) *Kawula amedar ngèlmi; angraosi katunggalan; déné jisim sadanguné; mapan jisim nora nana; déné kang kawicara; mapan sajatining ngèlmu; sami amiyak warana.*

Meaning: *Kawula* (I) explain knowledge and feel unity. Nobody is placed forever. While what is discussed, the true of science, is unlocking the secret of God.

(33) *Sakathahing para wali; pra samya mèsèm sadaya; miyarsa ing pamuwusé; kukuh tan kena ingampah; saya banjur micara; amiyak werananipun; nora nganggo sita-sita.*

Meaning: All of the guardians smiled in hearing his saying. He was firm and could not be prevented. He continued talks and open the partition without using ethic.

(34) *Angaku jeneng pribadi; andadra dadi rubéda; ngraribedi wekasané; nenerang anerak sarak; rembugé angaliga; mawali pra wali wolu; winolong kurang walaka.*

Meaning: On behalf of the individual, he increasingly made the circumstance complicated. Finally it was clear that he violated the sharia. The conversation is outspoken. He did not want to obey eight guardians. *Winolong* is less honest.

Sixth, a person or group or institution may not coordinate or gather the family or supporters of political opponents by any reason or pretext. This can lead to a number of interpretations that lead to political suspicion.

Other rule applied by the ruler in order to build public submission is implementing a prohibition on gathering or collecting people, especially collecting the family or followers of a person, group, or institution of which political and religious ideology is different from the ruler. The action of gathering or collecting people from the political opposition could arouse suspicion and could be considered as a form to plan to take the fight against the rightful government. It was as revealed in the following stanzas:

(16) *Sangsaya kasusrèng janma; akèh kang amanjing murid; ing praja-praja myang désa; dalah akèh ing ngulami; kayungyun ngayum sami; kasoran kang wali wolu; gunging paguranira; pan anyuwungaken masjid; karya suda kang maring agama mulya.*

Meaning: He was more well-known in the society. Many came to be students in villages and towns, and many Muslim scholars are interested to get knowledge. He defeats eight guardians. His religious community became bigger but it empties the mosque. It decreases his religion glory.

(17) *Santri kathah kang kabawah; mring Lemah Bang manjing murid; yata Sang Sèh Siti Jenar; sangsaya gung kang andasih; dadya imam pribadi; mengku sarèh bawahipun; paguroning ngèlmu kak; kawentar praptèng nagari; lajeng aran Sang Pangé(hlm.8)ran Siti Jenar.*

Meaning: Many students followed Lemah Abang and became his disciple. Sheikh Siti Jenar's subordinates grew bigger and bigger. He became a personal priest. He patiently master the subordinates and the disciples. His teaching was about the real science. He was famous until the country. He was Sheikh Siti Jenar.

(18) *Pan tedhaking Majalengka; kalawan darah ing Pengging; kèh prapta apuruita; mangalap kawruh sajati; nenggih Kiageng Tingkir; kalawan Pangéran Panggung; Buyut Ngerang myang Betah; kalawan Kiageng Pengging; samya tunggil paguron mring Siti Jenar.*

Meaning: Although Majalengka was near, many came to the religious community to look for genuineness, including descendant of Pengging. They were Kiageng Tingkir with Pangerang

Panggung. Buyut Ngerang also joined. Together they were in one religious community of Siti Jenar.

D. Closing

Thus, it is description of the paper entitled The Basic Standard of Obedience toward the Ruler in Javanese Culture (Critical Study of *Serat Siti jenar ingkang Tulen*). At least it can be concluded that:

1. Many Javanese texts have still not been studied in depth. Recognized or not, for the Java society, classical texts are understood as the document containing the teachings, philosophy, and a Javanese's way of life particularly. Because of that, reviewing is an entrance to understand Javanese people more thoroughly.
2. History of Islamic kingdom of Java is an integral part of a long trip of modern Indonesia history. Patterns of tradition, thought and philosophy of life between old Java and modern Indonesia have similarities, especially in the context of building subservience.
3. To build obedience to the ruler based on the text of *Serat Siti jenar ingkang Tulen*, at least there are six basic principles that have to be fulfilled: being same in religion and understanding of religion, attending formally religious rituals according to the approved time, coming to the kingdom palace in any particular period, not using the word "I" mistakenly, not teaching philosophy and mysticism to anyone, and not joining or gathering people from families who are politically opposed to the ruler.

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Ynitao and Kanitaw: LOOKING FOR INITAO IN TEXT AND MEMORY

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Abstract

The documentation on the foundation of Initao as a Municipality is not yet documented but the problem arose when the scarce source and a little mention of the place in primary sources revealed that was as if not worthy of mention in the pages of history. Thus the researcher prompted to conduct this study entitled “*Ynito and Kanitaw: Looking for Initao in Text and Memory*, in which this will be answered through the following research questions: 1. How did *the Philippines Islands* present Initao as a village?; 2. What are the accounts of Initao as a town in *Errection de los Pueblos*?; 3. How do toponyms with *Higaunon* origin provided information about Initao?

In order to reveal Initao from the selected sources in which the place is in little mention, the ‘Cracks in the Parchment Curtain’ was used and in terms of the Higaunon narratives the ‘Vichian methods, by which history can transcend mere reliance on the statement of authorities’ is used. The findings of the study then revealed that Initao as a village started in the 1754 when there was a series of Moro attacks in the place, and became a Visita in 1832, then in 1836 finally became a Pueblo. Also in 1836 the Poblacion was transferred to Sitio Silacan. The oral narratives of the Higaunon also revealed the longevity of Initao in history.

It is recommended that in further study one should look for other existing primary sources about Initao in olden times and toponyms on Cebuano origins.

Key Words: *Ynitao*, Initao, Higaunon, Toponyms

INTRODUCTION

The case of Initao is unfortunate. It doesn’t celebrate an “Araw ng Initao”, or a foundation day. In the first place, there is hardly a cause for celebration. The people do not know when was Initao established as a town and they have no records which speak about it.

The historical amnesia in Initao, a municipality, part of the province of Misamis Oriental, in Northern Mindanao, where the people do not remember their

story of beginnings, shows why the writing of local history is relevant and invaluable. Local history brings back events which transpired in the place, long forgotten in memory. It gives a place, identity. The traditional identification of Initao as a ‘no man’s land’ and a ‘land of witches’ deflates local pride. A place with ‘no history’ and a people ‘stigmatized’ negatively, these prompted the writing of this paper.

Ynitao and Kanitaw: Looking for Initao in Text and Memory, as the title suggests,

is a modest attempt to visit written records which provide information about the beginnings of Initao as a village and as a town. Select Spanish texts, the *Ereccion de los Pueblos* and Blair and Robertson's the Philippine Islands, were gleaned using William Henry Scott's approach, termed as 'Cracks in the Parchment Curtain'. The scant data are supplemented by the oral narratives of the native settlers, the *Higaunons*, speaking about toponyms. This research hopes to contribute in providing a clear picture of the history of the municipality of Initao.

Research Question

This study is an attempt to look for Initao in Selected Spanish texts and *Higaunon* collective memory. The following are the questions this inquiry hopes to answer:

1. How did *the Philippine Islands* present Initao as a village?
2. What are the accounts of Initao as a town in *Erreccion de los Pueblos*?
3. How do toponyms with *Higaunon* origin provide information about Initao?

Significance of the Study

Initao today has no foundation day or any date to celebrate its establishment as a town. This requires the task of writing a history of Initao especially that much of its colonial period is yet to be documented. This study is an invaluable contribution to the municipality of Initao, for the latter to increase their knowledge about their locality.

The forgotten beginnings of Initao as a village and as a town prove the importance of writing local history. Local history serves as the building block of the national history. In addition, toponyms as gathered from the oral narratives of the *Higaonon* are also important so as to record their testimonies which are not

articulated in written texts. These oral testimonies would surely enrich the knowledge to be collated about Initao.

METHODOLOGY

This qualitative research explores the politics and poetics of Initao, Misamis Oriental, based on the Spanish texts and from the collective memory of the *Higaunon* natives, who were the first to settle in the area. This research work accomplished archival and field researches to achieve the desired objectives of this paper.

This research is designed to be supported with primary sources, which can provide first-hand accounts subject for data analysis. Its inadequacy and subjectivity would impel the use of 'other' sources other than written documents, thus, oral history is also employed for the completion of this study.

Oral history is a historical methodology which uses interview as its basic technique. This is very appropriate for 'talking' people like the *Higaunon*, who do not possess documentary evidences. This research therefore also relies from the tribal knowledge about the matters in question. Although primary sources remain invaluable as they undoubtedly carry greater weight when judging the veracity and the accuracy of data it can provide, but where written materials are not available or lacking, corroborated oral history can help fill the gaps of history.

Admittedly, oral tradition, as a historical material, is not suited for historical analysis. But it can still be useful when careful distillation process is involved; extracting only the necessary, credible and reliable particulars for this inquiry.

Theoretical Framework

To approach the Spanish texts used for this research, the theory behind William Henry Scott's "Cracks in the Parchment

Curtain”, is used as the basis. Iron Curtain and Bamboo Curtain, are terms which become prominent in the English language, popularized by media, referring to the imaginary divisions between the Communist Bloc and the ‘Free’ World during the Cold War era. They also implicitly refer to the state control, imposed by USSR and People’s Republic of China, respectively, on information, censoring the entry and exit of the latter, preventing the outsiders from learning the true conditions of those countries and their people.

William Henry Scott used the parchment curtain, as a metaphor, to signify the official Spanish documents from which the Filipinos have difficulty of reading their own history, getting information about themselves. Aside from the apparent language barrier, the documents were written with biases, only for the Spanish usage and consumption, almost devoid of Filipino reference.

But there are “cracks” in the parchment curtain, as Scott (1985) asserted. According to him:

...through which (cracks), fleeting glimpses of Filipinos and their reactions of Spanish dominions may be seen. These are more often than not unintentional and merely incidental to the purpose of the documents containing them. Original letters and reports, bickering complaints among conquistadores, appeals for support, reward and promotion, long-winded recommendations that were never implemented and decrees inspired by local obstruction of government goals – all these contain direct or implied references to Filipino behavior and condition...

This theoretical approach made popular by William Henry Scott is used in this paper, attempting to ‘read’ Initao in texts written in Spanish, by the Spaniards, for Spanish purposes. Despite these pitfalls, this research hopes to find relevant

data contain in the original documents, which were unintentionally included by the authors, but of historical value for the purposes of this paper. “Cracks” in the “parchment curtain” might reveal information about Initao, culled out from these little known Spanish records.

The Spanish texts were primarily concerned on the politics and the missions, thus, it is posited that the socio-cultural aspect of the people would be hardly mentioned. Thus, oral sources of the *Higaunon* natives were also used, to ‘search’ for Initao in their collective memory, using the Vichian methods, by which history can transcend mere reliance on the statement of authorities. (Collingwood, 1946)

Giambattista Vico shows how languages can throw light on history. He argued:

...Etymology can show what kind of life a people was leading while its language as coming into existence. The historian is aiming at reconstruction of the mental life, the ideas, of the people he is studying; their stock of words show what their stock of ideas was... (Collingwood, 1946)

... thought and language are intertwined. It thus follows that the words people use and how they use them offer an excellent indication of the ways in which they thought about the world... (Warrington, 2000)

Vico therefore argued that etymology, words – they can offer insights about the people who originated them. He also makes similar use of mythology. He doesn’t discount its usefulness in telling about the people who invented them. Mythology, as stories in a dateless past, with divine involvement, is not a rational historical material. But Vico said: “...the gods of primitive religion represent a semi-poetical

way of expressing the social structure of the people who invented them...” and “...they are representations of the domestic, economic and political life of the ancients...” (Warrington, 2000)

Furthermore, Vico proposed another approach in dealing with traditions. They are useful in history accordingly by:

...not taking it as literally true but as a confused memory of facts distorted through a medium whose refractive index we can to a certain extent define. All traditions are true, but none of them mean what they say;; in order to discover what they mean, we must know what kind of people invented them and what such a kind of people would mean by saying that kind of thing... (Collingwood, 1946)

In the interpretation of these, Vico too pointed out how these will be treated in the data analysis. He said,

...any statement made by person in the past must never automatically accepted for historical truth. Rather, historical truth is to be found in the critical examination of words, myths, traditions, and rituals ... (Warrington, 2000)

The above-mentioned theoretical approaches are deemed necessary in the treatment of the sources and the data. Applying the theories of “Scotty” and Vico, this research hopes to distill substantial data to provide answers for the research questions of this paper.

Setting of Initao

Initao is located within the geographic coordinates between 8°29’52’ to 8°36’ north latitude and 124°18’17” to 124°24’ east longitude it is situated 52 kilometers west of Cagayan de Oro City - the capital city of Misamis Oriental, and 36 kilometers from Iligan City which is part of Lanao del

Norte. It is bounded on the north by the municipality of Libertad on the east by the municipality of Alubijid, on the south by the municipality of Naawan, and on the west by Iligan Bay. (Socio-Economic Profile, 2013)

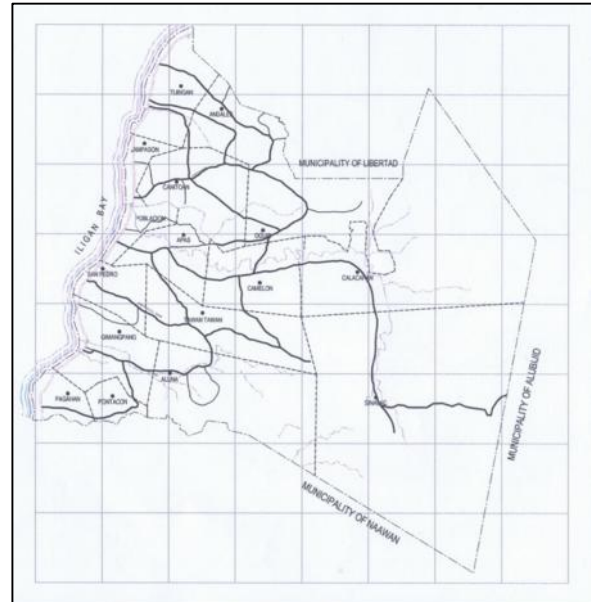


Figure 1: Political Map of Initao
© Initao Municipal Engineer’s Office

PRESENTATION OF DATA AND ANALYSIS

Ynitao: As Gleaned through the Accounts of Selected Spanish texts (*Ereccion de los Pueblos and Blair and Roberston’s the Philippines Islands*)

Spanish sources revealed that the Recollect missionaries labored hard for the conversion of the natives to Christianity, in Caraga and Misamis Oriental Region. Although there were implicit reference of a predecessor who came before them for the said evangelistic mission, as it is written:

...A flourishing mission has also been established on the river of Butúan, where had formerly been a Christian mission, now abandoned... (Blair and Robertson, 1909, vol. 21, p. 15)

The text apparently referred to the Jesuits, who pioneered the area in late 16th century, but left for the lack of resources and personnel (Blair and Robertson, 1909). The Recollects followed the trail they left off and extended their missionary works to further west of the island. They proceeded with the establishment of villages or *visitas* in the areas they visited and successfully reached the corridor between Cagayan de Oro and Iligan, as the accounts wrote:

...Another mission is opened on the Cagayan River in Misamis, northern Mindanao; the fathers meet great trials and hardships, but finally succeed in converting the leading headman on the river... (Blair and Robertson, 1909, vol. 21, p. 15)

...Our predecessors *also* succeeded in getting to the lake of Malanao, and the village of Iligan, and Bayug... (Blair and Robertson, 1909, vol. 28, p. 342)

Take note of the adverb, 'also', as aforementioned. This suggested that like the Jesuits, the Recollects in the same way made it to the Lanao area, passing through the area of Initao, which is located midway. Now, it is likely possible that Initao formed a village eventually, as the Recollects frequented the areas, as an account further read:

...After that, they continued to found many other villages dependent on the first, which were then considered as *visitas* or subject villages. Some of those villages came in later times to be the residences of our Recollect ministers, according to the available number of religious that the corporation possessed, or according as the necessities or growth of population in the said subject villages demanded... (Blair and Robertson, 1909, vol. 28, p. 341)

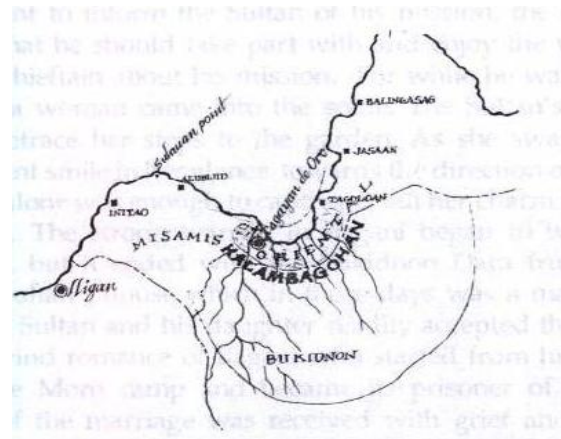


Figure 2: Location of Initao Village
© Demetrio, 1995

Now the prerequisite for those villages to be a parish was *the growth of population in the said subject villages* which required a resident minister. Now who were the natives who populated the area? Interestingly, the chroniclers were able to describe them:

...The owners of these islands¹ are those who people the mountains. They, enamored with their peaceful mode of living, and fed with the happy returns of their cultivation, built their nests there and lost their liking for the coast and love for its occupations... (Blair and Robertson, vol. 40, p. 123)

This description found resonance on the very nature of the *Higaunon* people, who were defined literally as mountain-dwellers. Aside from their location, the above-mentioned texts revealed the occupational activity of the natives, being upland farmers. They were also described as peace-loving and disliked the coast. Now, that's a question, because we've been informed that our ancestors lived where a water source is found. The

¹ It meant the natives of the northern coast, as the next paragraphs, continued discussing the opposite direction by saying, "...on the south coast, the rulers of the people are the Lutaos

accounts were not clear in explaining why the Spaniards found the coasts deserted, but contemporary studies would tell us that raid expedition was a common practice among the tribes along the shorelines (Alamario and Daug, 2013). This could be one of the reasons, among others, why the natives opted to go inland in a defended position, perhaps avoiding to become vulnerable targets of *pangayaw*. However, there were isolated cases that some of these natives were resettled in *reduccion*

...they gradually became mountaineers; and, their intercourse with other peoples ceasing, they became less alert and more barbarous, allowing the foreign traders to seize the coasts, harbor-bars, and rivers which they found deserted. Since by their trade, and in every way, the latter were making themselves masters of all things, the aborigines, being less valiant, yielded to the foreigners, as these were more civilized... (Blair and Robertson, 1909, vol. 40, p. 123)

Now the word 'yielded' impressed that some of the native inhabitants gave in to the missionaries who lured them to move down to the coastal plains. However, not everyone was pleased with this turn of events. The *Maguindanaon* sultanate which exercised suzerainty over the area was furious learning about this spiritual aggression.

...Those Indians were vassals of King Corralat (of whom we shall speak later) to whom they paid tribute. Collectors came yearly along the level land from his court to the river to collect the tribute. That king was a Mahometan, and consequently hostile to Christians. He learned that our religious were in the lands of his dominion as guests, and ordered that they be killed without any objection...

(Blair and Robertson, 1909, vol. 21, p. 231-236)

As a consequence of this, Initao experienced Moro attacks, as a punishment for their 'weakness' and to dislodge the foreigners out from the territory.

...Last of all, the two villages *Ynitao* (*emphasis supplied*) and Lubungan, on the northern coast of the Island Mindanao, especially experienced the fierce attacks of the Mahometans on four occasions, when they sustained continuous assaults, repulsing them with vigorous sallies, and inflicting heavy punishment, with evident losses, on the Moros... (Blair and Robertson, 1909, vol. 48, p. 50)

Now in 1751, the prior provincial sent out a report about the progress that they were making in Mindanao

Tables showing tributes and number of souls in Recollect provinces and villages in Mindanao, in 1751, as published by father Fray Juan de la Concepción (Blair and Robertson, 1909, vol. 28, p.344)

Villages and provinces	Tributes	Souls	Regular Ministers
Caraga	3,340	14,995	5
Curregidorship of Iligan	1,167	4,970	4

Table 1: Iligan, as a military province, is reflected with having fewer population and tribute collection. It is surmised that Initao was under the jurisdiction of Iligan.

The table illustrated above showed that Iligan in 1751 had 4,970 persons, although, only 1,167 tributes were received (Acut, 1989), which means to say, only 23% of the total population allowed to be 'subjected', paying in the form of a tribute. But the table did not show anything about Initao. It only tells about two provinces under the Recollect ecclesiastical jurisdiction, Caraga and

Iligan. However, looking for the villages comprising the military district of Iligan, which was elevated as a province in 1656, the accounts revealed the following:

...Iligan became a corregimiento in 1656, whose jurisdiction extended from the Subano country of Zamboanga to the Lanao area... In western Mindanao, the villages part of the Provincia de Yligan were Dipoloc (300 families), Duyno (600); Manucan (100), Tubao (100, Sindagan (500), Mucas (200), Quipit (300) – a total of 1,750 families part of the parish of Dapitan with 5 resident priests... (Blair and Robertson, 1909, vol. 28)

Now, there is still no Initao in these enumerations. But circumstantial evidences would tell us, that Initao was part of the *Provincia de Yligan*. Geographically, Initao is closer in distance to Iligan, than the Caraga region. Especially that between 1650-1750 significant happening occurred which has a telling-effect as to which province was Initao part of. Blair and Roberston provided as an insight:

...As there were certain questions regarding the spiritual jurisdiction, his Majesty defined them, marking out the limits of religious zeal between the two families (who were equally inflamed with the desire for the salvation of souls), by drawing a line from the point of Suloguan to the cape of San Agustin, and assigning the administration on its western side to the most religious fathers of the Society of Jesus, while our peaceful possession was marked on the eastern side. Lastly, when the reverend Jesuit fathers left the islands, the administration of Zamboanga was adjudged to us in the year one thousand seven hundred and sixty-eight, as well as the villages of Lubungan, Dapitan, and Misamis

(and consequently their barrios— some of which, as time went on, came to be villages)...(Blair and Robertson, 1909, vol. 28, p. 342)

Now this means to say, that Mindanao was divided between the Jesuits and the Recollects, in order to appease their rivalry. The boundary points are Suluguan point in the northern coast and Cape Agustin in the southern coast. The west was given to the Jesuits and the east to the Recollects, like the figure shown below

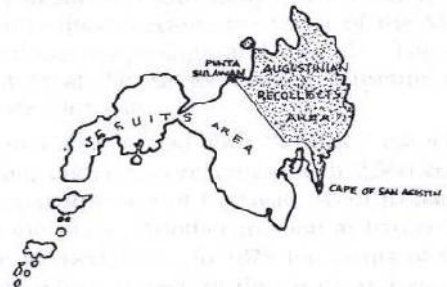


Figure 3: The ecclesiastical jurisdictions of the Recollects and Jesuits in accordance to the intervention of the Cabildo of Manila ©Demetrio, 1995

Accordingly, the Recollects tried to make petitions in 1730 (Blair and Robertson, 1909, vol. 35), but to no avail. The map showed that the location of Initao belonged to the Jesuits. This means to say, Initao from the Recollect hands, was turned over to the Jesuit, putting it under the control of the *Curregidorship of Iligan*.

However, the expulsion of the Jesuits in 1768 from the Spanish empire led Mindanao to be solely controlled by the Recollects. There was also a political reorganization of the districts and Iligan ceased to exist as a province, and there was only Misamis.

...However, in 1768, when the Jesuits were expelled from the Spanish empire, Mindanao was

left to the Recollect administration, including the districts of Lubungan, Dapitan and Misamis... (Blair and Robertson, 1909, vol. 28)

Henceforth, it can be inferred that Initao as a village became part of *Provincia de Misamis* which according to reports had increased in tribute receipts and number of population

In 1839, by the prior provincial, father Fray Blás de las Mercedes (Blair and Robertson, 1909, vol. 28 p. 344)

Provinces	Tributes	Souls	Regular ministers
Misamis	5,046	36,591	7
Caraga	6,140	29,292	5
Zamboanga	—	5,704	1

Table 2: the table showing the Province of Misamis, having the largest number of tribute collection and population, covering the areas previously administered by Iligan

However, it must be noteworthy, that in 1836, Initao can be presumed to have already possessed a town status, that it was already a *pueblo*. *Erreccion de los Pueblos* was able to document this, by providing its first record of tribute receipts of 112 in 1837. (Acut, 1989)

A table below showed the tribute receipts reported for the *pueblos*, belonging to the newly-created province of Misamis, whose capital was Cagayan de Misamis.

Provinces	Pueblo	Tributes
Misamis		
	Ynitao	112

Table 3: the table showing Ynitao having the tribute collection in 1837 (*Erreccion de los Pueblos*, n. d.)

The increase of the collection of tribute, a primary requirement for a village's elevation to a *pueblo*' status was seen here why Initao was changed into a town. As seen above, it recorded a tribute of one hundred twelve (112).

It was note-worthy that the previous year, 1836, a proposal was made for the change of site, of the old town proper, to a more secured location. The petition said that, it be transferred to Sitio Silacan, situated along the coastal line. The capitan municipal of Ynitao during this time was Ramon de Sta. Catalina. The said proposal reads:

...solicitud de Comun de principals y demas habitantes del pueblo de Ynitao prova de Misamis, pidiendo permiso para traslador dicho pueblo a oho lugar major en el sitio de Silacan en la misma playa.....

Manila, 14 de Enero, 1837 (Erreccion de los Pueblos, n. d.)

Subjected through an internet application, translating these texts into English, it revealed a rough translation as follows:

A common request of principal people (principales) and other inhabitants of the town of Ynitao, of the Misamis province, asking for permission to move the people to a better location , in Sitio Silacan, in the beach...

Manila, January 14, 1837

Now this request was sent October 22, 1836 and was received by the Capital on January 14, 1837. Now the request was based on the common grievance that the old town had poor location, by the river. It made the people sick. This old town (*pinagbayanan*) was presumably located in the present sitio *Bugwak*. *Bugwak* and *Silacan* are both located in the present barangay Poblacion. Only that, the former

was by the river, while Silacan was, *en la misma playa*.

Documentary evidences further stated that a Spanish fort was erected in Ynitao, to serve as a fortress of defense. The *pueblo* suffered Moro attacks in the past and it was seen imperative to construct this defensive structure, because of the following cause:

...ser invadido por los moros por ser la unica poblacion que su encuentra en el intermedia de Yligan a Sulawan...(Errecion de los Pueblos, n. d.)

(rough translation: ...attacked by the moros for being the only population located in the middle of Yligan to Sulawan...)

What do secondary sources tell about Initao: An Analysis

The previous studies of Prof. Patrocenia T. Acut (1989) and Prof. Celyn O. Junio (2006), which were both reviewed earlier for this study, provided little significant information about Initao. The latter wrote about the Jesuit pioneering in 1624, which however abandoned the missions and were succeeded by the Recollect Fathers of Saint Augustine. In 18th century, the Jesuits Priests were later restored in the Philippine territory after their expulsion in 1768 and had visited Initao from their base in Dapitan. In 1832, there were already elected Capitans in Initao and the old settlement was located in the present-day Sitio Bugwak yet there was a shift of location of the Poblacion. A fort was also constructed along the vicinity of the old Poblacion, as supported by *Resolution 60 of 1929* which wanted to preserve the important place for defense, the *Ilihan Hill*. In addition, the fort was constructed because of the Moro invasion in the municipality. Today, the patron saint of Initao is Saint Francis Xavier, one of the

indicators of the Jesuit presence in the place.

Prof. Acut (1989), on the other hand, found out that in 18th century, Mindanao and Visayas were under the bishopric of Cebu which includes the provinces of Cebu, Iloilo, Capiz, Misamis, Zamboanga, Samar, Leyte, and Marianas. Since the bishopric of Cebu was a vast territory, Mindanao had to be subdivided into different districts under a military government. This resulted Iligan to become a town of Misamis Province which included Initao as a visita in 1832. On July 30, 1860, a civil-military kind of government was introduced in Mindanao which added districts, from six (6) to eight (8). Misamis District was subdivided into 27 pueblos, 18 visitas and 34 rancherias. Cagayan de Misamis was the capital. This means to say that in 1860, the former visitas of Yligan had become towns of the Misamis district, including Initao which numbered 3,412 persons.

From these information gathered from primary and secondary sources, it can be analyzed, that the findings of this study have validated the second hand accounts saying about *Bugwak* being the first settlement and a fort constructed atop *Ilihan Hill*. As it was mentioned earlier in this paper, that a fort was necessary to defend Initao from Moro attacks and *Bugwak* and described as a poor location for a town proper. Indeed we can conclude that after the Jesuits reasserted their rights on the lands west of Punta Sulawan, they returned to Initao. The latter being a visita of the Province of Iligan. Recognizing St. Francis Xavier as the patron saint of Initao is a clear proof of this.

The findings of this study pointing 1836 as the year of establishment of Initao, as a Pueblo, indeed, coincided with Acut's findings, as the latter on the other hand, stated Initao as a visita in 1832. Therefore it can be surmised that Initao,

from 1832-1836 was a visita of Iligan, but in 1836, it was elevated into a town status. In 1860 Initao reported a population of 3,412.

Kanitaw: Kernels of Historical Truth in Higaunon Stories

Higaunon, who speak the *Binukid* language, tell and retell stories about their experiences and exploits in countless times, from generation to generation. This oral transmission to the community made the memory of the place collective. And for them, Misamis Oriental was traditionally a *Higaunon* territory. In the words of Connie Saturno, *Bae Keram* (2015) states that "...before, the tribe did not have any sort of sitio or barangay but rather a territory from Tagoloan to Bayug..."

Tagoloan is a municipality of Misamis Oriental and Bayug, a sitio in Barangay Hinaplanon, Iligan City in Lanao del Norte. The area was said to be inhabited by the tribe which is found in Northern Mindanao. Apparently, Initao was included which is located in the midway of the boundary points above-mentioned.

Initao etymologically, originated from the term *kanitaw*. *Kanitaw* means "ours". As a possessive pronoun, *kanitaw* refers to an area which was traditionally 'owned' by the *Higaunon*.

"...before, when the tribe stand-by because Naawan was left since it is territory but it bears no name, it is only named because it was left. That is why a leader of the tribe said that "dia kay ta Kanitaw" "let's go there because we have a place there" [pointing Initao] which means "our place" that is the meaning of Initao means, Kanitaw, ours... " (Saturno, 2015)

Some of the places found in Initao were also derived by the Higaunon. **Butay**, where pottery and other artifacts were unearthed (Junio, 2006), is a native

term which meant elevated (Sangcoan, 2015). The present-day sitio *Butay* is part of barangay Poblacion, the sixth (6th) Purok of the barangay, which is situated in a higher ground.



Figure 4: A picture showing the elevation of **sitio Butay**

(The picture is taken from the **Ilihan Hill** as the point of reference)

© Researcher (taken last March 10, 2015)

This is a photo-evidence showing the elevation of sitio *Butay*. The area between *sitio Butay* and *Ilihan Hill*, was the first human settlement in Initao (Junio, 2006).

Ilihan Hill (also referred as Ilihan Hill) or the *Ilihan* word itself is a Higaunon term which means a fortress (Sangcoan, 2015). Erreciones del Pueblos (n. d.) mentioned that a proposal was sent for the construction of a fort in the said site. This must have been the reason why the native settlers came to identify the place with a fortress, thus, the place named *Ilihan*.



Figure 6: The topmost portion and the only plain area of the **Ilihan Hill**

© Researcher (taken last March 10, 2015)

Sitio Bugwak is derived from a *Higaunon* term (Sangcoan, 2015). *Sitio Bugwak* of the Poblacion area is located beside the Initao River. Sangcoan (2015) elaborated that the term means surge in the English language, definitely referring to the river waters flowing in the area, near the settlement. The latter is said to experience frequent river flooding. It is likely possible that, this place was the '*pinagbayanan*' or old town established by the Spaniards. The unsanitary condition of the place prompted a petition to transfer the Poblacion of Pueblo de Ynitao to *Sitio Silacan*. The petition papers stated the frequent river flooding experienced by the settlers.



Figure 7: The Initao River and the **Sitio Bugwak**

© Researcher (taken last March 10, 2015)

Sitio Tagpaco, has two versions of its origins. First is based on a story of how the place of Initao was often visited by migratory birds. It is a *Higaunon* term which originated from the word *tagpak* or in English, "to land on". A *Balete* tree, is said to serve a sanctuary for these birds, which became a landmark in the present-day sitio Tagpaco in Sinalac, Initao, Misamis Oriental. (Saturno, 2015)

Another version pointed out by Sangcoan (2015) that *Tagpaco* was named after an edible river fern which

abounded along the banks of the tributaries of Initao River. The edible fern is locally called "*pako*".

Pako or in scientific term is called *Athyrium esculentum*. *Athyrium*. It comes from the two (2) Greek words, "*a*" and "*thureous*" which means "without" and "shield". *Esculentum* is a latin word for the edible. Thus it is an edible unshielded fern. The young leaves of the fern are eaten as salads and often sold in local markets in the provinces. *Pako* is a member of a large fern family, *Aspidiaceae* and a very large genus represented by about 600 species in the world in which the 63 are known in the Philippines. Usually grows in wet open places or long streams and may reach a height of 1 (one) cm (centimeter) (UP Science Education Center, 1971). And according to oral accounts, the place name, *Tagpaco*, was coined from the said river fern (Sangcoan, 2015).



Figure 8: A picture of young **Pako** leaves
© google.com

Oguis, is a barangay, which literally means white (Sangcoan, 2015). A story of Sangcoan (2015) suggests that in earlier times, an albino Carabao was found in the area. Thus, the place eventually is called **Oguis**. At present the albino Carabao is no longer found in the area. Yet when the migrants had arrived the said Carabao is still present (Vedra, 2015).



Figure 9: A picture of a white Carabao
© google.com

What's in a Place Name?

The language used for these place names presented in the preceding section is already indicative of who derived them and what group peopled the areas. These toponyms pointed to the *Higaunon* roots of some of the areas of Initao. *Kanitaw* itself reflects how the Higaunon perceived the area as theirs, part of their traditional territory which knew no political boundaries, like what we have today. These toponyms further reflected some of the aspects that were not explicit in Spanish documents.

The nomination of place names in Initao would be categorized into many types: naming based on geography and human activity or events that are associated with the place. There are also place names ascribed based on the floral species abundant in the area or legends and myths, which are largely imaginative. Although the factuality of legends and myths are in question, yet they connote cultural practices of the natives who once people the area of Initao.

Most of the places which bear names based on *Higaunon* origins and stories are found in the hinterland areas. *Butay* and *Ilihan* are the evident examples. These connote that when natives were pushed back to the interior, hinterland settlements were developed. The location of *Ilihan* was associated with the fortress erected in the

same area. This can be surmised that the frequency of natives in the area, made them call it after a built structure that became a landmark. Places were also named after its flora and fauna, like the case of *Tagpaco* and *Oguis*, respectively.

What's in a place name? Indeed the names not only for the identification of the places. They also carried the human experiences of the people who created them, reflecting their settlement patterns and their natural environment.

CONCLUSION

The findings of this study and the content analysis made reveal that why Initao knows little of their history, because primarily, there was little documentation made by the Spaniards about the place. It was as if, Ynitao was not worthy of mention. That Ynitao did not make history to be worthy of mention in the Spanish texts. However, the colonial historiography still become useful when "cracks of the parchment curtain", show fleeting glimpses of their early lives, providing hints as to what Initao was like in the past. Although the initial scrutiny made using the accounts in Blair and Robertson's *Philippine Islands*, made mention of Ynitao, only once, when in 1754, Ynitao suffered Moro attacks four (4) times. But despite these insufficiency of direct reference, the sources indirectly stated that during these periods, Initao was already a mission village, part of the military district of Iligan. That Initao bore brunt of pillages made by the Moros, which proved to be punitive and defensive - sporadic attacks which led to erection of a fortress of defense. Other than that, only *Errecciones del Pueblos* was able to explicitly tell that Ynitao became a town in 1832 and its poblacion was transferred in a more preferable location, following a petition.

Indeed, the initial thesis of this study that Spanish documents would reveal

scant data is proven correct. But toponyms offer clues as to the settlement pattern of the natives in Initao and what group peopled it. *Higaunon* undoubtedly, were the natives referred as “the natives who were vassals of King Corralat”. This we can conclude based on the etymological origins of some of the first places of human settlement in Initao. These place names were eventually adopted as names for sitios and barangays in Initao.

Indeed, this attempt to look for Initao in written texts produced by the Spaniards and in the collective memory of the *Higaunon* people is not a labor in vain. In fact, it yielded information telling the people that Initao didn't just sprout from nowhere. That Initao had beginnings and trivial it may be, Initao also has a place in history.

RECOMMENDATION

This study paper does not claim perfection due to some weaknesses and shortcomings that were confronted during this undertaking— the lack of time and resources, thus, the following are recommended for the betterment of this paper:

1. To look into other primary sources which talk about Initao in order to find the missing pictures that might complete its history.
2. To make a similar study however using secondary materials or intangible materials. They might offer information that written and primary sources failed to disclose.
3. To make a similar study about the toponyms with Cebuano origins, telling the story of the place from a migrants' perspectives.

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Conflict Resolution: Applying the Zoning Formula Model to Resolve Biafra Agitation

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Abstract:

Zoning and rotation of power was designed to enshrine peaceful co-existence especially amongst diversity of ethnic nationalities as well as those with different religious and regional backgrounds. In Nigeria, the country is known to have the largest population in Africa. It is a State with different ethnic nationalities across the geo-political zones. Zoning became a tool as used in 1999-2007 to enshrine peaceful co-existence between the Nigerian people whom are known to have different ethnic, religious and regional backgrounds. The quest for political power and the control of the seat of power in the country's capital, Abuja, became a political tussle. The research paper seeks to investigate the role of the zoning formula model on how it could be used to resolve the continuous agitations for the control of the Nigeria's seat of power, the presidency, especially with the new agitation for the creation of Biafra Republic as spearheaded by some quarters from the South-East Region of Nigeria. The work made use of qualitative research through the conduct of interviews, as well as the review of previous literature. The findings revealed that, each of the six-geopolitical zones in Nigeria needs to have a representation within the top six positions of the country's leadership. Thus, zoning formula model would be a panacea for resolving conflict between the different ethnic nationalities with different religious and regional backgrounds. The paper recommends Nigeria to apply the zoning formula model as attributed to this research to resolve the conflict therein.

Keywords: Conflict Resolution, Nigeria, Zoning Formula Model, Biafra Agitation.

Introduction

The Nigerian State is a strategic country in Africa given her position as the country with the largest population of over 170 million people (Terwase, Abdul-Talib & Zengeni, 2014; Terwase & Madu, 2014). Issues concerning Nigeria are viewed globally and her position in Africa as the largest economy also strategically placed her in the view of community of nations. Nigeria's leadership role in Africa among other countries such as South Africa, Egypt, Kenya, and Ethiopia, is to see peace and security sustainability within the continent. More so, there are a lot of challenges that faces the continent such as political instability in some countries, poverty, illiteracy, as well as health challenges.

This paper thus, focused on the peace and security dimension with the view of understanding how peace and political stability could be promoted within Nigeria as Africa's most populous country. The country has faced so many challenges in the past and present as it relates to security sustainability. We have seen the likes of the Niger-Delta conflict and the Boko Haram conflict which has bedeviled the country's peace and security sustainability (Idemudia & Ite, 2006). But the very issue here regarding this paper is the Biafra agitation which we have seen in the time past during the 1966-1970 Nigeria's civil war. The civil war lasted for a period of three years and a lot of people were consumed during the war as many were killed (Tamuno, 1970).

Leadership tussle in Nigeria has remained the very primary issue that makes the Nigerian people to be divided as it relates the quest for political power in Nigeria. This is well seen through the division of the country between the North and South along

geographically segregation. After the Nigeria's civil war in 1970, the country is yet to produce a leader the South-East geopolitical zone of the country in as such as the other zones where the two major ethnic nationalities had produced leaders who ruled Nigeria from one time or the other after the country's civil war.

Nigeria's quest for power mostly revolves around the three (3) major ethnic nationalities known as the Hausa-Fulani, Igbo and Yoruba. However, the country is endowed with more than 250 ethnic groups whom are known as the minorities outside the three major ethnic groups. Agitations within Nigeria are mostly stirred through the quest for power control between the North and South. In the North, we have the Hausa-Fulani as the major ethnic group while in the South, we have the Yoruba from the South-West and the Igbo from the South-East as the major ethnic nationalities in Nigeria. But the question is when will the Igbo rule Nigeria?

After the civil war, the hope for an Igbo presidency remains the dishing part during the military rule where the North dominated the country's leadership. The return to civilian rule in 1999 is yet to answer the same question of an Igbo presidency. The paper therefore, would bring to the fore more light on how such agitations for the quest for power could be resolved using the zoning formula model as proposal to the federal government of Nigeria for adoption and implementation in order to resolve the current agitation where not only the Igbo would be allowed to rule the country but all the six geopolitical zones would have equal opportunity to do so.

Research Objectives

The research work intends to bring the strategic model to the fore on how it could be used to resolve the quest for power by the Igbo ethnic nationality and as well proffer solutions on how it could resolves other issues such as religious and ethnic tussle for political power in Nigeria. Specific objectives are:

- i) To bring to the fore on how the Zoning Formula Model could be used in resolving the current agitation for the creation of the Republic of Biafra as a Separate State from Nigeria.
- ii) To suggest to the Federal Government of Nigeria on how the Model could be applied in resolving the ethnic and religious divides in Nigeria as it affects the peaceful co-existence of the country as well as cases of political instability.
- iii) To showcase how the Zoning Formula Model could be used in uniting all the six geopolitical zones of the country.

Methodology

The method used in this research is qualitative approach through the conduct of interviews for the purpose of collecting data. Both primary and secondary data were collected through the usage of interviews, journal publications as well as internet sources. Other method includes the selection of six states to represent the six geopolitical zones of the country such as

Benue State, Oyo State, Taraba State, Kaduna State, Rivers State and Enugu State.

Discussion of Findings

There were issues that necessitated this research and findings were equally drawn from the study which we shall be discussing below.

1) The Marginalization Factor:

The big question is who is the marginalized in Nigeria's political equation? And why the marginalization process in Nigeria? At the end of the Nigeria's civil war in 1970, all those who have ruled the country were either from the North or the South-West. This forms the first stage of marginalization in Nigeria's political equation. *Table 1* below has demonstrated how the country has been ruled from 1966-1999 which were mostly the years of military rule in Nigeria's political system. Most of the leaders were from the Northern part of the country starting from Yakubu Gowon who assumed power in 1966 and ruled till 1975 when his government was overthrown by another military coup.

Here, the North had ruled from 1966 to 1976, and 1979 to 1999. Although, these years were practically in the control of the country's leadership by the North but the South had her own share of power through the leadership of Olusegun Obasanjo in 1976-1979 and the few months of Ernest Shonekan's rule from August, 1993 to November, 1993. However, the *table 1* also has shown that, the South-East which is the Igbo domiciled zone had no share of the country's leadership.

Table 1*Nigeria's Leadership 1966-1999*

S/No.	Leadership Position/Zone	Duration
1	Yakubu Gowon, North-Central	1966-1975
2	Murtala Mohammed, North-West	1975-1976
3	Olusegun Obasanjo, South-West	1976-1979
4	Shehu Shagari, North-West	1979-1983
5	Muhammadu Buhari, North-West	1983-1985
6	Ibrahim Babangida, North-Central	1985-1993
7	Ernest Shonekan South-West	1993-1993
8	Sani Abacha, North-West	1993-1998
9	Abdulsalami Abubakar, North-Central	1998-1999

Source: Akinboye & Anifowose (2008); Ayantayo (2009).

M – Muslim

THE KEYS ON THE ZONING FORMULA MODEL 1-3

C/M – Christian or Muslim

M/C – Muslim or Christian

Position Group**Ethnicity Group**

A – President

M1 – Major Ethnic Group

B – Vice President

M2 – Minority Ethnic Group

C – Senate President

Geographical Zones

D – Speaker of the Federal House of Representatives

NW – North-West

E – Secretary to the Federal Government

NE – North-East

F – Chairman of the Ruling Political Party

NC – North-Central

Religion Group

SW – South-West

C – Christian

SE – South-East

SS – South-South

Table 2*Zoning Formula Model One*

S/No.	Position	Region	Religion	Ethnicity	Position	Region	Religion	Ethnicity
1	President	North	M	M1 NW	A	South	C	M1 SE
2	Vice President	South	C	M1 SE	B	North	M	M1 NE
3	Senate President	North	M/C	M2 NC	C	South	C/M	M2 SS
4	Speaker	South	C/M	M1 SW	D	North	M/C	M1 NW
5	Secretary F G	North	M/C	M1 NE	E	South	C/M	M1 SW
6	Party Chairman	South	C/M	M2 SS	F	North	M/C	M2 NC

Source: Terwase, Abdul-Talib, Zengeni, & Terwase (2015).

Table 3*Zoning Formula Model Two*

S/No.	Position	Region	Religion	Ethnicity	Position	Region	Religion	Ethnicity
1	President	North	C	M2 NC	A	South	M	M2 SS
2	Vice President	South	M	M1 SW	B	North	C	M1 NW
3	Sen. President	North	C/M	M1 NE	C	South	M/C	M1 SW
4	Speaker	South	M/C	M2 SS	D	North	C/M	M2 NC
5	Secretary	North	C/M	M1 NW	E	South	M/C	M1 SE
6	Party Chairman	South	M/C	M1 SE	F	North	C/M	M1 NE

Source: Terwase, Abdul-Talib, Zengeni, & Terwase (2015).

Table 4*Zoning Formula Model Three*

S/No.	Position	Region	Religion	Ethnicity	Position	Region	Religion	Ethnicity
1	President	North	M	M1 NE	A	South	C	M1 SW
2	Vice President	South	C	M2 SS	B	North	M	M2 NC
3	Sen. President	North	M/C	M1 NW	C	South	C/M	M1 SE
4	Speaker	South	C/M	M1 SE	D	North	M/C	M1 NE
5	Secretary	North	M/C	M2 NC	E	South	C/M	M1 SS
6	Party Chairman	South	C/M	M1 SW	F	North	M/C	M1 NW

Source: Terwase, Abdul-Talib, Zengeni, & Terwase (2015).

II) Geopolitical Segregation:

The Nigerian State is subdivided into six geopolitical zones which include the thirty-six (36) States of the federation as well as the country's federal capital territory, Abuja, known as the nation's seat of power. These six geopolitical zones connote the North-West with states such as Sokoto, Zamfara, Kebbi, Kano, Katsina, Jigawa, and Kaduna. The North-Central has Benue, Nassarawa, Plateau, Niger, Kwara and Kogi. That of the North-East includes Borno, Yobe, Taraba, Adamawa, Bauchi and Gombe. The states from the South-West are Lagos, Ogun, Oyo, Ondo, Ekiti, and Osun. South-South states are Delta, Cross River, Bayelsa, Rivers, Akwa-Ibom and Edo. The South-East includes Anambra, Imo, Enugu, Ebonyi, and Abia. These are the thirty-six states of the federation located across the six geopolitical zones.

All the zones need equal representation at the federal level so as to ensure the

integration of the totality of the Nigerian people at the federal level irrespective of their affiliations and backgrounds. This would promote a sense of belonging among the people and a sense of accommodation where all the people are united into the whole which is known as the Nigerian State. In all these zones, there are peculiarities such as the majority and minority question. Nigeria has three major ethnic nationalities that are found among the Yoruba of South-West region, the Igbo from the South-East and the Hausa-Fulani located across the Northern region.

An introduction of the zoning formula model is to ensure there is equal representation in Nigeria's political governance especially at the top level occupying the seats of the President, Vice-President, Senate President, Speaker of the Federal House of Representatives, Secretary to the Government of the Federation and the position of the Chairman of the Ruling Political Party in Nigeria. *Table 2* above has shown that, when power and seat of the

president resides in the North for a period of time, it will go to the South and when the North had held their share. This is where we call it, zoning and rotation of power between the North and South as seen in that zoning formula model one. The North-West would occupy the position of the President for the proposed five years single tenure after which, the South-East would be allowed to occupy the seat of the president for another five years single tenure.

After power has been shared between the North-West and South-East for a period of five years each, making ten years, it would go to the North-Central for another five years. That would promote peaceful co-existence between the North and South. As proposed in *Table 3* of the zoning formula two, the position of the president would rotate to the South-South after five years of the country's leadership in the North-Central. *Table 4* of this research work indicates that power would rotate from the South-South to the North-East and after which it would be the turn of the South-West. This would resolve all forms of political marginalization as regards power sharing between the North and South as well as the six geopolitical zones in the country.

The essence of the zoning formula model is to accommodate all the zones as seen in the *model 1-3* of this research work. It is all designed as a tool for unity in diversity of the ethnic-nationalities in Nigeria. It gives a sense of belonging. Through the process, there is promoting of national unity and national integration of the Nigerian people. The work of Duruji (2012) suggest that, the renewed agitation of the Igbo people from the South-East geopolitical zones is as a result of the zone been marginalized within the Nigerian political system. This could

also be suggested to the fact that since after the Nigerian civil war 1967-1970 and till date (2016) under study, no Igbo man or woman has occupied the seat of the President of the Federal Republic of Nigeria.

Conclusion

Nigeria's unity and integration is bedeviled by the factors of ethno-religious and regional segregations. These forms the bases where there are divisions among the people irrespective of their nationalities as seen in the case of Nigeria over time. The most disturbing issues revolve around the quest for political power especially in the case of the seat of the country's presidency. This paper has attempted bringing to the fore on how such issues that bedeviled the country's unity could be resolved using the zoning formula model. The focus most especially is in the direction of the renewed agitation for the creation of the Republic of Biafra which is seen as a threat to Nigeria's national security.

The paper therefore, proffers that; the zoning formula model could be applied by the Federal Government of Nigeria in resolving such agitations where all the zones would be equally represented at the federal level. It would also solve the problem of rotational presidency thereby providing equal opportunities for all the zones as well as solving the ethno-religious differences on who and when to occupy the country's top positions. This is purely aimed at uniting the people through the process of national unity and integration of the Nigerian people. This research work recommends the constitution of Nigeria to be revisited and should enshrine the zoning formula

model for the purpose of equal belonging and accommodation of all people.
representation and to promote a sense of

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POLITICAL MARKETING VS POLITICAL PARTY IN LOCAL ELECTION BEKASI CITY 2012

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Political marketing is not a concept to "sell" a political party or candidate to the voters, but rather a concept that offers how a political party or candidate can create programs that relate to actual problems². Therefore, in the multiparty system, Political Marketing require for large and small parties to promote their program as well as their candidate. Small parties applying political marketing to get popularity while major parties use it as a tool or instrument to maintain votes and avoid lower voters in election.

Political Marketing can be done using survey agency. It is a phenomenon of agency survey and quick count in influencing public sympathy. In general, the survey results make public choose underdog figure from the survey and the survey results make public choose leaders who tend to lose in the survey. Bekasi City, West Java Province has implemented Election Mayor / Deputy Mayor in 2012 for the period 2012-2017, which was won by the a pair Rachmat Effendi- Ahmad Syaikhu. Obviously winning the election in the city of Bekasi is not easy and not cheap. Moreover, during the election battle was followed by five pairs of candidates including incumbent Rachmat Effendi with Akhmad Syaikhu. The incumbent partner was supported by Golkar Party, PKS, PKB, Hanura, while the other couples were carried PAN, Gerindra and PPP who was used to be the Secretary Kota Bekasi Dada Mulyadi paired with soap opera actress Lucky Hakim. Meanwhile, the PDI-P, the wife of former Bekasi Mayor Mochtar Mohammad, Sumiyati (SM2) with the Chairman of Commission C DPRD Kota Bekasi Anim Imanudin from PDIP. Democratic Party carried Awing Asmawi and Andi Zabidi. In addition to candidates promoted from political parties, independent candidates also enliven the arena of elections the Chairman of Bekasi City, DPC Peradi Bekasi Salih Mangara Sitompul and Anwar Anshori Mahdum³. Here, we could assume that political party barely has no vision in promoting their candidates, for example the former major was committed corruption, but party still blindly promote his wife.

Bearers of political parties not only serve to give tickets as a political vehicle but the ideal level required to conduct internal selection of the prospective candidates on worth selling them in the community. Factors of integrity, a clean track record and leadership capacity should be the candidate requirements. The fifth pair is a fairly well-known figure among the community and phenomenal Bekasi. It is certain, that the best strategy that can win the hearts of the people of Bekasi. In this case it takes a mature marketing partner, both contain characters prospective partner, vision and mission to their work program. It is high demands of fame candidates who contrary to the ability of political parties to give full support to the nomination process, and the election campaign, it is unavoidable the growing role of third parties outside the political parties to sell candidates who have gained political party ticket. The fact in some areas show the same

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² Firmanzah. 2008. Politic Marketing. Obor Indonesia Foundation. Jakarta. Page 156.

³ Accessed at <http://metro.sindonews.com/read/678746/31/pilkada-bekasi-diikuti-5-pasangan-calon-1349901847> on 11th June 2015

symptoms that parties only be used as a political vehicle alone. Once elected, the candidates felt no connection with the parties supporting him. When we focus to the mayor and deputy mayor elected, namely Rachmat Effendi and Ahmad Syaiku, it can be concluded that they have the best level of political marketing, the interesting thing is they won a political fight with only one round, it is certainly not easy. 43.87% victory is proof of the greatness of both partners in attracting the attention of people in the major Bekasi election.

Bekasi local elections held on December 16, 2012 became the arena of political constellation in Bekasi, West Java. Certainly, marketing strategy though only for performance used by the candidates and the parties supporting him. Here we need a mechanism to invite public participation in the political parties ranging from the recruitment process for candidates of political parties, the track record of the candidate, the campaign process, the funding process, and the process of election of candidates. Society wish all the process is open and transparent. On one occasion, as quoted in the Daily Independent, Chairman of the Parliament of Bekasi, Ronny states "... to inform the candidate to the public via the media about what is in the survey, who, how methods of survey and survey institute a credible, objective and be independent."⁴ This statement shows the survey institution to boost the role of the election of the candidates is very large.

In the era of massive democracy and direct elections, survey organizations become an integral part of any attempt to introduce and raise the election of a candidate. However, the downside is too much, including political cartel to do if it turns out this survey organizations are not neutral, and only " to sell" candidates who have paid them. It is also stated by the Coordinator of Clean Indonesia Movement (GIB), Andie M Massardi assessing survey institute has become a business cartel caused it doubles as a consultant or political contestant winning team.⁵ Even with Andie plainly stated: "Polls grow into democracy parasite that sucks the power of our democracy when they (the survey agency) released a quick count by the spirit is not neutral, partisan as a propaganda tool,"⁶ So many roles undertaken by business company in encouraging the election of candidates to be very interesting to understand in order to prevent mismanagement in improving the quality of candidates elected so that the people really vote for a candidate who has the capacity and leadership to be honest not as the result of a political cartel that would mislead the government.

When the candidate does not get the maximum support of the community there is a tendency that the level of legitimacy of the government running. Based on data from LSI, it is ranging from 51.19 percent, people who did not participate in the elections and only 48.81 percent of the ballots to the polling stations (TPS). Allegedly the cause of low public participation

⁴ it can be read at <http://www.rmol.co/read/2012/05/21/64525/Pilkada-Kota-Bekasi,-Parpol-Harus-Utamakan-Partisipasi-Rakyat->

⁵ Survey Institution is not Neutral, like Parasite In Democracy, <http://www.merdeka.com/pemilu-2014/lembaga-survei-tak-netral-ibarat-benalu-bagi-demokrasi.html>. Accessed on 1st October 2015

⁶ ibid

is not due to a lack of socialization elections⁷ but more inclined because of the figure of the candidates. In addition, on violation occurred when the candidate winning strategy was an invitation to civil servants to choose a particular candidate and the dissemination of leaflets vilifying one of the candidates.⁸

The strategy of winning in the elections in Bekasi does not specifically be a problem in the city of Bekasi alone, if political strategies are not mature in a political party, then all sorts of ways that are not legal and unsympathetic done to achieve more voters including the swift practice of money politics. Researchers interested in examining how political marketing was done by the mayor and deputy mayor elected Bekasi City, so this study entitled "Political Marketing Strategy In Winning Candidate Regional Head Elections At the head of City of Bekasi In the Year 2012"

Identification & Formulation of the Problem

Departing from the above problems, the authors identify the problems regarding local election in Bekasi City are as follows: 1) The rise of political cartel in marketing strategies to encourage the election of candidates for regional heads. 2) The role of political parties merely replaced by the third business party to promote the candidates electability. 3] There was a change of management in political marketing political parties to win voters .4] The low public participation election.5] Lack of public interest to exercise their votes.6] Independent Candidate is difficult to compete other political parties based candidates who have backgrounds. Based on these problems, the questions of the paper are 1] What was the strategy applied by candidates to win local election in Bekasi City, West Java. 2] What were the factors supporting and inhibiting the winning candidate in the local election of Bekasi City?

Theoretical Overview

This section will explain the theories, laws and regulations that help authors analyzed political marketing problems that occur in the city of Bekasi. The role of political parties versus survey organizations are likely to be the winning team the candidate becomes the new things that occurred in the multiparty direct election for head of local and national elections.

Political Party

Carl J. Friedrich stated that a political party is an organized group of people who are firm with their goal to seize or retain political control of the government for his party leader and in parliament to get their benefit of power⁹. R.H. Soltau: stated that a political party is a group of

⁷ Fitting Pair Superior on Election at Bekasi

Monday, 17th of December 2012 | 9:32 <http://www.suarapembaruan.com/home/pasangan-pas-unggul-di-pilkada-kota-bekasi/28279>

⁸ Supervisory Committee Noted 18 election violations at Bekasi City

<http://megapolitan.kompas.com/read/2012/12/16/15200097/Panwas.Catat.18.Pelanggaran.Pilkada.Kota.Bekasi>

⁹ Miriam Budiardjo. Basics of political Science, published by PT Gramedia Jakarta 1977, page 161

citizens were somewhat organized, which acts as a political unit and that the benefit aims to master the power to choose and implement government policy¹⁰.

Functions of political parties at least mention below¹¹:

- a. Political socialization; The process of formation of political attitudes and orientation of community members in terms of the delivery of the message, political socialization is divided into two, first, political education is a process of dialogue between political parties and the voters. In this process the community will begin to understand the values, norms, symbols, that attached in political party. Second, political indoctrination, the process to the public by the government to follow the values, norms which are considered good by the authorities.
- b. Political recruitment; election or selection as well as appointment of a person or group of people to carry out a number of roles in the political system in general and the government especially. At this unusual recruitment of cadres - the selection of party cadres in the selection of premises specifically set by the next party cadres of the party will be the successor to the party and cadres of political leaders in the future.
- c. Political participation; political participation is a process of community participation in choosing representatives and political leaders turn, influence the process of policy-making and implementation.
- d. Guiding interests; this guide means being the main key player to summarize, to accommodate and to integrate the various interests that exist. Furthermore, political parties and the duty to convey the interests of the community.
- e. Political communication; transmission of information about politics, public policy and necessary issues concerning public from the government to the community or society contrary to the government from the community
- f. Control of the conflict; in this case political parties serves to control the individual conflict to a larger conflict. Political parties can be a mediator to unify the differences that the security and tranquility.
- g. Political control; political parties serves to control, supervise as well as guarding the government works, political parties become aligners when a deflection or deviation from the rule.

Political Marketing

Political power struggle in several countries only to find a formulation that is reliable in attracting more sympathizers in community in order to gain more voters in the elections. For that reasons, people should know about the party and both terms of ideology, their figure as well as vision and mission of the party. On his way political parties began to market themselves to the public, giving rise to political marketing. Political marketing approach is trying to systematize and

¹⁰ Miriam Budiardjo, Op.Cit. 161

¹¹ Ramlan Ssurbakti, Op. Cit. 149-154

bring tips or tricks to achieve success. With this approach an individual or political organization can exist and persist. Marketed in politics are people, not things. However, people here not in a physical sense or just performance. In politics, which is sold mainly is the idea, but selling political ideas different from selling the idea of housing development or apartment nor does the same by offering promise of rising stock prices or the rise in the exchange rate. Politics come into contact with the ideological aspect.¹²

Political marketing purpose is to help political parties to become better in recognizing people represented or targeted, and then develop a work program or political issues in accordance with the their aspirations and able to communicate effectively with the public¹³. O'Shaughnessy 2001 found political marketing differs from commercial marketing. Marketing politics is not a concept to sell a political party or candidate to voters, but a concept that offers how the program related to the actual problems. Political marketing is the permanent concept to be done constantly by a political party or consistently in building trust and public image.¹⁴

Furthermore, *Lees-Marshmant* mentions that political marketing should be viewed comprehensively, *Lees-Marshmant* political marketing is more than just a political communication; however applied in the whole process of organization of political parties. It is not only about the campaign but also at the stage of how to formulate a political product through the development of symbols, images, platforms, and programs offered; political marketing using marketing concepts widely, it is not only limited to marketing techniques but also to marketing strategies, from technical publications, offer ideas and programs, and product design to market intelligent and processing of information; political marketing involves many disciplines within the discussion.

Nursal in Firmanzah stated that three approaches that can be done to look for and obtain political support or political product market, namely¹⁵:

1. Push Marketing, political parties trying to gain support through the stimulation given to the society. Society needs to obtain encouragement and energy to go in the voting booth and cast a contestant. Besides, political parties need to provide rational and emotional reason to the voters to be able to motivate them and willing to support political party or their contestants.
2. Pass Marketing, this strategy is applied by individuals and groups that can influence the opinion of voters. The success or failure in the future campaign will be determined by the selection of these influencers. The more precise the selected influencers, the more effects are achieved even greater influence opinion, the assurance and public mind.
3. Pull Marketing, focusing on the formation of political image or the image of the product. Typically used mass media.

¹² M. Alfian Alfian M, *Being Politic's Leader: Talks of Leadership and Power*, by. Jakarta : Gramedia Pustaka Utama, 2009 Page 305

¹³ Firmanzah *Marketing politic*, , Obor Indonesia foundation, member of IKAPI DKI Jakarta 2006.page 158

¹⁴ Firmanzah, *Op.Cit*, page 156

¹⁵ Firmanzah, *Op.Cit*, page 216

Furthermore, political marketing approach must be carefully through the political positioning strategy with a view¹⁶: 1). The political positioning strategy will assist voters in determining who will be selected, clear political positioning will allow voters to identify a political party once distinguishes it from other political parties. 2). a clear political positioning also helps members of the political party itself in shaping their identity. 3). a clear positioning will also help develop a strategy in their approach to the public. 4). clear positioning will also assist in directing what kind of political resources they need.

Positioning in marketing is defined as all activities to impress on the minds of consumers so that they can differentiate the products and services produced by the respective organization¹⁷. Political marketing has some similarities with the business marketing, as illustrated in Table 1¹⁸

Table 1. Similarities Between Commercial Marketing and Political Marketing Evolution

Political Marketing		Commercial Marketing	
Party Concept	An internally driven organization runs by party bosses and centered on the political party.	Pre-industrial marketing	Products are selected by distributors and delivered to consumers generically. When something sells out, more is ordered.
Product Concept	An internally driven organization run by Washington insiders and centered on the candidate. Stresses finding the best possible candidate.	Product Concept	Sells the quality of the product through the brand. Example: Model T Ford manufactured for quality.
Selling Concept	An externally driven organization run by Madison Avenue experts and centered on the candidate.	Selling Concept	Companies like Procter and Gamble create markets for new products. They begin to experiment with

¹⁶ Firmanzah , P.hd , Managing Political Party, communication and positioning politic ideology in the era of democracy , obor indonesia foundation, member of IKAPI DKI Jakarta.2008.page 208

¹⁷ Firmanzah, Op.Cit, page 209

¹⁸ Political Marketing vs. Commercial Marketing: Something in Common for Gains

Che Supian Mohamad Nor, Universiti Sains Malaysia, dkk

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	Attempts to create favorable impression of the candidate by the voter.		image-based advertising.
Marketing Concept	An externally driven organization run by marketing experts and centered on the voter. Polling determines the message sent to the voter.	Marketing Concept	Companies first identify consumer needs and then develop products to meet those needs.

Source: Newman, 31-4 (c.f. Grigsby, 1996)

According to this table, political marketing is a facility of exchanges process between arts and knowledge. A set of program for political party is micromanagement in electoral campaign that coordinated all link and communication and organization paralleled on the name of political party, and to apply all marketing research and to be focused on resources.

Direct Local Election in Bekasi City

Bekasi City local election was held in 2012 when five pairs of candidates running for Mayor and Deputy Mayor. The candidate Rahmat Effendi - Ahmad Syaikhu managed to lead four other pairs of candidates. The pair is known to excel in the vote while the election of Bekasi City on a quick count results (quick count) released by the two survey organizations namely the Indonesian Survey Institute (LSI) and Indo Barometer and Strategic. The survey by the two institutions, the couple candidates for mayor and vice mayor of Bekasi, Rahmat Effendi - Ahmad Syaikhu carried by the Golkar Party, the Prosperous Justice Party and the National Awakening Party have gained voters above 42 percent. Director of Public Citra Indonesia, Hanggoro Doso Pamungkas explained that, a quick count conducted by using a seal 250 polling stations with 116,000 respondents.¹⁹

In addition to the two survey organizations mentioned above, there are two institutions other survey conducting a quick count (quick count) on election Bekasi, both the Cooperation of internal Democrats with IBI Consulting who also favor the couple Rahmat Effendi-Ahmad Syaikhu with the vote Public image 43 percent and Indonesia (CPI), which also favor the same pair with 43.87 percent of votes.²⁰ So, there are a total of four institutions that participated in the survey quick count (quick count) on election Bekasi. The role of survey organizations in each elections is a concern in our country. Since the reform, virtually no elections without intervention survey organizations through rapid count (Quick count). Pollsters have always been at the forefront of publishing voting results on election. In the process of democratization, the survey institute is a necessity and euphoria of political parties is still a bureaucratic oligarchy. However,

¹⁹ <http://www.suarapembaruan.com/home/pasangan-pas-unggul-di-pilkada-kota-bekasi/28279>

²⁰ <http://jakarta.okezone.com>

apart from that survey organizations should really be in the corridors of professionalism. Survey agency was on track to be controlled so that it does not damage the existence of the democratic order. Pollsters cannot be separated from politics because the principle of representation and is an important element in designing a decision and policies.

The existence of a survey institution was legally been reinforced by the decision of the Court 24 / PUU-XII / 2014, stated that "Article 247, paragraph 2, paragraph 5, paragraph 6, Article 291, and Article 317, paragraph 1, paragraph 2 of Law No. 8 Year 2012 on the General Election of DPR, DPD and DPRD that contrary to 1945 in which does not have binding legal force.²¹ Constitutional Court judge until now no one showed the quick count results cause unrest and disturb public order.

Political Marketing Campaign Candidate Pair of Regional Head of Bekasi City

As has been mentioned earlier that the process involves the concept of political marketing which offers political candidates into a program systematically with the intent to sell the candidate to the public in a manner that is programmed, structured and has a timeline that must be implemented so that victory can be achieved.²² This function properly attached to a political party because the election law mentioned pairs of candidates proposed by political parties or coalition of political parties. This function does not just give a card or ticket to the candidate to advance and to compete together candidates from other political parties, but it is inherent responsibility to create programs and measures systematically that the candidate is able to win votes in elections.

Lees-marshmant theory which states political marketing is more than just a political communication but is an overall process of political party organizations ranging from political campaigns until the product formulation through the development of symbols, images, platforms, and programs offered. It means that the parties themselves must already existing mechanisms of marketing techniques and marketing strategies, starting from technical publications, offer ideas and programs, and product designs to market intelligently and processing information. Therefore, it cannot be denied that political marketing involves many disciplines. In connection with this, Mrs. Chusnul Mariyah, Ph.D., Commissioner of the Commission in 2004-2009 in an interview stated:

"... .. Political marketing is part of the role to be performed by the parties. The role of political parties today seem to follow directions in the style of the American model, capitalist, who started from the power of the media, etc. The development of political parties and political marketing we just imitate it. While many other models such as the Anglo-Saxon. Media today many makes framing and agenda setting rather than as a trust or a public trust, the parties eventually evolve towards there, in this situation candidates who have money who wins, the candidate does not have a network,

²¹ Stated by Dr. Lanang Putra Prabawa, an Academics and Political Analysts at <http://news.detik.com/kolom/2549309/lembaga-survei-antara-integritas-kekuasaan-dan-komersial>

²² Firmanzah, Op.Cit, page 156

resources, does not have a policy, all do not have eventually they rely on institutions that had it all, namely the marketing of political institutions, it is purchased, it is a matter of supply and demand "²³.

This statement provide an adequate explanation for the light that free competition takes many capacities ranging from campaign program, what policies will be sold to the public, how to set up some media that assists positive news to prospective and network resources, all of this should owned by a political party bearer of the candidate. However, if it is not owned, then the the institution that has the resource. That is why the survey institute which originally only wanted to introduce to the public audience about the candidates who will advance in the elections turned into a winning team depending on how many candidates can pay. The inability of political parties to collect a number of resources makes the candidates do not possess self-confidence if one does not use the services of a political consultant as well as a winning team.

Further mother Chusnul Mariyah expressed about it:

"... Political conditions that make them a lot of limitations, they are not confident if they are not using surveys, involved NGOs political consultant, unfortunately, political parties are not beating their own drums themselves, rather go with the flow, ideology is still lacking, because it is still a power struggle."²⁴

In line with the argument that Mrs. Chusnul Mariyah Nursal in Firmanzah²⁵ which mentions three approaches that can be done to seek and obtain political support political or market products, namely: Push Marketing, political parties are trying to get support from stimulant given to voters. Society needs to obtain encouragement and energy to go in the voting booth and cast a contestant. The theory apparantly has not been proven in the political party who advanced in the elections of 2012 Depok. Description of Bawaslu province, Supervisory Committee and the City of Bekasi City Election Commission²⁶, political parties have not implemented socialization generally that functions should be attached to political parties. Instead they are providing the foundation for organizing the elections as KPU to dominate the socialization. Moreover, there is a question on political party function that should be able to provide a number of rational and emotional reasons for voters to be able to motivate them and willing to support the party' contestants. There are still many political parties do not practicing transparency in determining the candidate who will get tickets to the elections. This also makes the degradation of the candidate in the election.

²³ Interview with Chusnul Mar'yah ,PhD in Depok, Saturday, 13th of September 2015

²⁴ ibid

²⁵ Firmanzah, Op.Cit, page 216

²⁶ Interviewed on September and October,2015. To Commissioner KPUD Bekasi, Panswaslu Bekasi City also Bawaslu Indonesia.

Pass Marketing strategy in which individuals and groups can influence the opinion of voters through certain strategies are still under-used. If the factors that affecting voters opinion such as media, then there is a tendency that the couple will not be elected. Accumulation of future success or failure will be determined by the selection of these influencers. The more precise the selected influencers, the more effect achieved even more than opinion influence, the assurance and public mind. In Kota Bekasi election candidates who are less advanced this approach, the strategy to create the image or the formation of a political label that sells pairs of candidates. Of course this program requires the media to create positive labels for the candidate. It is still very under-used by a political party or coalition of parties that brought the candidate. The birth of a survey institution concurrently as the winning team the candidate is also due to several factors which in theory performance, Firmanzah stated also the lacking political parties.²⁷ In encouraging the election of the candidate is also required positioning strategy, means parties must be able to explain why a certain candidate pair is selected and given a ticket.

Among the advanced fighter in the selection of candidates for mayor of Bekasi in 2012, information about the reasons parties choose the candidate is very vague and unclear. When this is done the least clarity of political positioning will allow voters to identify a political party once distinguishes it from other political parties. Clear political positioning can help members of the political party itself in shaping their identity; a clear positioning will also help develop a strategy in their approach to the public; a clear positioning will also assist in directing the politics of what kind of resources are needed; Positioning in marketing is defined as all activities to impress on the minds of consumers so that they can differentiate the products and services produced by the organization concerned²⁸. Previous research suggests that political capital is critical in selling the candidate. In Bekasi, there are five candidates who have been assigned the General Election Commission (KPU), and has budgeted Rp 26 billion taken from the budget of the city of Bekasi 2012. Determination of the candidate Mayor and Deputy Mayor of Bekasi period 2013-2018 was contained in Bekasi City KPU Decree No. 50 / Kpts / KPU-City-011.329172 / 2012 on Wednesday 10 October 2012 . The serial number obtained by the candidate city mayor and his Deputy Salih Manggara Sitompul Anshory Mahdum to run from individual lines (independent). The number two candidate for mayor Sumiyati with Deputy Anim Aminudin. Sumiyati and Anim carried by a political party (parties) Democratic Party of Struggle (PDIP), the Prosperous Peace Party (PDS) and the Crescent Star Party (PBB). At number three is the partner Regional Secretary (Secretary), Dada Mulyadi paired with an actress Lucky Hakim as Deputy Mayor of Bekasi. Pair number three is carried by Gerindra, the National Mandate Party (PAN) and the United Development Party (PPP). Number four is the incumbent partner Rachmat Effendi, who still serves as mayor of Bekasi paired with Ahmad Syaikhu. The incumbent pair carried by the Golkar Party, the Prosperous Justice Party (PKS), Hanura, and the National Awakening Party (PKB). Finally, the pair serial number five which couples Awing Asmawi and Andi Zabidi that carried the Democratic Party (PD).

²⁷ Firmanzah , P.hd , managing political party, communication and positioning politic ideology in the era of democracy, ,obor indonesia foundation, member of IKAPI DKI Jakarta.2008. Page 208

²⁸ Firmanzah, Op.Cit, page 209

To find out how the candidate strategy in winning strategies of all the ideal answer would appear yet the question of whether they pay dearly for political marketing that can accelerate fame candidates is still somewhat difficult to uncover. This is confirmed by the Chairman of the Supervisory Committee Bekasi, who states:

"... The voters actually do not know much about who is promoted by political parties to come forward as a candidate for regional head, the problem is the lack of transparency from the outset about the criteria and requirements of candidates to be nominated by political parties"²⁹

Whatever the debate about existence of survey institutions in the development of democratization in Indonesia, everything is back again on the integrity of the survey organization itself. Since the Reformation era, almost no elections could escapes from observation-or even "intervention" - the survey agency. The election of regional heads of district / municipal level up to the presidential elections/vice president, constantly survey agency coloring early on, ranging from the detection of the prospective candidates to conduct a quick count (quick count) sometime after the elections.

As long as the surveys are done correctly and objectively then survey institute has a constructive role, among others, to add to the excitement of the election so that voters are interested and want to come to the polls. Survey agencies have a big role, especially in predicting the outcome of the election. The prediction results is then responded to the public, particularly the observers to elections become attractive shows. Pollsters have to be able to position itself as an institution that is independent and accountable survey. Pollsters must be aware that a survey institution is not a business organization. Somehow, the position the institution is a business survey, then the cost-benefit is the based construction of the political works. The result is that inconsistency survey organizations in carrying out their duties which are likely to see profit to be derived from the political parties or candidates.

In recent years, a survey institution becomes a strategic tool for the parties to make a living. Its existence is considered to be a business area or industry of interest for profit. Profit was considered quite large. Such as reasoning makes the survey institute far from value of integrity as part of the democratization process elements. If this happens and continues to happen, society and politics will be skeptical about the objectivity, independence and professionalism of the survey of existing institutions, because of the survey results tend to be questionable and polemical³⁰. Some agency survey results have a high accuracy rate, but there are also predictions are far from reality. A survey institute completely objective, but there is also a professional survey agency hired political party or candidate that objectivity is at stake. Given juridical basis for the survey institutions in Indonesia, does not mean freedom possessed by survey organizations had no control. In a democratic country, "power control to power" that still have to run, so the survey institute is also part of influencing public opinion, including

²⁹ Ibid, interview with Panwaslu Bekasi City

³⁰ *Ibid.*

opinion political forces and powers. Therefore, the main control there in the community, in addition to the existing democratic institutions, including the Commission, Bawaslu and the mass media.

Factors which widened attention survey organizations in carrying out their duties to keep trust and positive response from the public are³¹, first, the integrity factor. A survey must be justified scientifically and legally. In addition to the methodology to be correct, the size of the scholarship depends on the level of honesty survey organizations. If the collection process, data scrutinize, and delivery of the results of the survey carried out correctly and honestly, then the survey can only be as scientific survey and can be accepted by the public. The problem is when the survey institute is engaged in a deal to favoring one candidate so that all sorts of methodologist reasons and objectivity can be calculated to increase the level of fame and the election of the candidate. Second is the transparency factor. Political survey results should be presented openly to mention a variety of information that needs to be known by the public. One of the most important is, the institution must be able to inform the survey related to the financing of the public survey. Pollsters must be transparent to mention the source of funding of the activities of the survey, including those who ordered the surveying services.

The problem that arises at this point is the difficulty of opening the kitchen the survey institution because it involves company secrets. Of course candidates who use the services of this survey institutions also do not want if the public know such as collaboration. Budget transparency survey institute is very difficult to be revealed so that supply and demand will continue to change the public mindset. Third is the independence factor. Pollsters must be stated that the publication of the survey results free from political interests. The survey results should not impressed directing people to certain political interests, and not also claims as though the survey has represented the opinion of the whole society. The problem is also very difficult to prove the independency because generally treaties or agreements between institutions with funds withheld survey so that the results can be trusted publications in the level of independence. Closed and difficult to access network that makes political marketing survey agency is difficult to detect. In the same time, political party seems to be helpless with their functions taken over by the surveys institution that is supposedly party mainly function in encouraging the election of the candidate promotion. Too many political parties who feel less confident in the race if it does not involve survey organizations in their team.

Survey institute became successful teams certainly not prohibited. This is because usually the survey agency is also part of the larger framework (grand design) of a political consulting firm that aims to win a particular party or candidate. However, if the results of a survey conducted due to the business and money involved then it will be a problem. This is because: First, there will be mixture between academic work objectively and independently with the work of a successful team full of interest. Although the methodology both are equally accountable academically, still there is another side that differ significantly between the two, for example in the selection of samples, preparation of questions, and others.

³¹ *Ibid.*

The General Election Commission (KPU) Kota Bekasi mayor before the election in 2012 and has banned survey organizations announced the results of a quick count on the election of the mayor. The ban is intended to avoid the appearance of debate in the community before the results were officially announced. The debate in which will culminate in the emerging social conflicts post-election. According, the Chairman of the Commission Bekasi, Hendry Irawan said that Pollsters will race as fast as possible in announcing the results of the vote counting their respective versions. The calculation results are usually different from one institution to another institution. This can happen because usually is the result survey organizations interested parties to influence public opinion about the position of the voters acquisition candidates carried.³² Associated with some of the above explanation regarding the integrity Pollsters, It can be said that at this point the value of the integrity of the institution is at stake survey. Assuming that "there will be no smoke, if there is no fire," meaning that the public and the parties involved directly and indirectly in the political world will not necessarily infer, as considered not credible polling organizations, considered very independent survey agency, and so that the main subject or the body's own survey that actually perform actions that affirm the notion that the behavior integrity, independent, transparent, and accountable in carrying out their duties.

Candidates who win Bekasi elections, Rachmat Effendi and Ahmad Syaikhul already has enough name to sell. Rahkmat Effendi as the incumbent vice mayor already easy political capital in the community, civil society and bureaucracy .Furthermore, the candidate is promoted by a coalition of political parties is quite solid. The existence and the Prosperous Justice Party (PKS) as one of the supporters of the party making the couple can win the election with just one round. PKS has a mass base that is solid and strong. They work with coordination systematically and tended without pay. PKS volunteers able to work from their own funds to support the candidate. In this case, survey organizations really just doing his job to publish yet not far entered the realm of political parties to create a platform, work programs and the workings of the campaign. In one example cited how the media Ahmad Syaikhul supporters to embrace the spirit of togetherness:

"... During the meeting, Ahmad Syaikhul provides guidance regarding the winning strategies PKS in Bekasi. He also touched on the target PKS number one in Bekasi. "It's time to reach all potential mobilized public trust," said Ahmad Syaikhul, in Jakarta, Saturday (11/1). Ahmad Syaikhul also stressed the importance of togetherness. Cooperation into things that can not be ignored if PKS wanted to come back to win in Bekasi.³³ It is certainly a very solid performance of the party in support of the candidate to be an example of this show. That is, the parties no longer simply appear to give a ticket or a political vehicle rather be involved from the beginning to sell the candidacy and campaign for the candidate promoted.

³² <http://www.pikiran-rakyat.com/politik/2012/05/24/189725/kpu-bekasi-larang-lembaga-survei-lakukan-penghitungan-cepat>

³³ Vice Chairman of the MCC DPW West Java Give Direction To Board DPC Bekasi City wakil-ketua-dpw-pks-jabar-beri-arahan-kepada-pengurus-dpc-kota-bekasi

Critics of the political party that does not work well in nominating candidates for instance expressed by Professor Syamsudin Haris, Senior Researcher of LIPI in an interview at the Office of LIPI states: "... the wife of former mayor who captured the Commission forward a candidate for mayor of Bekasi, this is evidence of one of duping the public , which is problematic and his immediate family still promoted and able to appear as a candidate. In situations like this, the strength of civil society that can enlighten ... "³⁴. Enlightenment conducted by civil society is certainly a long way into our collective responsibility. Political parties cannot be left to walk alone to fix itself as a political party functions inherent in the interests of all citizens in order to become a political party discipline and integrity. If not, then the fate of the people much at stake to simply put people who have capital without needing a lot of integrity and the capacity to lead the community. In line with the argument Syamsudin Haris, Chusnul Mariyah also revealed that:

"... The solution needs to be done is to improve the political parties, from recruitment, organization, it takes along time to get there, with the election rules can accelerate this process, parties should try to win votes in the region, such as the elections in Papua do not have to pay the Metro, there should be limit spending, not only the contribution limit..."³⁵

Chusnul Mar'iyah statements that have been explicitly revealed expenditure of political parties and individual candidates in the regional head election competition is huge. If the same level as the village head election, a candidate for village head could spend Rp 100,000-200,000 per head, you can imagine how much money rupiah or other donations to gain public support. Indeed the political parties have not been able to work up to make the party better in supporting the candidate. The inability of political parties in terms of networking, creating programs and platforms, making the study of the campaign as well as reliable communication made should choose a third party to help them. Unfortunately due to a third party is actually dominated the substance of programs and fame of the candidate. When the function of political parties in encouraging the candidate is already working with both the large automated election costs can be minimized. That is, political parties have done since the beginning of the regeneration of the prospective head region to be promoted, not along with the candidate such as artists and owners of capital who will use the party flag.

Associated with the ability of civil society to recruit candidates who properly qualified, have integrity and a good track record, Syamsudin Haris stated:

"... It took a long time to strengthen political parties, because it is the principle of democracy while foundations are welfare and education is still not enough. The shortcut is through the delivery of election scheme, there should be a system and a standard mechanism, electoral regions discipline, the mechanism of nomination. Currently the existing system has not been designed for two things: 1) accountable political elite that

³⁴ Interview held in his office 3rd Floor WidyaGraha Building, LIPI Gatot Soebroto Building Jakarta, 9th October 2015

³⁵ Interview with Chusnul Mar'iyah, PhD, Commissaries General Election Commissions 2004-2009, interview bdil

state officials are responsible to the people, and 2) have not been designed to produce effective government both at national and local level ".³⁶

Local elections in the city of Bekasi least show unpreparedness of political parties and election organizers to educate the masses in these elections. This is evidenced by the low level of the votes cast by voters in the city of Bekasi. Voter turnout or the number of voters who use their right to vote is only about 40%. This amount lost by voters who do not use their right to vote is 50% more. If this low level of voter turnout will automatically generate questions on the level of legitimacy of the candidate who won. They are only chosen by half of the number of voters who came to polling stations. The low level of public knowledge of the candidate pairs may account for the low use of the voting rights of the people. Therefore, these study as well as to illustrate the important role of political parties in the process of political recruitment. Associated with the important role of political parties in the process of recruiting candidates, Bawaslu Chairman of Indonesia, Professor Dr Muhammad, M Si states:

“ Political party has the responsibility in selecting candidates that are reliable, clean and have the capacity, due to the political parties to function as a mediator between the government and the people within socialize every policy and government decisions, the parties have responsibilities political education so that people know their rights and obligations in the government. It is true that already present survey institute, which encourages the candidate fame but do remains the responsibility of political parties to conduct campaigns for their candidates. Pollsters only a matter of assistance...”³⁷

In his capacity as Chairman of the Election Supervisory Body of the Republic of Indonesia, Muhammad certainly has a lot to see, watch and get a report on the performance of public on political parties and the role of survey institutions that are massively doing political marketing. Furthermore Professor Muhammad, states:

“... Because of the influence of openness, the surveys institution in depth has a larger role, political parties are consistent with winning alone, it should be since the beginning of political parties has had a major role, as a result of political parties did not fully get the information needed because the third party is involved, so it needs fundamental changes in the rules and in the life of our political parties are supposed to function attached to it that is political marketing, internal changes which political party capacity building of human resources, upgrade, reform and institutional change as well as addressing the needs and obligations of the parties. While externally the changes that should be made, especially the role of the state, media and socialization to strengthen the regulation of political parties”³⁸.

In other words that can not be denied, the election of regional head candidates should be the concern of a political party is not a survey institution or a third-party survey that

³⁶ Interview with Prof Syamsudin Haris. Op,cit.

³⁷ interview with RI Bawaslu Chairman, Professor Dr Muhammad, MSi, on Monday, 21st of September 2015

³⁸ ibid

dominates. If this happens, then the intervention of the party's platform and principles become blurred. Parties must fix themselves in the recruitment function by recruiting people who have the capacity. In the developed countries the party system that is solid and sophisticated, the organization of political parties has been structured all the parts responsible from the process party recruitment, as a full assistance for candidate to win election. It should also be distinguished that both parties recruit the best candidates on the list of cadres and members of the public.

Supporting and Inhibiting Factors Winning Strategies in Bekasi City Election

In this part of paper will be described what are the factors that support or inhibiting the strategies of electoral winning.

Political parties

Political parties in the local election process Bekasi City has an important role for some candidates for mayor when candidates who register must use political parties as the "boat" to fight in the race for mayor of Bekasi. Various unique things found in research in the field related to the urgency of political parties in an effort to support the winning candidate for mayor of Bekasi partner. Political parties often only considered as a means to open the door for a pair of candidates contesting the election Bekasi after that the candidate perform their own way. This is similar to the results of interviews conducted for one candidate mayor of Bekasi who stated that:

“ it is a campaign team that works the maximum to pass the candidate, They are generally of public figures, influential individual in the region, RT / RW and all parties who have access to voters including KPPS ... parties themselves generally regarded as a political vehicle alone, means they are just a tool, the legitimacy of the political parties to get tickets, as mandated by law, but the political parties support only up to the stage of filing the name of the candidate, then the work is a campaign team that likely also involve NGOs or Survey Institute “

The interview results illustrate that the role of political parties in the conduct of leadership succession and a cadre of leadership can be said to fail when the candidate is only considered as a political party as the boat to take them to stage of elections. In addition to the above shortcomings, it turns out the urgency of political parties in the winning pair candidate for mayor of Bekasi has advantages and a major contribution to the election winner Bekasi. That is because as the Prosperous Justice Party (PKS) has a strong based in Bekasi so the couple promoted and supported by PKS that is Rakhmad Effendi (Pepen) Bekasi city won the election of 2012. This is in line with that expressed by the chairman of the Supervisory Committee Bekasi City in interviews that done, he said that³⁹:

“... Political parties continue to play a role, but political marketing is carried out by non-

³⁹ Interview with Bekasi City Panwaslu Chairman, Mr. Ucu Ismail, on Wednesday, 23rd of September 2015

governmental organizations are also much more active in promoting the candidate promoted. Especially for the elections in Bekasi, the role of political parties large enough due to the winning pair is Rachmat Effendi from Golkar political party and the Deputy Ahmad Syaiku derived from PKS, and the support of a coalition of political parties, namely Golkar, PKS, PKB. Hanura. However, supporters of the PKS where Bekasi City is one of the base with a very militant movement capable of uniting for the candidate's voice. Maybe if without the support of PKS supporters, the massive support of the parties is not so visible."

On the other hand, the quantity of a successful team that is owned by each partner candidate for mayor of Bekasi is unknown. There is an indication due to the presence of most successful team shadow. As revealed by the Chairman of the Supervisory Committee that the "official campaign team of the candidate must be registered to the Election Commission, but many campaign team that is not registered, that means many more unofficial campaign team are volunteers, who were able to move massive".

Institutions Survey

Pollsters is an institution that conducts research and field observation before, while and after the implementation of the general election. The goals of establishment survey institute is to provide statistical picture of the opportunities and the results of the election by presenting quantitative data so that the results can be predicted based on the information that is processed. Not a bit of running and survey organizations operating in a selection of either a regional head and president. For a district election process Bekasi City in 2012, there are institutions that survey was ordered and financed by the candidate to give a positive impression to the people (voters) thus indirectly lead people to choose the candidate pairs. Detection of survey organizations that actually do the survey and survey institution which is the order one candidate is very difficult to distinguish. Based on the results of interviews conducted research to the Chairman of the Supervisory Committee Bekasi City, he said that "The existence of institutions that survey as well as a regional head candidate winning team, rather difficult to explore because it is inherent in campaign team". In addition, interviews were conducted to Bawaslu Chairman of West Java Province strengthens previous statements, he said that "to sell the candidate to the level of fame will rise then Survey Institute was used, unfortunately this is not done openly and transparently".

According to the Elections Supervisory Board Mr. Harminus Koto interviewed the author related to the marketing strategy of the candidates for regional head stated:

"... In fact people are not so knowing who the candidates appointed by political parties, all the process of candidate selection done completely closed. Ranging from the emergence of the name that is driven by the political parties, why they are elected, who choose them, money politics, the bureaucracy movement to encourage the election of

one candidate, but it is rather difficult to prove until the people doing the reporting, if not, then the actions that violate the rules and ethics is hard to detect.."⁴⁰

Candidate characters (Positioning)

Personally the candidate becomes a determining factor for winning the local election process. In the case of the Bekasi municipal elections in 2012, the winning candidate cannot be separated from the position Rahmat Effendi (Pepen) which is an incumbent or previous mayor. Moreover, the existence of Luky judge as a candidate for deputy mayor accompany Dadan Mulyadi also get its own place in the eyes of the public because Judge Luky is an artist and public figure so that people easily recognize. Therefore, the positioning of the candidates for mayor of Bekasi is very important and an asset in winning the mayoral election. This is similar to that expressed by the mayor of Bekasi today that:

“Campaign conventional models are becoming obsolete candidates, though still show of force when the campaign gets open. Campaign sympathetic, creative as mutual cooperation, “blusukan” markets and villages, fishing, visiting community leaders into a new model. It was to build an image to the public”

Campaign conducted during the election of the mayor of Bekasi in 2012 presents a picture that campaigns such as blusukan was an appropriate campaign used to attract the attention of the public because the public assumes considered as candidates for regional heads asking and listening to public complaints

Budget

It is inevitable that the fund is the most important aspect of the democratic process of local and national level in Indonesia. It is no exception when the Bekasi municipal elections but not guarantee victory a couple of candidates. The data on the number of wealth each pair of candidates for mayor of Bekasi in elections in 2012 are as follows:

Table 5
Wealth Candidate Mayor and Deputy Mayor of Bekasi

No	Candidate	Wealthy (in 000)
1	Salih mangara Sitompul Anwar Anshori	1.170.178 262.947
2	Sumiyati Anim Imamuddin	-235.866 949.484
3	Dadang Mulyadi Lukman Hakim	2.304.028 1.049.909
4	Rahmat effendi Akhmad Syaikhu	3.682.537 620.302
5	Awing Asmawi Andi Zabidi	60.552.531 3.374.998

⁴⁰ Interview with West Java Bawaslu Chairman, Herminus Koto Wednesday 23rd of September 2015

Source: KPU Bekasi

Based on Table 5 above, it appears that the pair candidates for mayor and vice mayor of number 5 which is Awing Asmawi and Andi Zabidi a pair of wealthiest with nearly 65 billion, while the pair number 2 Sumiyait and Anim is a partner with the wealth of the lowest among the five candidates for the accumulation of wealth approximately 700 million.

Conclusion

Based on the results of research conducted, the conclusion of this paper is:

1. In general, marketing strategies politics (political marketing) that are used by the regional head candidate for mayor of Bekasi form of strategy, the use of a political party, a successful team, institute survey, positioning and the budget has done fairly well. However, the use of political marketing strategies that have done well in order to be maintained and more suppressed the use of funds so as to reduce the use of funds. Parties should carry out regeneration and preparation to the candidates for mayor and / or the head of the region so that the position of political parties not only as a "boat" but making machine cadre quality so prospective head region does not issue funds to buy a boat as a bridge to fight in election which affects the orientation to recoup when the candidate becomes head of the region.
2. The supporting factors and obstacles on the award of candidates for regional heads in Bekasi city election process is still considered only a political party as opening the door for candidates who will fight but on the other hand the political parties can also be miners sound when it is at its base. Success Team to support the winning candidate by providing assistance in the form of a poll for floating voters but become an obstacle when successful teams committed an administrative violation which affects the sanctions for the candidate. Survey Institute may be supporters of the winning candidate pairs by providing positive publicity for the winning candidate survey. Positioning can support the election winning in Bekasi with a personal background of each candidate pair. Budget or funds supporting the aspects of smooth operations during the campaign and attract public sympathy.

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Interview

Chusnul Mar'yah, PhD, UI
Commissioner Election Commission Bekasi
Chairman of the Supervisory Committee Bekasi City Ucu Ismail
Syamsudin Haris, Prof, LIPI
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The Conflicting issues between the Corporate Governance Code of SEC and other Legal Regimes in Nigeria

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Abstract

The code of corporate governance was developed by the Security and Exchange Commission (SEC) to strengthen the activities of public limited liability companies in Nigeria. Nigeria is lacking an alignment of its code of best practices with the relevant laws thereby creating conflicting issues and lacuna for SEC in effective implementation of her policies. The Company and allied Matter Act 1990 (CAMA) and other laws governing the operating activities of companies provide very limited protection to shareholders against poor corporate governance and unethical practices by the executive. This paper attempt to develop a frame work to address the lacuna and shortcomings. This paper examines the development of corporate governance mechanisms in Nigeria and further seeks to advocate for a review and update of Nigeria's corporate governance code to meet global best practices.

Keywords: Corporate governance, corporate governance codes, Regulators, Nigeria

Introduction

The Nigerian corporate governance code of best practice is developed by the Security and Exchange Commission (SEC) to address lapses and lacuna in business practices by the executives of companies (Edogbanya, Ekpa, & Kamardin, 2015; Edogbanya & Kamardin, 2015). The shortcomings by the board of directors have brought about collapse of businesses around the world such as Enron in the United States, the Palamat saga in the

United Kingdom, Rank Xerox and also on the local scene such as the Nestle over statement of financial statement in Nigeria, the AP crisis and collapse of several financial institutions in Nigeria (Abiola, 2012; Adewuyi & Olowookere, 2013; Brown & Caylor, 2008; Edogbanya & Kamardin, 2015b; Ehikioya, 2009; Kamardin & Haron, 2011; Kamardin, Latif, Mohd, & Che-Adam, 2012). The objectives of this paper are to develop a frame work to address the lacuna and shortcomings created by the relevant

legal framework to the effective management of companies in Nigeria.

Corporate Governance in Nigeria

It is generally agreed that bad and weak corporate governance has been factor responsible for some recent corporate failures in Nigeria. In order to improve corporate governance, the Securities and Exchange Commission (SEC), in September 2008, inaugurated a National Committee chaired by Mr. M. B. Mahmoud for the Review of the 2003 Code of Corporate Governance for Public firms in Nigeria to address its weaknesses and to improve the mechanism for its workability. In particular, the Committee was given the responsibility to identify weaknesses in, and constraints to, good corporate governance, and to assess and recommends ways of effecting compliance and to advice on other issues that are relevant to promoting good corporate governance practices by public limited companies in Nigeria, and for aligning it with global best practices. The Board of SEC therefore believes that this new code of corporate governance will ensure the highest standards of financial transparency, accountability and good corporate governance, without unnecessary inhibiting enterprise and innovation. Whilst the Code is limited to public firms, the Commission would like to encourage other venture not covered by the Code to use the principles set out in the Code, where necessary, to guide them in the conduct of their affairs of business. The code was further reviewed in 2011 to include Adoption of International Reporting Standard and whistle blowing (Edogbanya & Kamardin, 2014). The code of best practice is categorized into eight parts; Application of the code, the board of directors, relationship

with shareholders, relationship with other stake holder, accountability and reporting, communication, code of ethics and Interpretation (Edogbanya et al., 2015). SEC recommends that firm should disclose more than the statutory requirements to show the level of transparency. Also, the consolidation of the banking sector in Nigeria in 2005 led to renew of the existing corporate governance code and development of corporate governance code for banks in Nigeria in the year (Ikoh, Nsien, & Tamuno-Inam, 2013; Nworji, 2011)

Duties of the Board of Directors and Chairman

The duties of the Board shall include the formulation of Management policies and overseeing the conduct of the business, formulation and of risk management framework, succession planning and appointment, remuneration, training, and replacement of board members and senior management, overseeing the efficiency and adequacy of internal control systems, ensuring effective communication with relevant stakeholders and shareholders and ensuring the integrity of financial reports and statements. Statutorily, the board of directors is the highest authority in any organization. Boards of directors are charged with overall responsibility for the company, specifically the oversight of management and control. Boards of directors have a fiduciary duty to represent the equity shareholders' interests and to assure that there is alignment between the interests of the managers and the shareholders. In legal terms board of directors have three major important duties: duty of Loyalty, duty of care and disclosure duties. Furthermore, Epstein (2012) suggested the three primary responsibilities

of the board of directors includes corporate accountability, staffing and evaluation of top management and Strategic oversight

Company Legal Regimes in in Nigeria

Corporate Governance is governed in Nigeria by three legal order to wit; Companies and Allied Matters Act (CAMA,2004), Investment and Securities Act (ISA, 2007) and Bank and Other Financial Institutions Act (BOFIA, 1991) (Edogbanya et al., 2015). The mandatory legal instrument for all incorporated companies in Nigeria is CAMA as it specifies the duties and functions the key players in corporate administration of companies (Adelopo, 2011) It also provided for disclosures of relevant material fact in the financial statements, the control of the board by the equity holders through the of mandatory annual general meeting which gives powers to the shareholders to vote and be voted as controlling executives of the company(Edogbanya et al., 2015). The following was re-affirmed ISA for the continued “leading regulatory role of the Securities and Exchange Commission (SEC) on capital market investments in Nigeria. SEC ensures that investors are protected against fraudulent dealings through the maintenance of fair, efficient and transparent market and reduction of systematic risk. In order to properly ground protection beyond mere stipulation, the Act made adequate statutory safeguards in ensuring that businesses must be registered in accordance with the provisions of the Act in order to forestall sharp practices as a way of promoting transparency and accountability. The responsibility for ensuring the integrity of financing

controls and reporting is squarely placed on the shoulders of the Board of Directors under the Act. Auditors who prepares such financial reports upon which disclosures is anchored are also required to be registered with the commission under the Act” (Edogbanya et al., 2015:125)

The Act imposes strict penalties for infringement of the provisions by institutionalizing prosecution through the Investment and Securities Tribunal (IST), as avenue for quick resolutions of disputes under the Act.

Similarly, BOFIA, the Central Bank of Nigeria (CBN) as the apex statutory regulator of banks and other financial institutions in Nigeria charged with the topmost tasks of supervising and monitoring activities of financial institutions in Nigeria. The CBN under BOFIA has the powers to make subsidiary legislation and guidelines in management of firm’s affairs. This is how corporate governance has become a practice introduced by CBN especially in the face of incessant banks failures in Nigeria owing to un ethical practices such as insider and corrupt trading among several others (Adetunji & Olaniran, 2009; Edogbanya et al., 2015; Obembe, Adebisi, & Adeleye, 2010). This Act provides the prosecution of directors contravenes the provision of the law.

Similarities and Differences between CAMA 1990 and SEC Corporate Governance Code 2011

Similarities

CAMA 1990	Corporate governance Code, 2011
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Section 335(1) of the Act requires that accounts should be prepared in accordance with the accounting standards	The preparation is also in line with the corporate code of best practice in Nigeria
Section 342 of the CAMA (1990) requires that the directors should provide a report of their activities to the shareholders	The corporate governance also requires the detailed activities of the board of directors
Section 342 of the CAMA (1990)The annual report should contain the list of the directors	Section 342 of the CAMA (1990)The annual report should contain the list of the directors

committees are not required	committees such as Audit Committees, remuneration committee, risk management committee, such be disclosed in the annual report.
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Regulatory Framework for Accounting and Financial Reporting in Nigeria

The responsibility for regulating accounting and financial reporting in Nigeria is shared by three main statutory bodies. The Corporate Affairs Commission (CAC), which is responsible for the supervision of company formation, registration, management, incorporation and winding up. The Securities and Exchange Commission (SEC) for regulating the capital market, and the Nigerian Stock Exchange (NSE), for ensuring compliance with the listing rules and reporting requirement for companies listed on the exchange in addition to providing a trading platform for listed equity and debt. The Nigerian Accounting Standard Board (NASB) is responsible for the introduction, review and removal of local accounting standard. General legal requirements for the preparation of financial statements by limited companies in Nigeria are contained in the provisions of the Companies and Allied Matters Act of 1990(CAMA, 1990) section 334 subsections 2(a)-(i). This is in addition to specific legal requirements such as the Banks and Other Financial Institutions Act (1991) for firms operating in the banking sector, the Nigerian Insurance Act (2003) for firms operating the insurance sub sector among others

Differences

There is no requirements that the list should state whether the directors are independent or not	The corporate governance of 2011 in Nigeria requires the name of executive and non-executive directors
It provides for a maximum of 20 and minimum of 5 directors on the board. It does not provide any guidance on the structure of the board	It provides for a maximum of 20 and minimum of 5 directors on the board. It provide guidance on the structure of the board
there are no statutory frequency and duration of their meetings	The members of the board of directors are expected to meet at least four times in a year.
Reporting board	All the board

(Adelopo, 2011) CAMA (1990) section 334 subsection 2 specify the mandatory disclosure required in the annual report to include “ A statement of accounting policy, the balance sheet as at the last day of the year, a profit and loss account or, in the case of a company not trading for profit , an income and expenditure account for the year, notes on the accounts, the auditor’s reports statement of the source and application of fund, value added statement for the year, five year financial summary and In the case of a holding company, the group financial statement” (Adelopo, 2011:6).

Framework for Harmonization of Corporate Codes and CAMA 1990 in Nigeria

The figure 1.1 below explains the possibilities of harmonizing all the code with the relevant laws governing the activities and operation of companies in Nigeria. The corporate governance code of best practice is introduced by government regulatory body to monitor the activities of the companies under them. The compliance with the corporate code by company is not normally total because there are no consequences for lack of compliance. The proposed framework is for possible inclusion of corporate code to the relevant laws and legal framework to strengthen its compliance and its enforceability.

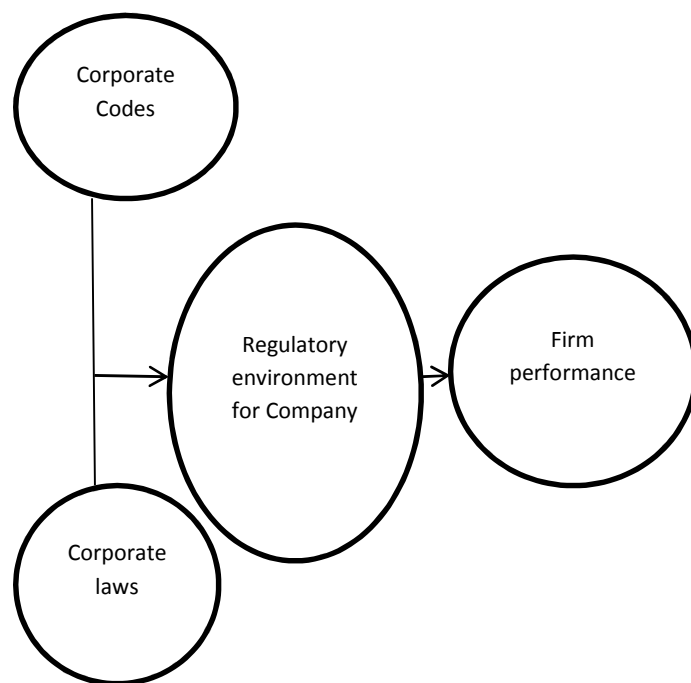


Fig 1.1 The SEC code 2011 and Corporate Law Framework

Conclusion

The importance of corporate governance cannot be over emphasized because corporate governance is a way that directs the activities of the companies. Nigeria is lacking an alignment of its code of best practices with the relevant laws thereby creating conflicting issues and lacuna for SEC in effective implementation of her policies. The Company and allied Matter Act 1990 (CAMA) and other laws governing the operating activities of companies provide very limited protection to shareholders against poor corporate governance and unethical practices by the executive. This paper suggests possible alignment between the corporate codes and other legal regime to pave way for full implementations compliance by companies and enforceability by the relevant regulatory agencies.

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INFLUENCE OF ORGANIZATIONAL CULTURE AND LEADERSHIP STYLE TO WORK SATISFACTION AND EMPLOYEE PERFORMANCE IN INSTITUTE OF LOCAL ADMINISTRATION (IPDN) BUKIT TINGGI, INDONESIA

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Abstract

With the change in the number of students in IPDN Bukit Tinggi in the last years, there is a need to make assessment and evaluation towards the performance of employees. To do so, this study will analyze several related factors of employee's performance, which are organizational culture, leadership style and work satisfaction. Data were collected through questionnaires, interview and observation, and are analyzed through quantitative methods of Structural Equation Modeling. Findings of this study present that organizational culture, leadership style and work satisfaction have positive influence to employee performance. The performance of employee in IPDN Bukit Tinggi can be improved by implementing bureaucratic leadership with open system culture of organization, along with the efforts to improve work satisfaction within the given tasks to the employee.

Keywords: Organizational Culture, Leadership, Work satisfaction, Employee Performance, IPDN Bukit Tinggi

1. INTRODUCTION

In Indonesia, Institute of Local Administration (IPDN) is a university established to educate the cadres of local administration leaders. It has several branches, among others is located in Bukit Tinggi of West Sumatra. In the last years, the number of students enrolled in IPDN Bukit Tinggi had been fluctuated with a tendency to decrease (Figure 1). In the mean time, the number of employee in the university was relatively same across years, which are about 110 persons.

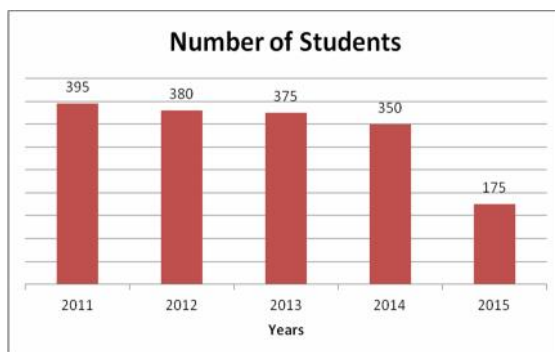


Fig. 1 Number of Student in IPDN Bukit Tinggi, 2011-2015

With the decreasing number of students over years, employee's work loads were becoming smaller. This might decrease the meaning and value of working for some employees, which might decrease the motivation and satisfaction of employees in performing their tasks. Whereas, employee's performance is very important to the achievement of organizational objectives. Each employee is expected to understand his tasks, goals and targets that he should achieve. While employee's performance plays very important roles in organizational objectives, up to now, IPDN Bukit Tinggi was managed by emphasizing on formalization, with limited evaluation to the performance of employees as well as limited fulfillment of the psychological needs of employees.

An understanding about employee's performance and the contributing factors is essential to the management of IPDN Bukit Tinggi. This study aims to analyze the relationship of leadership style,

organizational culture, working satisfaction and performance of employee in IPDN Bukit Tinggi.

2. THEORETICAL FRAMEWORK

2.1 Employee's Performance

Seymour (1991) defines performance as the measurement of task implementation, while Byors and Rue (1998) define it as the degree in which an employee achieved in conducting the targeted objectives. Bernadine et all (1993) state that performance is the result of work in a designed period. According to them, there are six categories to measure the performance of employees, which are quality, quantity, time accuracy, effectiveness, autonomy and working commitment.

2.2 Organizational Culture

Organization culture is a set of values and believes existing within organization that becomes a reference to act and to differentiate from the other organization (Mas'ud, 2004). Within the organization, employee are bound by the goals, strategies, values and behavior standard of organizational culture. Organizational culture can be identified by analyzing several indicators, which are professionalism, distance from management, trust between colleagues, regularity, hostility, and integration (Hofstede et all, 1993).

2.3 Leadership

Hersey and Blanchard (1985) define leadership as a process to influence the other people in an organization to achieve the stated objectives. Based on the nature of relationship between the leaders and the followers, there are several kinds of leadership styles, which are participative, nurturance, autocracy, bureaucratic, and task oriented style.

2.4 Work Satisfaction

Work satisfaction is the positive attitude of employees towards their jobs (Umam, 2010). Generally, work satisfaction is influenced by intrinsic factors from the employee and extrinsic factors from the working environment (Johan, 2002). Indicators can be used to measure work satisfaction include satisfaction with salary, satisfaction with promotion, satisfaction with colleagues, satisfaction with supervisor, and satisfaction with the job itself (Mas'ud, 2004).

2.5 Research Framework

The framework of this study has four variables with totally 23 indicators, as presented in Fig 2.

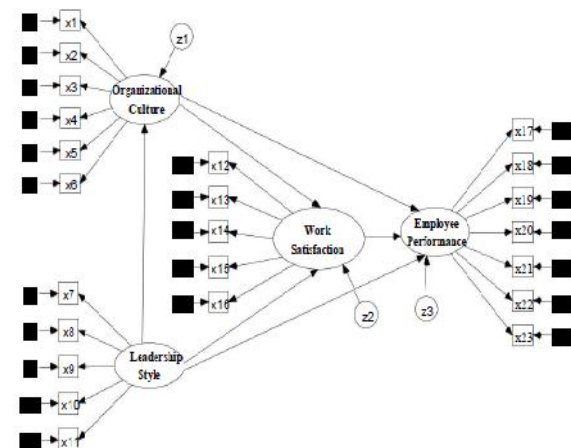


Fig 2. Research Framework

List of Variables:

Organizational Culture	Work satisfaction
X1: Process oriented	X12: Satisfaction to salary
X2: Employee oriented	X13: Satisfaction to carrier development
X3: Parochial system	X14: Satisfaction to working partner
X4: Open system	X15: Satisfaction to the leader
X5: Degree of control	X16: Satisfaction to the given task
X6: Norm of organization	
Leadership Style	Employee Performance
X7: Participative style	X17: Workingreport
X8: Nurturant style	X18: Technical skill
X9: Autocracy style	X19: Autonomy
X10: Bureaucratic style	X20: Refer to the policy
X11: Task oriented style	X21: Giving information
	X22: Control to the cost
	X23: Delivered service

2.6 Hypotheses

There are six hypotheses in this study, as follows:

H1: Organizational culture has positive influence to employee's performance

- H2: Leadership style has positive influence to employee's performance
- H3: Work satisfaction has positive influence to employee's performance.
- H4: Organizational culture has positive influence to work satisfaction.
- H5: Leadership style has positive influence to work satisfaction.
- H6: Leadership style has positive influence to organizational culture

3. RESEARCH METHODS

The population of this study was 108 employees, from which all of them were selected to be the respondents. The questionnaires were made in interval scale, with the value ranging from 1 to 10 in each question. Data were collected through questionnaire, interview and observation. Data were analyzed through quantitative methods, which mainly included Structural Equation Modeling operated through AMOS program.

4. RESULTS

4.1 Description of Study Site

Most of the employees had university degree of education (37%), 30-49 years old (70%), and 6-10 years experience of service in IPDN Bukit Tinggi (52%) (Table 1).

Table 1. Profile of Employee in IPDN Bukit Tinggi, 2015

No	Indicators	Number	Percentage
1	Education		
	- Low Secondary	39	35%
	- High Secondary	30	27%
	- University	41	37%
2	Age		0%
	- 20-29 years	30	27%
	- 30-49 years	77	70%
	- above 50 years	3	3%
3	Years of service		0%
	- under 6 years	27	25%
	- 6-10 years	52	47%
	- 11-15 years	25	23%
	- above 15 years	6	5%

Source: Field Survey, 2015

4.2 Result of Structural Equation Modeling

Structural Equation Modeling test is conducted through model fitness test and causality test. The result of model fitness test presents that chi square, probability, TLI, CFI, CMIN/df, and RMSEA are good, while GFI and AGFI are marginal but still acceptable (Table 2).

Table 2. Result of Model Fitness Test

Goodness of Fit Indexes	Standard	Result	Interpretation
Chi-Square	259.91	251.937	Good
Probability	0.05	0.097	Good
GFI	0.90	0.844	Marginal
AGFI	0.90	0.807	Marginal
TLI	0.95	0.973	Good
CFI	0.95	0.976	Good
CMIN / DF	2.00	1.125	Good
RMSEA	0.08	0.034	Good

Source: Primary Data

Casualty test is conducted through T Test and Regression model, which results as follows:

Table 3. Standardized Regression Weight SEM

Variable	Variable	Estimate	S.E.	Std. Est	C.R.	P Value
Organizational culture	<- Leadership Style	0.275	0.126	0.243	2.184	0.029
Work satisfaction	<- Organizational culture	0.429	0.145	0.331	2.964	0.003
Work satisfaction	<- Leadership Style	0.368	0.158	0.252	2.328	0.020
Employee's performance	<- Organizational culture	0.209	0.103	0.222	2.033	0.042
Employee's performance	<- Leadership Style	0.274	0.115	0.257	2.389	0.017
Employee's performance	<- Work satisfaction	0.218	0.084	0.300	2.596	0.009
x6	<- Organizational culture	1.000		0.677		
x5	<- Organizational culture	1.069	0.159	0.723	6.701	0.000
x4	<- Organizational culture	1.218	0.165	0.814	7.400	0.000
x3	<- Organizational culture	1.202	0.183	0.708	6.573	0.000
x2	<- Organizational culture	1.040	0.151	0.745	6.876	0.000
x1	<- Organizational culture	1.235	0.169	0.804	7.325	0.000
x11	<- Leadership Style	1.000		0.706		
x10	<- Leadership Style	1.396	0.175	0.848	7.992	0.000
x9	<- Leadership Style	1.366	0.183	0.784	7.483	0.000
x8	<- Leadership Style	1.232	0.167	0.769	7.359	0.000
x7	<- Leadership Style	1.250	0.189	0.685	6.602	0.000
x16	<- Work satisfaction	1.000		0.795		

Variable	Variable	Estimate	S.E.	Std. Est	C.R.	P Value
x15	<- Work satisfaction	0.953	0.112	0.792	8.504	0.000
x14	<- Work satisfaction	0.868	0.113	0.724	7.695	0.000
x13	<- Work satisfaction	0.766	0.104	0.697	7.365	0.000
x12	<- Work satisfaction	0.871	0.111	0.734	7.816	0.000
x17	<- Employee's Performance	1.000		0.668		
x18	<- Employee's Performance	1.044	0.165	0.694	6.337	0.000
x19	<- Employee's Performance	1.335	0.197	0.753	6.786	0.000
x20	<- Employee's Performance	1.139	0.184	0.674	6.178	0.000
x21	<- Employee's Performance	1.164	0.177	0.722	6.558	0.000
x22	<- Employee's Performance	1.231	0.181	0.753	6.790	0.000
x23	<- Employee's Performance	1.072	0.171	0.685	6.264	0.000

Source: Primary Data

Overall, the score of CR (Critical Ratio) that is identical to T Test in regression is larger than 1.96 with P value is smaller than 0.05. These mean that the casualty test is accepted.

4.3 Relationship among the Variables

1. Organizational culture toward employee's performance

The result of this study presents a positive influence of organizational culture to employee's performance with score 0.22. The ways to improve the influence include building open system within the office, orientating the organization toward the the process and the employee, making flexible control, and building parochial and normative culture within the organization. These will improve employee's performance through the control over working cost, improving initiative, autonomy, information, technical skill service, policy and report writing.

2. Leadership style toward employee's performance

The result of this study presents a positive influence of leadership style to employee's performance, with score 0.26. The most appropriate style of

leadership in IPDN Bukit Tinggi is bureaucratic style, followed by autocratic, nurturance, task oriented, and participatory style.

3. Work satisfaction toward employee's performance.

The result of this study presents a positive influence of work satisfaction to employee performance, with score of 0.30. The most important type of satisfaction is satisfaction to the given tasks, followed by satisfaction to the leader, to the salary, to the working partner, and to the carrier development.

4. Organizational culture toward work satisfaction.

The result of this study presents a positive influence of organizational culture to work satisfaction, with score of 0.33. In this regard, the most important type of organizational culture to work satisfaction is open system in the office, followed by the culture of process oriented.

5. Leadership style toward work satisfaction.

The result of this study presents a positive influence of leadership style to work satisfaction, with score of 0.25. Generally, it is the style of bureaucracy leadership, followed by autocracy style of leadership, which will influence very much to the work satisfaction in IPDN Bukit Tinggi.

6. Leadership style toward organizational culture

The result of this study presents a positive influence of leadership style to organizational culture, with score of 0.24. It is found that the most important style of leadership is bureaucratic and autocracy style of leadership, which will have greater positive influence to open system and task oriented culture of organization.

5. CONCLUSION AND POLICY IMPLICATION

It has been found in this study that: Organizational culture has positive influence to employee's performance; Leadership style has positive influence to employee's performance; Work satisfaction has positive influence to employee's performance; Organizational culture has positive influence to work satisfaction; Leadership style has positive influence to work satisfaction; Leadership style has positive influence to organizational culture

Theoretically, findings of this study are consistent with the studies conducted by most scholars in the related theme, among others are by Daultram (2003), Soon Hee Kim (2002), Cotton et al. (1998), and Ostrof (1992). Overall, they find that there is positive influence and interconnection among organizational culture, leadership style, work satisfaction and employee's performance.

Practically, findings of this study present the needs for IPDN Bukit Tinggi to optimize the employee's performance by giving attention to the organizational culture, leadership style and work satisfaction. These can be done through prioritizing the work satisfaction related to the working partner, the given tasks, and salary, to build an organizational culture with open system, task oriented, participative and based on regulation, and to build a leadership style of bureaucratic, nurturance and participatory leadership.

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EVALUATION OF THE PHILIPPINE NATIONAL AQUASILVICULTURE PROGRAM (PNAP) IN TWO BAYS IN NORTHERN MINDNAO

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ABSTRACT

This is an evaluation of the Philippine National Aquasilviculture Program (PNAP) of the Bureau of Fisheries and Aquatic Resources (BFAR). It looked into the strategies of implementation, role of implementers, funding requirements and the management of the program. Likewise, the attitude of beneficiaries towards the program and the effects of the program to their livelihood were studied.

This descriptive study covered the PNAP projects that were implemented by MSU-Iligan Institute of Technology along Iligan Bay and Panguil Bay in Lanao del Norte. Data were gathered from personal interviews of key informants from local governments and national government agencies that participated in the implementation. Moreover, focus group discussions were conducted among participating Peoples' Organizations.

Results showed the following: the program has inadequate funding; climate disturbances adversely affected the mangrove rehabilitation and reforestation component of the program; some implementers believe that the technology of the aquasilviculture component of the program has failed because its technology is not yet matured or not yet tested before implementation; among the three components, the community-based multi-species hatchery is the most successful. Beneficiaries of the program indicated their need for more livelihood support like strict implementation of fishery laws in order to protect the two bays that are suffering from illegal fishing and unregulated conversion of mangrove forests into fishponds by wealthy operators.

The study concluded that the PNAP is effective in mangrove rehabilitation and reforestation as well as in the community-based multi-species hatchery. However it is ineffective and inefficient in the case of the aquasilviculture component. It is recommended that additional funding should be allocated to sustain the program which has lasted only for four years.

Key words: evaluation, aquasilviculture, livelihood, fishery, mangrove

INTRODUCTION

Climate change is one of the most crucial problems the world is facing now and as oceans and other bodies of water cover almost 71% of the earth, water needs to be studied in the protective context. In addition, as the county's population is increasing, so does the need for food (Tablante, 1996). To many Filipinos, the sea provides not only food but also livelihood. This comes in the form of aquaculture. However, the process of aquaculture resulted into various problems like the spread of parasites and diseases and environmental hazards like the decline in the mangrove cover of Philippine coastlines (Primavera, 2005). These challenges resulting from extensive aquaculture practice in the Philippines gave birth to the alternative concept of aquasilviculture in food production.

Aquasilviculture is the "integration of aquaculture with mangrove forestry, otherwise known as silviculture" (Castaños, 1997). It allows production of fish in a mangrove reforestation project where the watered area is enclosed with a net but does not allow the cutting of any mangrove tree (Dieta & Dieta, 2014). It also aids in human security as it provides local communities with environmental and economic systems that give "people the building blocks of survival, livelihood, and dignity" (Commission on Human Security, 2003).

According to the Philippines' Bureau of Fisheries and Aquatic Resources (BFAR) and the Department of Agriculture (DA) as mandated by Republic Act (R.A.) 8550 or the Philippine Fisheries Code of 1998, they implemented the Philippine National Aquasilviculture Program (PNAP) with the concept of "mangrove resource rehabilitation and livelihood provision to help address climate change, food security and poverty among municipal/artisanal coastal fisherfolk" with the help of participating agencies (Dieta & Dieta, 2014). The program involves three

major components: (1) resource rehabilitation and protection of mangroves, (2) aquasilviculture, and (3) community-based multi-species hatchery (CBMSH).

PNAP aims to mitigate poverty by engaging the services of Community Organizers (CO) to directly implement the program in the field wherein participating fisherfolks will be encouraged to collect, plant, and nurture mangrove propagules (Dieta & Dieta, 2014). The program is projected to compensate for the declining fisheries catches (Primavera, 2006) and the negative impacts of clearing mangrove forests. However, the initial findings on the PNAP in Northern Mindanao by the participants of the regional meeting on March 6, 2015 in Cagayan de Oro City have shown that there are problems in the program's implementation. With the need to evaluate the effectiveness and efficiency of the program, this research project was conducted. Furthermore, this paper aimed to confirm or deny the mentioned initial findings.

Moreover, this study aimed to determine the specific factors affecting the implementation and operation of the program, specifically its (1) nature in terms of its objectives, strategies, roles of participating officials, participating agencies and PO presidents, component projects and the program's target beneficiaries. It also determined (2) the social needs of the beneficiaries; (3) the inputs provided; (4) process and (5) outcomes of the program according to its objectives and established procedures; (6) the factors that affected the program like the attitude of beneficiaries, participating officials and involved agencies, weather disturbances and the coordination among implementing agencies and other stakeholders; (7) the problems encountered by the implementers; and (8) the actions taken to address these problems; and finally, (9) the effectiveness and (10) efficiency of the program.

THEORETICAL FRAMEWORK

This study used Program Theory, Process Analysis, Efficiency assessment and the R.A. 8550 or the Philippine Fisheries Code of 1998 as framework. This included the use of the four assessments under the theory (Rossi, Lipsey and Freeman, 2004) namely: assessment in relation to social needs wherein a program's objectives must be in line with what the beneficiaries need, second is the assessment of logic and plausibility where the objectives and activities of the program must be achievable and attainable (Wholey, 1994), the assessment through preliminary observation (Patton, 2014) for the first-hand observations to the assessment process and includes the data of the viewpoint of the respondents and finally, the assessment through comparison with practice and research (Rossi et al., 2004) which involves the gathering of information from other literatures.

Process analysis, on the other hand, assesses how the program is being implemented and evaluates whether the target population has been reached and that the staff are adequate enough for their respective assignments. This theory is also used to evaluate the implementation of PNAP since ineffective and incorrect

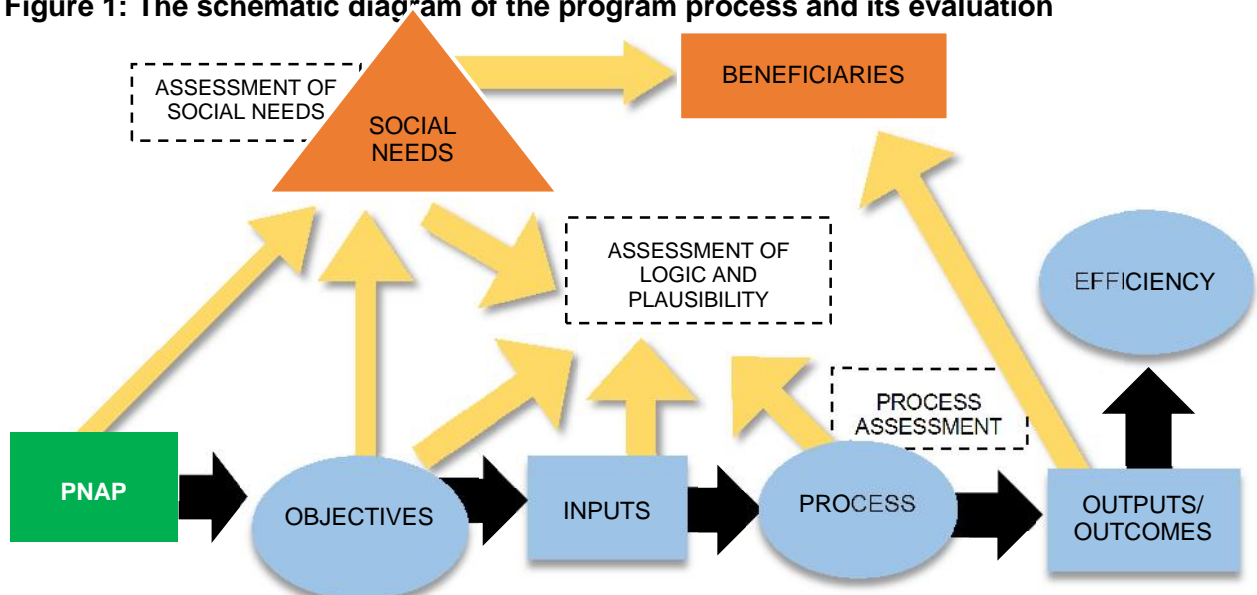
implementation will produce the equivalent type of negative outcomes that would be produced by poor innovation (Preskil et al., 2014).

The Efficiency Assessment is used to evaluate through cost-benefit analysis which assesses the efficiency of the program through the financial support that is being given. It answers the problem of whether the allocation was enough to support the benefits that the program anticipates or what kind of benefits will the target population enjoy with the type of funding that the program will receive (Eveland, 1986).

Lastly, the Philippine Fisheries Code of 1998 of the R.A. 8550 provides for the protection of mangroves. In Section 81, it is stated that *"the Department (Department of Agriculture) may establish fish refuge and sanctuaries to be administered in the manner to be prescribed by the BFAR at least twenty-five percent (25%) but not more than forty-percent (40%) of bays, foreshore lands, continental shelf or any fishing ground shall be set aside for the cultivation of mangroves to strengthen the habitat and spawning grounds of fish"*. It further highlights the importance of the presence of mangroves in coastal areas.

CONCEPTUAL FRAMEWORK

Figure 1: The schematic diagram of the program process and its evaluation



The schematic diagram shows the dependent and independent variables used in assessing the effectiveness and efficiency of PNAP. The concepts in blue boxes in the diagram show the program process starting from its intended objectives, inputs provided, implementation process, and outputs or the results of the implementation. Outputs indicated the efficiency and effectiveness of the program.

PNAP is a program of BFAR which is the subject of this study. Being a program, it follows a series of activities planned to achieve its intended objectives.

The objectives are the guiding aims of the program that helps determine the inputs, outputs and processes in the implementation. The objectives of PNAP are the following: (1) replanting of destroyed mangrove resources, (2) establishment of CBMSH, (3) provision of aquasilviculture livelihood projects to fisherfolk-beneficiaries. In the area assigned to MSU-IIT as implementing partner, there are nine mangrove rehabilitation sites covering 33 hectares, 15 aquasilviculture projects and one CBMSH. The mangrove rehabilitation sites and aquasilviculture are spread in six municipalities (Kauswagan, Maigo, Bacolod, Kolambogan, Baroy and Kapatagan), and one city (Iligan City). This places are located along Iligan Bay and Panguil Bay). The CBMSH is in Iligan.

The inputs refer to the information, materials, and people needed to operate in the program. This includes the strategies, financial and technical resources, scope and coverage, participating agencies, identification of target beneficiaries of the program, and seedlings.

The assessment of social needs was used to study whether the social needs of the beneficiaries and the social needs catered

by the program and its objectives are addressed.

The process refers to the activities, projects and opportunities by PNAP that the participating agencies undertook with the assistance of target beneficiaries. These include mangrove plantation, capacity-building projects, establishment of CBMSH, the provision of livelihood projects, organizing, and MOA with LGUs and POs.

Assessment of logic and plausibility was used in the evaluation to determine whether the social needs, objectives, inputs, and process are achievable and feasible.

The theory of process analysis was used in assessment the process of implementing the program. This includes the adequacy of the staff and resources needed to make the program successful.

The outputs are the results of the activities of the program. These are measured through the benefits gained by the beneficiaries, planted propagules, and reports of successfully completed activities. These data were obtained from interviews, focus group discussion, and from secondary data from BFAR – Northern Mindanao.

The beneficiaries are the recipients of the outputs. In this study, they were assessed to find out their social needs and whether these were provided by PNAP in line with its established objectives.

The effectiveness and efficiency of the program is based on the evaluation of the implementation with other factors taken into consideration. It is the interpretation of the combined result of the primary data obtained from the structured interviews and focus group discussions and the secondary data from reports submitted to the BFAR-

Northern Mindanao. The evaluation of the efficiency and effectiveness of the program was done through qualitative cost-benefit analysis by answering the question of whether the allocation provided which was enough to support the benefits that the program anticipated. When the effectiveness and efficiency of the program are evaluated, the findings can be used to determine the problems and their causes which in turn can be used to improve the implementation of the program (Rossi et al., 2004).

Effectiveness assessment was used in determining to what degree the outputs of the PNAP projects have met the objectives of the program.

RESEARCH METHODS

As a descriptive-evaluative study, this paper used the qualitative method to examine the efficiency and effectiveness of the program and to analyse the data gathered. The researchers gathered data through personal interviews with key informants, FGD with the beneficiaries of the program, and secondary data from BFAR.

The locale of the study are the two bays in northern Mindanao (Iligan Bay and Panguil Bay) assigned to MSU-IIT as one of the State Universities and Colleges SUCs) that were selected partners of BFAR-PNAP. These bays are among the “heavily exploited areas in the Philippines” because of the open access nature of fishing, widespread technological advances, growing human population, and large increase in prices of fish for a growing global market (Green et al., 2003).

The participants of the study included eleven (11) key informants who were interviewed and four (6) presidents of Peoples’ Organizations (PO’s) who represented the beneficiaries of the program in their respective areas. The key informants of the program consist of: (1) Regional PNAP Aquasilviculture Component Focal Person

from Bureau of Fisheries and Aquatic Resources (BFAR), (2) City Environment and Natural Resources focal person of Iligan City, (3) Provincial Environment and Natural Resources, focal person of Lanao del Norte, (4) the City Agriculturist of Iligan City, (5) the Community Organizer (CO) of MSU-IIT, Local Government Unit (LGU) representatives from (6) Brgy. Maria Cristina and (7) Brgy. Hinaplanon, and MAOs from the municipalities of (8) Kauswagan, (9) Bacolod, (10) Maigo, and (11) Kolambugan. The personal interviews were conducted according to their availability while the FGD for the beneficiaries was held at the Floating Restaurant at Brgy. San Juan, Baroy, Lanao del Norte.

Data obtained from these personal interviews and the FGD were sorted, arranged, and subjected to thematic analyses. The findings were presented narratively and arranged in response to the statement of the problem.

RESULTS AND ANALYSIS

1. Nature of PNAP

According to the MOA between the SUC (MSU-IIT) and BFAR (2012), the PNAP is implemented with the aim “to ensure resource sustainability, to attain food security, and to alleviate poverty”. Another objective of the program is to let involved parties (SUC and BFAR) “extend full support and cooperation for the effective implementation, operation, and good governance” of the program among the recipient areas in Iligan City and in municipalities of Baroy, Kolambugan, Bacolod, Maigo, Kauswagan, and Kapatagan.

The program consists of three (3) component projects, namely: (1) mangrove plantation, (b) aquasilviculture projects, and (c) Community Based Multi-Species Hatchery (CBMSH). The mangrove plantation and aquasilviculture activities are

implemented under Memorandum of Agreements (MOAs) between the POs, their Barangay and Municipal LGUs, and the SUC. Meanwhile, the CBMSH activity is implemented under a MOA between BFAR and the SUC or MSU-IIT.

The involved participating agencies and officials include the Regional Fisheries Office (RFO) and Provincial Fisheries Office (PFO) of BFAR, the Provincial Environment and Natural Resources Office (PENRO), and Community Environment and Natural Resources Office (CENRO) of the Department of Environment and Natural Resources (DENR), the Community Organizer (CO), the City Agriculturist of the Department of Agriculture (DA) and the Municipal Agricultural Officers (MAOs) and Barangay Chairpersons from the Local Government Units (LGUs).

Their roles are categorized into six (6): firstly, the persons responsible in **planning** are the SUCs, COs, and MAOs. The SUCs and COs have frequent communication and field visits to the sites, while the MAOs assisted in the signing the memoranda needed to implement the projects; secondly, **governance** is mainly the obligation of the SUC, RFO, PFO and CO. They monitor the development of the projects and prepare reports to be submitted to the central office of the BFAR and to the Commission on Audit (COA). Moreover, the BFAR implementers (RFO and PFO) provide the funds needed by the program; thirdly, **organizing** is done by the SUC, CO, and the City Agriculturist. They organize the beneficiaries into Fisherfolks Associations in order to serve as PO partners in the implementation process; fourthly, **technical support** was provided by the PENRO, CENRO, CO, MAOs, and the City Agriculturist. This support ranges from providing information on the plants to be grown, materials to be used, suitability of the area, site assessment and validation, methods in maintaining the plant; suitable species for the aquasilvi ponds and the

CBMSH, among others. They also provide periodic monitoring and evaluation. Lastly, **problem solving** was provided by the SUC, CO, and MAOs, since they are the ones who are in frequent contact with the beneficiaries and conduct field visits more often than other implementers. They solve the problems by providing funding and other inputs of the program, and reporting to the BFAR implementers for assistance.

The implementers of the program namely PFO and RFO of BFAR, the SUC, and the CO, hold infrequent meetings to discuss the current state and problems of the projects in different areas; contact, and coordinate with the LGUs and partner agencies. The meetings may be consisted of other agencies, but, the PENRO focal person indicated in an interview that she was not included in those meetings. Likewise, the representatives from the DA were seldom invited in these meetings.

Moreover, only the SUC and the CO have direct frequent contacts and communication with the MAOs and POs in the monitoring and evaluation of their projects. Only the MAO of the Municipality of Kauswagan who commented to have tried direct contact with the RFO in relation with problems arising from projects established in the municipality. In most areas, mangrove rehabilitation activities proceeded with seldom involvement from the MAOs.

The partner agencies, DA (City Agriculturist), PENRO, and CENRO, are assigned with the technical components of the project. They assisted the implementers in assessing the area and validate whether it is suitable for the project or not. When in contact with the POs, they also provide technical assistance. However, the City Agriculturist of Iligan claimed that he has no role in the implementation of the program. He also stated that his functions overlapped with the CO with regards to organizing the POs. Also, despite being under the same agency (DENR), the PENRO and CENRO

have different areas of assignment in the implementation. The PENRO was assigned in the municipalities of Lanao del Norte that include Kolambugan, Tubod, Lala and Kapatagan, while the CENRO handles the PNAP operations in Iligan City and the municipalities of Kauswagan, Bacolod, and Maigo in Lanao del Norte. Incidentally, the municipalities covered by PENRO are located along Panguil Bay while that of the CENRO are located along Iligan Bay

The LGU representatives who actively participated in the municipalities consisted of the MAOs while in Iligan the Barangay Chairperson of Barangay Ma. Cristina and the Barangay Chairman of the Committee on Coastal Resource Management of Barangay Hinaplanon were actively involved. They assisted the SUC (MSU-IIT) in making projects proposals; ensure that projects are implemented according to government requirements and procedures; oversee the program and help solve problems encountered by PO beneficiaries; coordinate with partner agencies; and assist in the enactment of necessary ordinances needed to support the sustainability of the projects under the PNAP.

Although MAOs are also tasked with monitoring the projects, they don't have standard way of doing it. For example, one MAO said that they have no direct hands in the operation, they only assist. They have no template followed in monitoring; thus it is not done rigorously. Oftentimes, monitoring is informal and the system of reporting and feedbacking is poor. On the other hand, another MAO said that they have frequent field visits and used feedback mechanism. Differences in the experiences of MAOs indicate lack of established procedural guidelines needed in performing their tasks. This resulted to a situation where they are left to innovate methods in executing their duties in relation to the PNAP projects in their areas. The PNAP as a whole has no specific implementing guidelines or reliable

implementing rules and regulations provided for its smooth implementation.

The target beneficiaries of the program are People's Organizations (POs) from the areas assigned to the SUC and CO. The POs are the partners of SUCs that provided labor and materials for the project and are paid for by the SUC, according to the MOA with BFAR. In the case of the mangrove rehabilitation project, the payment scheme is as follows: Php1.50 for the planting material; Php2.00 for the labor; and Php2.50 for each plant that survived after a year from date of planting. It is also the responsibility of POs to actively participate in the program by mobilizing their members, collect payment from the SUC, and maintain and protect the mangrove plantation, and "ensure the survival of the plants until they are ready for aquasilviculture projects" (MOA between SUC and POs and LGUs, 2013). During the FGD, the POs shared their common responsibilities such as initiating activities for their associations and gathering opinions and problems from their members with regards to their needs.

2. Social Needs of Beneficiaries

The results of the study showed that among the social needs of the beneficiaries are livelihood, capacity-building, education, funding, support, healthcare, sanitation, fishing gears, watch towers, and values formation. Most key informants responded that there is a need for sustainable livelihood where fisherfolks can apply and enhance their skills in order to continuously provide for their family needs, aside from aquasilviculture and the payments they collected from planting mangroves. The CENRO confirmed that, *"The people are in need of additional livelihood especially because the program is not that consistent since they have to wait for the plants to grow before they can establish aquasilvi projects. So, while it hasn't grown yet, the fisherfolks have to look for another source of income."* In addition, education and values formation

are also needed by the beneficiaries to address internal group problems and the problem of non-participation of those who still do not know the importance and benefits of the program. Furthermore, the POs expressed their need for a watch tower to enable them to secure their area from rampant illegal fishing, poaching and stealing. In terms of livelihood, PNAP has

provided limited benefits due to its nature. It has not provided a sustainable livelihood although mangrove rehabilitation takes time before its benefits are felt. Moreover, the aquasilviculture project is a failure since none of the 15 projects was successful.

3. Inputs of the Program

Table 1: Inputs for the Program Provided by the Implementers

Implementers/ Beneficiaries	Responses
LGUs	Planting materials
	Budget
	Fishing paraphernalia
	Fish nets
	Materials for the aquasilvi structures
	Legislative support support
	Livelihood
	Technical assistance
	Training
	Propagules
	People to monitor (manpower)
Partner agencies (DENR, DA)	Funding mainly from BFAR in contract with MSU-IIT
	Technical assistance from DENR such as site assessment and validation
	Fish nets
	Protection like maritime police
Implementers (SUC, BFAR)	CBMSH
	Fingerlings
	Additional source of income
	Technical support in understanding climate change
	Bamboo
	Hatchery construction materials
	Stock
	Feeds
	Nets
Beneficiaries	Crabs
	Tilapia
	Fish nets

The inputs of the program are what the implementers provided for its proper implementation. According to the CO, the initial budget downloaded to MSU-IIT for the implementation of the program was Php3 Million. The second download was Php1.6 Million. The first download was intended for the three components of the program while the second download was mainly for mangrove rehabilitation. The funds downloaded to MSU-IIT were used to provide the inputs necessary to implement the components of the program and support

the beneficiaries including livelihood through the program as well as education provided through trainings and technical assistance. Fishnets and other fishing gears were also provided. However, MAO Bacolod criticized the inputs from being procured from outside the area, which made the fish stock and propagules stressed and expensive. Other MAOs also have difficulty in maintaining some inputs like fishnets and fish foods because they get stolen and sold to other people.

4. The Implementation Process of the Program

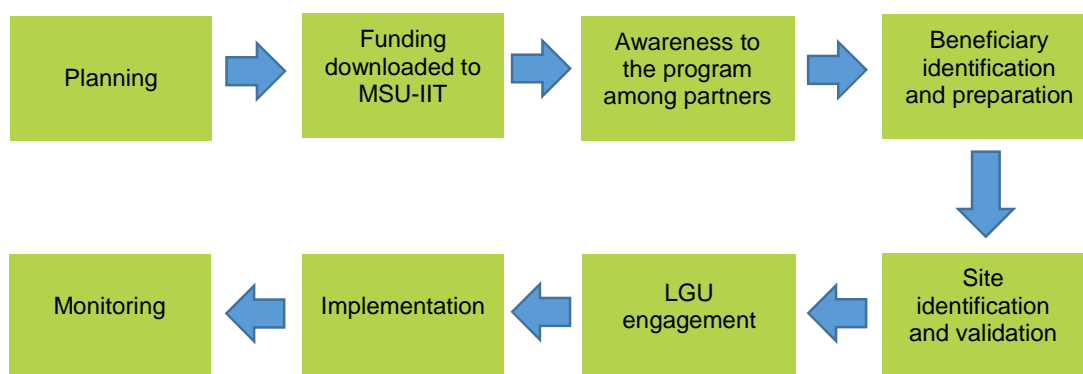


Figure 2. The Implementation Process of the Program Based on the Themes Gathered Through the Responses of the Key Informants

During the conceptualization of the program, BFAR called for meetings and trainings with SUCs and COs. After the conceptualization and planning of the program, BFAR downloaded the funds of the program to MSU-IIT. BFAR then coordinated with other agencies and meetings were held to orient other implementers of the objectives and benefits of the program. The implementers then contacted Fisherfolk Associations and POs whose members were based on the fisherfolk registration. After that, an orientation on the benefits of the program for the POs. With the help of partner agencies, areas were provided for the projects and their POs. As soon as the area and the project was approved by the Barangay or the Local Government through local legislation, the project starts. The project is then monitored. In summary, the process is as follows: holding of BFAR meetings and trainings, funding, orientation of COs, LGUs, and other partner agencies by MSU-IIT, identification and orientation of the beneficiaries, site assessment and validation, legislation, implementation and realization of the program, and monitoring. However, not all implementers and partner agencies are aware of the steps of the implementation and not all of them participated in each step. This indicates the lack of interaction and insufficient engagement into the various activities of the program by some implementers.

5. Outcomes of the Program

5.1. Outcomes of the Program According to its Objectives

According to the key informants, they were able to perform the following activities in line with their objectives: mangrove planting activity, planting of target number of propagules, established aquasilviculture, reached target number of beneficiaries for mangrove planting and aquasilviculture, provision of livelihood projects,

conceptualization of projects and activities, capacity-building activities, establishment of a CBMSH, developed enhanced technology and provision of training component.

While all key informants affirmed that there was a success in the establishment of mangrove plantations and in organizing the targeted number of beneficiaries, they admitted that some members weren't participative and the survival rate of propagules is not high as they expected. In addition, although the PENRO was assigned to provide technical assistance, they did not know whether the target number of propagules was planted because it was not monitored by the agency. In addition, the beneficiaries undertook training for mangrove planting and aquasilviculture, however the CO received none for the CBMSH component and has to depend on his own knowledge as a fisheries graduate.

5.2. Outcomes of the Program According to its Established Procedures

The implementers reported that they were able to achieve the following activities in line with their implementation guideline: coordination between LGUs and POs, provision of sufficient resources, site selection and validation, planting design, payment scheme, beneficiary selection, established schedule of regular meetings, identification of POs, orientation of POs, area assessment and validation, participation of beneficiaries, and field visits.

However, while the implementers dutifully established the said procedures, the results also revealed that said procedures were not strictly followed. For example, in some areas, although site assessment and validation were made, they ended up being unsuitable for the mangroves. In addition, the beneficiaries observed the existence of poaching, illegal fishing, and cutting of trees that directly affected the attitude of the other

members and discouraged them from continuing their work. There is also no strict monitoring of law enforcement in the sites. Weather disturbances also affect the project, resulting to the low survival rate of mangroves planted. Irregular holding of meetings and incomplete attendance from the beneficiaries also presented problems which were not closely looked into. LGUs also failed to have regular field visits which means not all problems are addressed immediately.

6. Factors Affecting the Program

6.1. Attitudes of Beneficiaries and Participating Officials of Involved Agencies

With regards to the attitude of the beneficiaries and participating officials of the program, they are generally positive. Their responses revealed that they were participative and supportive and this encouraged the POs to make the program successful, boost their morale, and build trust and confidence between them and the implementers. However, this positive attitude contrasted with the analysis of the results of established procedures which showed that they have infrequent field visits and they did not have regular meetings.

The beneficiaries showed their support for the project through their positive attitude and participation because they understood the services provided by mangroves. However, some members exhibited negative attitudes like lack of commitment, appreciation and cooperation.

6.2 Weather Disturbance

El Niño

The El Niño phenomenon that occurred in the Philippines starting in the first half of 2015 and persisted up to May of 2016 had a profound impact to many sectors. However, most MAOs indicated that there are no significant effects of El Niño to the PNAP

program while the beneficiaries say otherwise. Beneficiaries said that most fishes go to deeper parts of the sea to avoid the heat. Thus, the climatic change according to them has contributed to the mortality of fish. In addition, extreme heat posed a threat of heatstroke to some fisherfolks who has to stay indoors most of the day, thus limiting their activities related to the maintenance of mangroves. It can be observed that the MAOs are not aware of the problems confronting the beneficiaries which implies that they may have not been on field visits to assist beneficiaries. Due to dry conditions, some beneficiaries who are into gardening in order to augment their income, lost their livelihood.

Storms and Typhoons (Sendong, Pablo, Yolanda)

Prior to the the El Niño of 2014 and 2016, the Philippines were battered by storms while the PNAP program is being pursued. In 2011 when the program was about to start, Typhoon Sendong, the strongest ever to hit Iligan and Lanao del Norte came, leaving behind much destructions in the communities along Iligan Bay and Panguil Bay. In 2012, Typhoon Pablo and other Typhoons that followed it caused storm surges that uprooted many mangroves. In 2013, Yolanda, the strongest typhoon to hit the land, has uprooted at least 50% of planted trees. In many planting sites, replanting were conducted three times to replace those that were destroyed. Typhoons and storm surges caused by strong winds were among the problems encountered by the program.

All the key informants except PENRO and all the beneficiaries conveyed that one of the biggest effects of typhoons is the damage of young plants, resulting to unusually high mortality. Strong waves caused by typhoons carry logs and tons of wastes. Their movements along the shore broke and uproot many plants.

6.3 Coordination among Implementing Agencies and Other Stakeholders

During mangrove planting, some beneficiaries and implementers, particularly LGU officials, participated and showed coordination in many activities. Nevertheless, some stakeholders seldom show up in many PNAP activities even if their presence is needed. Agency heads and LGU officials sent only their representatives. Their conspicuous absence affected the attitude of both the implementers and beneficiaries towards the project since it discourages the participation of beneficiaries.

On the aquasilviculture projects, there were participative beneficiaries, but there were PO members who did not participate due to intragroup leadership competition. Some POs are afflicted by factionalism which in some cases were encouraged by the attitude of some LGU officials whose support to the program has political color.

One factor that discouraged active engagement from beneficiaries is the fact that in the case of the mangrove rehabilitation, they earn only when they plant and they have to wait for a year before they can have their money from plants that survived. Before that however, weather disturbances destroyed many of their plants, thus reducing their prospective income to as low as 30% as it was in many cases following the destructions caused by Typhoons Pablo and Yolanda. Beneficiaries also observed that some implementers either lack participation or did not participate at all. This resulted to lack of coordination between the implementers and beneficiaries. BFAR did not recognize these relationship dynamics among implementers which implies that they were not keen in observing the participation of other officials in the monitoring and implementation activities of the program.

In the case of the aquasilviculture projects, its technical nature prevented the

participation of other agencies including the LGUs. Only the BFAR and DENR through the PENRO and CENRO that have the technical capability to intervene. However, what is perceived by the beneficiaries as too limited support has totally shut up all the aquasilviculture projects. To many beneficiaries, as they look at the unproductive structures set up for their aquasilviculture projects, they think that said projects were designed not to succeed.

7. Problems Encountered During the Implementation and Processes of the Program

Participants of the study observed that although beneficiaries were supposed to be well-trained, the conduct of trainings were infrequent and not sufficient enough to develop needed skills. Another problem was the lack of related program activities that develop leadership and teamwork. However, due to the attainment of the objectives of the mangrove rehabilitation in terms of the rate of survival and the positive attitude of implementers and beneficiaries it can be asserted that this component is effective.

In the case of the aquasilviculture component, it was beset by so many problems and it ended without benefiting the beneficiaries. This component is a total failure.

The CBMSH of MSU-IIT is one of the most successful among those assigned to SUCs in Northern Mindanao. Its implementation is very effective.

Participants of the study observed problems with the planting area, including problems of strong currents, lack of species matching, and overlapping with the mangrove planting area of DENR. In addition, key informants also articulated the problems about funding, materials and tools needed which are insufficient and delayed in delivery. Series of weather disturbances which brought heavy rains and winds in the

coastal area contributed to high plant mortality.

Key informants and beneficiaries alike expressed the need to further educate all the participants of the PNAP to ensure that the objectives and benefits of the project will be internalized.

Furthermore, it has been observed that national agencies do not have the police power to enforce laws to protect the program. The local government has police power and therefore partnership with them should be re-evaluated to redefine their role in the program. Also, the PENRO pointed out that BFAR lacks the technical skills. However, PENRO should also maximize its contributions according to its technical capabilities. And lastly, the beneficiaries mentioned many problems in their relationship with their barangays. Due to the failure in following the established procedures of implementation, the program is deemed inefficient.

In summary, the mangrove rehabilitation, although said to be effective, is not efficient considering that replanting was made several times due to weather disturbances. The aquasilviculture projects are very inefficient considering that they did not give any benefit to the beneficiaries. For the CBMSH, it was completed within established timeline without additional cost and it is now operational. Thus, among the three components of the PNAP, it is the most efficient.

8. Actions taken by BFAR to Address Problems during the Implementation of PNAP

Some implementers commented that there has been no effort done to address problems that they encountered in the implementation of PNAP. However, there are also others who said otherwise, that there were actions taken to fix problems in the program. Participants pointed out that BFAR has repeatedly provided training for

beneficiaries, and that the agency frequently monitored their areas. The CO expressed that BFAR gave both advice and technical support in solving the problems.

Lastly, it has also been observed that for others, BFAR has always made an attempt to solve and provide their needs whenever problems arise. However, in the case of Kauswagan, it was the local government that took efforts to help them solve their problems.

9. Effectiveness of the Program

PNAP was able to achieve some of its objectives such as ensuring resource sustainability and alleviating poverty through its projects. The key implementers were supportive and cooperative in the implementation of PNAP. Further, based on the positive attitude and participation of the beneficiaries, it can be assumed that the program is effective in educating stakeholders on the importance of mangrove rehabilitation and aquasilviculture. Moreover, the program was able to achieve the target beneficiaries and acceptance of inputs and services intended for the beneficiaries. Based on process analysis, the results show that the program is effective. Generally, the program is effective because it was able to achieve most of its targeted outcomes (Schillinger, 2010) particularly on the mangrove rehabilitation and CBMSH projects. However, the program failed on the aquasilvi culture component. It has not contributed to the objective of food sufficiency. Its operation was not sustained due to insufficiency of financial support and BFAR's failure to intervene in order to improve its technology.

10. Efficiency of the Program

Efficiency was evaluated using three (3) guides. According to the theory of process analysis, a program is efficient if the staff are adequate enough for their respective responsibilities. However, the researchers observed that the program particularly the

aquasilviculture component needs more technical personnel for its implementation. On the assessment of logic and plausibility of the program, some participants indicated that resources and funds were insufficient and that activities are not enough. And lastly, on the theory of efficiency assessment, one criterion of efficiency is the sufficient financial allocation satisfying the objectives and services of the program. There were participants who expressed that there is the need for more funding. Moreover, the failure to strictly adhere to established procedures and with many identified problems that were not addressed, made the program inefficient.

CONCLUSIONS

The Program theory and its four approaches was used in assessing whether the implementation of the program was able to attain its targeted outcomes. In the assessment in relation to social needs, the needs of the target beneficiaries should be successfully attained through the program. According to the results of the study, the aim of the program which is to provide livelihood for the beneficiaries was only partially successful; the Mangrove rehabilitation achieved its objective of providing livelihood for the participating POs but the aquasilviculture project failed. Second, in line with the assessment of logic and plausibility, the program was well-defined, the objectives were feasible, and the features were well-defined. Because of these achievements, the program is deemed effective.

However, most of the characteristics of a logical and plausible program has failed. First, according to the results, there were not enough activities needed for the successful implementation of the program. Second, there were cases of overlapping functions among implementers and there was lack of participation caused by not well defined functions of some stakeholders. Third, there were some established procedures that were not observed. And lastly, most of the

participants of this study affirmed the inadequacy of funding allocation. These factors contributed to the inefficiency of the program.

RECOMMENDATIONS

It is recommended that the PNAP shall be continued with modifications to strengthen it. In order to strengthen the program, the key implementers must deal with the identified problems with the end view of solving them. The objectives of the program should be redefined to embrace the social needs of beneficiaries. This entails the necessity of introducing additional livelihood program while waiting for the mangroves to grow. The technology of the aquasilviculture project must be updated. Its funding should be adjusted according to realities encountered. Other agencies should also be mobilized for support in transforming the mangrove rehabilitation areas into ecotourism destination. Ecotourism should be encouraged as part of any effort in providing alternative source of livelihood for the beneficiaries

In the problem of safekeeping and law-enforcement, a watch tower should be established to keep watch of the site at all times to ensure the protection of the projects from poachers, illegal fishers and tree-cutters. The police power of the local government unit should also be utilized for this purpose because there are instances where the fishermen are incapable in confronting armed violators.

Therefore, for the purpose of additional livelihood and law enforcement, the budget for the program should be increased.

Further, implementers must conduct more frequent monitoring and hold formal evaluations of the area. This should be done with the representatives from partner agencies and the beneficiaries themselves to ensure a multi-agency approach where all parties could contribute and apply their knowledge and insights on the projects. In

line with this, there must be more information campaigns and values formation trainings for the beneficiaries and implementers to ensure that they know the objectives and aims of the program and how economically and environmentally important is the project.

Ultimately, the program needs to be higher in the priority list of the implementers. Mangroves do not just protect coastal areas from storm surges and typhoons, but it also serves as livelihood for the POs and spawning grounds for fishes. In the current state of Philippine fishery and aquatic resources, intervention for costal protection and provision for alternative livelihood for coastal dwellers are imperative. With climate change and poverty, prospects for the future can only be worse if both livelihood and coastline protection are not into the equation of any development program.

The beneficiaries of PNAP must also educate themselves regarding the program and its operations. First, they needs to educate themselves about the implementation process. They should know who should be doing what, when and where so that when problems arise, they know who should be helping them. They should improve their coordination with all agencies involved.

Second, they need to educate themselves more regarding the objectives, aims, and the importance of the success of the program. Inculcation of values towards oneself will result to better participation and commitment to making the program work. A lot of internal problems among the POs will be solved if there is a deeper appreciation of the objectives of the program among the beneficiaries.

Partner agencies of the PNAP should re-evaluate their roles on the project and commit themselves to the job they were set to do. They were made partner agencies because of their specialized skills and

capabilities necessary in the implementation of the program.

Partner agencies must also consistently monitor and evaluate all activities undertaken in order to identify early some problems that beneficiaries or other implementers cannot detect immediately.

The LGU, with its law enforcement capabilities and police power, should act as the protector of the project. Their barangay police or **tanod** should free their areas from poachers, illegal fishers and tree-cutters.

And finally, all participants and stakeholders of the program must develop teamwork by close coordination with each other. They need to communicate with each other for updates and other needed information from partners. An open communication line can lead to a quick and successful problem-solving.

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NETWORK GOVERNANCE ++: ADVANCING A NEW PARADIGM IN THE ADMINISTRATION OF PRE-DISASTER PREPAREDNESS IN THE PHILIPPINES

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Abstract

The Philippines, by virtue of its geographic circumstances, is highly prone to natural disasters such as earthquakes, volcanic eruptions, tropical cyclones and floods, making it one of the most disaster prone countries in the world. Reports revealed that in the past 20 years, at least 31,835 Filipinos have reportedly been killed and 94,369,462 have been affected by natural disasters and calamities. Worldwide, network [alliances]-building or inter-local partnership is considered as strategic importance in addressing local governments' common issues and problems that do not respect political boundaries. Alliance of local government units (LGUs), which interchangeably referred to as inter-local cooperation has been proving to be cost effective and efficient in the delivery of services to its multi-stakeholders especially the LGUs. eGovernment has contributed to public sector reform by digitizing and simplifying procedures. It is advanced that we need a new paradigm in which eGovernment is being reinvented according to the needs. This is not about convenience but about creating public value. In the Philippines, inter-local cooperation of LGUs believed to be formally started after the proclamation of Republic Act No. 7160 or the Philippine Local Government Code of 1991. Using the exploratory research design, particularly the development model instrument, this paper aimed to analyze the Philippine models of pre-disaster preparedness vis-à-vis disaster risks reduction and management framework and develop a paradigm in building local government alliances and network that could raise the levels of effectiveness and efficiency pre-disaster preparedness collaborations.

Keywords: network governance, collaborative governance, pre-disaster preparedness, e-networks

INTRODUCTION

It has been widely recognized that the Philippines by virtue of its geographic circumstances is highly prone to natural disasters, such as earthquakes, volcanic eruptions, tropical cyclones and floods, making it one of the most disaster prone countries in the world. Disasters have destroyed human, social, and physical

capital, and they have derailed social and economic development, as funds are reallocated from ongoing programs to finance relief and reconstruction assistance. While the documented losses caused by disasters are formidable, the full impacts are not known, and are probably much more significant.

According to a World Bank study (2005), the Philippines suffered an average

annual direct damage (to agriculture, infrastructure and the private sector) of Php15 billion per year (in real 2000 prices) between 1970 and 2000. The total cost of damage to infrastructure and agriculture of Typhoon Frank alone was Php13.525B. Sixty percent of the damage was in the Western Visayas region, which contributes 6.5% to the national GDP. The amount is equivalent to 0.7% of annual GDP. The report also cited the losses equivalent to 2.6% of GDP in 1991 due a major earthquake and very damaging typhoons that year.

Human and social impacts are worst felt locally. These are manifested in terms of displacement of people and homelessness, lost household incomes, occupation of school buildings as evacuation centers, increased exposure to diseases, psychosocial illnesses. As discussed in several literatures, these impacts have not been very well understood and quantified until the present. With repeated destruction of houses and economic dislocation over the long term, disasters reinforce pre-existing socio-economic divisions among Filipinos.

This study, primarily, would like to advance a new framework for network governance online platform integrating LGU work-plans and approaches for pre-disaster preparedness.

PHILIPPINES: AT THE FOREFRONT OF DISASTERS

Data from the report of the Philippine National Red Cross revealed that in the past 20 years, at least 31,835 Filipinos have reportedly been killed and 94,369,462 have been affected by natural disasters and calamities. Information gathered from Royal Meteorological Society, Typhoon2000.com, PDCC and NDRRMC show that five out of ten worst disasters in terms of Casualties and seven out of ten costliest typhoons in

Philippines occurred from 2000-present; Typhoon *Haiyan (locally named Yolanda)* is the latest.

Table 1
Worst disasters in terms of casualties from 2000-present (Sources: Meteorological Society, Typhoon2000.com, PDCC and NDRRMC)

Disaster	Date	Number of People Killed
Typhoon Yolanda (Haiyan)	8-Nov-2013	6,300
Typhoon Pablo (Bopha)	4-Dec-2012	1,901
Tropical Depression Winnie	29-Nov-2004	1,619
Typhoon Sendong (Washi)	15-Dec-2011	1,439
Typhoon Reming (Durián)	30-Nov-2006	1,399

Table 2
Costliest typhoons in Philippines occurred from 2000-present (Sources: Meteorological Society, Typhoon2000.com, PDCC and NDRRMC)

Name	Date	Cost in Phil. Pesos	Cost in US Dollars
Bopha (Pablo)	Nov. 25 – Dec. 9, 2012	42.2 billion	1.04 billion
Haiyan (Yolanda)	Nov. 3 – 11, 2013	35.5 billion	809 million
Parma (Pepeng)	Oct. 2 – 10, 2009	27.3 billion	608 million
Nesat (Pedring)	Sept. 26 – 28, 2011	15 billion	333 million
Fengshen (Frank)	June 20 – 23, 2008	13.5 billion	301 million
Ketsana, (Ondoy)	Sept. 25 – 27, 2009	11 billion	244 million

The country is unusually susceptible to natural hazards (with earthquake, volcanic eruptions, tropical cyclones, and floods being the most catastrophic) being at the junction of several tectonic plate boundaries, as well as being in an area of frequent tropical cyclones. This is compounded by uncontrolled settlement in hazard-prone

areas, high poverty rate, failure to implement building codes and construction standards, and degradation of forests and coastal resources, among others.

According to UNICEF Philippines, the brunt of these natural hazards is felt by 27.6 million Filipinos who are among the poorest and marginalized. They are often trapped in a seemingly never-ending cycle of disaster, displacement and rebuilding.

The Citizens' Disaster Response Center (CDRC), a non-government organization based in the Philippines, cited the records of the Center for Research on the Epidemiology of Disasters (CRED), which showed that the Philippines is second to Japan in 2011 with 1,924 people killed. This was mainly due to tropical storm Sendong (Washi) that hit the country in December, claiming more than 1,400 lives. In 2012 and 2013, records showed that the country topped the list, with 2,360 people were killed due to natural disasters in 2012 and a total of 8,382 persons were killed in 2013 – with 6,201 people killed during Typhoon Haiyan (*Yolanda*) alone.

INTER-LOCAL PARTNERSHIP AND COLLABORATION: PARADIGM SHIFT TO NEW PUBLIC VALUE

Over the past few decades, a new form of governance has emerged to replace adversarial and managerial modes of policymaking and implementation. Collaborative governance, as it has come to be known, brings public and private stakeholders together in collective forums with public agencies to engage in consensus-oriented decision-making (Ansell and Gash, 2007). Collaborative governance facilitates both local and system integration and effective delivery of services. Models of integration range from informal service coordination through formal joint ventures to organizational mergers, and they span the

full continuum of care (Center for Governance Excellence, 2014).

Although collaborative governance may now have a fashionable management cache, the untidy character of the literature on collaboration reflects the way it has bubbled up from many local experiments, often in reaction to previous governance failures. Collaborative governance has emerged as a response to the failures of downstream implementation and to the high cost and politicization of regulation. It has developed as an alternative to the adversarialism of interest group pluralism and to the accountability failures of managerialism. More positively, one might argue that trends toward collaboration also arise from the growth of knowledge and institutional capacity. As knowledge becomes increasingly specialized and distributed and as institutional infrastructures become more complex and interdependent, the demand for collaboration increases. The common metric for all these factors may be, as Gray (1989) has pointed out, the increasing “turbulence” faced by policy makers and managers.

The development of coherent models of interagency working is dependent upon systematic analysis of new forms of professional practice, framed by understanding of the historically changing character of organizational work and user engagement. Given the current economic climate of limited resources, increasing demands on services and complex community expectations, it is important that local government units look at strategic collaborations and partnerships as ways to respond to the challenges faced by LGUs, particularly in pre-disaster preparedness. Norris-Tirrell and Clay (2010) emphasized that almost any problem today is too complex to be addressed individually or by organizations – say a political subdivision in the case of the local governments, working

alone in their silos: *“What in the past would have appeared as a straight forward administrative problem now more than not requires working with other programs, agencies, citizens, and multiple stakeholders across policy arenas.”* They further noted that public and non-profit administrators often stumble into collaboration without a strategic orientation.

Worldwide, network(alliances)-building or inter-local partnership considered as strategic importance in addressing local governments’ common issues and problems that do not respect political boundaries. Alliance of local government units (LGUs), which interchangeably referred to as inter-local cooperation has seen by scholars to have been proving to be cost effective and efficient in the delivery of services to its multi-stakeholders especially the LGUs.

In the Philippines, inter-local cooperation of LGUs believed to be formally started after the proclamation of Republic Act No. 7160 or the Philippine Local Government Code of 1991.

eGovernment has contributed to public sector reform by digitizing and simplifying procedures. We need a new paradigm in which eGovernment is being reinvented according to the needs. This is not about convenience but about creating public value (Poelmans) – guarantee that the constituency will be safer, and feel more secured when confronted by threats of a disaster.

Looking into the literatures, most of the published researches and governance experiences, particularly in pre-disaster preparedness, deal with either adopting network governance or collaborative framework in addressing problems at the local level, even in the delivery of network’s services. Less, if not nothing, had been encountered that network governance,

collaborative governance and eGovernance approaches had been integrated to manage the pre-disaster preparedness of local governments. Most LGUs are in loose management and administration of disasters. Linkages to other same-level LGUs are rarely, or have not been utilized.

COLLABORATION AND REASONS FOR COLLABORATIONS

Agranoff and McGuire (2003) defined collaboration as the process of facilitating and operating in multi-organizational arrangements to solve problems that cannot be solved or easily solved by single organizations. In Selden, Sowa, and Sandfort’s (2006) dimensional illustration of a collaborative continuum, the right-hand side of the continuum describes the highest level of service integration and the least autonomous relationships, while the left side describes relationships where the joint action is less central to organizational mission.

On the **practical side**, most major challenges are larger than one organization, requiring new approaches to addressing public issues (O’Leary, 2014).

Another reason found in theory as to why organization leaders choose to collaborate is **common purpose**. Organizations form linkages in order to achieve similar, compatible, or congruous goals (Gray, 1989). Issues that were previously thought of as single agency issues are now increasingly understood to have broad linkages and to be interconnected with other issues (O’Leary, Gerard and Bingham, 2006).

The notion of shared beliefs. A similarity in values and attitudes make the formation of inter-organizational linkages more probable (Aldrich, 1979 and Alter & Hage, 1993) and make these linkages more stable over time. A common belief system,

including norms, values, perceptions, and worldviews, provides the principal 'glue' to hold together networks of actors.

Resource Dependency Theory of inter-organizational partnership.

The basic assumptions:

Individual organizations do not have all the resources they need to achieve their goals (Pfeffer & Salancik, 1978). Organizations must rely on a variety of inputs from a collection of interacting organizations, groups, and persons in the external environment to do their jobs and do them well. Relatively independent organizations may collaborate to take advantage of available resources (Emerson, Nabatchi, and Balogh 2012).

Although public administrators have been working in a network environment for many years, related empirical analysis and theory building is more recent and has been relatively slow to develop (Kettl, 2003; O'Toole and Meier, 2004). Kettl (2003) acknowledges a lack of consensus in the field on whether networks reflect an approach, theory, or loose construct; he suggests that to date, the analysis of networks best represents a framework that may offer some early steps toward the development of tools for better managing within a network model.

The literature clearly reflects, however, increased attention to issues related to managing public agencies which operate in environments characterized by networks. There seems little question that networks have emerged as an important form of governance (Agranoff, 2005; Agranoff and McGuire, 2003; Frederickson and Smith, 2003; Kettl, 2002; O'Toole and Meier, 2004). In fact, their importance has led some to call for the development of a paradigm for network management similar to

the hierarchical, bureaucratic model that preceded it (Frederickson and Smith, 2003; Agranoff and McGuire, 2001).

Experts concluded that, although hierarchical management structures continue to work well in addressing more routine problems, networked approaches are needed to more effectively tackle complex problems where responsibility for solving them is more diffused (Kettl, 2005).

NETWORK GOVERNANCE: ITS INCREASING ROLES IN PUBLIC MANAGEMENT

The terms "network organization" (Miles & Snow, 1986), "networks forms of organization" (Powell, 1990), "interfirm networks", "organization networks" (Uzzi, 1996a, 1996), "flexible specialization" (Piore & Sable, 1984), and "quasi-firms" (Eccles, 1981) have been used frequently and somewhat metaphorically to refer to interfirm coordination that is characterized by organic or informal social systems, in contrast to bureaucratic structures within firms and formal contractual relationships between them (Gerlach, 1992; Nohria, 1992). We call this form of interfirm coordination network governance. Network governance constitutes a "distinct form of coordinating economic activity" (Powell, 1990) which contrasts (and competes) with markets and hierarchies.

A number of scholars have offered definitions, typically using different terms and providing partial definitions. These definitions cluster around two key concepts: (1) patterns of interaction in exchange and relationships; and (2) flows of resources between independent units. Those who emphasize the first concept focus on lateral or horizontal patterns of exchange (Powell, 1990), long-term recurrent exchanges that create interdependencies (Larson, 1992), informal interfirm collaborations (Kreiner & Schultz, 1993) and reciprocal lines of communication (Powell, 1990). Some highlight patterned relations among individuals, groups, and organizations (Dubini & Aldrich, 1991), strategic long-term

relationships across markets (Gerlach & Lincoln, 1992), and collections of firms using an intermediate level of binding (Granovetter, 1994). Those who emphasize the second concept focus on independent flows of resources (Powell, 1990) between nonhierarchical clusters of organizations made up of legally separate units (Alter & Hage, 1993). They emphasize the independence of interacting units.

Network governance involves a select, persistent and structured set of autonomous firms or organizations (and may include non-profit agencies) engaged in creating products or services based on implicit and open-ended contracts to adapt to environmental contingencies and to coordinate and safeguard exchanges. These contracts are socially, not legally, binding.

Networks have been widely recognized by both scholars and practitioners as an important form of multi-organizational governance. The advantages of network coordination in both public and private sectors are considerable, including enhanced learning, more efficient use of resources, increased capacity to plan for and address complex problems, greater competitiveness, and better services for clients and customers (Alter and Hage 1993; Brass et al. 2004; Huxham and Vangen 2005).

Since the 2nd World War, due to the perceived success of the Weberian model, governments and their administration came to be increasingly guided by principles of hierarchy and standardization. In contrast, at the same time, Western society in general developed into an open democratic system in which networks play an important role (Raadschelders and Rutgers, 1996). Long before the concept of an emerging 'network society' (Castells, 1996) became popular in the 1990s, politicians and societal stakeholders promoted the involvement of more parties in policy preparation and decision-making since the 1970s. Scholars and practitioners claimed that the classic hierarchical paradigm had to be replaced – at least for multi-actor, multilevel policymaking - with a network or arena paradigm (Dirven, 1998). Less 'command

and control' and more 'open processes' were expected to improve the effectiveness of the governmental organizations (Ringeling, 1997). The "IT-revolution" of the last decades has also increased the importance of networks in social life.

Network management is the key theme in government today, as compared to the hierarchy command and control approach of the past (Salamon, 2002). Public sector reform programs of the early 2000s concentrate on this objective to a substantial extent. Network governance has also become popular in public management consulting (Eggers and Goldsmith, 2004). However, according to Hesse (2003) this does not imply that network governance has been widely implemented. The introduction of network governance in the public sector is sometimes a symbolic rather than a serious attempt.

Governance is a topic that has long been studied by organizational scholars. In public management, governance refers not to the activities of boards, but mainly, to the funding and oversight roles of government agencies, especially regarding the activities of private organizations that have been contracted to provide public services (Hill and Lynn, 2005). A critical role for governance in all these sectors, and consistent with principal-agent theory, is to monitor and control the behavior of management, who are hired to preside over the day-to-day activities of running the organization (Eisenhardt, 1989; Fama and Jensen, 1983). Although there is much recent evidence that boards do not necessarily take their responsibilities seriously enough, board members do have a legal obligation to perform their duties and are liable if the organization they represent engages in illegal or irresponsible behavior.

In defining the term, we need to define it narrowly. In this way, we will define "network" as groups of three or more legally autonomous organizations that work together to achieve not only their own goals but also a collective goal. As classified by various authors, such networks may be self-initiated, by network members themselves, or may be mandated or contracted, as is

often the case in the public sector. Thus, networks can become extremely complex entities that require explanations that go well beyond the dyadic approaches that have been traditionally discussed in the organization theory and strategic management literatures.

Addressing complex issues that demand multilateral coordination, as is often the case in the public and nonprofit sectors (to deal with major disasters, increase economic activity in the region, address critical and complex health or human service needs, etc.), requires more than just achieving the goals of individual organizations (O'Toole, 1997). It requires collective action and the governance of these activities. Although network governance may not be a legal issue, as with organizational governance, many scholars argue that it is critical for effectiveness. Unlike organizations, networks must be governed without benefit of hierarchy or ownership. In addition, network participants typically have limited formal accountability to network-level goals and conformity to rules and procedures is purely voluntary.

Functioning of networks is the process by which certain network conditions lead to network outcomes. The network as a form of governance approach treat networks as the unit of analysis. Network is viewed as a mechanism of coordination, or what has often been referred to as network governance. Starting with Williamson's (1975) *Markets and Hierarchies*, a rich literature has developed on different forms of governance. From an organization and administrative science perspective, organizations cannot be taken as something for granted (Perrow, 1986) and that other forms of coordination, such as networks, can equally achieve goals.

Provan and Kines (2007) said, "Although the governance approach considers networks as the unit of analysis, the tradition has been for networks to be treated as undifferentiated forms, as if they all could be characterized in the same general. This may be due to the fact that for the most part, networks were seen as a "new" and "positive" mode of coordination

that needed to be distinguished from markets and hierarchies. A functionalist argument dominated, claiming that networks are a response to failures of markets, failures of hierarchical coordination, and to societal and technological developments. The implication was, and continues to be, that despite problems, networks in general can produce positive outcomes that would not be possible in a market or a hierarchy."

Moreover, they mentioned that networks are considered to vary with regard to their structural patterns of relations. Consistent with this logic, scholars view network as a variable, examining different network governance configurations and the conditions for the effectiveness of each form. Only by demonstrating that networks with different configurations have different network-level effects can a rationale for developing network-level theories be established. They argued that the role of management is critical for effective network governance, especially regarding the handling of tensions inherent in each governance form. Essentially, the focus is not on networks as a means of governance, but on the governance and management of networks themselves (Provan and Kenis, 2011).

NETWORK GOVERNANCE MODELS AND STRUCTURES

A defining feature of governance involves organizational networks and their role in dominating public policy (Lynn, Heinrich, and Hill 2000; Pierre and Peters, 1998; Salamon, 2002; Stoker, 1998). Frederickson and Smith (2003) state, "Governance is the modern theory of network management." Salamon (2002) argues that today's emphasis on indirect policy tools has also contributed to the increasing role of networks in governance. Others suggest that networks have evolved to more effectively tackle complex public management problems that demand a collective and coordinated response (Agranoff and McGuire 2001; Milward and Provan 2006; O'Toole, 1997).

In a governance framework, networks involve interdependent relationships between the state and other

third-party actors from the private and non-profit sectors. Although the state acts as an important partner in the network, it is conceptualized as just one of the interdependent actors. As noted in the section above, Pierre and Peters (2005) describe varied models of governance differentiated, in part, by the strength (or lack thereof) of the state's power in this balance. Of relevance here, is that in a governance framework, power dependencies exist within the relationships involved in the collective action of the network (Stoker, 1998).

Given the network's composition and power differentials, the straightforward command and control administrative mechanisms of the past are compromised by the fact that varied organizations now control some of the traditional tasks of government (Milward and Provan, 2006). In a governance relationship, various organizations may dominate certain processes, but no one agency can easily command given that problems are no longer controlled within the boundaries of one agency (Milward and Provan, 2006; Stoker, 1998). Subsequently, a mutual resource dependency is created among network partners, including those from the public sector, whereby a single organization cannot command but is more often dependent on the compliance of the other participating actors (Peters and Pierre, 1998; Stoker, 1998).

However, hierarchical relations with command and control structures are not entirely replaced by a configuration of networks; our governance system is rooted in a constitutional scheme that requires some amount of hierarchical relations that address political and judicial requirements for accountability (Heinrich, Hill, and Lynn, 2004). Heinrich, Hill and Lynn (2004) argue that less likely are the extremes of pure hierarchy or networks, instead, the more practical problems of governance rest "where networks are hierarchical tools of government." Obviously, this leads to consideration of how government can most effectively manage networks (Goldsmith and Eggers, 2004).

Networks can vary in structure, size, and complexity (O'Toole and Meier, 2004) and are referred to as "partnerships, coalitions, alliances, strategic alliances, consortiums, and networks" (Milward and Provan, 2004). Based on a study of twelve networks in the Midwest, Agranoff (2003) identified four types of networks including informal networks, developmental networks, outreach networks, and action networks. In a more recent report, Milward and Provan (2006) also describe four types of networks: service implementation networks, information diffusion networks, problem solving networks, and community capacity building networks.

At one extreme they explained that networks may be governed completely by the organizations that comprise the network. Every organization would interact with every other organization to govern the network, resulting in a dense and highly decentralized form. This is called "shared governance." At the other extreme, the network may be highly brokered, with few direct organization-to-organization interactions, except regarding operational issues such as the transfer of business, clients, information on services, and the like. Instead, network governance would occur by and through a single organization, acting as a highly centralized network-lead organization, regarding issues that are critical for overall network maintenance and survival.

At the mid-range, a single organization might take on some key governance activities while leaving others to network members. Alternatively, network members may divide governance responsibilities among various subsets, or cliques of network members, with no single organization taking on significant governance tasks.

A second distinction regarding governance has been advanced by the authors. By focusing on whether the network is participant governed or externally governed, participant-governed networks are, at one extreme, governed either collectively by the members themselves, meaning shared, or at the other extreme, by a single network participant that takes on the

role of a lead organization. Externally governed networks are governed by a unique network administrative organization (NAO), which may be either voluntarily established by network members or mandated as part of the network formation process. Each of these forms has certain key structural characteristics, which we identify below. Each form is utilized in practice for a variety of reasons, and no one model is universally superior or effective. Rather, each form has its own particular strengths and weaknesses, leading to outcomes that are likely to depend on the form chosen.

Network management is understood as different from hierarchical public management. Based on what is known about networks and network interactions, there are certain critical contingencies (Drazin and Van de Ven, 1985) that can be identified to explain whether or not a particular form of network governance is likely to be effective. It is hoped that this paper will enable to develop a theoretical rationale for the adoption of one form over another in a way that the successful attainment of network-level outcomes, or what some have referred to as network effectiveness can be predicted as inspired by the ideas of Provan and Milward (1995; 2001).

Networks work well in knowledge-rich environments because they have superior information-processing capabilities; they are also more adaptable and flexible than hierarchies because of their loose coupling and openness to information (Achrol and Kotler, 1999). Such organizations have in common that they focus on content instead of power, and are designed in a way that their highly professional employees have maximum freedom of operation. Like all styles of governance, network governance also has its typical weak points. Networks are unstable constructions that tend to either disintegrate, or convert into a formal organization.

“Network management” and “meta-governance” are the dominate labels used by scholars who advocate the necessity to manage governance networks. While

network management takes its departure in steering governance network directly, from within, meta-governance encompasses also the idea of steering from a distance, from the outside (Jessop, 1997; 2002, Sorensen, 2003, Sorensen and Torfing, 2009). Although the notions of network management and meta-governance may seem different the management strategies those advocate are rather complementary regarding the steering of governance networks so that they function well. Network management aims at governing “coordination activities, exchange of information and policy proposals by means of initiating and facilitating, creating and changing network arrangements for a better coordination.”

Managing a governance network means guiding, persuading, stimulating and facilitating processes in a network in order to achieve a better coordination, or simply to influence network’s functioning in the direction the manager, or an authority wants (Klijn and Edelenbos, 2007, Kickert, 1997, Mandell, 1990, Rogers and Whetten, 1982). Coordination of actors requires “active and deliberate managerial strategies” which at the same time ought to leave “some scope of self-steering within interaction processes” (Klijn and Edelenbos, 2007).

The pioneers of network management identify two management lines of thought: process design and institutional design (Kooppenjan and Klijn, 2004, Klijn and Edelenbos, 2007). Managing processes in a governance network is about facilitating and guiding participation processes in the network. But it is also about establishing rules that structure “the game of interactions.” Klijn and Edelenbos (2007) propose diverse strategies to make a good process design. For example, if a network faces stagnation regarding enthusiasm or interests, the manager must look into the content of interactions, provide an interesting agenda, make social arrangements, introduce new actors, or consult experts to qualify the discussions. The manager can also engage actors who are interested in creating energies. In the case of conflicting interests in the network, a manager needs to clarify perceptions, seek goal congruence, combine

different package solutions, in which reciprocity, compensations and substitutes, are an important dimension in process management.

Even more important is that network members participate in shaping network's institutionalization of common ground norms and values (Klijn and Edelenbos, 2007; (Klijn, 2005). Managing network-processes may influence the content of the self-regulation and promote networks' collective negotiation capacity. Managing institutional design in is about changing network's formal and informal rules. The underlying idea is that institutional characteristics influence how actors act and which strategies of process design are more likely to be implemented (DiMaggio and Powel, 1983).

Institutions guide, limit and structure the course of action. Klijn and Edelenbos (2007) point out that each network has its own history (of relations) which influences how relations in the future may take form. It is unclear whether they think only about the history of relations inside the network (the game structures), or also the history of relations actors have had before coming into the network.

Metagovernance is synonymous with "governing of self-governance" and thereby is associated with steering from outside. Metagovernance is first and foremost related to the governing relationship between the network and formal authority.

Advocates of network management and meta-governance agree that network management can work out the uncertainties during interactions, conflicts of goal orientation, and even stimulate joint problem solving. Scholars also agree that the success of a governance network depends on actors' capacity to act collectively, to create identity that cherish solidarity, forges new and specialized knowledge, and creates the perception of mutual interdependence (March and Olsen, 1995, Sorensen and Torfing, 2007). The success of metagovernance / network management can be evaluated regarding to whether it had helped developing these values. The chief dilemma is how far and how deeply to

manage the network and to interfere with the personal identities of its members (Rasmussen, 2011).

MANAGING DISASTERS

Perez and Thompson (1994) in their series on Natural Disasters, define a disaster as: *"the occurrence of widespread, severe damage, injury, or loss of life or property, with which the community cannot cope, and during which the affected society undergoes severe disruption."* The definition of a disaster adopted by the World Health Organization and the United Nations as established by Gunn is: *"the result of a vast ecological breakdown in the relationships between man and his environment, a serious and sudden (or slow, as in drought) disruption on such a scale that the stricken community needs extraordinary efforts to cope with it, often with outside help or international aid."* This definition also indicates that it is the damage that results from the impact on society that constitutes the disaster, not the event that is the disaster.

Disaster management should never begin with the disaster, nor should it end when rescue operations are complete. Rather, disaster management should be understood to be an ongoing process, from preparations that will reduce risks, to response, to mitigation based on lessons learned (Habitat for Humanity, 2012).

Disaster Risk Management includes sum total of all activities, programs and measures which can be taken up before, during and after a disaster with the purpose to avoid a disaster, reduce its impact or recover from its losses. Khan et al. identified and described the three key stages of activities that are taken up within disaster risk management:

1. Before a disaster (pre-disaster). Pre-disaster activities those which are taken to reduce human and property losses caused by a potential hazard. For example, carrying out awareness campaigns, strengthening the existing weak structures, preparation

of the disaster management plans at household and community level, etc. Such risk reduction measures taken under this stage are termed as mitigation and preparedness activities.

2. During a disaster (disaster occurrence). These include initiatives taken to ensure that the needs and provisions of victims are met and suffering is minimized. Activities taken under this stage are called emergency response activities.
3. After a disaster (post-disaster). There are initiatives taken in response to a disaster with a purpose to achieve early recovery and rehabilitation of affected communities, immediately after a disaster strikes. These are called as response and recovery activities.

The Disaster risk management cycle highlights the range of initiatives which normally occur during both the Emergency response and Recovery stages of a disaster. Some of these cut across both stages (such things as coordination and the provision of ongoing assistance); while other activities are unique to each stage (like Early Warning and Evacuation during Emergency Response; and Reconstruction and Economic and Social Recovery as part of Recovery).

Further, in their studies, they noted that DRMC also highlights the role of the media, where there is a strong relationship between this and funding opportunities. This diagram works best for relatively sudden-onset disasters, such as floods, earthquakes, fires, tsunamis, and typhoons, but is less reflective of slow-onset disasters, such as drought, where there is no obviously recognizable single event which triggers the movement into the Emergency Response stage.

According to Warfield (2008) disaster management aims to reduce, or avoid the potential losses from hazards, assure prompt and appropriate assistance to victims

of disaster, and achieve rapid and effective recovery.

The disaster management cycle presented by Khan et al. illustrated the ongoing process by which governments, businesses, and civil society plan for and reduce the impact of disasters, react during and immediately following a disaster, and take steps to recover after a disaster has occurred. Appropriate actions at all points in the cycle lead to greater preparedness, better warnings, reduced vulnerability or the prevention of disasters during the next iteration of the cycle. The complete disaster management cycle includes the shaping of public policies and plans that either modify the causes of disasters or mitigate their effects on people, property, and infrastructure.

The mitigation and preparedness phases occur as disaster management improvements are made in anticipation of a disaster event. Developmental considerations play a key role in contributing to the mitigation and preparation of a community to effectively confront a disaster.

DISASTER MANAGEMENT: FACTORS AND APPROACHES

Research on preparedness has resulted in general principles of preparedness that are applicable to any unit of analysis - including households, businesses, public sector agencies, networks, communities, and intergovernmental alliances.

Alexander (1997) argues that there is room for improvement in the approaches to disaster management based on the following three factors: (1) death tolls have not fallen dramatically in response to improved mitigation; (2) large-scale transfer of technology has not occurred and (3) disaster relief has not been adequately combined with mitigation and economic development. Kelly (1998), states that, there are four main reasons why a disaster model can be useful.

These are as follows:

1. A model can simplify complex events by helping to distinguish between critical elements. Its usefulness is more significant when responding to disasters with severe time constraints.
2. Comparing actual conditions with a theoretical model can lead to a better understanding of the current situation and can thus facilitate the planning process and the comprehensive completion of disaster management plans.
3. The availability of a disaster management model is an essential element in quantifying disaster events.
4. A documented disaster management model helps establish a common base of understanding for all involved. It also allows for better integration of the relief and recovery efforts.

Therefore, it can be argued that a well-defined and clear model is highly beneficial in the management of disasters because it facilitates the securing of support for disaster management efforts. Hence, disaster management needs a formal system, or a model, to manage and possibly reduce the negative consequences of a disaster.

Generally, in major disasters, various resources, conditions and activities are involved; identifying and utilizing such resources, conditions and activities at a detailed level should be the goal of a disaster management model. Incorporating this level of activities and conditions affecting disasters, into existing models, would provide the basis for an effective, useful and practical disaster management model; one

which would expand the attention to the full range of concerns about preparedness, mitigation, response and recovery.

NETWORK GOVERNANCE: EFFECTIVENESS AND EFFICIENCY

Although public administrators have been working in a network environment for many years, related empirical analysis and theory building is more recent and has been relatively slow to develop (Kettl, 2003; O'Toole and Meier, 2004). Kettl (2003) acknowledges a lack of consensus in the field on whether networks reflect an approach, theory, or loose construct; he suggests that to date, the analysis of networks best represents a framework that may offer some early steps toward the development of tools for better managing within a network model.

The literature clearly reflects, however, increased attention to issues related to managing public agencies which operate in environments characterized by networks. There seems little question that networks have emerged as an important form of governance (Agranoff, 2005; Agranoff and McGuire, 2003; Frederickson and Smith, 2003; Kettl, 2002; O'Toole and Meier, 2004). In fact, their importance has led some to call for the development of a paradigm for network management similar to the hierarchical, bureaucratic model that preceded it (Frederickson and Smith, 2003; Agranoff and McGuire, 2001).

Experts concluded that, although hierarchical management structures continue to work well in addressing more routine problems, networked approaches are needed to more effectively tackle complex problems where responsibility for solving them is more diffused (Kettl, 2005).

Networked governance can be defined as the interconnectedness of

independent units of authority and power (Kenedy School of Government) whether individual, community, state, or corporate. Networked governance moves from vertical to horizontal approaches to decision making and is characterized by systems of communications, knowledge exchange and dialogue. Homer-Dixon (2009) describes this as “open architecture democracy.”

Experts suggest that the new information society will be governed through networks of networks, each of which has its own internal logic, but which are all interconnected by a common set of governance protocols. Architecture of governance could be mirrored through using the architecture of the internet, and its layers of horizontal communications protocols.

Managed network requires that key elements be included in its design to work. A social network can be used to support the work of the managed network or can be hostile to it and create unexpected difficulties. If no social network exists, it may be necessary to create one to implement the managed network (Goldsmith and Kettle, 2008). A managed network is a type of communication network that is built, operated, secured and managed by a third-party service provider. A managed network is an outsourced network that provides some or all the network solutions required by an organization. This service is delivered as a cloud infrastructure service or installed and managed in-house by the service provider.

As this study aims at building theory in networking and collaboration (alliances) in the administration of pre-disaster preparedness at the local government level and develop a network governance model in pre-disaster preparedness management, it gave focus in integrating the concepts of network governance into pre-disaster management using the architectural landscape of the internet as third party

service provider in project management. Thus, this would also mean borrowing some principles in e-governance, as one of the subsets of New Public Management.

The diagram below shows the concentration of most of the exploratory studies in governance. It also shows how Network Governance++ may be develop as framework for pre-disaster preparedness.

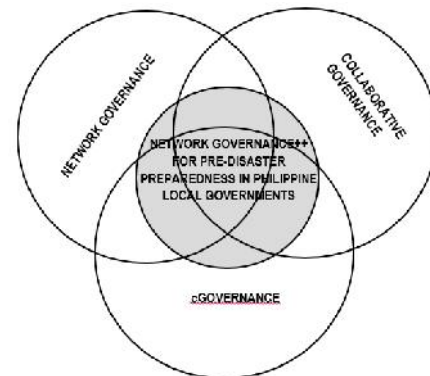


Figure 1. Locus of network governance++ for pre-disaster preparedness in Philippine local government units at the crossroads of the key concepts of Network Governance, Collaborative Governance and eGovernance (Constructed by R.B. Flores, 2015)

ADVANCING NETWORK GOVERNANCE++ AS A NEW PARADIGM FOR PRE-DISASTER PREPAREDNESS

Network Governance ++, as advanced in this study, is an online-hosted governance platform run by programming language, commonly known as source codes. Unlike the usual face-to-face network collaboration models, it will support real-time database for the “network” in which you may access and print open files in a single window. Network Governance++ platform is conceptualized to be significantly faster, dynamic and more interactive; therefore, more efficient than an entirely having a face-to-face collaboration model. *Figure 2* shows the Network Governance++ conceptual map.

Manuel Castells' network theory can be effectively used to explain how the characteristics of social networks (platforms) can be valuable for network governance. The advantage of the internet is that it allows the forging an egalitarian pattern of interaction. It also allows ties to be forged with incredible speed over vast geographical barriers.

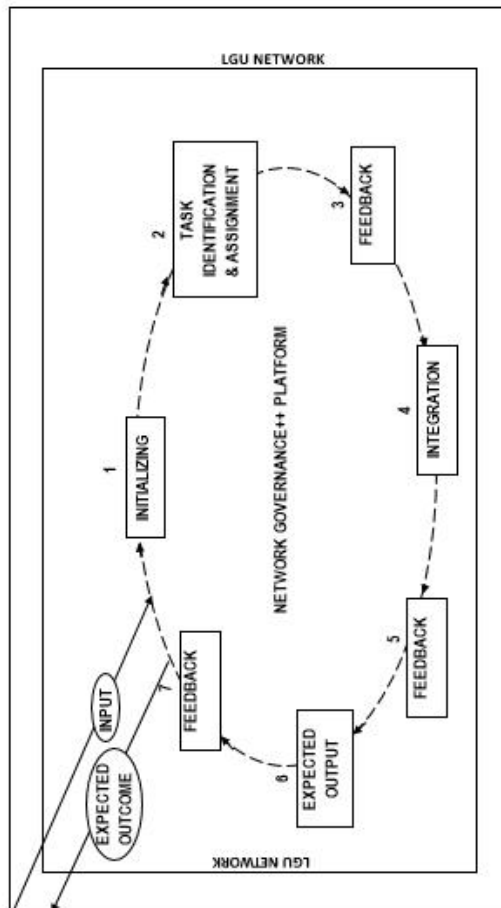


Figure 2. Network Governance ++ Conceptual Map (Constructed by R.B. Flores, 2015)

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ASSESSING THE IMPACT OF HOUSE REHABILITATION PROGRAM TO POVERTY ALLEVIATION IN RIAU ISLANDS PROVINCE

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Abstract

The house rehabilitation program is part of Indonesia's nation-wide program targeting poor and low-income households living in uninhabitable house. The aim of the program is to improve the wellbeing of its beneficiaries by improving the living condition of targeted households. The purpose of this study is to assess the impact of house rehabilitation program to poverty alleviation in Kepulauan Riau Province. This study gather, compare and analyse the data from control and experimental groups. Control group constitute of households that have not receive the benefit of the program while the experimental group constitute of households that have benefited from the program. The data is then analysed to assess and to gain better understanding of its impact to poverty alleviation in Riau Islands Province.

Key Words: house rehabilitation, poverty alleviation, impact assessment, public policy

INTRODUCTION

Indonesia's Constitution and additional legislation guarantee the right to adequate housing as defined by international human rights law (UN-HRC, 2013). The Government of Indonesia has also reiterated its commitment to the progressive realization of the right to adequate housing and to address discrimination in access to housing in the National Long-Term Development Plan 2005–2025 (RPJPN) and the National Medium-Term Development Plan 2010–2014 (RPJMN), particularly with regard to low-income households (UN-HRC, 2013).

According to Galster and Killen 1995; Galster 2002 (as cited in ONPHA, 2008) housing is relevant to poverty reduction and social inclusion in two important aspects; first, as the single largest expenditure in a household's budget, housing costs crowd out other necessities and put pressure on an already inadequate income (housing induced-poverty), and second, poverty issues often manifest themselves in spatial patterns. Concentrated poverty is a neighborhood

issue and is directly linked to housing markets and housing assistance.

Unlivable House Rehabilitation Program

One of the key issues facing poor households is inadequate housing condition. Even though housing is a basic necessity in life, providing one is perhaps the most expensive item for a household. The amount of income that is spent to meet the needs of daily life causes no more money left for the eventual building of an adequate house. Moreover, the high price of land and building materials also led the poor and low-income households not able to provide adequate housing for their families.

To overcome the challenge of inadequate housing conditions, and to alleviate poverty, the Indonesian Government facilitated the access of poor and low-income households through Unlivable House Rehabilitation Program. It is a social rehabilitation program under the Social Ministry of Indonesia. The Unliveable House Rehabilitation Program is intended to improve and fulfil the needs of liveable

housing conditions as a social welfare improvement program targeted at poor and low-income households. The rehabilitation activity is community-based, meaning that the members of the impacted community plan organize and execute the program under guidance and supervision from local government agencies.

In plain view, the Unlivable housing Rehabilitation Program is considered able to alleviate poverty. The reduction of the poor is due to access of poor households to adequate housing is fulfilled by the program. Since 2013 to 2015, the beneficiaries of the program in Riau Islands have reached 4278 households. Although the numbers looks impressive, BPS noted that there are still 15.000 unimproved housing conditions still exists in Riau Islands (Batampos, 2016).

Since its first implementation, the program itself targets specific segment of the poor; meaning that only households which fulfil the criteria will be receiving the benefit of the program. Recipient criteria are: house must be a non-permanent building and/or damaged; walls and roof made from easily damaged or fragile materials, such as: plywood, thatch, bamboo, and others; walls and roof are damaged, therefore it endanger the safety of its inhabitants; damaged dirt or cemented floor; houses without toilet and bathroom facility (www.kemsos.go.id).

Other Research

In order to understand the role of improved housing condition to poverty alleviation, it is important to visit and take lessons from other research.

The Ghana Case

UN-HABITAT completed a field survey in Ghana that compared households from 4 different communities in rural and urban areas. Households from these communities were divided into control and experimental groups. The control groups consisted of households that have not received any improvement in their housing and living environment while the experimental groups consisted of households that have benefited from improved interventions by UN-HABITAT (Ardakwa, 2010, p. 4).

Evidence from the study suggests that households in experimental group living in improved UN-HABITAT have better living conditions. The experimental households are also better off, in terms of access to social services such as water, sanitation and some other housing indicators than those in the old and run-down housing environment. The study also found that there is fairly strong correlation between improved housing conditions and poverty reduction. Hence, the study suggests that housing can be used as a poverty reduction strategy (Ardakwa, 2010, p. iv).

The conclusion of study suggests that there is a strong correlation between improved housing and the poverty reduction efforts of governments. This is because adequate housing is one of the effective means to reduce poverty and is usually the most expensive item in the households' expenditure basket. The study also makes a strong point that the relationship between housing and poverty reduction is that the construction of homes in itself does not guarantee poverty reduction but can address some challenges of the households such as lower rents and improved access to water, sanitation, and other services.

The Peru Case

The study on Peru was done to investigate the construction of emergency houses as a means of poverty reduction in Peru. The study concentrated on the impact of improved housing conditions on a household's standard of living and economic situation. According to the result of the study, the access to adequate housing has had a positive effect on the household's standard of living, but it has left the economic situation unchanged. The study also noted that the poverty alleviation strategy carried out by the UTPMP as the leading organization in the project has improved the living standards of its beneficiaries.

In conclusion, the Peru Case's conclusion indicated a positive relationship between access to adequate housing and standard of living. However, the study also noted that it did not find clear relationship between economic situations and improved housing conditions.

By learning from the Ghana case and Peru, therefore, this study's aim is to assess the impact of Unliveable House Rehabilitation Program to poverty alleviation in Riau Islands. This study is especially keen in gaining better understanding on the impact of improved housing condition on poverty alleviation, especially in Riau Islands with relation to the Unliveable House Rehabilitation Program. The study will compare and analyse data based on control and experimental group that will be defined in the methodology. To assess the impact of the program, this study will base its indicators by taking the example on the Ghana Case. However since the nature of the program and its beneficiaries have different characteristics with Ghana Case, hence, adjustments to local context is needed.

Poverty in Riau Islands

Poverty is a multi-dimensional issue, characterized by lack of, or limited income. It is commonly associated with multiple forms of deprivation and consequences caused by inability to purchase basic goods and necessities (ONPHA, 2008). From income perspective, there are two basic types of poverty: the absolute poverty and relative poverty. Absolute poverty is the minimum cost necessary for a person to survive. Globally, the minimum requirement for a person to survive is USD \$ 1.90 per day, an increase of USD \$ 1.25 per day (World Bank). Meanwhile, relative poverty is the need for economic, social, political and economic goods minimum for a person to live in a society. (UNESCAP as cited in Ardakwa, 2010).

Riau Islands is divided into thousands of small islands and several large islands. Administratively, the province has 7 municipalities (two cities and five regencies). It sits at the front gate of Indonesia, to the east, it borders Malaysia; to the North, it borders Vietnam and Cambodia; and to the west, it borders Singapore and Malaysia. Although it is blessed by the bounty of the sea surrounding it, its unique position and archipelagic landscape presents it with its own sets of challenge, particularly in transportation, infrastructure development and poverty alleviation.

Riau Islands divided its poor categories into two: which are urban poor and rural poor. Both groups have different characteristics. Urban poor in Riau Islands is characterized with greater income inequality than rural poor, which means that the income distribution of urban poor is higher (BPS, 2014).

The BPS criteria of poor household placed housing condition as the first four indicators to measure poverty. These indicators are: floor areas less than 8 m² per person, floor is made from dirt, bamboo or cheap wood, the walls are made out of poor quality materials, and no sanitation (skpd.batamkota.go.id). Unable to fulfil these conditions could also be defined as housing poverty. Housing poverty can be defined as poor housing conditions such as small floor areas, overcrowding, and lack of amenities such as water, sanitation and kitchen, among others (Ardakwa, 2010).

The Government of Riau Islands defined the poverty line at a monthly per capita income of Rp. 415.800 (BPS, 2013). This amount equals to approximately USD \$30.75, thus it indicates a very low standard of living in the province although higher than the defined national poverty line of 330.776 rupiah monthly per capita income (www.worldbank.org). The number of poor in Riau Islands fluctuates every year. According to SUSENAS 2014, 6.70% or 127.779 Riau Islands' citizens live under the poverty line; increased 0.24% from 2013 (BPS, 2013).

Some common characteristics of poor households highlight the importance of focusing priorities as an important element in poverty alleviation strategies. In Riau Islands, most of the poor (40.99%) relied on agriculture as the main source of income (BPS, 2014). Furthermore, 30% of the poor households' head has only attained a high school level of education. These indicate that job opportunity, education and basic infrastructure are among the sectors that should receive more attention in a poverty alleviation strategy in Riau Islands.

METHODOLOGY

In order to assess the impact of Unliveable House Rehabilitation Program in Riau Islands, field data collection is needed. The study uses a qualitative approach with

descriptive analysis to analyse the data. Field data collection is done to gather data from households in control and experimental group. The control group in this study consist of poor and low-income households that have not received the benefit of Unliveable House Rehabilitation Program while the experimental group consist of households that have received the benefit of Unliveable House Rehabilitation Program.

Data Collection

For the purpose of data collection, this study adopted survey method and conducted a survey to 20 households in two municipalities. The respondents of the survey are the households' head in control and experimental groups.

The respondents are divided into two groups. Control group; consist of 10 households with no intervention and experimental group consist of 10 households with intervention in the form of house rehabilitation program. Households in both control and experimental group have the same characteristics (poor and low-income households) and are considered a homogenous population. To gather data and assess the impact of the program this study designed two sets of questionnaires in Indonesian language. One set of questionnaire is for the experimental group and the other for the control group.

Simple random sampling is used in the survey to gather sample of respondents.

Respondents are then selected randomly in two municipalities: Tanjungpinang City and Bintan Regency. The sampling method used was the simple random sampling. Simple random sampling is the basic sampling technique where sample of respondents are selected from a population. Each individual respondent is chosen entirely by chance and each member of the population has an equal chance of being included in the sample.

Indicators

This study is especially keen in gaining better understanding on the impact of improved housing condition on poverty alleviation, especially in Riau Islands with relation to the Unliveable House Rehabilitation Program. To assess the impact of the program, this study adopted the indicators on the Ghana Case. However since the nature of the program and its beneficiaries in Riau Islands have different characteristics with Ghana Case, hence, some indicators are adjusted to local context.

List of indicators used in this study is adopted from the indicators of UN-HABITAT's study in Ghana (Ardakwa, 2010). The poverty dimension indicators consist of three dimensions: income poverty; lack of access to basic services; and deprivations in human development. This study based its indicator on the above three dimensions.

Table 1
Indicators Adopted for Analysis
Poverty Dimensions Indicators

Poverty Dimensions	Indicators
Income or Consumption Poverty	Average household expenditure
	Average household income
Lack of Access to Basic Services	Type of water source
	Average distance to water source
	Reliability of water source
	Average cost of water
	Type of toilet facility
	Condition of toilet facility (level of hygiene)
	Method of solid waste disposal
	Availability of bathroom in the house
Condition of the bathroom	

	Availability of kitchen facility for cooking
	Cooking fuel used for cooking
Deprivations in Human Development	Average number of rooms
	Average number of habitable rooms
	Average number of people occupying a room

(Ardakwa, 2010)

FINDING AND DISCUSSION

This part of the study is concern on the presentation of the findings to assess the impact of house rehabilitation program in Riau Islands. It contains the descriptive analysis of the data which discuss the differences in the indicators of the study among control and experimental groups. The discussion will not only look at the income and expenditure, and human development across both groups but it will also look into the households' access to essential services such as access to water, sanitation facility and cooking facility.

The findings were drawn from the data collected randomly in two municipalities: Tanjungpinang City and Bintan Regency; both are on Bintan Island, Riau Islands Province. In all, twenty (20) households answered the questionnaires; ten (10) households from control group and ten (10) households from experimental group.

The poverty dimension indicators consist of three dimensions: income poverty; lack of access to basic services; and deprivations in human development. Each poverty dimension has its own indicators with both response for control and experimental groups.

Table 2
Respondent's Characteristics

Respondent's gender	Male			Female		
Control	7			3		
Experimental	8			2		
Respondent's occupation	Not working	Farmer	Fisherman	Merchant	Laborer	Others
Control	1	-	3	-	3	3
Experimental	-	-	1	-	7	2
Respondent's education	No education / Not finished primary school	Primary School	Secondary School	High School	Diploma	University
Control	2	2	2	4	-	-
Experimental	3	1	1	5	-	-

Source: Processed Data, 2016

Data from the survey indicate that among the control and experimental groups, the respondents are mostly male (75%) followed by female respondents (25%). The

table show that occupation on experimental group is more diverse compared to occupations of control group. Labourers (70%) formed the majority of occupation in experimental group while in control group,

fisherman (30%), labourers (30%) and other type of occupation (30%) is more dominant.

Access to education is one of the important aspects in alleviating poverty in a household. The table shows that majority of the respondents surveyed attained high school education (40% in control group; 50% in experimental group). Higher level of education means that a person could increase his/her chances and opportunities to work in formal sectors which in turn could generate higher income for his/her household. On the contrary, lower education means that a person might have lower chances to find work in formal sectors due to competition from higher educated competitors and certain barriers in skills, thus reducing his/her chance of gaining higher income level.

Table 3
Income or Consumption

Average household's income	Income
Control	1.465.000
Experimental	1.475.000
Average household's expenditure	Expenditure
Control	984.000
Experimental	1.025.000

Source: Processed Data, 2016

Respondents, both in control and experimental group have difficulties in estimating the monthly income and expenditure of their households. Findings on the field suggest that the situation is due to the type of occupation a respondent has. Most of the respondents from both groups that were surveyed are working in informal sectors. Due to that situation they do not have fixed monthly income. It is also difficult to estimate their monthly earnings due to the nature of their occupation. For example, a respondent with an occupation as fisherman does not have fixed monthly income due to the uncertainty of his/her catch. The respondents cannot ascertain that he/she would receive stable income throughout the year. Expenditure wise, it is the same. Due to the uncertainty of the income, household's expenditure is also

difficult to estimate. Household's budget across both the control and experimental groups were not planned; therefore, it is difficult to determine the exact level of household's monthly expenses.

To give a description, this study categorizes household's income and expenditure based on the average figure given by the respondents during the survey. The figures presented here are based on respondent's rough estimates of his/her household's income and expenditure from both control and experimental groups.

Comparing the figures of average income on experimental group with control group, it can be observed that the situation of experimental group is slightly higher. Based on the findings, average income on experimental group is 1.475.000 Rupiah compared to average income of control group of 1.465.000 Rupiah (experimental group gain 10,000 Rupiah more per month). Comparison on the expenditure on the other hand, shows that control group is slightly spending less money than the experimental group. The average expenditure of control group is 984.000 Rupiah while the average expenditure of experimental group is 1.025.000 Rupiah which means that per month the control group is spending 41.000 Rupiah less.

Even though housing is the largest expenditure in a household's budget, these findings, however, cannot establish a clear link between the impacts of improved housing condition through house rehabilitation program on household's level of income and level of expenditure. Data from the field survey revealed that on average experimental group have slightly better income than the control group. However, findings on the average expenditure suggest that control group spend less compared to experimental household.

Data from BPS (2015), suggest that 25.64% of household's expenditure in Riau Islands was on housing and household's facility. If there is a direct link between the impacts of house rehabilitation program on experimental group, its impact would be on the expenditure of a household, such as for example: reduced expenses due to improved housing conditions.

Table 4
Basic Services
Water

Type of water source	Pipe water	Water well (dug / drill)	Spring water	Rain water	River	Lake/Pond
Control	3	7	-	-	-	-
Experimental	1	9	-	-	-	-
Average distance to water source	<20 Meter	>20 Meter	<40 Meter	>40 Meter	<60 Meter	>60 Meter
Control	6	-	2	2	-	-
Experimental	6	2	1	1	-	-
Reliability of water source	Reliable			Unreliable		
Control	9			1		
Experimental	6			4		
Average cost of water	Lowest			Highest		
Control	Rp. 0			Rp. 100.000		
Experimental	Rp. 0			Rp. 80.000		

Source: Processed Data, 2016

The survey revealed that water well, either dug or drilled is the main water source for the majority of control (70%) and experimental group (90%). The survey also revealed that the experimental group relied mostly on water well compared to control group for its source of clean water.

The usage of household's water source is also reflected in the distance between the water source and the residential area. Households in both control (60%) and experimental group (60%) have access to its water source in less than 20 meters. However, in contrast, the reliability of water source for control group (90%) is better than experimental group. This means that control group has stable and reliable access to its water source all year-long while the experimental group does not have reliable water source for the same time period.

Respondents have difficulties in determining the monthly cost of water. This is due to the majority of the respondents owns and uses their own private water well as water source for their household. The location of the water well itself, as the data is showing, lie in close proximity (<20

meters) to the residential area and in most cases the water well is inside the house. This condition has resulted in the difficulties of estimating the average cost of water that each household has to spend.

To give a description of the cost on water a household would spend across both groups, this study categorize household's expenses from the lowest to the highest. Based on the categorization of the findings it could be seen that both groups' lowest spending is 0 Rupiah on water while the highest a household has to spend is 100.000 Rupiah for control group and 80.000 Rupiah for experimental group. The control group's higher spending on water is due to 30% of the respondents' uses pipe water as the main source of clean water compared to only 10% for the experimental group. Pipe water is provided by State's Water Company that charge bills on households for monthly use of water. In contrast, however, households with its own well does not have to pay any water bill, thus, they spend 0 Rupiah on water.

Table 5
Basic Services
Sanitation Facility

Type of toilet facility	Flush toilet	Squat toilet	Pit latrine	Public toilet	others	
Control	2	5	3	-	-	
Experimental	-	6	4	-	-	
Condition of toilet facility (level of hygiene)	Good			Poor		
Control	4			6		
Experimental	5			5		
Method of solid waste disposal	Septic tank	Pond	Sea/River	Ground Holes	Open field	Others
Control	7	3	-	-	-	-
Experimental	6	-	4	-	-	-
Availability of bathroom in the house	Available			Unavailable		
Control	10			-		
Experimental	10			-		
Condition of bathroom	Good			Poor		
Control	8			2		
Experimental	5			5		

Source: Processed Data, 2016

Most of households in control group have access to squat toilet (50%) while another 30% uses pit latrine as means of waste disposal. The same could be also being seen in experimental group where 60% of the households is using squat toilet and another 40% is using pit latrine as means of waste disposal. Pit latrine toilet waste disposal method is different than squat or flush toilet. Flush or squat toilet method of waste disposal is by flushing waste with water, either manually or by using flush mechanism, thus sending waste directly to a special holding tank, meaning that the waste will fall and contained to a specific tank under the ground. Pit latrine uses a different waste disposal method as it needs a hole in the ground where the solid waste goes directly in to a pit, or the waste

falls directly to the sea, river or flowing water.

Traditionally, due to its archipelagic landscape, households in Riau Islands tend to build their houses at the coasts or river banks. This social characteristics lead to the adoption of pit latrine to dispose waste. Pit latrine is still a common type of toilet as it is a convenient and widely used method that suits the specific settlement characteristics. This type of toilet facility could still be found among low and middle-class households around coastal or river settlements in Riau Islands.

In addition to the type of toilet facility and its method of waste disposal, this study also surveyed the condition of toilet facility among both groups. The survey revealed that both groups have poor toilet facility. However, the experimental group have

better toilet facility condition (50%) compared to control group (40%).

Both household groups also indicate that they have bathing facility that could be used to clean themselves. Conditions across both groups are varied. The bathroom condition of control group, however, is better (80%) compared to the poorer condition of bathroom in experiment group (50%). Bathroom is one important aspect of hygiene in a household; therefore improving its condition should be taken into consideration. Furthermore, improved access to bathing facilities in the house provides household members some level of

comfort which is a necessary condition of wellbeing (Ardakwa, 2010).

The finding shows that control group has less access to adequate bathing facility in their house. This finding also indicates that the Unlivable House Rehabilitation Program does not include personal hygiene facilities such as bathing and toilet facility as component for improvement. This is evident across indicators on experimental group. Experimental group as the beneficiaries of the program have poorer bathing facility compared to control households. However, in contrary to earlier findings, both groups have poor toilet condition with experimental group has slightly better condition.

Table 6
Basic Services
Kitchen Facility

Availability of kitchen to cook	Available		Unavailable	
Control	10		-	
Experimental	8		2	
Cooking fuel	Fire wood	Charcoal	Kerosene	Gas fuel
Control	1	-	3	6
Experimental	4	-	1	5

Source: Processed Data, 2016

The survey results indicated that all households in the control group have kitchen facility for cooking at their house. On the other hand, only 80% of households in experimental group have kitchen facility available to cook their meals.

The response from experimental group indicates that the house rehabilitation program does not necessarily improve a household's kitchen. Two respondents without kitchen facility narrated that the program rehabilitated their house by improving the condition on certain parts of the house, mainly roof and walls. However, due to financial limitation of the program, the financing was not enough for additional building materials to build a fully functioning kitchen. In contrast, a respondent from experimental group also narrated that the kitchen in his house was built with the assistance of the program. It was indeed

true that the program rehabilitated the house on certain parts, but as long as the extent of the rehabilitated part of the house is not severe, it is possible to allocate building materials to improve other necessary parts of the house.

The results also identify that household in both groups' uses a variety of fuel to cook their daily meals. Majority of households in control (60%) and experimental group (50%) uses gas as cooking fuel due to its efficiency and ease of access in market. The usage of gas as cooking fuel indicate that there is a shift of cooking fuel from wood, charcoal and kerosene to using a more efficient, although expensive cooking fuel such as gas. However, one thing to note is that there are households in experimental group that still uses wood as the main fuel for cooking. These households responded by narrating that gas

is too expensive and they are better off by using wood as cooking fuel because it is

easy to collect and it is available in abundance in their area of residence.

Table 7
Human Development

Average number of rooms	Experimental	Control
	4.8	4.4
Average number of habitable rooms	Experimental	Control
	2.9	2.4
Average number of people occupying a rooms	Experimental	Control
	4.9	4.4

Source: Processed Data, 2016

Data from field survey indicate that on average number of rooms, experimental group have slightly more room if compared to control group. On average, experimental group have 4.8 rooms per house, compared to control group with 4.4 rooms per house. The findings also suggest that the households benefited by the house rehabilitation program have more habitable rooms compared to households that have not benefited by the program. The average number of rooms experimental group has is 2.9 rooms per house, slightly better compared to the control group with 2.4 rooms per house. However, control group have better average proportion on the number of people occupying a room with 4.4 persons per room while experimental group have 4.9 persons per room on average. One implication of the relatively few people in a room is the possible decrease in the spread of communicable diseases which has a toll on household expenditure, and hence poverty (Ardakwa, 2010).

As a result of the house rehabilitation program, the experimental households are benefited by the improvement in housing conditions on two aspects; first, the increased number of rooms and second, the increased number of habitable rooms in an impacted house.

CONCLUSION

From the discussion and presentation of the data on this study, the following findings emerge:

1. The findings suggest that the study cannot find direct link between the impacts of improved housing condition with the slight increase in income of experimental group. Data from BPS (2015), suggest that 25.64% of household's expenditure in Riau Islands was on housing and household's facility. If there is a direct link between the impacts of Unliveable House Rehabilitation Program on experimental group on this indicator, its impact would be on the expenditure of a household, such as reduced expenses due to improved housing conditions.
2. The findings indicate that respondents from both groups have good access to source of clean water. Majority of respondents across both groups also have access to water well. The cost of clean water on the other hand, is practically zero for respondents in both groups which uses water well. Therefore, there is no evident that the house rehabilitation program had improved the access to clean water across experimental group.

3. The findings on sanitation facility indicate that the Unlivable House Rehabilitation Program does not include personal hygiene facilities such as bathing and toilet facility as component for improvement. This is evident across indicators on experimental group. Experimental group as the beneficiaries of the program have poorer bathing facility compared to control group. If experimental group receive improvement on bathing facility, its conditions could be better. However, in contrary to earlier findings, both groups have poor toilet condition with experimental group has slightly better condition.

4. The house improvement program does not necessarily improve or provide households with kitchen or cooking facility. The respondent indicates that it depends on the beneficiary or the program's recipient whether to improve specific parts of the house or not. However, the funding of the rehabilitation program is limited per household, therefore benefited households need to choose the most needed or necessary improvement on his/her house.

5. The only clear evident of the impact of Unliveable House Rehabilitation Program on poverty alleviation in Riau Islands is on the human development indicators. All of the above indicators indicated weak relation of the program across most of the indicators. The experimental households are benefited by the improvement in housing conditions. The improvements are on two aspects; first, the increased number of rooms and second, the increased number of habitable rooms in an impacted house.

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THE EXTENT OF SOLID WASTE MANAGEMENT PROGRAM: A STUDY ON SELECT INDUSTRIES IN ILIGAN CITY, PHILIPPINES

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Abstract

In the 1970s, Iligan City experienced rapid industrial growth brought upon by the establishment of hydroelectric power plants that generated cheap electric power cost. But the mushrooming of industries in the city somehow led to environmental degradation because of the uncontrolled industrial waste, as observed in the 1990s. Accordingly, this was largely due to the absence of master plan, zoning regulations or building codes of the city government.

With this, the study seeks to assess the development of city ordinances and the compliance of the select industries to solid waste management program. This study collected various documents and records both from the government offices and industries in Iligan City. Furthermore, the researchers also conducted oral interview to key respondents such as city government and industry officials, and even the community wherein the industries are located to provide a qualitative substance to the paper.

Keywords: *Industrialization, Solid Waste Management, Iligan City, industries*

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INTRODUCTION

As industrialization moves fast-forward so is the risks of environmental protection becomes threatened. It is true that the expansion of human technological progress certainly brought forth the rapid advancements in economic growth and this progress made possible the rise of skyscrapers and machines that dilute work time. All these were seem impossible centuries back. Development, sometimes, is equate with number of industries around, hence, more industries similarly means urbanization and development. This becomes a reason for countries particularly developing ones to invite investments to put up industries, to uplift economy and achieve the goal of becoming self-reliant. As industries generate economic production and income, it also spawns solid industrial wastes, which are produce in bulks. Quantified in particular are manufacturing industries which is the most susceptible to produce toxic wastes that are harmful to environment and individuals. United States, for example, records that its industries facilitates waste disposal at estimated 7.6 billion tons per year back in 1980s (United States Environmental Protection Agency, 2016) when most probably there was still minimal concern on environmental degradation. This “minimal concern” can be related somehow to the internet-less era of the 80s. Hence, the call for environmental protection only became business of the few. Nevertheless, as time progress, a shift in attitude on ecological protection has become a battle cry. The need to

be responsible earth-settlers have been advocated by different groups and agencies, to name a few, *Sierra Club* in 1892 known as one of the earliest in existence, *Environmental Defense Fund* in 1967, and *Friends of Earth*. These agencies adopt the principle that the corporate world needs to reconcile with mother earth and it offers no other option. They do not necessarily call for a stoppage in the growth momentum as these industries frankly offers us that but should always put into prime consideration and practice to safeguard the needs of nature. Manufacturing industries, foremost, must create a mechanism to guarantee nature’s interests because after all, industries relies on nature’s abundance hence making the two involved in tangled relationship in which the former only becomes beaten once this connection breaks down. These industries and its waste disposal are warming up the climate that is detrimental to nature’s state and likewise to human condition. The protection of environment is the principal take, which should be over and above corporate demands. As the maxim express, we cannot live in another earth because we only have one hence, human race will go extinct if the whole ecological system collapse.

Countries have advocated the growing needs to be environment conscious society and urging foremost the manufacturing industries to comply with the waste management regulations. In the Philippines, the passing of *Ecological Waste*

Management Act on January 26, 2001 was adhered by local government units (LGUs) through the passage of city ordinances and in Iligan City, Ordinance No. 09-5488 on January 22, 2009 was put into effect which aims to further strengthen the preceding Ecological Management Act. But prior to such adherence, the city government have already sponsored environment protection acts as a logical response to the growing number of manufacturing industries in the city at the start of 1960s when the harnessing of Agus River created cheap power therefore attracting interests of various manufacturing companies. This study will therefore look at the extent of compliance of known manufacturing industries in the City to the solid waste management protocol.

Statement of the Problem

Primarily, the purpose of this study is to examine and assess the compliance of Mabuhay Vinyl Corporation and Granex Manufacturing Corporation to Solid Waste Management Program of the city. This study aims to answer the following questions:

1. What are the raw materials and final output/product of these companies?
2. What type of industrial waste does MVC and Granex produce or release?
3. How does these pollutants/wastes being controlled or disposed?

4. What are the safety measures adopted by MVC and Granex in protecting the environment?

Significance of the Study

This study is conducted in order to assess the waste management program of Mabuhay Vinyl Corporation and Granex Manufacturing Corporation of Iligan City. This could be a good way, of particular to the public and concerned citizens, to know how Mabuhay Vinyl Corporation and Granex Corporation control and manage their pollutants and wastes. Hopefully, this would provide awareness to the general public regarding the risks of industrial wastes if improperly managed.

Results of this study would hopefully provide empirical information that would serve as a basis by the local government of Iligan, Department of Environment and Natural Resources (DENR) and other concerned agencies in strengthening the enforcement of their environmental laws and policies for waste management.

Scope and Limitation

This study is bounded mainly on the compliance of Mabuhay Vinyl Corporation and Granex Manufacturing Corporation in Iligan City to waste management program of the city. Furthermore, this study will also provide brief information about the historical background of these industries, their operation and products. The basis of the researchers in selecting these industries lie in this reason; considering that these

industries are widely considered as major industries that made Iligan a vibrant city for trade and commerce and contributed to the rapid industrialization, one cannot simply deny that they use and utilize complex raw materials and at the end of the process produces enormous amount of waste. Since it produces major pollutants and these companies are just adjacent to Iligan Bay, then this could raise important question and concern that must be given extensive attention.



Figure 2. Map showing the location of Granex Manufacturing Corporation within the vicinity of Iligan Bay. Source: <https://wikimapia.org/551824/Granexport-Manufacturing-Corporation>.

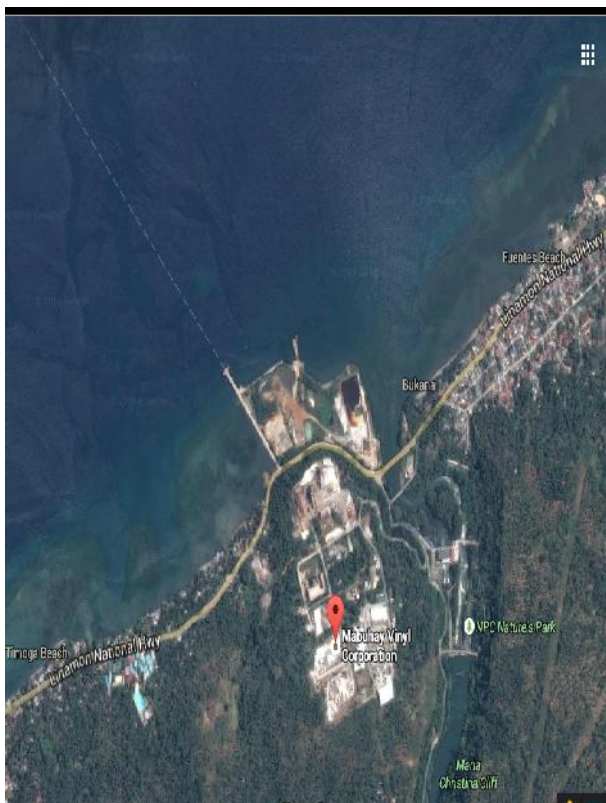


Figure 1. Map showing the location of Mabuhay Vinyl Corporation within the vicinity of Iligan Bay. Source: <https://www.google.com.ph/maps/place/Granexport+Seaport>.

Practically, all factories are oriented to the Iligan Bay. The advantage of accessibility for sea-going vessels which transport the firm's raw materials and finished products was the paramount consideration for the selection of their present plant sites. According to Salgado (1996) Iligan holds the distinction of having the most number of private piers in the entire country. However, pollution of the environment is one stark reality staring the inhabitants of Iligan in the face. Since most factories are situated on the coast with very limited area, chances are the industrial pollutants of various types would easily get concentrated beyond what is humanly tolerable or safe. In Iligan, all types of industrial waste are found.

Thus, this study is conducted to assess what could be the possible effect and impact of Mabuhay Vinyl

Corporation and Granex Manufacturing Corporation towards Iligan and its environment.

Research Methodology

Solid Waste Management refers to the supervised handling of waste material from generation at the source through the recovery processes to disposal. Managing solid waste is very essential for it can create unsanitary conditions, and these conditions in turn can lead to pollution of the environment if improperly disposed. This research attempts to explore the solid waste management of two of the known industries in Iligan City, Granex and Mabuhay Vinyl Corporation in collecting, treating, segregating, transporting and disposing their solid waste material that is discarded because it is no longer or less useful. In this, the research is descriptive in approach that used quantitative and qualitative analysis. Interviews through key informants such as local government officials from different offices, engineers and personnel in the industries and residents within the locale of the study were taken into consideration. In addition, government documents, records and reports from industries and secondary sources were used to draw the findings of the study. The data gathered by the researchers are described and analyzed to present the level of waste management of these companies and recommended portions needed to improve to ensure the protection of the public health and the environment.

FINDINGS OF THE STUDY

Brief Background to Waste Management Program

As call for environmental protection become intense amidst growing industrial production, not only agencies or groups became advocates but country leaders also gave in to the pressure. A necessary paradigm shift was adopted and environmental protection became the language of respective countries. Enforcing environment protection regulations have become a prominent feature in country policies in order to make a more environment conscious society. This move is initiated by both developed and growing countries, Thailand for example provides the *National Solid Waste Management Policy* in 2007, which importantly strategize awareness raising and re-uses waste. Philippines, with its growing desire for economic expansion, also moved to implement the **Republic Act 9003** or also known as **Ecological Solid Waste Management Act**. The Philippine government has enacted various policies related to waste management since 1938 to 2001 (Atienza, 2011 as edited by Kojima and Michida, 2011). These laws were implemented depending on the circumstances encountered but even earliest laws already strictly impose penalties to the compliance. Even the Local Government Code of 1991, which is used as guiding principle in the operations of local government units, also urged local units to advance

waste management practice in the local administration (Oceanar, 2001 as cited by Atienza, 2011). Then the RA 9003 was approved, which made the LGUs participation as prime in the implementation of the law but private sector and community are also persuaded. With the mandate provided in the law, the local government unit of Iligan City enacted **Ordinance No. 09-5488** on January 22, 2009, the **Comprehensive City Ecological Solid Waste Management System**. However, before such ordinance was passed as form of compliance to national mandate, Iligan City government since 1975 have shown concern in keeping a healthy environment but implementation sadly turns futile since awareness among people to keep up with the ordinance was flimsy. Community consciousness to keep the environment in form holds significance for the law to thrive because the latter only serves as an instrument but realization and application of the instrument remain as the prerogative of the people and community.

Iligan City, mouthed as the “industrial city of the south”, experienced rapid economic expansion when the National Power Corporation started to harness potential energy source in Agus River in 1950s. This resulted to cheap power costs enough to attract big industries to operate to the once sleepy town of Iligan. But from 1962-79, it was sleepy town no more with the coming of more industries which generated great economic gains for the city (Salgado, 1998). *More industries the better*, was

the language of the city since it can generate more jobs that replicates to better income and can further reciprocate to inward migration hence the town’s growth and development was foresee as bright.

These industries tied their factories strategically near the sea to facilitate shipping convenience hence private piers were put up making Iligan to have the most number of private piers in the country. Indeed, more industries mean more income and growth but more industries can also mean more waste disposal that leads to environmental degradation. As observed by Salgado (1998), the growth experienced of the city is not without pains and sacrifices among others were the apparent “degradation of physical environment due to industrial waste”. Until 1975, the city has no master plan to respond to the possible environmental effects on the proliferation of industries. In Salgado’s conclusion, the years when manufacturing industries multiplied in the city, almost types of industrial waste were also found in the city, in fact it is apparent particularly in the sea areas where most industries have congregated. However, this dirty practice have gradually decline, though waste management issues and problems comes out every now and then, when the enforcing of laws strongly requires their compliance. The RA 9003, which is further strengthened by the city ordinance, requires representatives from the manufacturing and packaging industry to become member of the *Provincial Solid Waste Management Board* and

the *City/Municipal Solid Waste Management Board* as indicated respectively in Section 11 & 12 of the act. Furthermore, imposing strict and penalties to any person that fails to comply with law and in case corporation commits the offense it is the chief executive officer, president, general manager, or officer-in-charge shall be held liable under the law as prescribed in its Section 49. The local government held the foremost responsibility in the promulgation of the provision under the act, otherwise administrative sanctions be faced (Section 50 of the law). Meanwhile, Section 48 of the law outlines the prohibited acts:

(1) Littering, throwing, dumping of waste matters in public places, such as roads, sidewalks, canals, esteros or parks, and establishment, or causing or permitting the same;

(2) Undertaking activities or operating, collecting or transporting equipment in violation of sanitation operation and other requirements or permits set forth in established pursuant;

(3) The open burning of solid waste;

(4) Causing or permitting the collection of non-segregated or unsorted wastes;

(5) Squatting in open dumps and landfills;

(6) Open dumping, burying of biodegradable or non-

biodegradable materials in flood prone areas;

(7) Unauthorized removal of recyclable material intended for collection by authorized persons;

(8) The mixing of source-separated recyclable material with other solid waste in any vehicle, box, container or receptacle used in solid waste collection or disposal;

(9) Establishment or operation of open dumps as enjoined in this Act, or closure of said dumps in violation of Sec. 37;

(10) The manufacture, distribution or use of non-environmentally acceptable packaging materials;

(11) Importation of consumer products packaged in non-environmentally acceptable materials;

(12) Importation of toxic wastes misrepresented as "recyclable" or "with recyclable content";

(13) Transport and dumplog in bulk of collected domestic, industrial, commercial, and institutional wastes in areas other than centers or facilities prescribe under this Act;

(14) Site preparation, construction, expansion or operation of waste management facilities without an Environmental Compliance Certificate required pursuant to Presidential Decree No. 1586 and this Act and not conforming

with the land use plan of the LGU;

(15) The construction of any establishment within two hundred (200) meters from open dumps or controlled dumps, or sanitary landfill; and

(16) The construction or operation of landfills or any waste disposal facility on any aquifer, groundwater reservoir, or watershed area and or any portions thereof.

The Case of Mabuhay Vinyl Corporation

Background

Mabuhay Vinyl Corporation was established in 1963. It is the first and largest caustic soda polyvinyl chloride (PVC) resin producer in the Philippines. Before, Mabuhay Vinyl Corporation manufactures and sells six chemical products namely: caustic soda, liquid chloride, hydro chloric acid, sodium hypochlorite, compressed hydrogen and polyvinyl chloride.

Founded in 1934 by Judge Guillermo B. Guevarra, the company was then known as Mabuhay Rubber Shoe Factory, with manufacturing facility located at Cuneta Street, Pasay. The company eventually ventured into the manufacturing of related industrial rubber products such as gaskets, rubber soles and heels, rubber parts for farm equipment and other molded rubber products. Unfortunately its production facilities were completely destroyed during World War II (Viajante *et.al*, 2000).

In 1963, the Company was reconstructed into a manufacturing firm of caustic soda and PVC resin. In 1964, new production facilities were constructed in Iligan City due to low cost of labor and great source of electricity.

The plant started as a small company. The original plant was designed to produce 6,000 tons of PVC resins and 5,000 tons of caustic soda per year. In 1966, the plant undertook a 2,000,000 expansion program to increase its production of PVC and Caustic Soda by 60%. This increased the output of vinyl chloride monomer and polymer resins to 9,000 tons a year and caustic soda to 7,000 tons a year. In 1967, the name Mabuhay Rubber Shoe Factory was changed to its present name the Mabuhay Vinyl Corporation.

At present, Mabuhay Vinyl Corporation is located in Assumption Heights, Iligan City. It has an area of about 279,000 square meters. It is situated nine kilometers south of the city proper and is adjacent to the state-owned National Power Corporation's generating station at the Maria Cristina Falls. In addition, it produces four main products; caustic soda, hydrochloric acid, liquid chlorine and sodium hypochlorite. It maintains depot warehouses strategically built to transport its chemical products. Complementing them are fleets of flatbeds and lorries suited for the transport of chemical products to their domestic and multi-national consumers (Miranda *et.al*, 2000).

Indeed, Mabuhay Vinyl Corporation has contributed to the rapid industrialization that Iligan City has experienced. It also boosted Iligan's capital and employment. Moreover, MVC is one of the major industries that made Iligan a vibrant city for trade and commerce. MVC, therefore is very essential due to its enormous contributions to the over-all development of Iligan City.

Raw Materials

In an interview with Engineer Bayor (2015) salt is one of the most important raw materials in their operation. The company uses around 33,000 metric tons of industrial salt per year. Aside from salt, water and electricity are important raw materials as well it the production.

Products and Application

The company currently produces four basic and intermediate chemicals with a wide range of industrial and household applications. The biggest consumer buyer of these products are the San Miguel Corporation, Coca-Cola, Unilever Philippines, Procter and Gamble Philippines and Pepsi-Cola.

Based from the MVC's Report (1997), included within the chlor-alkali group of products are the following:

1. **Caustic Soda.** This is the common name for the sodium, a clear slippery and highly corrosive liquid compound which is used as a raw material in the manufacture of soaps, detergents, textiles and papers. MVC ranks as the country's

largest manufacturer of caustic soda with a production capacity of about 1,290 metric tons per month.

2. **Liquid Chlorine.** It is a clear, amber-colored liquefied gas that is kept under high pressure in steel cylinders. It is a highly reactive gas with a pungent and irritating odor and is primarily used for drinking water purification, water treatment as a bleaching agent for paper and textile manufacturing and for producing insecticides, refrigerators and chlorine-synthetic chemicals. Presently, MVC is the only chemical company in the country that produces C12 in commercial quantities.
3. **Hydrochloric Acid.** This chemical is commercially known as "muriatic acid." It's commonly used in the pre-treatment of metals in steel manufacturing, activation of geothermal oil wells, food processing, production of zinc chlorine for batteries and steel pickling in electronics assembly. MVC is the only producer of hydrochloric acid in the country with a production capacity of about 1,290 metric tons per month.
4. **Sodium Hypochlorite.** It is used as bleaching material for clothes and as disinfectant and deodorant in dairies, sewage disposals, hospitals, school canteens, bathrooms and kitchens. MVC has a 2-production capacity of about 1, 670 metric tons per month.

Equipment and Facilities

The plant equipment and facilities are deep sea water pier, caustic chlorine, deionized water tank, takuma boiler, drying plant, purifier tank, pipe and foundry shop, packaging plant, blast furnace (MVC Prospectus, 1997).

Manufacturing Process

Salt is dissolved in water and electrolyzed using a diaphragm cell process to produce hydrogen gas, chlorine gas and caustic soda with 10% concentration. Then water is reduced to its content through a triple affect evaporation system, diluted caustic soda yielded by the diaphragm cell is concentrated to fifty percent. From the electrolysis cells, chlorine and hydrogen gases are channeled to a combustion tower. The gases, are combined to an exothermic reaction to form hydrogen chloride gas. This gaseous intermediate product is absorbed in water or with a dilute hydrochloric acid solution, producing a concentrated thirty-two hydrochloric acid solution. Some of the hydrogen gas is directed into the hydrogen purification plant where it is cooled, deoxidized, compressed and then charged into steel cylinders.

Part of the chlorine gas is diverted to the liquid chlorine plant. There it is dried, compressed, liquefied and then charged into steel cylinders. Liquid caustic soda and chlorine are mixed together with softened water in a sodium hydrochloric reactor. This

mixture then passes through a filter for further refining into a premium grade sodium hydro chlorite solution.

Waste Management

Mabuhay Vinyl Corporation has secured the necessary permits and clearance from the Department of Environment and Natural Resources (DENR) to operate all of its plant facilities. When the need arises, MVC disposes waste chemical products in accordance with the appropriate disposal procedures. It is true that MVC produces large amount of waste water (cooling water), however, excess hydrochloric acid for instances, is neutralized using lime hydrate before it is discharged to the disposing tank. In Air pollutant, they have the so called Chlor Alert System, 24/7. This equipment detects chlorine leak at 1ppm. That is why, according to Engr. Gorgolon (2015) MVC believes that the necessary precautions are being taken by the company to comply with the applicable environmental regulations. As a matter of fact, within the vicinity of Mabuhay Vinyl Corporation in every area or part of their site, collection and segregation of wastes are properly observe and practice.

In this manner, certificate from the DENR proved that before the company operates its business, it had complied with all the necessary safety precautions and safety devices that could not cause the destruction the environment but rather it would maintain its beauty and preserve its resources for the benefits of the people. It cannot be denied that Mabuhay Vinyl Corporation supports a

precautionary approach to environmental challenges, undertake initiatives to promote greater environmental responsibility and even encourage the development and diffusion of environmentally friendly technology. Based from their 2008 report in their website entitled UN Global Compact 2008, MVC carried out advocacy activities on waste management program by:

1. Participating in the Barangay Waste Management Council of Barangay Maria Cristina under the Barangay Captain.
2. Conducted orientation to ten members of the Education and Promotion Committee of Mindanao State University (MSU) – Iligan Institute of Technology.
3. Hosting the Capability Building Training for Barangay Maria Cristina Solid Waste Management Committee.

Engineer Gorgolon (2015) also emphasizes that MVC successfully passed the surveillance visit of TUV-SUD on MVC's Environmental Management System. Aside from that, MVC is granted 3 ISO Certificates from their three systems, namely; Quality Management System (QMS) - ISO 90001, Environmental Management System (EMS) – ISO 14001, Occupational Safety and Health Management System (OSHM) – OSAS. And these three systems are called as the Integrated Management System (IMS).

Furthermore, based from the Occupational Safety and Health

Standards, MVC formed their Safety Committee known as Corporate Council on Quality Security Safety Health and Environment. This group is composed of various committees:

1. Resource Conservation
2. Customer Satisfaction
3. Support for Climate Change
4. Chemical Safety
5. Fire Prevention and Emergency Drills
6. Water/Air Pollution/Spill Prevention
7. Mechanical Safety
8. Motivation, Safety and Environment, Education and Health
9. Disaster Assistance and Response Team
10. Solid Waste Management

These are the following activities which MVC has undertaken in support of its Environmental responsibility:

1. Conducted Safe Chlorine Handling Orientation for 33 employees of Iligan City Waterworks System.
2. The Pollution Control Association of the Philippines conferred MVC with its Success Story-Environmental Award during its 28th National Convention in Subic Bay. The award is in recognition of the efforts and programs of the company to remain steadfast in putting to practice and aligning itself with the principles it has established in protecting the environment and conserving resources through adoption of environment friendly technologies.

3. Celebrated Earth Day/Month thru a volunteer community clean-up at Purok 13 Highway, Timoga creek and coastal area near MVC Pier. Purok 13 residents and MVC employees were the volunteers.
4. The entire operations of MVC Iligan Plant shifted to the Ion Exchange Membrane Technology which is a more environment-friendly technology. This eliminates use of asbestos, reduction in power and materials usages and will definitely enhance safety and health concerns of workers.
5. Conducted orientation/tour of the new IEM plant facilities for Purok 13 officials. Emphasized to them the safety/environment friendly features of the new plant.
6. DENR through its DENR-EMB Industrial Eco watch program upgraded the rating of MVC from blue to green. The rating criteria based on D.O. # 98-51 are as follows:
 1. Black - Very Bad
 2. Red – Bad
 3. Blue – Good
 4. Green - Very Good
 5. Silver - Excellent Performance
 6. Gold - Outstanding Performance

With this, MVC met all the DENR/LLDA requirements and has been rated Blue in the previous rating period. Their effluents/emissions are consistently lower than the applicable standards by at least 20%. MVC has a well-functioning monitoring equipment such as flow meters, continuous

emission monitoring system. They have discharge points which are accessible to inspection.

Aside from complying with the environmental regulation and proper chemical waste disposal, MVC initiated an activity such as tree planting and coastal clean-up under the supervision of the Technical department head, Engineer Eric Pagaling. This was decided in support of the government's drive of preserving our environment. Trees such as the Mahogany and Gimelina were planted in strategic areas around the company site.

Thus, all these efforts have been duly noted, as MVC was awarded by the Department of Environment and Natural Resources (DENR) with a Citation for its Energy Conservation Programs

The Case of Granex Manufacturing Corporation

Background

Granex is located at Barangay Kiwalan, Iligan City, Lanao del Norte, Philippines. Kiwalan is one of the earliest settlements and one of the oldest local government units of Iligan City. Its strategic location makes it suitable for human settlement and economic activities. For this reason, Kiwalan is ever since a vibrant and a dynamic community. This is also the reason why many industries came to establish their operation in the barangay (Explore Iligan, 2012).

Accordingly to Miranda *et.al* (2000) Granex Manufacturing

Corporation is probably the biggest coconut oil milling company in the world. Granex belongs to the Coconut Industry Investment Fund group of companies administered by the United Coconut Planters Bank.

It was founded in 1954 bearing the name GRANEX Phil., later changed to Grand Export in 1996. Then manned by three personnel and involved in the study of copra business feasibility and the coconut industry. As an enterprise, it started with copra buying and exporting of copra. When the copra supply was abundant, the company decided to expand with the crushing of Iligan Coconut Oil Mill from 500 to 1,000 MT in 1979, which made Granex Manufacturing the Biggest Coconut Mill in the world. The company put up a coconut oil mill in Kiwalan, Iligan City and around 20 copra buying stations in the Philippines. All copra bought from these stations is transported or shipped to its plant in Kiwalan, for milling.

Generally, Granex produces crude oil and coco pellet. Crude oil is a raw material for the manufacture of edible oil, soap, detergents and other chemicals. Minola cooking oil and crude coconut oil for domestic consumption, and copra pellets, crude coconut oil and Cochin coconut oil for exports are the company's products. These products are mainly exported to the USA, Europe, Japan. Every year, the plant produced 1,000 metric tons of crude oil and 102, 000 metric tons of coco pellets (Granex Port Manufacturing Corporation, nd).

Equipment and Facilities

The plant equipment and facilities includes Type C Unloading Pier, Type B Loading Pier, BI Pipeline connected to the Loading Pier, Long Conveyor belt connected to the Loading Pier, Mooring Dolphins, Breasting Dolphins since Granex has also a port Area. As to its equipment during processing and production, the following includes milling plant, refinery plant, deodorizing plant, and acidulation plant.

Raw Materials and Products

According to Engineer Lugatiman (2016) the raw materials are processed in Plants to come up with a product. Copra is processed in Milling plant and produced crude coconut oil and copra solvent extraction pellets, *Crude Coconut Oil* processed in a Refinery Plant which produced refined bleached oil (RBO)/ *Cochin* and soapstock, *Refined Bleach Oil/Cochin* processed in the Deodorizing Plant which produced refined bleached deodorized oil (RBDO) / minola premium edible oil, *MINOLA Premium Edible Oil and Palm Oil Stearine* is processed in a *Shortening Plant* which produced minola vegetable shortening and *Soapstock* processed in Acidulation Plant which produced acidulated oil.

Waste Management

Out of the raw materials, it is undeniable that during its processing and production, Granex Corporation disposes waste which might affect the public health and the environment. First, production waste includes *Copra*

Dust which the company either sell it to local scrap buyers or land filling. *Used Bleaching Materials* from the Refinery, it is either reuse it at Oil Milling Plant Filtering Process or sell to local scrap buyers. Land filling is usually done with the Coconut shell ash from Solid – Fired Boiler. For used sacks, the company either reuse it or sell to local scrap buyers.

Second, Fabrication and Maintenance Waste just like Metal cuttings & chips, the damaged equipment or equipment parts and used/damaged conveyor belt are sold to local scrap buyers, for the Wooden Crates it is recycle and reuse it as alternative fuel for Solid – fired Boiler, and for Busted lighting fixtures (bulbs & lamps) and Damaged / defective storage battery the company just stored it to a designated area.

For the office waste, used papers and cartoons are either reuse or sold to local scrap buyers and for the canteen waste just like food leftovers, usually it is given to the backyard hog raisers within the community, and plastic bottles are also sold to local scrap buyers.

CONCLUSION

Industrialization is considered the synonym to development but it is necessary to review the impact of industrialization on society and environment. The most prevalent and evident consequence of this would be the pollution that it can cause to the environment and community. Based from the studies conducted by Salgado and among others, it showed that Iligan at the outset of its industrial growth, pollution of the environment is

one stark reality. Since most factories are congregating on the coast with very limited area, chances are the industrial pollutants of various types would easily get concentrated beyond what is humanly tolerable or safe. Accordingly, in Iligan, practically all types of industrial waste are found.

In response to the critical condition of waste management problem and the threat it poses to the environment and human health if it remains unsolved, the Philippine government enacted the Republic Act 9003 on January 26, 2001. Unlike previous environmental policies, this Ecological Solid Waste Management Act of 2000 takes a holistic approach to the problems of solid waste management. It declares the intention of the state to adopt a systematic, comprehensive and ecological solid waste management program that will ensure the protection of public and environment. The Act also mandates that Solid Waste Management Board in every province city or municipality should have a representative from the NGO sector, recycling industry and manufacturing or packaging industries (Section 11 and 12). Sections 29 and 30 prohibit the use of non-environmentally acceptable products and packaging within a year of the Act coming into force.

In this study it was found out that wastes from the industries, the case of Mabuhay Vinyl Corporation and Granex Manufacturing Corporation they strictly and properly observed the salient provisions and mandates of local government of Iligan pertaining to Solid Waste Management.

Furthermore, these industries were very practical and ingenious as they viewed wastes a resource rather than a local problem.

Thus, this paper will conclude that Mabuhay Vinyl Corporation and Granex Manufacturing Corporation, as leading industries in Iligan City have properly and strictly observed waste management in their workplace, taken into consideration the protection of the environment.

RECOMMENDATIONS

Since this study is primarily bounded only to two of the major industries in the city and their compliance to solid waste management, the researchers recommend to look further and study comprehensively the waste management (including chemicals and toxic waste) of other industries in the city. For the local government, a “hands on approach” will fit to look if these companies really follows and comply the said protocol. Also, there should be a strong collaboration among different sectors in the community to control solid waste for the common good of the residents and the environment.

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Dependency, Disengagement and Life Satisfaction: The Challenges Confronting the Elderly of Maramag, Bukidnon, Philippines

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Gerontology researches have become one of the most important fields of inquiry in Sociology today. In the Philippines more particularly, there is a call to study the life of the elderly that describes their life, problems, challenges and pressing issues. Filipino values and traditions say that the family's elderly has to be taken-care of at home, be loved, be respected and be valued. But, modernization tends to over-run this most ideal way. In fact, the Filipino elderly has become one of the marginalized sectors.

The study was conducted in Maramag, Bukidnon. Three groups of elderly were considered: an Indigenous People's (IP) community, a group of retired government employees and a community of farmers. The study focused on financial dependency, physical dependency, disengagement with family, work and social life and life satisfaction. The challenges and issues confronting the elderly were also given emphasis. The study is descriptive. It is quantitative and qualitative in approach using survey, in-depth interview and key-informant interview.

The study revealed that the three groups revealed that they have different challenges, concerns, and issues, and they want these to be addressed by the local and national government.

Keywords:

Elderly, Dependency, Life satisfaction, Challenges, Filipino Culture

INTRODUCTION

Aging, though considered a natural process, is one of the most profound puzzles of human life, hence gerontology studies have become one of the most important fields of inquiry in Sociology today. There is a call to study the life of the elderly that will describe their life and present their concerns, problems, challenges and pressing issues. Be it noted that in the Philippines there is a dearth of systematic studies concerning this group (Gaston-Mills 2005 as cited by Villegas, 2014) because most sociological

studies are focused on the younger age groups.

Practically, as individual grows old, he/she becomes weak, is prone to diseases, physical impairments and is likely to suffer disengagement from family, work and social life. This is giving us an idea that the elderly are vulnerable and perhaps, in some cases, helpless.

Filipino traditions and values say, our elderly are to be taken-care of, be loved,

valued and be respected. However, it has been observed that some of our elderly are in abject conditions. They are stricken with economic and physical dependency while experiencing disengagement from family and social life. Some are not even treated fairly by their own families. Does growing old mean to be alone, to be detached, deprived and lonely? What is really the condition of our elderly? Are they contented and satisfied. Has modernization overrun our traditional way of caring our elderly?

There is the need to study the life of the elderly, particularly in Bukidnon. The findings may feed information to the different institutions and agencies of the Philippine government and its LGUs and maybe a good basis for their activities and programs. This could also be a potent benchmark on extension programs.

This paper argues that unlike other cultures, income is not related with life satisfaction. The Filipino elderly is satisfied with their life though are struggling with poverty. It is not money that positively affects their life satisfaction but their solidarity and good relationship with their family.

Secondly, this paper argues that the once strong kinship of the indigenous peoples (IP) community has been altered by exogamy. Intermarriage of IPs with non-IPs limits the IP parent's closeness with their children, thereby adversely affecting their close bond.

Thirdly, this paper argues the need to put up a home for the aged in the municipalities. While it is true that most elderly are in good situation, some are abandoned and are extremely poor to survive. The intervention of the government is highly needed.

Objectives of the Study:

The study was conducted to describe the financial and physical dependency of the elderly. It sees how disengaged are the elderly from their families, work and social organizations. The study also describes the levels of satisfaction of the elderly, correlating it with dependency and disengagement. It also digs on the needs, concerns, and challenges confronting the elderly.

Methodology:

The study is descriptive. It is quantitative and qualitative in approach. A triangulation method of survey, In-depth interview and Key-informant Interviews (KII) were used by the researcher. The study was conducted in the municipality of Maramag, Bukidnon. Three sectors were considered in the study: a group of farmers, retirees, and an indigenous people's (IP) community. The top three farming barangays of Maramag were picked to represent the farming community. These were South Poblacion, Base Camp and Dagumbaan. The retirees of CMU represented the retirees sector, and the IP community of Panadtalan represented the IP Community.

The survey had seventy-four respondents, distributed as follows:

IP	22
Retirees	22
farmers	30
Total	74

The survey used interview method. This was seen to be more feasible than questionnaires with the assumption that most of the respondents have eye-defects because they are already old. Some also do not have the ability to read because they have not gone to school.

Key informants were seen vital. The information they feed will certainly substantiate the findings in the survey. There were five key informants. They were the presidents of the Senior Citizens Organizations of South Poblacion, Dagumbaan, Base Camp, Panadtalan and the Senior Citizens federation president. The KII was conducted at the Senior Citizen Federation office situated at Maramag, Bukidnon.

The study obtained quantitative and qualitative data. Quantitative data were analyzed through thematic analysis, while the quantitative data on dependency, disengagement and life satisfaction were presented through frequency count and percentages. The relationship between dependency and life satisfaction and between disengagement and life satisfaction were determined through Cross-tabulation Method.

The study observed research ethics and protocols. It secured the consent of the mayor of Maramag, Bukidnon, the federation president of the Senior Citizens organization, the respective presidents of the Senior Citizens Organization of South Poblacion, Dagumbaan, Base Camp and Panadtalan, and the president of Central Mindanao University.

Contextual Backdrop

Maramag is a first class municipality in the province of Bukidnon, Philippines. It is a landlocked area of 44,726 hectares that was formally created as a municipality through Executive Order No. 272 on July 1, 1956. It has twenty barangays with a population of 90,901 based on the 2010 census. Given the approximate elderly population of 7%, the approximate population of the elderly of Maramag is 6,363. These elderly comes from different

occupation sectors like farming, business, and government employees.



The respondents:

Category	Description	Frequency	Percentage
Sex	Male	36	48.6%
	Female	38	51.4%
	Total	74	
Civil Status	Married	53	71.6%
	Widow/widower	19	25.7%
	separated	2	2%
Age	Minimum	60	
	Maximum	83	
	Average	70	
Years of Residence	Minimum: 1		
	Maximum: 70		
	Average: 36.83		
Religion	Catholic	61	82.4%
	Non- Catholic	13	17.6%
Educational Attainment	No Education	7	9.5%
	Elementary	38	51.4%
	High School	10	13.5%
	College	19	25.7%

BODY TEXT

The elderly in the Philippines are called as senior citizens. The findings presented below will give as a picture on their plight. Their physical dependency, financial dependency and disengagement from family, work and social life are described and are correlated with life satisfaction. Their concerns and challenges are also presented.

Physical Dependency.

Physical dependency refers to the elderly's physical condition, describing their health and their capacity to do things by themselves independently. To measure this, the Katz Index of Independence in Activities in Daily Living (ADL) was used. ADL is a standardized instrument that measures one's independence in bathing, dressing, toileting, transferring, continence and feeding. It claims to be the most appropriate instrument that assesses the functional status of the elderly in performing daily activities and is widely used in clinics and home environments.

Table 1: Physical Dependency

sector	Physical Dependency						total
	low (very dependent)	2.0	3.0	4.0	5.0	High (very independent)	
IP	0	2	1	1	1	17	22
Retirees	2	0	0	1	0	19	22
Farmers	0	0	0	0	0	30	30
Total	2	2	1	2	1	66	74

The data shows that 100% of the farmers have high level of Physical independence while only 86 % of the retirees and 77.3% of the IPs fall to the same level. These respondents can bath and dress themselves very independently. They can go to the toilet alone, can transfer themselves independently, can control urination and defecation and can get food from plate into mouth very

independently. However, there are few respondents who are physically dependent. They need the assistance of other family members.

This independence however does not mean they are totally free from sickness and diseases. The respondents complain about hearing impairments, and chronic illnesses like arthritis, diabetes, cough, colds, etc. They see themselves to have deteriorated physically. This information finds support in the work of Maciones (2009). He calls the elderly as the final stage of life, which begins around mid-sixties. At this stage, gray hair, wrinkles are becoming apparent and energy starts to decline. Their bones become brittle, injuries take longer to heal and chronic illnesses as arthritis and diabetes, and life threatening diseases like heart diseases and cancer rise steadily. Sensory abilities like taste, sight, touch, smell, and especially hearing decline.

However, amidst physical limitations, most elderly are not discouraged (Maciones 2009). This is also true among the respondents of this study.

They said “dawat na namu ang among kahimtang” (We have accepted our fate).

Independency on Activities of Daily Living

The study also measures the elderly's independence in performing the activities of daily living. Using the Lawton Instrumental Activities of Daily Living Scale (IADL) the study described the ability of our elderly to shop or go to market, prepare food, do the housekeeping, do the laundry, capability to travel, responsibility to take medications, ability to handle finances, and ability to operate cellphones. IADL describes how a person is functioning at the present time.

Table 2: Independence on Activities of Daily Living

sector	Function/Independence on Activities of Daily Living								Total
	1.00	2.00	3.00	4.00	5.00	6.00	7.00	8.00	
IP	0	1	4	2	3	4	8	0	22
Retirees	1	0	2	2	4	5	2	6	22
Farmers	0	0	2	3	5	5	11	4	30
Total	1	1	8	7	12	14	21	10	74

Same with the findings on Physical dependency, the farmers are seen to have high level of independence on activities of daily living. 66.7% of farmers have 6-8 scores or high level of functioning or independency, followed by the retirees having 59.09% and IPs with 54.5%. This means that the farmers are more able in performing the daily activities than retirees and IPs. These activities include going to the market alone, preparing food, performing housekeeping, doing the laundry, traveling alone, taking medications alone, and managing financial matters independently like paying bills personally.

Financial Dependency

Despite favorable cultural background and efforts of the Philippine government, many of our elderly are found to be in abject conditions. Some studies conducted in the Philippines show the plight of the elderly. They are stricken with economic dependency. According to Villegas (2014), the population of the elderly ranks eight among the nine sectors with the highest poverty incidence. While well-off elderly rely on their savings and investments, the poor depends on pensions and state subsidies on health expenditures. Nevertheless, the country's pension scheme fails to cover the most vulnerable sectors of society, the unemployed and those who worked in the informal sector. Hence, as they grow old, they are expected to be living in decency.

This contention of Villegas finds support in this study.

Table 3: Regular Income

Sector	Regular Income		Total
	No	Yes	
IP	12	10	22
Retirees	1	21	22
Farmers	7	23	30
Total	25	49	74

The table shows that 95% of the retirees and 76.7% of the farmers have a regular income, while only 45.5% of the IPs have.

Table 4 will give as an idea on the earnings of our elderly. This earnings are derived from their regular income and benefits like pensions or state subsidies.

Table 4: Earnings

Sector	Earnings					Total
	Below 1000 Php	1000- PHP- 5,000	5,001- 10,000	10,001- 15,000	15,001- 20,000	
IP	12	10	0	0	0	22
Retirees	3	4	6	4	5	22
Farmers	1	23	2	4	0	30
	16	37	8	8	5	74

The retirees are far better-off compared to the farmers and IPs. 22.7 % of them have income ranging from 15001-20,000 pesos, 18% have an income between 10,001-15000 pesos, 27% have an income of 5,001-10,000pesos, 18%

have an income of 1000-5000 pesos, and 13% have an income of 1000 and below. For the farmers, 13% have an income between 10,001-15,000 pesos, 6% have an income between 5001-10,000.00 and 76% have an income of 1000-5000 pesos.

It is very apparent that the IPs are the most economically-stricken. 45% of them have an income of 1000-5000 pesos, while 55% claim to have an income below 1000.00. According to generoso, “Abi nimu, lisod gayud among kahimtang sa imung nanay. Wala nami lain panginabuhian. Maglisod nami sa pang adlaw-adlaw na pagkaon. May gani kay makadawat pami ug pension nga 500 kada bulan. Pero kulang ra gyud kini kaayo” (You know, our situation is really hard. We do not have others sources of income. We even could hardly provide our food. Good and we receive pension of 500 pesos a month. But the amount really is not enough). The pension of 500 pesos Generoso receives is a state subsidy for the indigent elderly.

The presidents of the senior citizens organization realized the plight of their fellow elders. “Bisan sa pagkaun galisod. Gamay ra ang 500 na pension, kulang pa sa tambal. Dli tanan naay pension”. (They could not even sustain their food. The pension is too minimal. Not even enough for medicines. Not all have pensions), according to Wilfred of

Dagumbaan. “Ge antos ra jud nila ang mga problema. Ug walay magpaguna, wala jud kita” (They just bear the problem. If no one asks their services to laborer in the farms, they will have no income), Willie continued. This picture gives us an idea that the situation of our elderly in Maramag is very different with the

situation of the elderly in Europe and America whose graying population enjoys a better standard of living. Their elderly have more food and have better health conditions. Their governments afforded better health services. This is one positive offshoot of industrialization (Henslin 2005).

However, this is not sustainable because their children also do not have stable jobs nor have good income. Hence, the life of the IPs and farming senior citizens is below decency. “70% sa atong mga tigulang ang galisod” (70% of the senior citizens are struggling to survive), according to Victor of South Poblacion.

Sources of Income

Table 5: Sources of Income

sector	Pension	Children	Farming	Others	Total
	IP	6	9	4	3
Retirees	21	0	0	1	22
Famers	22	8	0	0	30
Total	49	17	4	4	74

Data shows that 95% of the retirees receive pensions. These are monthly allowances from the Government Service Insurance System (GSIS) and the Social Security System (SSS). They receive entitlements because they are retirees from a government office.

On the other hand, 73% of the farmers receive a state subsidy which they also call as pension. This is a monthly allowance of 500 pesos per month extended by the government to indigent senior citizens. However, not all indigent senior citizens are able to receive pensions, “Bisag naay qualified na dapat i-pension, dili ma-approve and application” (There are those who are qualified to receive pensions but whose applications are not approved), said Victor of South Poblacion. The five hundred pesos is too minimal, but somehow, it helps the elderly survive. The sad thing, the state subsidy does not come on time. Recipients receive it every three months.

It is worth noting that most IP and some farmers rely on their children. Their children support them with food.

Disengagement

Cummingham (as cited by Kunkel 1981) defined disengagement as a “mutual withdrawal of the person from society and society from the person”. This dynamics however involves loosening of social interaction. Likewise, according to Villegas (2014), the stage of the elderly is also considered the stage of retreat. This is the time when one is disengaged from work and from social life. At this point of time also, their children are already married or are already having their own independent careers, a situation that contributes more to disengagement of the elderly.

On the context of this study, disengagement refers to the elderly’s detachment from their families, work and social life.

“very much”, while 42.9% say quite a bit and 28.6% say some. This is surprising.

Table 6: Time Spent with Family Members

sectors	Time Spent with Family Members					Total
	Very little	Little	Some	Quite a bit	Very much	total
IP	1 (4.8%)	7 (33.3%)	7 (33.3%)	6 (28.6%)	0 (0.0%)	21 (100%)
Retirees	1 (4.5%)	1 (4.5%)	2 (9.2%)	11 (50%)	7 (31.8%)	22 (100%)
Farmers	0 (0%)	3 (10.0%)	10 (33.3%)	15 (50.0%)	2 (6.7%)	30 (100%)
Total	2 (2.7%)	11	19	32 (43.8%)	9 (12.3%)	73 (100%)

The retirees spent much time with their family members compared to the farmers and IPs. 31.8% of them spent very much time while 50% of them spent quiet a bit with their family members. 6.7% of the farmers spent very much time while 50% of them spent quiet a bit for their families. Whereas, only 6 (28.6%) of the IPs spent “quite a bit” and 7(33.3) spent “some” and 7 (33.3%) spent “little” time for their families. In general, 43.8% of the elderly spend “quite a bit” and 26% spent “some” with their families.

Table 7: Closeness with Family Members

sector	Very little	Little	Some	Quiet a Bit	Very much	Total
IP	0 (0.0%)	3 (14.3%)	6 (28.6%)	9 (42.9%)	3 (14.3%)	21 (100%)
Retirees	1 (4.5%)	0 (0.0%)	0 (0.0%)	8 (36.4)	13 (59.1%)	22 (100)
Farmers	0 (0.0%)	1 (3.3%)	1 (3.3%)	19 (63.3%)	9 (30.0%)	30 (100%)
Total	1 (1.4%)	4 (5.5%)	7 (9.6%)	36 (49.3%)	25 (34.2%)	73 (100%)

Generally, all the three sectors are close with their family members. The retirees show to be closest with their family members. 59.1% say they are very much close, while 36.4% say they are quite a bit close. Followed by the farmers that has 30% very much close and 63.3% quite a bit close. The IPs are the least close with their family members. Only 14.3% say

The IPs are conventionally believed to be closest to their families. They are conceived to be a very intact community. Why, what happened? In the interviews, it came out that the children of the IPs have intermarried with the non-IPs, making the parents hesitant to come or live with them. Some children also are

no longer in the community. They live in other places. The IP parents, being poor, could not visit them. They also do not have cellphones, hence they could not talk to their children. Intermarriage and exogamy, poverty and distance hamper the traditional close family ties of the IPs. The data below on correspondence will support this claim.

Table 8: Correspondence with Family Members

sector	Correspondence with Family Members					Total
	Very little	little	some	Quite a bit	Very Much	
IP	0 (0.0%)	3 (14.3%)	6 (28.6%)	7 (33.3%)	5 (23.8%)	21 (100%)
Retirees	1 (4.5%)	0 (0.0%)	2 (9.1%)	9 (40.9%)	10 (45.5%)	22 (100%)
Farmers	0 (0.0%)	1 (3.3%)	3 (10.0%)	16 (53.3%)	10 (33.3%)	30 (100%)
Total	1 (1.4%)	4 (5.5%)	11 (15.1%)	32 (43.8%)	25 (34.2%)	73 (100%)

The data reveals that the retirees have stronger correspondence with their children, followed by the farmers. The IPs has less correspondence with their children.

Likewise, the data shows that the children of the retirees are able to visit them compared to the children of the farmers and the IPs (see table below). This is because the children of the retirees are financially stable compared the children of the farmers and the IPs. None of the children of the IPs have finished college and so jobs and income for them are limited.

Table 9: Children Visiting Parents

IPs	Children Visiting Parents		
	No	Yes	Total
IPs	2 (9.5%)	19 (90.5%)	21 (100%)
Retirees	0 (0.0%)	22 (100%)	22 (100%)
Farmers	3 (10%)	27 (90%)	30 (100%)
Total	5 (6.8%)	68 (93.2%)	73 (100%)

Disengagement from Work

Table 10: Disengagement from Work

sector	Disengagement From Work			
	Yes	No	Retired	Total
IP	11 (52.45)	10 (47.6%)	0	21 (100%)
Retirees	0 (0.0%)	0 (0.0%)	22 (100%)	22 (100%)
Farmers	11 (36.7%)	19 (63.3%)	0 (0.0%)	30 (100%)
Total	22 (30.1%)	29	22	73 (100 %)

More than half (52.45%) of the IPs still engage with their occupation. This includes small-scale farming and labor/services in the neighboring farms. 36.7% of the farmers are still active in their profession. 100% of the government employees have totally retired from their professions either as staff or as faculty members of Central Mindanao University. The IPs and the farmers find it important to work in order to survive. Unlike government employees, they have no pensions to depend on.

Table 11: Social Disengagement

sectors	Seeing/ Socialization with other People					Total
	Very little	Little	Some	Much	Very Much	
IP	3 (14.3%)	13 (61.9%)	4 (19%)	1 (4.8%)	0 (0.0%)	21 (100%)
Retirees	2 (9.1%)	1 (4.5%)	8 (36.4%)	5 (22.7%)	6 (27.3%)	22 (100%)
Farmers	0 (0.0%)	7 (23.3%)	7 (23.3%)	14 (46.7%)	2 (6.7%)	30 (100%)
Total	5 (6.8%)	21 (28.8%)	19 (26.0%)	20 (27.4%)	8 (11.0%)	73 (100%)

The retirees have spent more time socializing with other people. 27.3% of them say very much, 22.7 say much, 36.4% say some. Only 6.7 of the farmers say they spent “very much” with other people. While 46.7% spent “much”. None

of the IPs said they spent “very much time” with other people. Most of them (61.9%) spent “little time” with other people. This is because they are busy earning a living, compared to the

government employees who have totally retired from service. The retirees have ample time, and so they have the privilege to socialize with other people of their choice.

On the other hand, the farmers and the IPs are more active in civic and political activities. They are more responsive to the programs and meetings called by the government and civic organizations. This is because they believe they can gain something from the membership, which may include giving of dole-outs like food, goods, farm inputs, or availment of pensions. Pensions, however, are too minimal. It is only five hundred pesos (500.00) per month.

Table 12: Participation in civic-political Activities

sectors	Participation in civic-political Activities					Total
	Very inactive	inactive	somewhat inactive	active	Very active	
IP	0 (0.0%)	3 (14.3%)	6 (28.6%)	10 (47.6%)	2 (9.5%)	21 (100%)
Retirees	2 (9.1%)	4 (18.2%)	7 (31.8%)	7 (31.8%)	2 (9.1%)	22 (100%)
Farmers	0 (0.0%)	2 (6.7%)	6 (20%)	18 (60%)	4 (13.3%)	30 (100%)
Total	2 (2.7%)	9 (12.3%)	19 (26.0%)	35 (47.9 %)	8 (11.0%)	73 (100%)

Life Satisfaction

Life satisfaction is defined as an “overall assessment of feelings and attitudes about one’s life at a particular point in time ranging from negative to positive” (Diener 1984). To describe the life satisfaction of the respondents, the Satisfaction with Life Scale (SWLS) of Diener et.al was used.

The study reveals that most respondents are slightly satisfied, satisfied and extremely satisfied. The retirees are seen to be more satisfied compared with the farmers and IPs. 67% of them are extremely satisfied, 40.9 % are satisfied and 18.2% are slightly satisfied. Only 13.6% of the retirees are dissatisfied.

On the other hand, 10% of the farmers are extremely satisfied, 50% are satisfied and 36.7% are slightly satisfied. Only 3.3% of the farmers are dissatisfied.

Among the IPs, 19% are extremely satisfied, 14.3% are satisfied, 42.9% are slightly satisfied. It is worthwhile noting that 23.9% of the IPs are dissatisfied of their lives.

Table 13: Life Satisfaction

sector	extremely dissatisfied	dissatisfied	slightly dissatisfied	slightly satisfied	satisfied	extremely satisfied	total
IP	1 (4.8%)	1 (4.8%)	3 (14.3%)	9 (42.9%)	3(14.3%)	4 (19%)	21 (100%)
Retirees	0 (0.0%)	1 (4.5%)	2 (9.1%)	4 (18.2%)	9 (40.9)	6 (27.3%)	22 (100%)
Farmers	0 (0.0%)	0 (0.0%)	1 (3.3%)	11 (36,7%)	15 (50.0%)	3 (10.0%)	30 (100%)
Total	1 (1.4%)	2 (2.7%)	6 (8.2%)	24 (32.9%)	27 (37%)	13 (17.8%)	73 100%)

Physical Dependency and Life Satisfaction

The findings suggest correlation between physical dependency and life satisfaction. The lower the level of independency, the lower is the level of satisfaction. The higher the independency, the higher is the life satisfaction. This findings conform with previous studies that objective life conditions like physical health affect life satisfaction (Ardelt 1997).

Table 14: Physical Dependency Correlated with Life Satisfaction

			Extremely dissatisfied	Dissatisfied	Slightly dissatisfied	Slightly satisfied	Satisfied	Extremely Satisfied	Total
Physical Dependency KATZ INDEX	Low (patient very dependent)	Count	0	0	2	0	0	0	2
		% within Physical Dependency	0.0%	0.0%	100.0%	0.0%	0.0%	0.0%	100.0%
	2.00	Count	0	0	1	1	0	0	2
		% within Physical Dependency	0.0%	0.0%	50.0%	50.0%	0.0%	0.0%	100.0%
	3.00	Count	0	0	0	1	0	0	1
		% within Physical Dependency	0.0%	0.0%	0.0%	100.0%	0.0%	0.0%	100.0%
	4.00	Count	0	0	1	1	0	0	2
	% within Physical Dependency	0.0%	0.0%	50.0%	50.0%	0.0%	0.0%	100.0%	
5.00	Count	0	0	0	1	0	0	1	
	% within Physical Dependency	0.0%	0.0%	0.0%	100.0%	0.0%	0.0%	100.0%	
	High (patient independent)	Count	1	2	2	20	27	13	65
		% within Physical Dependency	1.5%	3.1%	3.1%	30.8%	41.5%	20.0%	100.0%
Total		Count	1	2	6	24	27	13	73
		% within Physical Dependency							100.0%

Financial Dependency and Life Satisfaction

The findings suggest no relationship between income and life satisfaction. The table below shows that those with regular income are satisfied. Some (14.6%) are extremely satisfied. Most (75%) are satisfied and slightly satisfied. However, even those with no regular income are still satisfied (36%) and extremely satisfied (24%). The findings contradict with previous

researches claiming that economic status and financial situation influence life satisfaction.

Table 15: Regular Income and Life Satisfaction Cross tabulation

			Life Satisfaction					Total	
			Extremely dissatisfied	Dissatisfied	Slightly dissatisfied	Slightly satisfied	Satisfied		Extremely Satisfied
Regular Income	No	Count	1	0	3	6	9	6	25
		% within Regular Income	4.0%	0.0%	12.0%	24.0%	36.0%	24.0%	100.0%
Regular Income	Yes	Count	0	2	3	18	18	7	48
		% within Regular Income	0.0%	4.2%	6.3%	37.5%	37.5%	14.6%	100.0%
Total		Count	1	2	6	24	27	13	73
		% within Regular Income	1.4%	2.7%	8.2%	32.9%	37.0%	17.8%	100.0%

Despite their conditions, the elderly in the locality of Maramag is satisfied and contented with their life. One respondent said “OO, malipayun. Unsaun taman ra man jud ta ani, pobre man jud ta. Mahatagan gamay malipay na mi” (We are only up to this. We were born poor. When we receive even just little graces, we are already happy). This is supported by one respondent who also said “Independent ang kalipay sa income” (Income has nothing to do with happiness). A key informant also said “lipay man japon bisag lisod na, dawat man ang ka pobrehun sa kinabuhi” (We are happy despite poverty. We have accepted our situation).

Disengagement and Life Satisfaction

The theory on disengagement suggests that withdrawal and disengagement from personal and social activities gives high morale to the elderly, thereby influencing their life satisfaction. The findings of this study will tell us how the

theory works in the rural areas of the Philippines.

Disengagement with Family and Life Satisfaction.

The findings of the study suggest that the more close the respondents are with their families, the more satisfied they are. Data shows that 36% of those who are Very close with their families are extremely satisfied, 44% are satisfied. Whereas, 100% of those who are much less close with their families are slightly dissatisfied. This data truly portrays the Filipino culture. Filipinos are closely attached with their families. Their family is their most-valued treasure. Disengagement with them certainly affects their life satisfaction.

Table 16: Disengagement Family and Life Satisfaction Cross tabulation

			Life Satisfaction					Total	
			Extremel y dissatisfi ed	Dissatis fied	Slightly dissatisfi ed	Slightly satisfied	Satisfi ed		Extremel y Satisfied
Disengagement Family 5	Much less	Count % within Disengagement Family 5	0 0.0%	0 0.0%	1 100.0%	0 0.0%	0 0.0%	0 0.0%	1 100.0 %
	Little	Count % within Disengagement Family 5	0 0.0%	1 25.0%	0 0.0%	3 75.0%	0 0.0%	0 0.0%	4 100.0 %
	Some what	Count % within Disengagement Family 5	0 0.0%	0 0.0%	0 0.0%	2 28.6%	2 28.6 %	3 42.9%	7 100.0 %
	Much close	Count % within Disengagement Family 5	1 2.8%	1 2.8%	3 8.3%	16 44.4%	14 38.9 %	1 2.8%	36 100.0 %
	Very Close	Count % within Disengagement Family 5	0 0.0%	0 0.0%	2 8.0%	3 12.0%	11 44.0 %	9 36.0%	25 100.0 %
Total	Count % within Disengagement Family 5	1 1.4%	2 2.7%	6 8.2%	24 32.9%	27 37.0 %	13 17.8%	73 100.0 %	

Disengagement from Work and Life Satisfaction

The data suggest no relationship between disengagement from work and life satisfaction. 40% of those who are still engaged with their work are slightly satisfied, 36.4 % are satisfied and 13.6%

are extremely satisfied. The situation is almost the same with those who are already disengaged from their work. 29.4% of them are slightly satisfied, 37% are satisfied, and 19.6 % are extremely satisfied.

Table 17: Disengagement Work and Life Satisfaction Crosstabulation

		Disengagement Work2 * Life Satisfaction Crosstabulation						Total
		Life Satisfaction						
		Extremely dissatisfied	Dissatisfied	Slightly dissatisfied	Slightly satisfied	Satisfied	Extremely Satisfied	
Disengagement Work2	Engaged	0 0.0%	0 0.0%	2 9.1%	9 40.9%	8 36.4%	3 13.6%	22 100.0%
	Not Engaged	1 1.9%	2 3.9%	4 7.8%	15 29.4%	19 37%	10 19.6	51 100%
Total	Count	1	2	6	24	27	13	73
	% within Disengagement Work2	1.4%	2.7%	8.2%	32.9%	37.0%	17.8%	100.0%

Likewise, the data suggest no relationship between social disengagement and life satisfaction. 15.8% of those who are active in socio-civic-political activities are extremely satisfied, 15.8% are satisfied, and 52.6% are slightly satisfied. The picture is almost the same with those who are inactive in socio-civic-political activities. 18.5% of them are extremely satisfied, 44.4% are satisfied and 25.9 satisfied.

Table 18: Social Disengagement and Life and Life Satisfaction

Disengagement Social7.2 * Life Satisfaction Crosstabulation								
		Life Satisfaction					Total	
		Extremel y dissatisfi ed	Dissatisf ied	Slightly dissatisfie d	Slightly satisfied	Satisfi ed		Extremel y Satisfied
Disengagement Social7.2	Active	0 0.0%	1 5.3%	2 10.5%	10 52.6%	3 15.8%	3 15.8%	19 100.0%
	Inactive	1 1.9%	1 1.9%	4 7.4%	14 25.9%	24 44.4%	10 18.5%	54 100.0%
Total	Count	1	2	6	24	27	13	73
	% within Disengagement Social7.2	1.4%	2.7%	8.2%	32.9%	37.0%	17.8%	100.0%

The Needs and Challenges Confronting the Elderly

Out of the 74 respondents, 41.9% said food is their primary problem. Be it noted, that in the previous discussion, it was revealed that 50% of the respondents had an income of 1000-5000 pesos only, while 21.6% have an income below 1000 pesos only. This income is too minimal for a person to live with decency. Our elderly is poverty-stricken.

The elderly (17.6%) also finds medicine a problem. While it is true that there are health centers in the barangays, its services and medical supply are insufficient. The elderly are compelled to buy the medicines on their own. Some other needs are livelihood, clothing and shelter.

Table 19: Needs and Challenges

		Frequency	Percent
Valid	food	31	41.9
	none	22	29.7
	clothing/shelter	1	1.4
	livelihood	3	4.1
	meds	13	17.6
	others	3	4.1
	Total	73	98.6
Missing	System	1	1.4
Total		74	100.0

Aside poverty, our elderly is also challenged by the changes in the dynamism of a Filipino family. A key informant claims that in general, the relationship of the elderly towards their family members is not good. He said, the traditional close family ties among Filipino family members have reduced significantly. Some children are no longer taking care of their parents. Some elderly are unattended and abandoned and are on grave conditions. That is why he is in favor of putting up a home for the aged in the province.

Grand-parenting is also found an issue. The grandparents are acting as parents over their grandchildren because the parents are irresponsible. "Akong anak kay dili musuporta sa iyang mga bata. Nabilin sa ako ang ilang unom(6) ka anak. Grabe ka irresponsable gyud ni akong anak, wala man lang konsensya, sa ako gipa atiman na tigulang na baya ko intawun" My son is not supporting his children. His 6 children are with us. He is a very irresponsible son. He is not even guilt-stricken. He left his children with me without considering that I am already old), a lament of Maria who finds taking care of his grandchildren a burden. But Maria's situation is not an isolated case. Many Filipino grandparents are serving as yayas, attendants or guardians of their grandchildren whose parents are busy at work.

Conclusion and Policy Implications.

This paper concludes that unlike other cultures, the Filipino elderly finds income not related with life satisfaction. The Filipino elderly is satisfied with their life though are struggling with poverty. It is not money that positively affects their life satisfaction but their solidarity and good

relationship with their family. Disengagement from work and social life do not affect life satisfaction, but disengagement from family does.

The study as well concludes that the once strong kinship of the indigenous peoples (IP) community has been altered by exogamy. Inter-marriage of IPs with non-IPs limits the IP parent's closeness with their children, thereby adversely affecting their close bond.

It is also very apparent, that among the three sectors (IPs, farmers and retirees) the IP elderly is the most marginalized. They are more poverty-stricken. They should be prioritized in health services and in livelihood programs.

Lastly, this paper would want to propose the institutionalization of homes for the aged in the municipalities. While it is true that most elderly are in good situation, some are abandoned and are extremely poor to survive. The intervention of the government is highly needed.

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ATROCITIES OF TRENCH WARFARE: THE CASE OF LUMADS IN NORTHERN MINDANAO, PHILIPPINES

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Abstract

The *Lumad* refers to indigenous people (IP) who are distributed in the various communities in Mindanao, Philippines. They are known to be among the most peaceful and gentle yet the most vulnerable group. Their communities are usually affected by the armed conflict between the Armed Forces of the Philippines (AFP) and communist insurgency group. The sporadic clashes of these conflicting groups resulted in total displacements of the Lumad adversely affecting their culture and livelihood in Cabanglasan, Bukidnon. They had been displaced since January this year and were previously staged in front of Bukidnon Provincial Capitol. This paper examines: what are the atrocities experienced by the Lumads when the armed conflict occurred; and how the Local Government responded to the needs of Lumads, specifically the implementation of the existing policies and ordinances. Using qualitative research method employing in-depth interviews, the findings of the study revealed: the difficulties and challenges encountered; and aspects in the implementation must be prioritized for possible interventions of this perennial problem. This study has implications on policies protecting IP rights, their ancestral domain and support services for the disadvantaged sector in the Philippine society.

Keywords: atrocity, displacement, poverty trench warfare, Lumad, Mindanao, Philippines

INTRODUCTION

The Philippines is known to have a diverse culture, which signifies itself as a unique country. The vast culture encompasses the uniqueness of Filipino people, specifically the Indigenous People. The Philippine Constitution, in recognition of this diversity and under the framework of national unity and development, mandates state recognition, protection, promotion, and fulfilment of the rights of Indigenous Peoples (IP). Hence, the mandates is specified in Republic Act 8371, also known as the "Indigenous Peoples Rights Act" (1997, IPRA), recognized the right of IPs to manage their ancestral domains and has become the cornerstone of current national policy on IPs.

However, despite the significant importance and guarantees, the fact shows that these IPs still belong to some poor and

disadvantage individuals. Episodically, they are even used as dummies in conflict and political disparities. According to the first-ever Report on the State of the World of Indigenous Peoples, issued by the United Nations Permanent Forum on Indigenous Issues in January 2010, revealed that IPs make up fully one-third of the world's poorest peoples, suffer disproportionately in areas like health, education, and human rights, and regularly face systemic discrimination and exclusion. Such that, the IPs have been subjected to marginalization against armed rebels and political interest.

With the conflicts from different parties, these IPs are most of the time affected greatly. Specifically, loss of ancestral lands, displacements, and destructions of livelihood arise. Many would resort leaving their places and to look other places to stay, wherein they will feel secure.

The conflicts greatly threaten not only their stability and potential development, but also sacrificing the loss of their identity.

The prolonged armed conflicts in Mindanao are no excuse, citing the province of Bukidnon. Those IPs found in Bukidnon are commonly called “Lumads”. The *Lumad* refers to indigenous people (IP) who are distributed in the various communities in Mindanao, Philippines. They are known to be among the most peaceful and gentle yet the most vulnerable group. Their communities are usually affected by the armed conflict between the Armed Forces of the Philippines (AFP) and communist insurgency group, Communist Party of the Philippines - New Peoples’ Army (CPP-NPA).

The recent “bakwit” that took place in front of the Provincial Capitol captured the attention of the many. The sporadic clashes of these conflicting groups, CPP-NPA and AFP, resulted in total displacements of the Lumad adversely affecting their culture and livelihood in Cabanglasan, Bukidnon. They had been displaced since January this year and were staged in front of Bukidnon Provincial Capitol until April 7, 2016.

This research examined the atrocities experienced by the Lumads during armed conflict between the Armed Forces of the Philippines (AFP) and communist insurgency group, Communist Party of the Philippines - New Peoples’ Army (CPP-NPA). Based from the interviews conducted with the Lumads, they professed the lack of sustainable support from the Local Government. Even for their demand of justice with their Lumad brothers that were killed during the armed conflict.

It further aimed in investigating the actual programs and initiatives of the Local Government as responses to the *Lumads* through implementation of the existing policies and ordinances. Based from the interview with the Local Government Unit officials, through the Provincial Social Welfare Development Office, they were definite that they have provided the

necessary support the Lumads need, from the time they arrive in the Provincial Capitol, until their departure.

BACKGROUND

The conflict between the government and the CPP-NPA, the armed wing of the Communist Party of the Philippines, is one of the world’s longest running. It continues to attract little national or international attention. Peace talks, resumed in 2011, have so far progressed very little as neither party appears willing to make any concessions (IDMC, 2013). The effects of this unending warfare are badly felt in different parts of the country, but extremely felt in eastern Mindanao, one of the NPA’s bastions. Inhabitants are being displaced during armed conflict struggles but also because of militarization as the army establish stronghold of their communities and in the region. Several claims of human rights violations had been reported. These include indiscriminate bombardments, the use of schools as barracks and command centres, harassment, threats, forced labour, restricted freedom of movement and extra-judicial killings that are contributing to a climate of fear and insecurity and leading to displacements (IDMC, 2013).

METHODOLOGY

This research employed qualitative method in its exploration to the atrocities of the displaced Lumads. The data presented in this paper are based on the participant observation and in-depth interviews of the Lumads in ‘*kampohan*’ a ‘*bakwit camp*’ site staged in front of the Bukidnon Provincial Capitol, Malaybalay City, Bukidnon. A “*bakwit camp*” refers to an evacuation area where displaced individuals find temporary refuge. For the mean time it became the temporary home to communities avoiding

the conflict between paramilitaries and the AFP in Cabanglasan, Bukidnon.

Informants were selected based on the purposive sampling. Interviewees were informed prior to the conduct of the research study.

There were two hundred sixty seven (267) people comprised of sixty seven (67) families in the bakwit camp, researchers carefully observed the condition of the lumads in the camp and interviewed the elders from April 24, 2016 to April 27, 2016.

Our aim was to gather narratives and to get the first-hand account of these people who actually experienced armed conflicts between the New People's Army (NPA) and paramilitaries. The interview was informal, conversational, and free flowing – with quick reference to the guide questions designed to encourage participants to provide more detail in their narratives.

Given sensitive nature of our interviews, we ensured that we followed ethical procedures of research. Upon the gathering of the data, a formal letter of request was provided to the community and approved by the community leaders. The researcher has set moral principles in conducting this study, which applied to what is appropriate to the respondents. Respondents also have the right to keep their identity confidential for security purposes. This informed consent is the principle of research ethics that requires investigators to inform research subjects of all questionable features of the research before the subjects decide whether to participate or not (Selltiz, et. Al, p. 211-212).

To understand the broader context of our field of study, we consulted also the National Commission on Indigenous Peoples (NCIP) - Malaybalay and Provincial

Social Welfare and Development (PSWD) – Bukidnon.

LUMADS STANDPOINT

Those displaced by the conflict are mainly indigenous people (called Lumads in Mindanao) who live in remote, mountainous areas. Many of the NPA fighters are also Lumads recruited locally. As a result the military tend to perceive and suspect Lumads of predominantly being NPA insurgents or supporters. As part of its counterinsurgency strategy the army is also encouraging Lumad communities to form or join civil defence militias or paramilitary groups to help fight the NPA. Caught between the two warring parties, the Lumads are exposed to high levels of violence and are at risk of abuses by both sides (IDMC, 2013).

The Lumads in Mindanao are once again caught not only in the armed conflict but also in the conflict of various interests between the extreme left Communist Party of the Philippines - New Peoples' Army (CPP-NPA), the Armed Forces of the Philippines (AFP), and with the special participation of para-military group "MagahatBagani." Unfortunately, innocent civilians, especially lumad women and children are left suffering and defenceless (Palaso, 2015).

In this case, this community is demanding justice against these paramilitary groups - "*Alamara, Bucalas Brothers, and Dela Mance Brothers*". The community wanted justice for those people who had been murdered by the paramilitary groups as they claimed. They wanted to go back to their homes but threatened by the atrocities of trench warfare.

"Kampohan" - a "Bakwit camp" by the Lumads in front of the Bukidnon

Provincial Capitol was assembled last January 21 this year until April 7. It was there for almost three-months. However, one of their community leaders and the spokesperson claimed that there was no enough support from the government since they started their rally. Even up to the last day, the government support was never enough.

CONSTRUCTIVE SIDE OF THE GOVERNMENT

The Government was created to protect and help the people. The law mandates that the Government must at all times protect its welfare at all times. Article II, Section 4 of the Philippines Constitution states that the prime duty of the Government is to serve and protect the people. Thus, it is the government's priority to keep the people protected from all possible harm, whether from international, national and local threats.

In the case of the displaced *Lumads* in the Province Bukidnon, many government agencies responded to the issues, provided them what they needed and helped them in any way possible. The Local Government of Bukidnon, headed by the Provincial Governor is the direct agency wherein the *Lumads* asked for support. They even opted to stay in front of the Provincial Capitol, since they feel that it is a safe place, away from the impact of the armed conflicts.

RA 7160 Chapter 2, Section 17, elaborates the responsibility of the LGU hand in hand with the Provincial Welfare and Development Office to provide Social welfare services which include programs and projects on rebel returnees and evacuees; relief operations; and population development services.

As we interviewed the PSWD, the claimed that they provided them with the

basic services they need to sustain, like food, shelter, clothing, contrary to what the community leader and the spokesperson of the community have said. The LGU even provided cash assistance as they went home.

FINDINGS

The salient findings of this paper are as follows:

The Lumads mis look at the in-depth analysis of the situation, and put most of the blame to the government. Hence, some issues on the reliability and credibility of the information came out.

On the other hand, the Local Government lack sustainable support to the Lumads. The Lumads even expressed that the resources provided to them were insufficient.

RESULTS AND DISCUSSION

Based on participant observation and in-depth interviews, the results are drawn.

Physical Condition

The bakwit camp that staged in front of the Bukidnon Capitol was not in a good condition and had devastating situation. The Lumads made use of bamboo and tarps to build their camps. Scorching heat of the sun during daytime and freezing night time.

They make use of plastic bags, pieces of plywood, logs and recycled tarpaulins for their temporary family quarters. The back of the provincial capitol and the open space of People's Ecological Park served as makeshift kitchen and comfort rooms.

Food and Health

The food the *Lumads* consumed were provided by some militant groups

(Bayan Muna, Kabataan, etc.), religious group (Iglesia Filipina Independente, Rural Missionaries of the Philippines, etc) and some of the LGU, side by side with the Provincial Governor and Provincial Social Welfare and Development Office (PSWDO). Accordingly, the moment the *Lumads* camp out of the Provincial Capitol, they were directly provided with the basic supplies they need, like rice, canned goods and others.

Despite of, the *Lumads* were claiming that the supplies were not enough. The water is not safe to drink, such that the *bakwits* have to fetch water from unsanitary sources such as public faucets in the area. Food supply was limited. The meals were often canned goods that were not favourably healthy.

The deplorable conditions had contributed to several health problems, a number of '*bawkits*' suffer from skin disease, cough, colds and poor digestive conditions. There are 3 new born babies in the camp whose healths are compromised because of their condition. We met a 6-year old boy who had difficulty in breathing and the community's leader had to be rushed to the hospital due to amoebiasis.

Security and Protection

We met a nine-year old boy who experienced 9 gunshots and survived the case due to armed conflict of the paramilitary and AFP. The majority of the displaced were eager to return home as soon as security conditions permitted. However, conflict did not stop it has even erupted. Therefore, they resorted to looking for another place to stay. When the "bakwit" happened, they felt assured that they were safe camping outside the Provincial Capitol.

The Provincial Capitol is surrounded with Civil Security Unit (CSU) members, who

also served as the *Lumads* protection against possible threat. Consequently, they were well guarded by the CSUs. Police visibility was also observed and has provided stronger security to all the *Lumads*.

The *Lumads* have also formed their security system – there are marshals during day and night to ensured confidence - since there were allegedly paramilitary groups watchful to their camps. They remain vigilant and reporting immediately to their team leaders if they see unusual people.

Social and Cultural Sphere

Even their lives disrupted and subsequently uprooted from their community, there is still a sense of community. They are organized. Willing to listen to their leaders and willing to help one another. Cooperation was a concrete manifestation during our fieldwork. Segregation of tasks is particular as to who prepare the foods for the whole community and who will fetch for the water. Language considered as the spirit of culture and its driving force to mobilize these people – even they know how to speak Cebuano - are greatly spoken and preferred by despite of the presence of the outsiders.

These people are also used to farming, several informants that we've interviewed said that they really wish they could go back to their respective dwellings because they have nothing to do. There are no works for them. They were bored already but they could not do anything about it.

In spite of these miserable conditions, there remains a sense of dignity among the *bakwits*. One child, for example, handed us the star apple she just harvested, as if hunger did not bother her. During meal time, they always prioritise us and make sure I have a food to eat. They are grateful for our

presence and are generous with their smiles and stories.

CONCLUSION

The growing diverse cultures and people in the Philippines did not only capture the eyes of the many but also ignited internal and external issues. Armed conflict is not new to most Filipinos, specifically in Mindanao, with this, people were used to it. However, the most affected, which are the Indigenous People don't find it as something usual. They are the ones carrying the burden of the collisions between both parties. The incident with the *Lumads* that took place in the Province of Bukidnon between the AFP and NPA was one example.

Based from the findings, realistic experiences have immersed in this research. Hence, the *Lumads* were clamouring for sustainable support from the government. While the Government were boasting for what they have provided, more than what was mandated of them.

The conclusion drawn was that both have credible and considerable explanations to affirm the issues – the government and *Lumads*. It is but true that, first, there were initiatives that could have been done better for the *Lumad* community, and would have not resulted to their complaints against the lack of support from the government. Second, is the inappropriate assistance that the LGU provided. They could have looked at the bigger perspective, like giving solutions to the root cause. What must have been done, could have yielded results weighing both sides.

Not a lot of people are concerned with the issue of displacement. People in Malaybalay easily turn a blind eye on the bakwit camp. Tagging the Lumads as members of the NPA makes it easy to dismiss them as undeserving of state

support. In an era where being 'connected' is so easy through social media and digital technologies, our fieldwork experience made us realise, that we are, in reality, so disconnected from each other. Experiencing their struggle first hand can change the way we view the lumads. As individuals who have the capacity to evaluate both sides, should evaluate both sides.

This struggling community is not different from us. Their struggles might be also our struggles. These communities were once living at peace in Balauo (Talaandig), St. Peter (Higaunon) and Indalasa (Umayamnon) Cabanglasan in Bukidnon but because of armed conflict, they have seen their lives disrupted and subsequently uprooted. Life in the margins is fragile.

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Managing Ethics in Public Sector: Integrity Approaches¹

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Abstract

1 There are two main approaches of ethics, integrity and compliance approach, applying in
2 public administration. In this paper, I would like to study specifically about integrity approach, focusing
3 on ethics education and training and ethical models. Methodology used in the study is a documentary
4 research. The finding might be help public officials in decision-making when they have to encounter
5 some ethical dilemmas in public administration.

6 Integrity and compliance can be perceived as a soft and a hard approach, respectively. An
7 integrity approach uses internal controls and a compliance approach uses external controls in order to
8 operate as an ethical organization. The integrity approach is assumed to be more effective.

9 This paper has focused on the integrity approach to organizational ethics, therefore describing
10 its orientation and components. Moreover, it clarified the way of implementing this approach within an
11 organization. Ethics education and training programs, which are embedded in an integrity approach,
12 are cognitive programs in ethical decision-making. Ethical models studying in this paper; Ethics
13 Triangle Model, Ethical Decision-making Model, Ethical Problem-solving Model, and Moral
14 Development Model; can be used to help individuals and groups of individuals in organizations to
15 analyze ethical dilemmas they are faced with in daily practice. These models, consequently, are
16 considered as effective means for enhancing decision-making of public officials.

17 KEYWORDS: ETHICS, MANAGING ETHICS, PUBLIC SECTOR, INTEGRITY, INTEGRITY
18 APPROACHES

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1. Introduction

Ethics might be defined as the way values are practiced. It is both a process of inquiry (deciding how to decide) and a code of conduct (a set of standards that govern action). It is a system of right and wrong and a means to live accordingly. It is a quest for the good life. Ethics, then, studies how one ought to live, principles of right and wrong, and what it is to live fulfilled life. (Bowman and West, 2015, p. 46)

Ethics in public sector might be defined as a process in which a public administrator identifies the ethical standards involved in issues within an agency context, independently critique those decision standards, and becomes personally and professionally accountable for the decisions rendered. Consequently, such a definition entails two aspects: a content component in terms of the ethical standards that serve as guidelines for the administrator, and a process component that establishes a method to determine and critique ethical decisions in order to act rightly. (Cooper and Wright; cite from Hejka-Ekins, 2001, p. 80)

Ethics management is relatively new. It has never received the attention that the hallmark values of efficiency, economy, and effectiveness have in modern public administration scholarship or practice. This is due largely to the assumptions of 19th century civil service reformers like Woodrow Wilson and his intellectual successors over the decades. Administrators, from the Wilson's assumptions, were expected to be men and women of high moral character and integrity. From this opinion, there was little reason to be concerned about the need to add a fourth "e" (ethics) to the holy trilogy of efficiency, economy, and effectiveness. (Menzel, 2001, pp. 355-356)

In the last quarter of the 20th century, ethics has become academic talk and shop talk. It is increasingly common to find public administration graduate programs offering ethics courses and public organizations providing in-house ethics training. This trend is a result of an increasing incidence of wrongdoing in government. Moreover, there is a more compelling explanation, that is, a growing recognition by private and public sector managers that productive, high performing

units are value driven units that place ethics high on their list of value. When such a relation exists between ethics and organizational performance, prudent managers and scholars have focused on understanding and studying the dynamics of the ethical workplace and the role that professional associations and ethics codes and pronouncements play in the scheme of things. (Menzel, 2001, p. 356)

There are two main approaches of ethics, integrity and compliance approach, applying in public administration. In this paper, I would like to study specifically about integrity approach, focusing on ethics education and training and ethical models. The finding might be help public administrators in decision-making when they have to encounter some ethical dilemmas in public administration. The topics, I will present, are as follow:

1. Integrity and Compliance Approaches
2. Ethics Education and Training
3. Ethics Triangle Model
4. Ethical Decision-making Model
5. Ethical Problem-solving Model
6. Moral Development Model
7. Conclusion

2. Integrity and Compliance Approaches³

John Rohr was one of the first scholars who made a clear distinction between an integrity approach and a compliance approach, between the 'high road' of integrity and the 'low road' of compliance. (Lawton, Rayner, and Lasthuizen, 2013, p. 118)

The integrity approach is a virtue-based or characteristic strategy to organizational ethics. Programs within this type of approach aim to define organizational (moral) values and encourage employee commitment to act upon these leading values and ethical aspirations. Integrity approach is based on the principles within the organization and the wider environment. An important role in

³ Information concerned with this topic see: Bowman and West, 2015; Koven, 2015; Svava, 2015; Lawton, Rayner, and Lasthuizen, 2013; Lewis and Gilman, 2012; Menzel, 2007; Richter and Burke, eds., 2007; Gorofalo and Geuras, 2006; and Hejka-Ekins, 2001.

this strategy to organizational ethics is played by managers. (Lawton, Rayner, and Lasthuizen, 2013, p. 118)

The compliance approach is a rule-based or legal strategy to organizational ethics, which focused on the prevention of unethical conduct by detecting integrity violations and sanctioning employees who transgress the law, rules and organizational norms. Programs within this type of approach tend to emphasize the prevention of unlawful conduct, primarily by increasing surveillance and control and by imposing penalties for wrongdoers. Organizations that follow a compliance approach are mainly concerned with avoiding legal sanctions and conceive ethics as ‘that what is legal and within the law’. (Lawton, Rayner, and Lasthuizen, 2013, p. 118)

Cooper distinguishes internal and external controls, which can be employed to foster responsible behavior in organizations. Internal controls are instruments that aim to internalize moral values to foster employee ethical conduct, such as ethical dilemma training, exchange of information and experiences, and reinforcement by rewarding exemplary behavior. Ethical leadership and the fostering of an ethical culture and climate are important ways to accomplish desired behavior of employees. Internal controls are important instruments within an integrity approach. In the opposite side, external controls are imposed, top-down instruments to steer employee ethical conduct, such as laws, rules and codes, and monitoring and reinforcement of such rules by sanctioning wrongdoers. External controls fit with the compliance approach. (Lawton, Rayner, and Lasthuizen, 2013, p. 118). The features of the two approaches are shown in table 1 and table 2.

Table 1: Integrity Approach

Aspect	Integrity Approach
Ethics	Self-governance and subjective responsibility according to chosen standards within organization
Aim	Enable ethical conduct and moral reasoning
Behavioral assumptions	Social beings guided by values, principles, (public service) motivation and leaders and peers
Methods and	Internal controls, ethics education and training, communication and

instruments	deliberation, ethical leadership, ethical culture and climate, reinforcement by rewards
Standards	Organizational mission, values and aspirations, social obligations, including law, rules, codes and norms
Leadership and staffing	Managers, ethics officers
Activities	Lead (bottom-up) development of organizational values and standards, training and communication, integration in organizational system and culture, providing guidance and consultation, assessing values and performance, identifying and resolving problems and dilemmas
Education and training	Ethical decision-making and values, dilemma training

Source: based on the “Compliance Versus Integrity Approach” by Lawton, Rayner, and Lasthuizen (2013, p. 121)

Table 2: Compliance Approach

Aspect	Compliance Approach
Ethics	Conformity with externally imposed standards and objective responsibilities
Aim	Prevent and combat unethical conduct and integrity violations
Behavioral assumptions	Autonomous beings guided by economic self-interest
Methods and instruments	External controls, education of rules and codes of conduct, reduced discretion and autonomy, auditing, monitoring and controls, reinforcement by sanctions
Standards	Criminal and regulatory law
Leadership and staffing	Lawyers, compliance officers
Activities	Developing (top-down) compliance standards, education and communication, handling reports of misconduct, conducting investigations, overseeing compliance audits and monitoring, enforcing standards with clear sanctions
Education and training	Compliance standards and system, codes of conduct

Source: based on the “Compliance Versus Integrity Approach” by Lawton, Rayner, and Lasthuizen (2013, p. 121)

3. Ethics Education and Training⁴

From the previous topic, it shows that a compliance approach will stress the importance of objective responsibilities, whereas an integrity approach will stress the significance of subjective responsibilities in ethical decision-making by public officials. These will subsequently become emphasized within organizational education and training programs, which can, in turn, support the individual ethical decision-making of employees. (Lawton, Rayner, and Lasthuizen, 2013, p. 123)

Normally, education and training refer to processes and experiences that are designed to impart knowledge, understanding and skills. More specifically, ethics education and training often offer cognitive programs in ethical decision-making. The aim and focus of ethics education and training is to prevent unethical conduct by raising individual moral awareness and improve moral judgment (both integrity and compliance) because these serve as an internal psychological guideline or condition for actual ethical behavior. It is supposed that how people think is related to what they do. (Lawton, Rayner, and Lasthuizen, 2013, p. 123-4)

Although ethics education and training is relevant to all employee, four key moments in a person's organizational career are seen as most important to advance and maintain professional ethical acting. They are (1) right from the start (2) shortly after the start (3) when moving to a new ethically vulnerable position and (4) when moving to a leadership position, as shown in table 3.

Table 3: Key Moments of Ethics Education and Training

Key Moment	Ethics Education and Training
1. Right from the start	To become aware of the ethics aspects of professional life and understand the meaning of the guiding organizational values

⁴ Information concerned with this topic see: Lawton, Rayner, and Lasthuizen, 2013; Lewis and Gilman, 2012; Martinez, 2009; Menzel, 2007; Gorofalo and Geuras, 2006; Cooper, 2001; Hejka-Ekins, 2001; Mayer and Harmon, 2001; Rohr, 2001; and Yoder and Denhardt, 2001.

	and principles in daily practice, public officials should be best educated and trained right from the start in the organization.
2. Shortly after the start	To reflect on specific work-related dilemmas and to confront objective with subjective responsibilities, and formal with informal practices, public officials should be educated and trained shortly after the start in their working environment.
3. When moving to a new ethically vulnerable position	To become aware and discuss the specific ethics issues, aspects and risks of their position, public officials should be educated and trained when moving to a new ethically vulnerable position.
4. When moving to a leadership position	To become ethically competent as a leader and be able to realize ethical leadership, public officials should be educated and trained in special leadership programs, when moving to a leadership position.

Source: based on the “Ethics Learning Moments in the Professional Career” by Lawton, Rayner, and Lasthuizen (2013, p. 126)

Most education and training programs in cognitive moral reasoning are offering a practical ethical decision-making model. Four of such widely used and applied models, and I would like to study here, are: (1) Ethics Triangle Model, (2) Ethical Decision-making Model, (3) Ethical Problem-solving Model, and (4) Moral Development Model.

4. Ethics Triangle Model⁵

As a scholar who has supported the combined use of all ethical theories; virtues, principles, and consequences; Svava argued that each of the three depends on and is supported by the others. Furthermore, the responsibilities from duty give a focus and direction to the ethical commitments of public administrators. Drawing on the philosophical perspectives, what virtues, principles, and consequences are in the public interest? The elements can

⁵ Information concerned with this topic see: Bowman and West, 2015; Svava, 2015; Richter and Burke, eds., 2007; and Gorofalo and Geuras, 2006.

be combined to form a triangle with duty at the center. Using this graphic representation of the model suggests that the four elements are interconnected and contained within a common space. The central ideal is the public interest, and the ideal at each point of the triangle are virtues, principles, and the consequences. The ethics triangle conveys the idea that administrators should act on their duty to promote the public interest by seeking a balance of virtues, principles, and good consequences. (Svara, 2015, p. 82) The ethics triangle model is presented in figure 1.

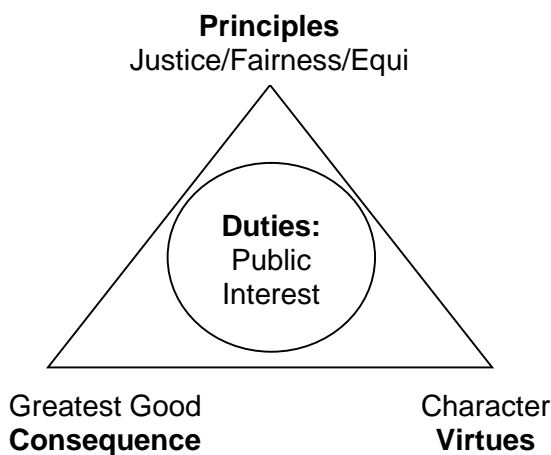


Figure 1: Ethics Triangle Model

Source: based on “the ethics triangle” by Svara (2015, p. 82)

Svara (2015, p. 83) pointed that the elements of the model; duty, virtues, principles, and consequences; serve as distinct filters that reveal different aspects of a situation requiring an ethical choice. This method helps to clarify the options and ethical considerations associated with each approach. Using all the approaches together helps to prevent the shortcomings of using any of the approaches alone. The use of all three approaches also balances different ways of thinking about ethical issues. The virtue-based approach relies on feeling and reflection, the principle-based approach uses reason, and the consequence-based approach stresses analysis. Individual weaknesses in one of these ways of thinking can be offset by strengths in others.

In order to draw out key ideas associated with each approach, public administrators should internalize these ideas. Questions to guide the discussion would include as shown in table 4.

Table 4: Questions to Guide the Discussion in Each Element

Element	Question
Duty	<ol style="list-style-type: none"> 1. How can the public interest be advanced in general and in particular situations? 2. What are my responsibilities to the organization, political superiors, and to the public?
Virtues	<ol style="list-style-type: none"> 1. What virtues should public administrators generally or persons working within a specific field or agency have? 2. What do these virtues mean, and how does one act in terms of each? 3. In general, what does it mean to have integrity and character?
Principles	<ol style="list-style-type: none"> 1. What should one do to promote justice, to ensure fairness, and to expand equity? 2. What are the most important principles that should guide any public administrator or person working in a specific field or agency? 3. How would one prioritize the principles? 4. Are there any that can never be set aside to advance another principle? 5. What does it mean to apply these principles to specific situations?
Consequences	<ol style="list-style-type: none"> 1. How can the greatest good for the greatest number be achieved in making a specific decision? 2. What ends should public administrators or persons working within a specific field or agency seek to advance? 3. How should one ensure that all stakeholders have been identified and that the calculation of benefits and costs is universal, equal, and complete? 4. Can the means to be sued be reconciled with the standards of the public interest, virtue, and principle?

Source: based on the “Promoting Use of the Ethics Triangle” by Svara (2015, pp. 85-86)

5. Ethical Decision-making Model⁶

To practice and learn how to deal with ethical issues and dilemmas that public administrators are confronted with on a daily basis, Cooper recommends using the ethical decision-making model for systematic reflection. This model can be used by individuals or groups to analyze and resolve such problems within the context of the public organization. Even in less complex cases, applying this model could result in more self-awareness, clarity and conscious choices about their course of action and its basis. Consequently, by using an ethical decision-making model, the skill for thinking in a more principled fashion can be improved. (cite from Lawton, Rayner, and Lasthuizen, 2013, pp. 126-127) The five steps of the model are presented in figure 2.

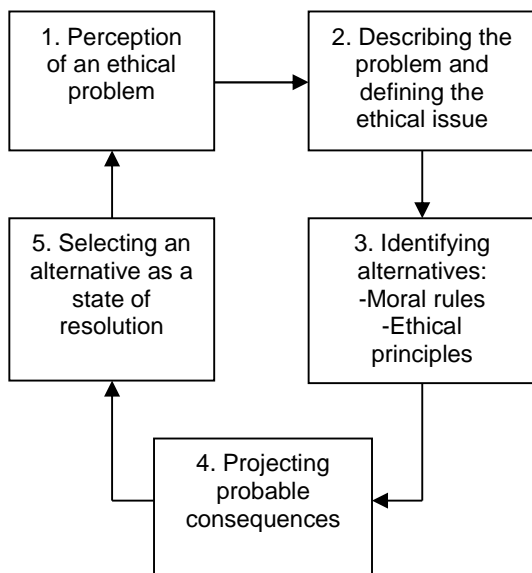


Figure 2: Ethical Decision-making Model

Source: based on “An Ethical Decision-making Model” by Cooper (cite from Lawton, Rayner, and Lasthuizen (2013, p. 127)

The descriptions of the five steps are demonstrated in table 5.

⁶ Information concerned with this topic see: Lawton, Rayner, and Lasthuizen, 2013; and Wittmer, 2001.

Table 5: The Five Steps of Ethical Decision-making Model

Step	Description
1. Perception of an ethical problem	The first step is perception of an ethical problem. In daily situations we do not always recognize the ethical dimensions and implications of the problems we face. Nevertheless, in many professional decision-making situations ethics does play a role and public officials are encountered with conflicts between values that are equally important.
2. Describing the problem and defining the ethical issue	The second step is to objectively describe the facts of the situation: Who are the actors and stakeholders that are involved, what are their viewpoints, the events and issues, and what are the ethical risks and challenges? What do we know and what information is still missing?
3. Identifying alternatives	The third step is to identify all alternative courses of action: What are the options? What are the consequences and implications of each option, what are the pros and cons? What about your own values and norms, and those of the wider audience? So, what are the creative solutions for the problem?
4. Projecting probable consequences	The fourth step is projecting the positive and negative anticipated consequences of alternatives. Use your moral imagination to construct a scenario with actors, interaction and implications for each alternative. Connect rational aspects and affective aspects of the ethical decision-making.
5. Selecting an alternative as a state of resolution	The last step is selecting an alternative. You can subsequently make a decision and choose the ‘best’ course of action.

Source: based on “An Ethical Decision-making Model: The Five Steps” by Cooper (cite from Lawton, Rayner, and Lasthuizen (2013, pp. 127-128)

6. Ethical Problem-Solving Model⁷

Svara (2015, p. 131) argued that it is possible to improve the quality of ethical problem solving by using some kind of systematic approach. Better quality would

⁷ Information concerned with this topic see: Svara, 2015.

mean considering a broader range of issues and making greater use of universal values in ethical decision making. He proposed the problem-solving model sets forth a series of questions that potentially enable public administrators operating ethical dilemmas they encounter. The model is divided into three stages: description, analysis, and decision, as exhibited in figure 3.

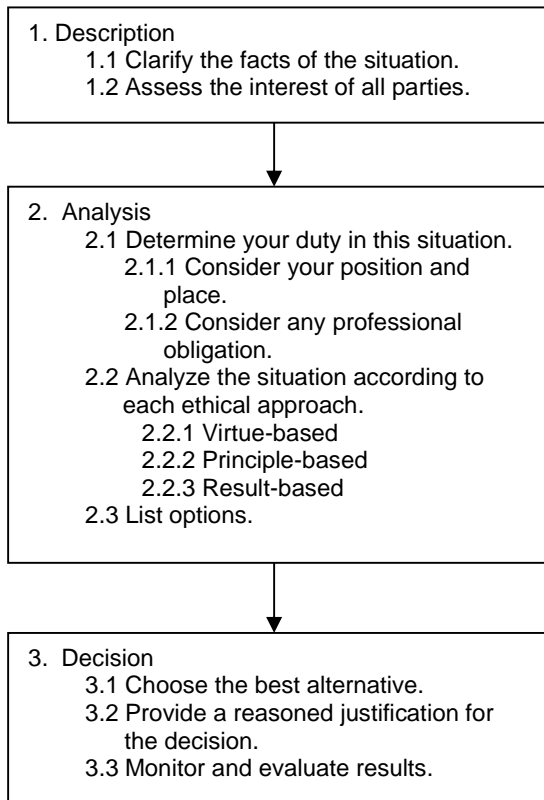


Figure 3: Ethical Problem-Solving Model

Source: based on the “Stages and Steps in Problem-solving Model” by Svava (2015, p. 135)

The descriptions of the stages and steps are displayed in table 6.

Table 6: Stages and Steps in Problem-Solving Model

Stage	Step
1. Description	1.1 Clarify the facts of the situation. It is important to get as much information as possible and to not interpret the information at this stage. 1.2 Assess the interests of all parties who have stakes in the outcome of the situation and how they are

	potentially affected (stakeholder analysis).
2. Analysis	2.1 Determine your duty in this situation considering the obligations and responsibilities of your position and your professional role. 2.1.1 Consider your position and place in the organizational structure and what you are expected to do by the organization. 2.1.2 Consider any professional obligations that are distinct from what the organization expects (specific standards for your profession and general obligations, including advancing the public interest and promoting the democratic process). 2.2 Analyze the situation according to each ethical approach. Analysis is guided by using each of the three ethical approaches guided by these questions. 2.2.1 Virtue based: What would a good person do in this situation? 2.2.2 Principle based: What principles apply to the situation and what action would follow from these principles? 2.2.3 Results based: What are the best consequences that could be achieved in this situation, and what actions would be taken to achieve them? 2.3 List options. From the answers to the questions in step 2.2, a set of options can be developed.
3. Decision	3.1 Choose the best alternative. Choosing among conflicting options is difficult, but at least one can feel confident that the choice did not ignore an important alternative. Furthermore, specifying multiple options increases the likelihood of making an ethical choice. 3.2 Provide a reasoned justification for the decision. It will be easier to explain the basis for the decision if duty and all three ethical approaches have been considered. 3.3 Monitor and evaluate results. Make adjustments if necessary.

Source: based on the “Stages and Steps in Problem-solving Model” by Svava (2015, pp. 134-136)

7. Moral Development Model⁸

⁸ Information concerned with this topic see: Bowman and West, 2015; Svava, 2015; Lawton, Rayner, and Lasthuizen, 2013; Lewis and Gilman, 2012; Luke and Hart, 2001; and Stewart, Sprinthall, and Shafer, 2001.

To describe how people acquire attitudes about ethics and morality, Lawrence Kohlberg proposes a moral development model to help understand how the capacity for ethical reasoning develops and explains the motives for action at different stages of development. Although Kohlberg is concerned with morality broadly, but we can assume that the level of moral reasoning will be transferred to the way that individuals make ethical judgments about their role and behavior in an organization or profession. (Svara, 2015, p. 23)

Kohlberg established three levels and six stages of moral development that children go through in the maturation process as they are influenced by a variety of socializing force. The levels are (1) pre-conventional levels, where the child is starting to respond to rules but has values that are self-centered; (2) conventional levels, where the older child and adult internalizes the values of doing the right thing in order to meet the expectations of others or to comply with prevailing standards; and (3) post-conventional levels, where moral values are grounded in universal principles. (Svara, 2015, p. 23) The levels and stages of the moral development model are presented in table 7.

Table 7: Moral Development Model

Level	Stage	Social Orientation	Motive
Pre-conventional	1	Punishment and obedience	Stimulus/response
	2	Instrumental relativist	Self-serving good behavior
Conventional	3	"Good boy; nice girl"	Meeting the expectations of others with whom one interacts
	4	Society maintaining /law and order	Meeting standards imposed by society through law and convention
Post-conventional	5	Social contract	Seeking to promote rights of all as agreed to by society

	6	Universal ethical principle	Seeking to act in ethically principled way
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Source: based on the "Ethical Development" by Kohlberg (cite from Svara, 2015, pp. 23-25)

Kohlberg suggests that the stages always occur in this order, and that people always incorporate the values of one stage before moving to the next. Most adults have moved to stage 4, but most do not move beyond that stage. Stage 4 reflects reasoning that emphasizes what is legal and supports social institutions. Sophisticated moral or ethical reasoning reflects post-conventional thinking, but it appears that this level of reasoning is somewhat uncommon. (Svara, 2015, p. 24)

Kohlberg's moral development model is useful for identifying why people behave the way they do at each of the differing levels of morality. Each stage is associated with a different motive for following rules or taking moral action, as described below: (Svara, 2015, pp. 25-28)

At stage 1, a person does whatever he or she can get away with and avoid getting caught and punished. It would represent a base level of moral reasoning and is likely to be rare, although instances of such behavior certainly occur in government organization.

Stage 2 reflects a narrow cost-benefit calculation: "I will follow the rules because I benefit more from doing so than from breaking the rule." There is no respect for the value of the rules themselves. Ethical standards are low and likely to stress what one should not do.

At stage 3, we do the right thing because it is expected by those with whom we interact. We do not want to disappoint them or let them down, and we do not want to incur their displeasure. It is highly personalized approach to deciding what is right and wrong, and the standards are influenced by our perceptions of the expectations of others and a feeling of loyalty to them.

At stage 4, persons accept the legitimacy of laws and other rules of behavior, including codes of ethics. They feel obligated to action in terms of these

laws, policies, and rules based on the narrow or reactive sense of duty. Persons at this stage may not understand the reasons for the rules or feel a sense of commitment to the principles or purposes on which they are based, but they feel an obligation to follow the rules. They feel a sense of guilt when they do not.

Stage 5 and stage 6 reflect a deeper understanding and broader commitment than stage 4. At this level, there would be much more likelihood of critically examining the reasons for acting and seeking to alter unfair laws, policies, and rules than at the lower levels.

8. Conclusion

Integrity and compliance can be perceived as a soft and a hard approach, respectively. An integrity approach use internal controls and a compliance approach uses external controls in order to operate as an ethical organization. The integrity approach is assumed to be more effective.

This paper has focused on the integrity approach to organizational ethics, therefore describing its orientation and components. Moreover, it clarified the way of implementing this approach within an organization. Ethics education and training programs, which are embedded in an integrity approach, are cognitive programs in ethical decision-making. Ethical models studying in this paper; Ethics Triangle Model, Ethical Decision-making Model, Ethical Problem-solving Model, and Moral Development Model; can be used to help individuals and groups of individuals in organizations to analyze ethical dilemmas they are faced with in daily practice. These models, consequently, are considered as effective means for enhancing decision-making of public officials.

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COLLABORATIVE ENTREPRENEUR AND COLLABORATIVE MANAGER: THE NEW LEADERSHIP ROLES IN FORMING AND SUSTAINING LOCAL GOVERNMENT COLLABORATION

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Abstract

Collaboration is widely accepted as an effective policy for improving the capacity and efficiency of small local governments in delivering services, without decreasing the quality of local democracy that small local authorities can provide. This article is drawn on a critical review of the literature on collaboration. It argues that inter-local government collaboration means a new form of managing organisation and public services shifting from bureaucratic, hierarchical managements to governance, horizontal arrangements. To achieve successful and sustainable collaborative working relationships across professional and organisational boundary, local leaders, either political or managerial or both, are required to play new leadership roles. Essentially, they must effectively play different **boundary spanning roles** at different stages of cross-council collaboration. At the stage of the formulation of collaboration policy local leaders must play the role of **collaborative entrepreneurs**, who are competent to develop new collaboration solutions, build trust and coalition among putative partners facing common issues or having shared interests to work collaboratively together. Although collaborative entrepreneurs may be successful in initiating collaboration policy, they do not necessarily have competencies to maintain cross-council working relationships. Rather, to sustain cross-council collaboration after it has been formed, it requires leaders to efficiently exercise the role of **collaborative managers** who are competent to facilitate interagency working relationship, secure long-term commitment and contributions of partnering councils to shared goals, maintain sustainability of the cross-council working, and gear further integration across councils. The distinction between these two boundary spanning roles had been seldom discussed in the literature. Hence, identifying and distinguish these new leadership roles offer valuable insights conceptually for local governments seeking to enter into collaboration and wishing to have enduring cross-council working relationship.

Key Words: local government collaboration, boundary spanners, collaborative leadership

INTRODUCTION

Inter-local government collaboration is a new mode of working allowing people and local government units to form collaborative working arrangements across professional and organisational boundaries (Williams, 2013). It can be referred to as governance in managing organisation and public services (Hughes, 2010). Collaboration is an essential policy that enables local governments to obtain cost-efficiency, to

achieve improved local services to citizens, and to solve wicked issues – the problems that cannot be easily solved by a single organisation working independently, particularly in the face of limited resources and fiscal retrenchment (Chamchong, 2016; Williams, 2013). Hence, there has been a growing range and deepening of collaborative activities in local governments across the world, particularly in Western countries, for decades. As a result, existing research on inter-local government

collaboration is flourishing (see for example, Chamchong, 2016; Dickinson and Sullivan, 2014; Labianca, 2014; Blaire and Janousek, 2013; Hulst et al., 2009; Hulst and Van Montfort, 2009; 2011; Warner, 2006). Nevertheless, Chamchong (2016) points out that a great deal of attention has been paid by scholars to a specific, only one aspect of collaboration policy. For example, some scholars investigate the formulation of collaboration policy, the driving force for collaboration in particular (Krueathep et al., 2010; Gazley, 2008). Some studies explore factors influencing successful and sustainable implementation of collaboration policy (Sloper, 2004; Tomlinson, 2003).

According to Pollitt (2008, p.6), insights into public policy and successful implementation of such a policy are unlikely to be gained by studying the initiation of policy separate off from how its practice will be managed. However, existing research focusing on the interaction between the decision making of collaboration policy and its implementation is scarce (Chamchong, 2016).

Regarding collaboration policy, a number of scholars have long recognised that having individuals who deploy the necessary competencies for working across boundary is vital to successful and enduring collaboration (Chhotray and Stoker, 2009; Sullivan and Skelcher, 2002; Williams, 2013; 2011; 2002; Huxham, 1996). These individual actors are often termed **boundary spanners** (Sullivan and Skelcher, 2002; Williams, 2002). However, little attention has been paid by scholars to define different required skills and roles of boundary spanners at the different stages of collaborative working policy.

This academic article fills these gaps by synthesising the literature on collaboration policy specifically in local government context. It generates new insights into academic and practical relevance. It argues that as inter-local government collaboration means a new form of governing based on

joint activities between partners, the successful initiation and implementation of this new mechanism require new roles of leadership which is boundary spanning. Boundary spanners in local government collaboration must be performed by either political or managerial leaders or both. Also, this article distinguishes two new leadership roles at different stages of collaboration policy. It is proposed that local governments wishing to have sustainable inter-local government collaboration require leaders to act as **collaborative entrepreneur** at the stage of policy formulation. Then to effectively manage interagency relationship, the role of **collaborative manager** is required.

This article opens with providing the rationale for collaboration in local governments. Also, the way in which inter-local government collaboration policy has been implemented is illustrated. Then, it considers a shared notion between *governance* and *collaboration*. Next, it discusses the concept of *boundary spanners*, i.e. the key persons who have dedicated responsibility and have specific competencies to work in collaborative environments. Then, it suggests the new two boundary spanning roles of local leaders, namely *collaborative entrepreneur* and *collaborative manager*.

WHY COLLABORATE?

In an attempt to assist local government to increase efficiency in management and providing services, two key policy choices have been suggested by scholars and have been implemented across the world namely *amalgamation* and *collaboration*.

Amalgamation, i.e. the merger of two or more local governments into a single larger unit, has been implemented by a number of countries such as Japan, New Zealand and Australia that believe that a larger size of local government is the

optimal way of achieving efficiency in services provision (Swianiewicz, 2002). In Australia, for instance, the number of local governments has dropped 'from 1067 to 557 over the time-period from 1910 to 2008' (Dollery et al., 2010, p.292), resulting from municipality merger initiative.

However, a number of studies proved that Australian local government amalgamation policy has not led to a significant enhancement of efficiency gains in local government services (Dollery et al., 2007; 2009; Financial Sustainability Review Board; 2005; Allan, 2003;). This is consistent with the study looking at international evidence on economic results of local government merger by Sancton (2000) which found that the improved efficiency of local governments' service delivery and management does not require a bigger local government unit.

Moreover, amalgamation, the idea of 'bigger is better', is challenged concerning political and democratic aspects. Allan (2003) pointed out that amalgamation lowers the vibrancy of local democracy and people participation in local policy and activities as the size of local authority is large. Lassen and Serritzlew (2011) confirmed this argument by stating that when councils are bigger, internal political efficacy decreases. People are more likely to be interested and participated in policy process and local affairs in the small areas where they can easier develop a strong sense of ownership.

Essentially, local democracy and local self-governance are well operated in small local government with small territory. These issues led to the discussion on the better approach to realising the reduced cost and enhanced efficiency in local government services that is collaborative organisational arrangements (Aulich et al., 2011; Local Government Centre, 2008; Dollery et al., 2007; 2009; 2010).

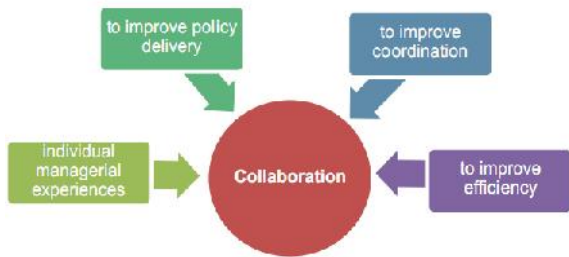
Alternatively, **Collaboration**, i.e. inter-local governmentworking in various forms

"where there is a shared interest in positive outcomes" (Sullivan and Skelcher, 2002, p. 1), has evolved as a potential policy mechanism in the pursuit of increased efficiency (Krueathep et al., 2010; Agranoff and McGuire, 2003; Lowndes and Skelcher, 1998). Particularly, in the phenomenon of resources and financial constraint facing small local governments across the world collaborative arrangements provides the great possibilities for small councils to realise cost-efficiency (Hulst et al., 2009).

Furthermore, collaborative working across boundaries and sharing key resources in providing services equip small councils to achieve economies of scope and scale even if they are small, without losing sense of local self-governance and local identity (Lassen and Serritzlew, 2011; Warner, 2006). Collaborative arrangements enables small councils to deliver local public services to a larger set of citizens and a bigger territory, and to sustain frontline services or even improve the quality of services delivered (Chamchong, 2016; Benton, 2013; Blaire and Janousek, 2013; Hulst et al., 2009).

In the recent study on collaboration between small local governments, Chamchong (2016) synthesized existing relevant literature and provides a comprehensive explanation as to the rationale for cross-council collaboration. It found that small local governments voluntarily decide to collaborate with one another because of some key driving forces (See figure 1). These are positive management experience of local leaders in inter-authority joint working; to increase efficiency in the face of resources and financial scarcity; to improve policy delivery in response to the proliferation of wicked and cross-cutting issues; and to improve coordination between service providers in a specific policy area in the situation of overlapping jurisdictional functions between local governments in different tiers (Chamchong, 2016).

Figure 1: The rational for cross-council collaboration



Source: Chamchong (2016, p. 70)

INTER-LOCAL GOVERNMENT COLLABORATION POLICY IN PRACTICE

At present collaboration is preferable to amalgamation approach. Collaboration arrangements between local governments, particularly ‘shared services’, is a widespread phenomenon throughout Western world (See Labianca, 2014; Hulst and Van Montfort, 2011; Hulst et al., 2009; Warner, 2006; Agranoff and McGuire, 2003).

In the United State of America, inter-local, bilateral collaboration between US local governments has been norm for service provisions and addressing community challenges since the 1980s (Blair and Janousek, 2013; Warner, 2006).

According to Benton (2013), inter-local collaboration in the US can be both informal and formal institutional relationships. Informal collaboration is relationships without any written agreements such as ad hoc meetings and information exchange in a specific task or policy area. Formal collaboration refers to relationships that require a formal, written agreement on joint working and sharing key resources. Warm (2011) indicates that collaborative arrangements presently are more formal and complex which aim to achieve long-lasting cost-efficiency gains, resulting from less state funding in the face of rising demands of citizen. Benton (2013) confirmed that financial retrenchment is a

catalyst for a formal form of collaborative service provision in the US.

In European countries, the situation of financial austerity throughout Europe and the greater demands of citizens over the past decades have put local governments under great pressure as they must produce improved services with limited resources (Labianca, 2014; Hulst et al., 2009; Hulst and Van Montfort, 2007). To response to such challenges, a number of local governments, especially small ones, have voluntarily developed intermunicipal cooperation with neighboring municipalities in various institutional forms such as joint planning, an agreement on joint service delivery, and a single organisation for providing shared services (Hulst and Van Montfort, 2011). These new forms of organisational arrangements bring about enhanced efficiency in services delivery which is a shared goal of partnering councils (Labianca, 2014). Also, Hulst and van Monfort (2011, p. 122) state that they “increase the capacity for solving policy problems that escape the boundaries of a single municipality”.

England has prolonged experience in practicing cross-council collaboration. Central governments have been proactively promoted collaborative arrangements as a key strategy for local councils to achieve better performance and efficiency in service provision since 1997 (Dickinson and Sullivan, 2014; Sullivan and Skelcher, 2002).

Especially, to urge local governments to implement collaborative working in the climate of government spending cuts, the 2010 coalition government promulgated the Local Government Act 2010 which empowered local councils to develop innovative forms of collaboration (Chamchong, 2016). In an attempt to survive in the phenomenon of financial austerity, a number of English local governments have voluntarily formed and operated cross-council collaboration in various types throughout the country (Dickinson and Sullivan, 2014). These are, for example, collaborative budgeting (Raine

and Watt, 2013), shared services, a shared chief executive and management team, and an integration of officer structures into a single workforce serving two sovereign councils (Chamchong, 2016). These are crucial policy choices that offer opportunities for small governments to achieve significant savings, to secure frontline services, and to provide better quality of services to citizens under financial pressure (Local Government Association, 2015; Heley and Moles, 2012; Williams and Sullivan, 2007).

Recently, Chamchong (2016) conducted a comparative analysis of local government collaboration in England and Thailand. **In Thailand**, the study found that collaborative workings between local governments in formal, institutional forms are scarce because there is an absence of law supporting such new collaborative arrangements. The collaborative working relationships between Thai councils then grounded and built on inter-personal relationships among agents - local leaders.

However, cross-council collaboration policy is continued to be a key policy choice for enhancing the capacity of small local councils to achieve better outcomes. Hence, it is essential to investigate the way in which this policy can be successfully formed and implemented, which the role of agent is the main focus of this article.

GOVERNANCE AS COLLABORATION

It is conceded that 'governance' and 'collaboration' are slippery and contested concepts. Despite the widespread use of both terms in the literature, there is no unified accepted meaning and definitional clarity among scholars in the political science and public administration.

The term **governance** has been used to signify various notions such as governance as good governance, governance as the New Public Management (NPM), and governance as networks (Rhodes, 1996). Hughes (2010) argues that 'governance' is essentially a simple term with simple

definitions. He also points out that the term governance should be widely used and discussed but it just requires the clear purpose and the explanation when using the term. Similarly, a number of terms are employed interchangeably to define **collaboration**, i.e. a new form of working which people and organisations can work jointly together. Indeed, "collaboration is known by many names" (Gajda, 2004, p.68). Many scholars employ different terms such as networks, partnership, co-operation, joint working, coordination, and integration to refer to collaboration for different purposes (Chamchong, 2016; Williams and Sullivan, 2007; Mandell and Steelman, 2003),

According to Hughes (2010, p. 87) "governance is about running organisation, about setting up structure to enable the organisation to be run". Given the fundamental idea about managing through interagency collaborative arrangements, Rhodes (1996) argues that the notion of governance can be referred to as interorganisational collaboration or 'networks' in his term. Rhodes (1996, p.660) suggests that "governance has too many meanings to be useful, but that the concept can be rescued by stipulating one meaning...So, governance refers to self-organizing, inter-organisational networks".

This article argues, after Hulst and van Monfort (2011), Hughes (2010), Haveri and Airaksinen (2007) and Rhodes (1996), that the notion of inter-local government collaboration is consistent with the basic governance - horizontal arrangements emphasizing on bringing people and various organisations to work jointly together to achieve shared interests.

In this article, the term **collaboration** is employed to refer to a new way of organising local government organisation and providing public services focusing on bringing together organisations to work jointly across institutional boundary which "reshapes the processes of decision making

or service delivery” (Warm, 2011, p. 61). Hence, in order that collaboration policy can be successfully formulated and sustainable, new skills and roles of leadership are required.

BOUNDARY SPANNING: THE VITAL ROLE IN COLLABORATION

Collaboration is a form of governance that is different from managing in traditional public administration. Hence, building and sustaining collaborative relationships need new and specific set of competencies that are different from those employed to govern in bureaucratic, hierarchical public management (Williams, 2013). In essence, it requires individuals who are dedicated and be able to effectively engage and manage in this new form of governance in which people from different agencies with different cultures, values, and interests come to work together (Williams, 2013, Williams and Sullivan, 2007; Sullivan and Skelcher, 2002). These individual actors are referred to as **boundary spanner** or **reticulist** (Williams, 2002; Sullivan and Skelcher, 2002; Alter and Hage, 1993; Friend et al., 1974; Challis et al., 1988).

There have been a number of studies that point out the key roles of boundary spanners. According to Sullivan and Skelcher (2002), successful boundary spanners are those who are able to play a number of different roles to formulate, facilitate, and maintain collaborative endeavours. Along with this argument, Williams (2013, p.19) points out that boundary spanners must “co-ordinate, facilitate and service the processes of collaboration between the diverse set of interests and agencies”. A comprehensive notion of dominant roles of competent boundary spanner that are pivotal for sustainable collaboration is provided by Williams (2002). He suggests four key roles namely “building sustainable relationship; managing through influencing

and negotiation; managing complexity and interdependencies; and managing roles, accountabilities and motivations” (Williams, 2002, p. 114). Oborn et al. (2011) added to those literature by mentioning that when practicing collaboration in public sector, the job of boundary spanners must be more about a personal and political aspect, rather than technical one.

In order to discharge those job roles, individuals need proper competencies to assist them to effectively conduct their roles. In this regards, a number of scholars pinpoint necessary required skills and capacities that make up the right competencies for boundary-spanners or reticulist to perform within collaborative environments. Sullivan and Skelcher (2002) critically review literature of boundary spanner in collaborative environments. They found that individuals who can be capacity for collaboration must have excellent communicating, networking, negotiating, and conflict resolving skills. Also, competent reticulists have capacity to empathize and to see the big picture. Having the combination of these skills and attributes equip them to discharge their roles successfully.

In the empirical research on managing collaboration and interdependency, Williams (2005) proposes four highly connected components of boundary-spanners which are entrepreneur, reticulist, interpreter and communicator, and co-ordinator. Each of these dominant roles is concerned with a specific set or competencies. The boundary as entrepreneur emphasises on the ability to create solutions to tackle facing organization, build coalitions and trust among potential partners to agree to collaborate (Challis et al., 1988).

The reticulist means the powerful intermediaries who develop, manage and maintain network links. The needed skills enable them to perform such role are understanding diversity and complexity of partners, influencing and strategic seeking

consensus among partners with different sources of power. The interpreter and communicator forefronts the importance of understanding the different motivations, cultures, and interests of partners, which can change over times. The ability in listening, communication, negotiation, and consensus building are also significant (Williams, 2013) Particularly, Webb (1991) states that the key ability to perform this role is creating trust by fostering and maintaining inter-personal relationships among persons working across boundary.

Collaborative arrangements need planning, organising, co-ordinating, and servicing. The heart of co-ordinator role then concerns understanding different organisational context, helping them to frame agreements for governing relationships, and maintaining their contributions to inter-organisational working (Williams, 2005; 2013).

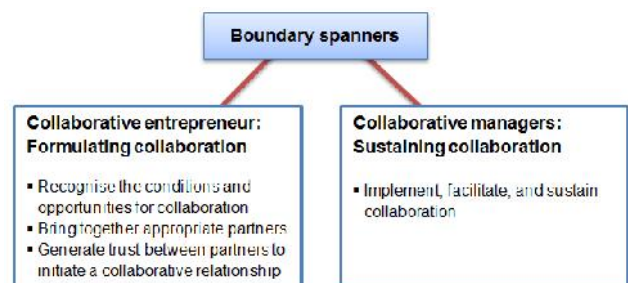
In local government collaboration, having boundary spanners is one of the necessary ingredients for successful collaboration. A number of literature points out that the boundary-spanners' competencies and roles must be learned and discharged by local leaders, managerial and more specifically political (Warm, 2011; Department for Communities and Local Government, 2009; Williams and Sullivan, 2007; Lowndes and Skelcher, 1998; Himmelman, 1996). In order to undertake boundary spanning roles, leaders need to have and exhibit the combination of right skills, knowledge, attributes and abilities to equip them to play their roles effectively.

Although there is a key literature on boundary spanners in the public sector (Williams, 2002; 2005; 2013; Sullivan and Skelcher, 2002), the roles and competencies of boundary spanners provided are still broad. Moreover, from the arguments provided above, it can be realised that successful collaboration requires boundary spanners to perform their roles throughout the processes of

collaboration, ranging from bringing different agencies together, facilitating joint working, to maintaining commitment and relationships between partners. However, the specific competencies in each stage of collaboration policy still need to be clarified. One exception to this is the empirical research of Chamchong (2016), who suggests that the roles of boundary spanners must be divided into different stages of local government collaboration policy as each stage demands different capabilities.

This article attempt to develop insights into the new leadership roles that support the formulation of inter-local government collaboration policy and secure interagency relations after initiation. Therefore, it argues, after Chamchong (2016), that the boundary spanning roles, i.e. the new leadership roles for enduring collaboration policy, must be distinguished into the different key stages of inter-local government collaboration policy. These new roles are referred to as **collaborative entrepreneur**, who play vital role in the stage of policy initiation, and **collaborative manager**, who facilitate the implementation of collaboration policy (see figure 2). The required skills and competencies of each role also be provided in following sections.

Figure 2: The two different roles of boundary spanners



Source: adapted from Chamchong (2016, p. 91).

COLLABORATIVE ENTREPRENEUR

A successful formulation of inter-local government collaboration policy depends much on collaborative entrepreneur role of leaders, i.e. mayor, chief executive, and directors (Chamchong, 2016). The use of the term entrepreneur comes from the notion of Kingdon's (1995) multiple streams model. In his agenda setting model, Kingdon argues that the initiation of policy needs 'policy entrepreneur', i.e. key individual actors in and around government who advocate and seek to push their pet proposals to become policy by coupling three relatively dependent streams – problem, policy, and political. Lober (1997) employed the notion to explore the initiation of collaborative arrangements within organisational context. Individuals or groups that play policy entrepreneur role then were referred to as 'collaborative entrepreneur' by Lober (1997) and then Takahashi and Smuty (2002).

Lober (1997) argues that without the collaborative entrepreneur, collaboration would not occur. Essentially, this job focuses on the ability of leaders to develop proposals on collaborative working to address problems facing organisations or to achieve common tasks and shared goals among putative councils (Williams, 2013; Challis et al., 1988). Also collaborative entrepreneur must act as facilitator to assist putative partnering councils to determine the possible ways of working together, what resources and contributions they can provide to achieve shared goals.

Regarding core skills, competent entrepreneur are those who have networking, *communicating, emphasising, and negotiating* skills (McGuire, 2006; Sullivan and Skelcher, 2002; Williams, 2002).

Empirically, Chamchong (2016) studies the way in which inter-local government collaboration policy can be formed and implemented in four cases of small local

government collaboration in England and Thailand. Empirical evidences from case studies allow the study to suggest comprehensive roles of collaborative entrepreneur. It pinpoints that the successful initiation of cross-council collaboration policy requires local leaders to perform key roles namely *considering the occurrence of potential for collaboration, bringing together putative partnering council, and building trust among them* so that collaboration proposals can be elevated to the status of policy. The particular required competencies that enable them to discharge each of those roles are also clarified as follows:

Considering conditions and opportunities for collaboration and creating cross-council collaboration initiatives

Realising the presence of driving forces for collaboration between is a precondition of the successful formation of such policy. Chamchong (2016) provides empirical evidence from the cases of collaboration between small local demonstrate in England and Thailand which can be seen as valuable notions about this role.

In England, the team of senior officers including a chief executive and directors of two neighbouring councils (Chamchong, 2016) performed this job. The team of managerial leaders realised the government spending cuts of 25%, which put all small councils across the country under pressure on both service provision and organisational management. Moreover, they considered that collaborative arrangements between local councils is a mechanism that have been continuously supported by national government, particularly by the 2010 coalition government in the climate of austerity. The support of collaboration by national government was seen as an opportunity to initiate various, innovative forms of collaboration. Hence, they develop

possible ways of collaborative working as solutions to such financial constraint facing them. Proposals were developed namely amalgamation and collaborative working, i.e. a shared services and management and a single workforce serving two separate councils.

In contrast, mayor rather than managerial leader played entrepreneur role in Thai cases. Small councils in Thailand have very limited resources – qualified staff, high quality equipment, and money – to efficiently deliver some services (Krueathep, 2004), which is a driving force for considering cross-council collaboration. However, there is no specific law supporting a formal form of cross-council collaborative arrangements which create fear for councils' leaders to enter into joint working. Hence, formulating collaboration requires strong and competent political leaders to act this role. Such mayors take risk to create proposal on shared services as they are brave enough and confident that such a radical idea can be achieved as long as it complies with relevant registrations. This also enables them to persuade prospective partnering councils to take risk together (Chamchong, 2016).

Bringing together potential partnering councils

Employing a narrative that conveyed the shared interests and benefits to all partners of collaboration is a significant skill to persuade putative partners. Rather than pointing at the limited resources of potential partners which may inhibit them to make a contribution to joint working, talking about how each of them can play which role and what activities they can do for common goals is preferable. Effective entrepreneur invest their resources includes skills, time and money to connect with appropriate partnering councils and bring them to collaborate (Lober, 1997; Takahashi and Smutny, 2002).

To be able to conduct this job, they must have excellent communication and networking skills, especially the use and talk the right language, giving them the ability to connect up potential partners who may face common issues or have shared interests and goals. Combining these skills with the capacity to greatly understand the different background and the limitations of each partnering council and seeing the big pictures of collaborative working equipping entrepreneurs to win support for collaboration (Chamchong, 2016; Sullivan and Skelcher, 2002; Williams, 2002). In addition, this competency allows the sense of common understanding about shared objective to create which helps them to build coalition for a collaborative working proposal that they wish to push it to be the policy.

Creating trust among putative partners

Cross-council collaboration policy can be formed partly because of trust, grounded in interactions between inter-personal relationships of people working across organisational boundary (Chamchong, 2016; McGuire, 2006; Himmelman, 1996). To build trust, entrepreneur must use the right communication language and create evidence-based proposals on collaboration to assist prospective partners to understand the mutual problems and shared objectives (Sullivan and Skelcher, 2002). Exercising this competency help them gain support and build trust from politicians of partnering councils.

Leaders can generate trust from putative partners by having the combination of the ability to empathy and excellent communication skill. This also makes them an effective broker and negotiator. In Thai cases, for example, Chamchong (2016) found that having powerful mayor of a larger council with more resources who show understanding of how small budget each of

smaller councils has and offer to contribute more in shared services help them to win the heart of partners. Specifically, in the situation of no law support the creation of some formal institutional forms of collaboration between local governments, a strong and highly trusted political leaders acting as entrepreneur is needed. In Thai cases local leaders of small councils decided to take risk to collaborate in shared services without law stipulating that councils can do because they have a high degree of trust in the mayors who have good reputation and make them confident that such a radical idea of joint working will work and have good reputation (ibid.).

COLLABORATIVE MANAGER

The collaborative manager is a critical catalyst for the effective and sustainable inter-local government collaboration policy. This article argues, after Chamchong (2016), that even if leaders as collaborative entrepreneur may succeed in formulating collaboration policy and brining councils to work together to response to common issues or to pursue common goals, they may not have specific competencies to practice such cross-councils collaboration. To effectively implement and drive forward cross-council collaborative arrangements after formulation, leaders as collaborative managers must act as facilitator and negotiator to cement and sustain both inter-personal and formal institutional relationships among partnering councils.

Leaders as competent collaborative managers have ability *to manage and facilitate the implementation of collaboration, to maintain commitment of partners to shared goals, and to secure and deepen collaborative arrangements over time* (Chamchong, 2016; Takahashi and Smutny, 2002; Himmelman, 1996). To be able to discharge their actions previously mentioned, it requires leaders to shift their management style from hierarchical and

conventional style concerning direction of others to *non-hierarchical leadership style* which encourage working across boundary (Williams, 2002; Williams and Sullivan, 2007). Indeed, the role of leaders must be transformed from **'bureaucracy management role and skills'** used in traditional public administration to **'enablement role and skills'**, which is more suitable for managing in collaborative working environment (Salamon, 2001).

The competency of collaborative managers is made up by specific skills and contributes. They have the excellent skills of *collaborative leadership, negotiation, communication, and conflict resolution*. In addition, they are able to *understand different background* of partners including resources each organisation has and different organizational culture. Having this set of competencies permits leaders as collaborative managers to do assist partners *to identify their roles and contributions to collaborative working, to form agreement and governance structure of collaborative endeavours, and to build collaborative culture for working across organisational, professional, and cultural boundary*. Doing these activities guarantees the long-term participation and commitment of partners (McGuire, 2006; Williams, 2002; Sullivan and Skelcher, 2002; Huxham, 1996).

Evidently, when collaboration arrangement means a highly integrated relationship between collaborating councils, for example, a merger of officer structures into a single workforce covering two separate councils in England, senior officers rather than political leaders are greatly needed to play collaborative manager roles. A single team serving two sovereignty councils requires competent managers who can glue relationship between two councils through work closely with councillors of both councils. This article clarifies required skills of collaborative managers under each of

key roles of competent boundary spanners provided by Williams (2002) as follows:

Building sustainable relationships

Assisting collaborating councils build a sense of ownership of collaboration initiatives is the vital role of managers. Empirical evidence from case studies on local government collaboration in both England and Thailand demonstrated that *using the right communication skills and language* and *setting themselves as an example for others* equip leaders to develop sense of belonging of collaboration initiatives among key stakeholders – staff and councillors. Once sense of belonging is developed, partners would make an effort to maintain and even deepen collaboration.

A valuable example is the way in which the mayors of the leading council in a joint disaster prevention and mitigation services among Thai local councils always go out to the provide services in the filed by themselves to show their enthusiasm and support for shared services (Chamchong, 2016).

Managing roles, accountabilities and motivations

Having the ability to understand ‘who does what’ and encourage them to be participate in collaborative efforts are essential competencies of collaborative managers (Williams (2002, p.120). Showing an understanding that collaborating councils may not be able to provide equivalent resources into collaborative working activities as long as they still make a great effort for shared objectives is important. This motivates councils continuously provide contributions to collaborative working instead of withdraw from it (Chamchong, 2016).

Managing through influencing and negotiation and managing complexity

The study of Chamchong (2016) pinpoints that *harmonising the councils* is highlighted as one of the key roles of collaborative managers, especially where collaboration means a single workforce serving two sovereign councils. To do such job requires negotiation, *an acute understanding of differences*, *influencing* and *steering* skills of leaders. Collaborative manager must support the councillors and staff related to collaborative working initiative of collaborating councils to build inter-personal relationships, put differences behind them, and work collaboratively to achieve mutual goals. Williams (2002, p. 117) added that playing ‘*the honest broker role*’ by acting objectively and honestly when dealing with different interests and demands of partners is another significant role.

CONCLUSION

This academic article argues that inter-local government collaboration fits into the notion of governance as it focuses on bringing people and originations to work collaboratively across organisational and professional boundary to pursue common goals or to tackle common issues facing councils. Collaboration then is a new form of managing organisation and providing services where its success and sustainability requires new roles of leadership. This paper proposes that local leaders, either political or executive or both, must be able to perform two different roles of boundary spanners at different stages of inter-local government collaboration policy. To successfully formulate collaboration policy, leaders must play collaborative entrepreneur role by developing collaboration proposals, bringing together putative partners and matching solutions to the defined problem in the stage of policy

formation. Then, collaborative managers are required to play a vital role in managing and sustaining collaboration after initiation. The distinction of boundary spanners' role can be employed as a conceptual framework for future research to investigate the leadership roles or boundary spanners in collaborative arrangements in public sector and specifically in local government context.

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THE POLITICAL POWER IN CLASH OF CLANS (COC) VIS-À-VIS THE PHILIPPINE CONCEPT OF POLITICAL POWER

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Abstract

The study was focused primarily on the concept of political power which was viewed through the virtual and actual world using the strategy of simulation. It was aimed to identify the concept of political power present in the game Clash of Clans (CoC) as to how it simulates the concepts correlated with political power such as its sources and manifestations, power-holder, acquisition, scope/coverage and the security of the power-holder.

In order to justify such simulations, the concepts manifested in CoC were compared to the already established political concepts found in the current political power structure of the Philippine Government to determine its similarities and differences. Along with simulation, primary and secondary data were used. With the limited sources, data were gathered mainly on direct observation on the game CoC. Secondary data were taken on the literature reviews pertaining to the field of study including books, articles and mostly from internet sources.

The study found out the existing political power being rooted in CoC. Though, the concepts found in the game and in the Philippine government gave different conceptualizations, the presence of political power in the game is pervasive. As political power was identified to be simulated in CoC, it generated new avenue for video games being used as an educational tool rather than just purely for entertainment. It aimed to make

video games, by the use of simulation, become a stable political space or trend not just in studying power structure or of a political system but also all other political concepts. As the new generations are so hooked up in video games, they can use it as a field for practicing and enhancing their leadership skills which is a positive form of escapism.

Keywords: *Political Power, Simulation, Video Games, Clash of Clans, Philippine Government*

Introduction

Despite the various researches about the structure of power, the very definition of power remains a matter of controversy. Whereas, power and politics are two different concepts yet cannot be separated with each other. Political power, just like power politics is believed to be redundant by some theoreticians. For them, all politics involves power and vice versa (Baldwin, 2012). But for the purpose of this study, the term political power is used to emphasize its very definition which is distinct yet interdependent from the definitions of politics and power. As Way (n.d.) puts it:

“Political power is the ability to shape and control the political behavior of others and to lead and guide their behavior in the direction desired by the person, group, or institution wielding the political power. Political power is the capacity to influence, condition, mold, and control human behavior for the accomplishment of political objectives.”

To better understand the concept of power which is political by every means is by studying its structure within a political system. Power structure research is an approach to study power as to where it is based or resides within a political system. With these, the research study was focused primarily on the concept of power specifically on its structure or the location of the power in a political system. The strategy video game CoC was used as a lens in viewing a political system vis-à-vis the actual and current political system of the Philippines. It will be highly dependent on the

CoCs' game system that limits or sets the actions of the players.

Under the concept of power, it will try to describe its sources, the holders, acquisition of power, scope/coverage and the security of the power holder and in a way, comparing the virtual and the reality in regards to these concepts. Using the technology specifically a video game just like CoC, it will surely provide valuable information in a new and fun way of presenting political concepts.

Objectives of the Study

The research study has the following objectives:

1. To identify the concept of political power in Clash of Clans (CoC) in terms of:
 - a. Sources of political power
 - b. Manifestations of political power
2. To describe the power structure in CoC in terms of:
 - a. Power-holder
 - b. Acquiring political power
 - c. Scope/Coverage of political power
 - d. Security of the power holder
3. To compare the CoC's concept of political power to the Philippine concept of political power in terms of:
 - a. Sources of political power
 - b. Holders of political power
 - c. Acquisition of political power
 - d. Scope/Coverage of political power
 - e. Security of the power holder

Significance of the Study

The findings of the study will contribute to the existing knowledge of political systems. The study generated helpful

information concerning the usage of video games not just for entertainment but also for educational purposes. By the use of the video game CoC as a simulation of a political system vis-à-vis the real-world politics, specifically the actual and current political system in the Philippines, it would bring a better understanding about how a political system works in an interesting yet very informative way of presenting political concepts. With these, this study will help simulation become a stable political space or trend in studying power structure, and ultimately opens up a haven for knowledge not just for the field of Political Science but also, the other fields of study.

Scope and Delimitation

The research study was focused primarily on the strategy video game CoC being used as a lens in studying a political system. It will only revolve around the concept of political power specifically on its structure or location within a political system specifically on the concepts that can be correlated with political power such as its structure, sources, acquisition, and scope/coverage. It only compared the top ranks in CoC, namely: Leader, Co-Leader and the Elder vis-à-vis the grand powers of the Philippine Government, namely: Executive, Legislative and the Judiciary. The study was highly dependent on the Clans of Clans' (CoC) system of the game that limits or sets the actions of the players. Though, the players were limited by the game system, some of its aspects were mainly player-dependent which gave variation on the data. It was also limited on the game update of CoC in the month of July of the year 2015.

Results and Discussion

The major focus of this study revolved around the concept of political power as to how it is being structured in a certain political system in terms of its sources, manifestations, holder, acquisition, scope/coverage and security of the power holder.

Sources and Manifestations of Political Power in COC

In 1959, social psychologists John R. P. French and Bertram H. Raven identified five sources or forms of power which are now known as French and Raven's Five Sources of Power, namely: Referent Power, Legitimate Power, Expert Power, Coercive Power and the Reward Power (Belen, 2008).

The following tables show how each source is being manifested in the game CoC:

Table 1. Referent Power

Sources of Power Theory	Manifestation in CoC
<ul style="list-style-type: none"> Referent Power – The ability of leaders to develop followers from the strength of their own personalities (Belen, 2008). 	<ul style="list-style-type: none"> usually observed in clans which are mostly composed of real-life buddies. (Saltin, 2014).

This kind of power is usually observed in newbie clans in CoC that is yet to build their own identity. The leader is followed by the members because of how he or she deals with the situations in the clan and provided that the members already knew the personality of the leader in real-life.

The next table shows how legitimate power is manifested in CoC:

Table 2. Legitimate Power

Sources of Power Theory	Manifestation in CoC
<ul style="list-style-type: none"> Legitimate power – stems from an authority's legitimate right to require and demand compliance (Belen, 2008). 	<ul style="list-style-type: none"> The player's position as a leader gave him the power to decide most of the clan's actions and set the clan's settings (Supercell, 2015).

As manifested in Clash of Clans (CoC), the games system provided a number of administrative powers in each rank. The members follow the Leader's rules because of his or her position being the highest rank.

The next source of power which is the expert power is shown in the following table as to how it was manifested in CoC:

Table 3. Expert Power

Sources of Power Theory	Manifestation in CoC
<ul style="list-style-type: none"> Expert power – It is the ability to control another's behavior because of the possession knowledge, experience, or judgment that the other person does not have but needs (Belen, 2008). 	<ul style="list-style-type: none"> A leader must lead by his examples. It is advised that a clan should be created when the player already reached Town Hall 7-8 or much better, Town Hall 9-10 and has higher level of troops and defenses than the members (Jeepyurongfo, 2015).

One rule of thumb is that a clan should be created at Town Hall level 7 or 8. (Galadon, 2014).

Another source of power which is the coercive power is shown in the table below:

Table 4. Coercive Power

Sources of Power Theory	Manifestation in CoC
<ul style="list-style-type: none"> Coercive power – The extents to which a manager can deny desired rewards or administer punishment to control other people (Belen, 2008). 	<ul style="list-style-type: none"> Those members who kept on violating the rules will be punished by the superiors (Neggs, 2013).

Coercive power uses fear as a motivator. As manifested in Clash of Clans CoC, the game system provided a power to the Leader and Co-leader/s to demote or kick members in the Clan (Saltin, 2014).

The next table will show how reward power was manifested in CoC:

Table 5. Reward Power

Sources of Power Theory	Manifestation in CoC
<ul style="list-style-type: none"> Reward power – This power enables the leader to provide additional facilities, increase in pay, promotion of the subordinates, etc. The reward power also enables the leader to recognize the services of the subordinate through appreciation (Belen, 2008). 	<ul style="list-style-type: none"> One thing that a leader should do is to appreciate the performance of his or her members during their successful outcome of their attacks or when the member had donated sufficient amount of troops during wars or even in looting (Benjen, 2014).

The same with the power to demote and kick a member, the Leader and the Co-leader/s were also provided the power to promote a Clan member by the game's system.

Tables 1-5 show how sources of political power is being simulated and manifested in Clash of Clans (CoC). It goes to show that the concept of political power is being embedded in the game as sources were identified and manifested just as from the presence of the different ranks alone, each having their own sphere of political power, which justifies such presence.

Let us now discuss the second main objective of this study which is to describe how political power is structured in the game in terms of its power-holder, acquisition of the political power, scope/coverage of political power and security of the power holder.

Power Structure in CoC

CoC creates a kind of hierarchical organization with the presence of different ranks, namely: Leader, Co-leader, and the Elder whose powers vary in each rank. This manifestation is indeed suitable for power structure research which is shown in the table below (Supercell, 2015).

Power Holder

Table 6. Power-Holder/s in Clash of Clans (CoC)

- Leader** – Clan leaders are the ones who have the big responsibility of managing their Clan. In order to create a brand-new Clan, it costs an additional 40,000 gold, whereupon the player will immediately become the first member and leader of the new Clan (Soagsi, 2014).
- Co-leader** – Co-leader is the rank next to a leader. You can have as many co-leaders in a Clan at one time as the leader wishes. (Control Yours, 2015).
- Elder** – Elder is the title for the Clan members with a higher reputation and level of respect than regular Clan members. (Donate Society, 2013).

With the presence of political power, it follows that power-holders were also simulated in the game. Power-holders vary significantly among political systems, electoral systems, and administrative structures (Balalaeva, 2015).

What can be found in CoC is in the form of hierarchical organization. Wherein, members are ranked at various levels within the organization, each level is one above the other (Hierarchical Organisation, n.d.).

Next to power-holder would be the ways political power was acquired by the identified power-holders in Clash of Clans (CoC).

Acquisition of Power in CoC

Theoretically, Belen identified some tactics for a person to gain political power which will be used as a guide, namely: Social Exchange, Alliances, Identification with Higher Authority, Selective Service, Power and Status Symbol, Power Plays, and Networks (Belen, 2008).

The following tables show how each of these tactics are being simulated or manifested in the game Clash of Clans (CoC):

Table 7. Social Exchange

Tactics in Gaining Political Power	Manifestation in CoC
<ul style="list-style-type: none"> • Social Exchange – relies on the powerful norm of reciprocity in society, where two people in a continuing relationship feel a strong obligation to repay their social “debts” to each other (Belen, 2008). 	<ul style="list-style-type: none"> • One of the options of a member in a clan in order to be recognized by his/her superiors and be promoted is to focus on the donation of troops to the other members (Neggs, 2013).

In CoC, this tactic is usually observed in most Clans which require members to donate a significant amount of troops and in return, they will be given strong troops from the superiors and the extent of being promoted into a certain rank.

Another tactic identified was the concept of alliances being manifested in CoC which is shown in the next table:

Table 8. Alliances

Tactics in Gaining Political Power	Manifestation in CoC
<ul style="list-style-type: none"> • Alliances – two or more persons join in a longer-term power group to get benefits that they usually desire (Belen, 2008). 	<ul style="list-style-type: none"> • A member can be promoted by staying in the clan for a significant number of months and not just hopping (Control Yours, 2015).

Alliances are usually observed in the Clans that already established a strong relationship with each other having members that have stayed in the Clan for a long time already. Thus, a person can acquire political power by forming alliances with other persons within a certain political community as observed in the presence of political parties in the real sense.

Another tactic identified is the identification with higher authority which is shown in the following table:

Table 9. Identification with Higher Authority

Tactics in Gaining Political Power	Manifestation in CoC
<ul style="list-style-type: none"> • Identification with Higher Authority – gaining special privileges by becoming identified with a powerful figure in the organization (Belen, 2008). 	<ul style="list-style-type: none"> • If the superiors recognized the member, which is usually in person, he/she will have the edge over other members in terms of promotion (Saltin, 2014).

In Clash of Clans (CoC), members can get special privilege in a Clan which is usually observed in Clans consisting of a group of friends in real-life. After all, promotion

of the members in CoC is entirely based on trust (Saltin, 2014).

The next table shows how selective service as a tactic to acquire political power was manifested in CoC:

Table 10. Selective Service

Tactics in Gaining Political Power	Manifestation in CoC
<ul style="list-style-type: none"> Selective Service – giving service selectively to gain support, often by bending the rules (Belen, 2008). 	<ul style="list-style-type: none"> This kind of tactic is observed on those members that only donate troops on their superior's requests in order to gain recognition (Indian Royals, n.d.).

In CoC, this tactic is observed on those members not really contributing to the clan as a whole. They are labeled as "hoppers". (Indian Royals, n.d.).

Next tactic that will be shown in the following table is the power and status symbol:

Table 11. Power and Status Symbol

Tactics in Gaining Political Power	Manifestation in CoC
<ul style="list-style-type: none"> Power and Status Symbol – acquiring power and status symbols imply that you are an important person in the firm (Belen, 2008). 	<ul style="list-style-type: none"> When some players who had already established their village having high experience level, high level of troops and defenses join a clan, it is most likely that they can automatically acquire ranks (Saltin, 2014).

In CoC, players with already high level of troops and defenses usually get promotions

in a Clan especially those newbie Clans who are in need of war donors.

The next table shows how power play was manifested in CoC:

Table 12. Power Play

Tactics in Gaining Political Power	Manifestation in CoC
<ul style="list-style-type: none"> Power Play – aggressive tactic involving grabbing of power from others (Belen, 2008). 	<ul style="list-style-type: none"> A member can take over on other's rank by outperforming others in terms of their troops' donations, consistency in achieving 2-3 stars in wars, etc (Control Yours, 2015).

As manifested in Clash of Clans (CoC), the rules for promotion vary in every clan, so every member tries to compete in order to get a promotion.

The last identified tactic is the concept of networks which was also found to be manifested in CoC as shown in the following table:

Table 13. Networks

Tactics in Gaining Political Power	Manifestation in CoC
<ul style="list-style-type: none"> Networks – joining or forming interest groups that have a common objective. The group operates on the basis of friendships and personal contacts (Belen, 2008). 	<ul style="list-style-type: none"> This kind of tactic is common in Clans which were entirely built for the purpose of fun. Wherein, the leader gives out free promotions to his or her friends (Saltin, 2014).

In CoC, this tactic is usually observed in newbie Clans that are yet to build their own identity as a Clan. The friends of the Leader

acquire any of the ranks without performing any actions to justify such promotions being given out freely.

Tables 7-13 show some of the options that a member should do in order to acquire any of the ranks. Though the requirements in acquiring the ranks vary in every clan, the main criteria there is trustworthiness and loyalty in the clan (Saltin, 2014).

With these manifestations, acquisition of political power is definitely simulated in CoC in the form of trust-based promotions. It is in acquiring the ranks wherein a member also acquires political power.

Scope/Coverage of Political Power in CoC

The next specific objective is to identify the scope/coverage of political power attached in each rank as shown in the following table below:

Table 14. Scope/Coverage of Political Power in CoC

<ul style="list-style-type: none"> • Leader – Leaders can: (1) Invite players to join the clan; (2) Accept and decline requests to join the clan; (3) Promote members to Eldership; (4) Promote and demote clan Elders; (5) Demote themselves as Leader and give leadership to a Co-leader; (6) Update the settings of the Clan; (7) Start Clan War; & (8) Send messages to the whole clan. • Co-leader – Co-leaders can: (1) Invite players to the clan; (2) Accept players into the clan; (3) Promote and demote clan Elders; (4) Promote new Co-Leaders; (5) Kick out clan Members and Elders; (6) Update the settings of the Clan; (7) Start Clan war; & (8) Send messages to the whole clan. • Elder – Elders can: (1) Invite players to join the clan; (2) Accept players into the clan; & (3) Kick out clan Members (once every 20 minutes) (Supercell, 2015).

As already mentioned, each of the ranks identified, namely: Leader, Co-leader, and the Elder, has its own attached sphere of political power following a hierarchical form of organization. Though, the most responsibilities lie in the hands of a Leader, other ranks also performs a vital role in the overall progress of the clan.

Security of the Power-Holder in CoC

The security of power in each rank is shown in the following table:

Table 15. Security of the Power Holder

<ul style="list-style-type: none"> • Leader – It is only the leader that can give up his or her position by promoting a co-leader into becoming a leader and in a way, demoting himself/herself into a co-leader. • Co-leader – The co-leader cannot be demoted by the other co-leaders, elders and the members. • Elder – The elder cannot be demoted by his/her fellow elders and members.
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The power-holders in Clash of Clans (CoC) don't have absolute security in their rank except the leader. After all, it is all based on the leader's decision vis-à-vis the performance of the clan members (Saltin, 2014).

With political power identified to be simulated in CoC, it follows that the concepts correlated into it such as the sources and manifestations of political power, power-holder, acquisition of political power, scope/coverage of political power and the security of the power holder were also simulated in the game. Just as from the presence of the different ranks up to the scope and security of the power-holder proves the prevalence of political power in the game, making it a potential tool to present and study political concepts.

Let us now proceed to the third main objective of this study which is to compare the concept of political power that were found in

CoC with the concept of political power in the Philippines through its current government in terms of the sources of political power, the power holder, acquisition of political power, scope/coverage of power and the security of the power holder.

CoC’s Concept of Political Power VIS-À-VIS the Philippine Concept of Political Power

The concepts correlated with political power that was identified to be found in CoC were compared to its closest representation that can also be found in the Philippine Government. Basically, the top ranks in CoC vis-à-vis the grand powers of the Philippine Government. As ranks in CoC, which actually holds political power, were divided into Leader, Co-Leader and the Elder, the Philippine Government on the other hand, has the presence of its three branches of government, namely: Executive, Legislative and the Judiciary being the Leader v. Executive, Co-leader v. Legislative, and Elder v. Judiciary.

The following tables below would compare and in a way, contrast both worlds, the virtual and reality:

Table 16. Sources of Political Power: Virtual v. Reality

Clash of Clans (Virtual)	Philippines (Reality)
<ul style="list-style-type: none"> • Having no fixed system provided as to the clear source of power, the French and Raven Five Sources of Power was used as a guide. Some sources of power identified to be present in CoC were Referent, Legitimate, Expert, Coercive and Reward Power. 	<ul style="list-style-type: none"> • The Philippines being a democratic and republican state provided an electoral system in choosing its government officials (Teehankee, n.d.).

Clash of Clans (CoC) did not provide a fixed system that would identify a clear source of power in the ranks especially the leader. It

is all player-dependent which put most of the responsibilities to the leader (Saltin, 2014). Though, the used five sources of power guide was still manifested in the game.

On the other hand, the Philippine Government practices the concept of election. Ideally, elections serve as a major source of political recruitment. With this, election is believed to be one of the factors that make government authorities legitimate.

Let’s now start with the concept of power-holder which is shown in the following tables:

Table 17. Power-Holder: Leader v. Executive

Clash of Clans (Virtual)	Philippines (Reality)
<ul style="list-style-type: none"> • Leader – Clan leaders are the ones who have the big responsibility of managing their Clan. In order to create a brand-new Clan, it costs an additional 40,000 gold, whereupon the player will immediately become the first member and leader of the new Clan (Supercell, 2015). 	<ul style="list-style-type: none"> • Executive - The executive branch is headed by the President, who is elected by a direct vote of the people. As head of the Executive Department, the President is the Chief Executive (Magz, n.d.).

The Leader as the first member of the clan has the most responsibilities in making his or her clan successful. The Executive Department on the other hand as headed by the President do not own the most responsibilities in the Philippine government as the Legislative and the Judiciary also perform their own sphere of powers showing co-equality of the branches.

The table below will compare the power-holders, Co-leader in CoC and the

Legislative Department of the Philippine government:

Table 18. Power-Holder: Co-Leader v. Legislative

Clash of Clans (Virtual)	Philippines (Reality)
<ul style="list-style-type: none"> • Co-leader – Co-leader is the rank next to a leader.. Co-leaders are highly experienced and exceptionally active players within the clan (Control Yours, 2015). 	<ul style="list-style-type: none"> • Legislative – The legislative branch, which has the authority to make, alter or repeal laws, is the Congress. Under a bicameral system, the Congress is composed of the Senate and the House of Representatives (Magz, n.d.).

Co-leaders have almost the same administrative powers with the Leader. (Control Yours, 2015).

On the other hand, the Legislative Department of the Philippine government is not directly under the supervision of the Executive Department or the President. Legislative, together with other branches have the concept of co-equality, wherein, they have same sphere of power in the government.

Table 19. Power-Holder: Elder v. Judiciary

Clash of Clans (Virtual)	Philippines (Reality)
<ul style="list-style-type: none"> • Elder – Elder is the title for the Clan members with a higher reputation and level of respect than regular Clan members (Control Yours, 2015). 	<ul style="list-style-type: none"> • Judiciary – Judicial power is vested in the Supreme Court and in such lower courts as may be established by law. The Supreme Court is composed of a Chief Justice and fourteen Associate Justices (Magz, n.d.).

Elders in Clash of Clans (CoC), though under the supervisions of the Leader and the Co-leaders, still perform a vital role in the overall progress of a Clan as they are given trust by the superiors. Judicial Department on the other hand, the same with the Executive and the Legislative, has the same sphere of powers which are also vital for the overall progress of the Philippine Government.

The Philippine Government on the other hand, has a complex power structure which in contrast with how power is structured in CoC which is just linear hierarchical organization in which the main power only resides on the leader. The Philippine government being divided into three branches of government alongside with the concepts of separation of power and checks and balances principle which prevents one branch to dominate the others allowing co-equality in all of its branches (Pamaos, 2008).

Let us now compare and discuss the forms of acquiring the political power:

Table 20. Acquisition of Power: Leader v. Executive (President)

Clash of Clans (Virtual)	Philippines (Reality)
<ul style="list-style-type: none"> • Leader – The creator of the Clan will automatically become its first member and at the same time, the Leader. It is by system's default (Supercell, 2015). 	<ul style="list-style-type: none"> • Executive – Qualifications: (1) Natural born citizen of the Philippines; (2) Registered voter; (3) Able to read and write; (4) At least 40 years of age on the day of election; & (5) Resident of the Philippines for at least 10 yrs immediately preceding the election. He shall be elected by direct vote of the people (Magz, n.d.).

As already discussed, any player can just create his or her own Clan castle, and in way, creating a brand new Clan. By the game system's default, the creator of the clan automatically becomes the first member and at the same time, the leader of the clan.

The Philippine government on the other hand, any person cannot just create his or her own government. Before a person can become a President of the Philippines, he or she must be voted upon by the direct vote of the people and must possess certain qualifications to get through the process of election.

Let us now compare and discuss as to how acquisition of power is portrayed in Clash of Clans (CoC) and in the Philippine Government by the power-holders, Co-leader and Legislative, specifically, the Senate:

Table 21. Acquisition of Power: Co-leader v. Legislative (Senate)

Clash of Clans (Virtual)	Philippines (Reality)
<ul style="list-style-type: none"> • Co-leader – Promotion of the Co-leader will only be given out if the superior feels another leader is needed, and only to mature, loyal players whose judgment they feel they can trust (Death Elevator, n.d.). 	<ul style="list-style-type: none"> • Legislative – Qualifications: (1) Natural-born citizen; (2) At least 35 years old on the day of election; (3) Able to read and write; (4) A registered voter; and (5) Philippine resident for at least 2 years immediately preceding the day of the election. The qualifications of both Senators and Members of the House are limited to those provided by the Constitution. The Senate together with the District-Representatives shall be elected by direct vote of the people (Magz, n.d.).

The Leader is the only one in the Clan who can give out positions such as Co-leader. It is all on the prerogative of Leader based on the trustworthiness of the members. The Legislative Department on the other hand must possess certain qualifications in order to join the election and be voted upon by the direct vote of the people.

Table 22. Acquisition of Power: Elder v. Judiciary

Clash of Clans (Virtual)	Philippines (Reality)
<ul style="list-style-type: none"> • Elder – To become an elder in a clan, a player should at least have done the following: (1) Must have been a Member for at least two months; (2) Must consistently donate and take part in clan wars; (3) Must be a high level (Control Yours, 2015). 	<ul style="list-style-type: none"> • Judiciary (Supreme Court) – The power to appoint by the President includes appointment of the members of the Supreme Court. Following are the qualifications to become a member of the Supreme Court: (1) Natural-born citizen of the Philippines; (2) at least 40 years of age; (3) a judge in a court of record for at least 15 years or engaged in the practice of law in the Philippines for the same period; and (4) a person of proven competence, integrity, probity and independence (Magz, n.d.).

The same with the Co-leaders, promoting Elder is all based on the personal decisions of the Leader. The Judicial Department, specifically the Supreme Court, is not elective contrary to the President of the Executive and the Legislative. The power to appoint by the President includes appointment of the members of the Supreme Court.

In CoC, wherein there is no fixed system that will put players on a certain rank by achieving a certain requirement, acquiring the

ranks vary in every clan which are all player-dependent especially the leader's personal decisions. Promotion is all based on the player's dedication and ultimately, trustworthiness (Saltin, 2014).

However, in the Philippine Government, there is a Constitution that stipulates all of the requirements in acquiring such positions from becoming a President down to the local officials which made both worlds very different when it comes to this aspect. It is through the process called election that the Philippine officials are able to acquire certain positions (Teehankee, n.d.).

Let us now proceed on the comparison of both worlds in terms of the scope/coverage of political power:

Table 23. Scope/Coverage of Political Power: Leader v. Executive (President)

Clash of Clans (Virtual)	Philippines (Reality)
<ul style="list-style-type: none"> • Leader – Leaders can: (1) Invite players to join the clan; (2) Accept and decline requests to join the clan; (3) Promote members to Eldership; (4) Promote and demote clan Elders; (5) Demote themselves as Leader and give leadership to a Co-leader; (6) Update the settings of the Clan; (7) Start Clan War; & (6) Send messages to the whole clan (Supercell, 2015). 	<ul style="list-style-type: none"> • Executive – The power of the President includes: (1) Executive power; (2) Power of appointment; (3) Power of removal; (4) Power of control; (5) Military powers; (6) Executive Clemency; (7) Borrowing power; (8) Diplomatic power; (9) Budgetary power; (10) Informing power; & (11) Residual or Other Powers (Magz, n.d.).

The game system of Clash of Clans (CoC) provided a fixed sphere of powers that a Leader can perform, in which the Leader

based his or her prerogative powers which are crucial in maintaining the pace of the clan and its overall progress.

The President on the other hand, which is the head of the Executive Department was identified to have possessed many forms of power taken out from his executive power.

The comparison of the Co-leader and the Legislative's Scope/Coverage of political power:

Table 24. Scope/Coverage of Political Power: Co-leader v. Legislative

Clash of Clans (Virtual)	Philippines (Reality)
<ul style="list-style-type: none"> • Co-leader – Co-leaders can: (1) Invite players to the clan; (2) Accept players into the clan; (3) Promote and demote clan Elders; (4) Promote new Co-Leaders; (5) Kick out clan Members and Elders; (6) Update the settings of the Clan; (7) Start Clan war; & (8) Send messages to the whole clan (Supercell, 2015). 	<ul style="list-style-type: none"> • Legislative – Legislative Power is the authority to make laws and to alter or repeal them. There are 4 Classifications of legislative power: (1) Original; (2) Delegated; (3) Constituent; & (4) Ordinary. There are also limits on the legislative power of Congress: (1) Substantive; & (2) Procedural (Magz, n.d.).

Co-leaders were also given a fixed sphere of power that they can perform which is very crucial to the Clan. The Legislative Department on the other hand, the same with the Executive, has set of powers under it.

The next table shows the scope/coverage of political power of both Elders and the Judiciary present in Clash of Clans (CoC) and in the Philippine Government respectively:

Table 25. Scope/Coverage of Political Power: Elder v. Judiciary

Clash of Clans (Virtual)	Philippines (Reality)
<ul style="list-style-type: none"> • Elder – Elders can: (1) Invite players to join the clan; (2) Accept players into the clan; & (3) Kick out clan Members (once every 20 minutes) (Supercell, 2015). 	<ul style="list-style-type: none"> • Judiciary – Judicial power includes: (1) The duty of the courts to settle actual controversies involving rights which are legally demandable and enforceable; and (2) to determine whether or not there has been a grave abuse of discretion amounting to lack or excess of jurisdiction on the part of any branch or instrumentality of the government (Magz, n.d.).

As discussed already, the scope of political power in CoC especially in each of the ranks follows a hierarchical pattern. Wherein, the leader holds the most responsibilities in the clan followed by the co-leader/s, elders and members respectively. The Leader and the Co-leader/s have almost the same administrative powers except that the Leader is the only one that could kick Co-leader/s whenever they are starting to abuse their power (Saltin, 2014).

The Philippine Government on the other hand, does not cross powers. Each of its branches has its own specific powers essential for the overall process of the government. They are of co-equal status because of the principles, separation of power and the checks and balances. Basically, the Executive headed by the President are assigned to

execute or administer laws, the Legislative on making Laws, and the Judiciary on interpreting these laws (Pamaos, 2008). In whatever way, even with the great difference on the concept of the scope/coverage of political power present in both worlds which is the virtual and the reality, political power is prevalent.

Let us now compare and discuss the security of the power holder simulated in Clash of Clans (CoC) and the ones established in the current Philippine Government which is shown in the following tables:

Table 26. Security of the Power-Holder: Leader v. Executive (President)

Clash of Clans (Virtual)	Philippines (Reality)
<ul style="list-style-type: none"> • Leader – The game system provided that there are no other ranks that can remove a leader on his position by ways of demoting or the extent, kicking out a leader. It is only the leader that can give up his or her position by promoting a co-leader into becoming a leader and in a way, demoting himself/herself into a co-leader (Supercell, 2015). 	<ul style="list-style-type: none"> • Executive (President) – President – Term of Office: (1) 6 years beginning at noon on 30 June immediately following the election and ending at noon on the same day 6 years later; (2) Term limitation: Single term only; not eligible for any reelection; & (3) Any person who has succeeded as President, and served as such for more than 4 years shall not be qualified for election to the same office at any time (Magz, n.d.).

In CoC, the Leader was vested with the most powers than the other ranks, allowing the Leader to enjoy absolute security in his rank. However, the President of the

Philippines does not enjoy that much security as the Philippines Constitution limit such concept.

The next table shows how security of the power-holder is being conceptualized in both the Co-leader of Clash of Clans (CoC) and the Legislative branch of the President:

Table 27. Security of the Power Holder: Co-leader v. Legislative (Senate)

Clash of Clans (Virtual)	Philippines (Reality)
<ul style="list-style-type: none"> • Co-leader – The co-leader also enjoys some security in his/her power by not being demoted by the other co-leaders, elders and the members. It is only the leader that can promote, demote or kick a co-leader (Supercell, 2015). 	<ul style="list-style-type: none"> • Legislative (Senate) – (1) Term of Office: 6 years, commences (unless otherwise provided by law) at noon, 30 June next following their election. (2) Term Limitations: No Senator shall serve for more than 2 consecutive terms. (Magz, n.d.).

The rank of a player being a Co-leader is entirely dependent to the hands of a Leader, giving the Co-leader no assurance to stay on the rank. However, being next to the Leader, the Co-leader cannot be demoted or kicked by an Elder or a Member.

On the other hand, The Legislative department of the Philippine government, which is co-equal to the Executive department when it comes to the sphere of power, is also limited by the Philippines Constitution.

The table below shows how security of the power-holder in Clash of Clans' Elder and Philippines' Judiciary was conceptualized:

Table 28. Security of the Power-Holder: Elder v. Judiciary

Clash of Clans (Virtual)	Philippines (Reality)
<ul style="list-style-type: none"> • Elder – The game system provided that there are no other ranks that can remove a leader on his position by ways of demotion or the extent, kicking out a leader. It is only the leader that can give up his or her position by promoting a co-leader into becoming a leader and in a way, demoting himself/herself into a co-leader (Supercell, 2015). 	<ul style="list-style-type: none"> • Judiciary (Supreme Court) – Tenure/Disciplinary Power of Supreme Court: (1) Members of the SC and judges of the lower courts hold office during good behavior until: (a) The age of 70 years old; or (b) They become incapacitated to discharge their duties; (2) Removal of SC Justices: (a) Only by IMPEACHMENT; (b) Cannot be disbarred while they hold office (Magz, n.d.).

The Elder in CoC, being the lowest rank with an administrative power over the members in the Clan, does not have an absolute security on his or her rank as an Elder is subject to the Co-leader, and especially, the Leader's actions.

However, the Judicial department of the Philippine government has a certain security in its office. Being co-equal in power with the Executive and the Legislative, the Philippine Constitution also provided its limitations.

Conclusion

Based on the findings of the study, the game Clash of Clans (CoC) simulates an active political system wherein there is the presence political structure where political power resides. With all the results and comparisons made between the game CoC and the Philippine Government, it can be determined that both worlds differ in many aspects. Though, CoC and the Philippine Government both possess the concept of political power and the aspects correlated with it such as the source and its manifestations, power-holder, acquisition of the political power, scope/coverage of the political power, and security of the power holder. Despite these similarities, they greatly differ on the structure of political power.

CoC was designed to be simple so that everybody could easily understand and enjoy the game without ever thinking its political aspects. Though, it may not be that obvious, political power surely resides in the game. After all, it is a game and not designed to be political in every means. It can then be determined that the use of video games is not just purely entertainment but can also offer a political arena that one could study and learn into. One can play simulation games and in the process learn from it politically in the sense that, it could shape one's political beliefs, attitudes toward a political system and develop one's sense of political efficacy. It can be a training ground for players to develop and improve their leadership or managing skills and experience being in a group where political power is pervasive. It also serves as an outlet for someone who wanted to experience holding some sort of power which is a positive form of escapism.

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A BOOM BEACH THEMED SIMULATION OF TERRITORIAL DISPUTE: THE CASE OF CHINA VERSUS PHILIPPINES

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This study was a simulation of the game Boom Beach in the context of Philippine-China territorial dispute. It sought to determine the characteristics of territorial conflicts in Boom Beach; determine the definition of territorial limits or boundaries; identify the reasons of engaging in territorial wars; identify the practices found in Philippine-China Case; and determine the similarities between Philippine-China relations and Boom Beach in terms of definition of territory, military resource building, military alliance building, and military aggression.

The study had identified that definition of territory, military resource building, military alliance building, and military aggression are present on both Boom Beach and Philippine-China territorial dispute. These have proven that the game is an image of the territorial dispute like the Philippine-China case. It was found that virtual games can be used as lens in analyzing events and timely issues. Boom

INTRODUCTION

Territory is important for a state for this is the place where people live; exercise their sovereignty and the venue of the government to do their task as an agency made by the people. The more territory they occupy the more resources they exploit and the more power they have. That is why some states have conflict on territories with other states. Historically, issues in territorial disputes are frequent that even in virtual world it is visible. These disputes are themes of some virtual games nowadays, wherein the object is to fight with their territories or for money, resources and

Beach is a territorial conflict by its characteristics and its similarity to that of Philippine-China case in terms of the definition of territory is the mode of subjugation. In military resource building was purchasing and upgrading resource builders and storages and is similar with the Philippine-China territorial dispute which is land reclamation. In military alliance building, Boom Beach has Task Force that is similar to Philippine-China territorial dispute which are South China Sea claimants. Moreover, in military aggression, Boom Beach applied direct aggression and while Philippine-China territorial dispute applied indirect aggression.

Keywords: simulation, territorial dispute, alliance, aggression

power.

In line with this, the researcher ventured on analyzing a virtual game. Furthermore this study had simulated the game Boom Beach in the context of the current status of the territorial dispute of Philippines and China. The researcher used one of the popular virtual games, the Boom Beach, as a simulation tool on this study.

Objectives

The general objective of the study is to simulate the game Boom Beach in the context of Philippine-China territorial dispute. The following are the specific

objectives of the study:

1. To determine the characteristics of territorial conflicts in Boom Beach.
 - a. To determine the definition of territorial limits or boundaries of clans.
 - b. To identify the reasons why they engage in territorial wars.
2. To identify the practices found in Philippine-China Case in terms of the following:
 - a. Military resource building.
 - b. Military alliance building.
 - c. Military aggression.
3. To determine the similarities Philippine-China relations and Boom Beach in terms of:
 - a. Definition of territory.
 - b. Military resource building.
 - c. Military alliance building.
 - d. Military aggression.

Scope and Limitations of the Study

This study is limited in simulating the territorial wars in the game Boom Beach in the context of Philippines-China territorial dispute. The Boom Beach version 23.140.1 updated last October 21, 2015 was used.

Video games may vary in most kinds of situations, the reason why Boom Beach was chosen because it correlates more in terms of explaining territorial dispute.

The researcher is limited by the facts on the Philippine-China Case since the case is still in progress. Thus the study focused only until October 29, 2015, upon the ruling and decision of United Nations Convention on the Laws of the Sea (UNCLOS) regarding the said case.

Boom Beach was used as an instrument and a lens in the simulation

BACKGROUND OF THE STUDY

According to David Carter on his book in titled *Territory and Group Conflict in*

International Relations (2011) he said that territorial conflicts have been found to be the most contentious and difficult to resolve in international politics. At a theoretical level, territory is central to almost any aspect of international relations. However, much remains unexplored both theoretically and empirically. Guntram Herb (1999) emphasizes that one of the reasons why state or nation engages on conflict is to establish or protect the essence of identity.

The long-standing relations between the Philippines and China, which span several centuries, have developed into a multifaceted and wide-ranging partnership. In recent years, Philippines-China relations have experienced fiery issues that resulted in a “cooling off” of bilateral ties, hitting its lowest point since the establishment of their diplomatic relations in June 1975. The relationship has lately been dominated by the territorial disputes in the West Philippine Sea that has deteriorated since the April 2012 naval standoff over the Scarborough Shoal.

Then virtual games were rapidly making its way into popular culture and gives an easy perspective towards understanding territorial dispute.

Virtual worlds like World of Warcraft (WoW) and Second Life are a cultural and social phenomenon in North America and throughout the networked society. Some virtual worlds like WoW contain a role-playing game at the core of the experience in which large numbers of players interact. Game-like virtual worlds are classified as Massively Multiplayer Online Role-Playing Games (MMORPGs).

Hilde Corneliussen and Jill Walker Rettberg (2008) on their book *Digital Culture, Play, and Identity: A World of Warcraft Reader* affirmed with Sánchez' statement that user base is co-evolving with the technology and they captivate users, for them it is because of the character identification of the player. The player and the character are here perfectly connected,

which requires that the player has internalized the controls and game mechanics. The character now becomes an extension of the player may identify through either embodied or imaginative empathy (or both), depending, among other things, on the visual, fictional, and ludic context of the gaming situation.

According to Betsy Book, both game worlds and social virtual worlds share five common features: 1) Virtual worlds are shared spaces used by many players at the same time: 2) Virtual worlds contain a graphical user Interface that depicts space visually: 3) Interaction in virtual worlds occurs in real time; users experience immediacy: 4) Virtual worlds allow users the ability to alter the world they are in; the space is interactive: and 5) Finally, virtual worlds are persistent worlds; the worlds continue even when a player logs out or quits a game. Book's classification is useful in identifying the similarities between gaming worlds and social worlds, but she ignores both the social and technical evolution and co-evolution of the users of and the technology of virtual worlds.

Virtual gaming is based on the assumption that the individual and social learning that emerges in the game can be transferred to the world outside the game. This transfer is largely negotiated and not immediate, thereby making a simulation game low in external risks and giving the players a sense of safety, which is a prerequisite for experimentation and creativity. The concept of simulation has started way back in the latter half of the 1960's which it had become a highly popularized teaching strategy. As Cousins (1976) puts it, "Simulation is an attempt to recreate, for instructional purposes, some dimensions of reality. The simulation, or model of reality, usually involves a setting or scenario roles to be assumed and carried out, a problem or problems to be confronted, constraints or rules, and an outcome or set of outcomes." Based on

Mayer (2009) and Cousins' (1976) lines we could say that we can correlate politics in the real world with the virtual world. There were several simulations made in context with virtual world and on virtual gaming.

One of the virtual games aroused in twentieth century with the context of politicking was the game Boom Beach which gives a fresher view towards world politics. Boom Beach is a strategy game that combines attacks on other with attacks against computer generated bases. The game's storyline is set in a tropical archipelago with the player on an island with defenses and troops. Players can build their base, upgrading their defenses and other buildings, and unlock troop upgrades. Boom Beach combines single player campaign play as well as the ability to attack other players in multiplayer mode on the same map.

This study will simulate the game Boom Beach in the context of Philippine-China territorial dispute because based on the description presented about the game it may clearly or depicts the current context of Philippine-China territorial dispute. Moreover, based on the literatures presented above, this study which aims to have a simulation of the Boom Beach in the context of Philippine-China territorial dispute is indeed valid for it uses alternative avenue of theorizing political discourses in connection with the literatures presented and by the use of the simulation process to know and analyze Philippine-China and Boom Beach.

METHODOLOGY

This study uses simulation as its research tool. Simulation as a social science research tool is defined by Dawson (1962) as the construction and manipulation of an 'operating' model, that is, a physical or symbolic representation of all or some aspects of a social or psychological process. For the social scientist, simulation leads to building a

model of an individual or group process and experimenting with the replication of this process by manipulating the variables and their interrelationships within the model. By developing a model, the components and relationships which are hypothesized as crucial are abstracted from reality. Simulation tools permit the experimenter to study processes in ways nature prohibits, because the simulation can be run many times with the values of the parameters modified between runs and the changes in outputs observed. This study simulates Philippine-China territorial dispute in Boom Beach. It also uses primary resources such as books and secondary data in analyzing the Philippine-China case and the Boom Beach.

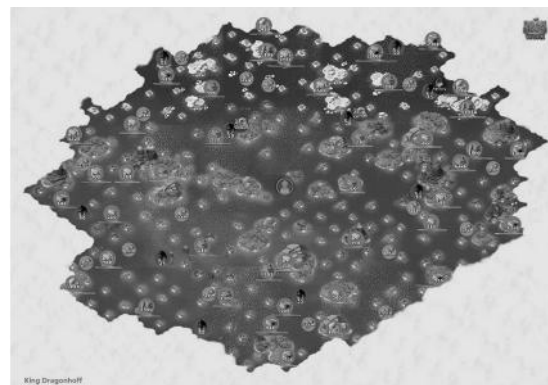
RESULTS AND DISCUSSION

Let us start the discussion on the territorial limit as one of the characteristics of territorial conflicts.

Table 1. Characteristics of Territorial Conflicts: Territorial Limit

CHARACTERISTICS OF TERRITORIAL CONFLICTS	BOOM BEACH
Territorial Limit	<p><u>Archipelago</u> - the "map" of the game, where we can find the Bases. The Home Base, Resource Bases, Submarine Dive Points, and Events.</p> <ul style="list-style-type: none"> a) Home Base b) Resource Bases c) Submarine Dive Point

Figure 2. Boom Beach Archipelago



The Home Base (Figure 3) is where the Player's Base (player's own island) can be found, among all the islands in the archipelago, Player's Base (Figure 4) is where players customize its base and build up their defenses, such as putting up their Headquarters.

Figure 3. Home Base

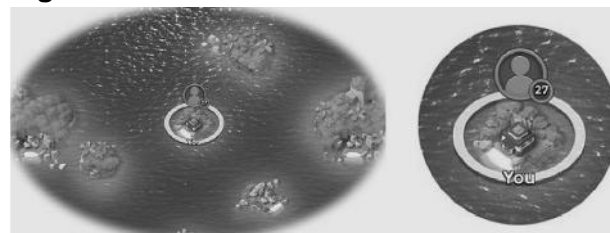


Figure 4. Players Base



In the Home Base, the Headquarter (Figure 5) is the brain and the heart of the base and operation, the goal on defense is to keep the latter protected at all costs.

Figure 5. Headquarters



Resource Bases (Figure 6) can be taken over from other players by destroying the base's Outpost (similar to the Headquarters). Resource Bases are additional bases that are independent of home base and are scattered throughout the Archipelago.

Figure 6. Resource Bases



WOOD IRON STONE

The game's definition of territorial limits or boundaries lays on the archipelago or the "map" of the game, where we can find the Bases namely the Home Base, Resource Bases, Submarine Dive Points, and Events. This is where territorial wars happen. This archipelago serves as a guide of each player where they can set themselves on conquering bases from other players. This will also limit or restrict a player and or to what extent one can go beyond other players' bases or territory. In finding and conquering territories on the archipelago the presence of leveled radar and the uncovering of the fog of war are needed so that players can raid the islands. These two scenarios in the game help the player expand its territory and gain resources on other islands in the archipelago.

The presence of the archipelago gives an idea that the game has limitations on the boundaries it covers, especially on

the player's territory. The Boom Beach itself has limitations not just on the player but on the territory as well. It provides authority and power to the player to their owned resource bases because they are already determined based on the limitations that the game has provided.

Boom Beach demonstrates how the bases are being acquired and lost similar in the concept of International Law. The bases can be acquired through discovery and occupation. The resource bases are on the state of being *terra nullius* when they are discovered by unveiling the fog of war and occupied when it was successfully raided. Another concept of International Law in the case of lost territory is subjugation. Subjugation is applied when the bases are being successfully invaded and occupied by new player. That the bases are being conquered or occupied in the course of war by the enemy. As a whole in defining territorial limit Boom Beach had set its method of acquisition and loss of bases based on the conducts of International Law.

Let us now discuss the second characteristic of territorial conflict which states the reasons why the game Boom Beach engages in war.

CHARACTERISTICS OF TERRITORIAL CONFLICTS	BOOM BEACH
Reasons why they engage in war	<ol style="list-style-type: none"> 1. To collect and store resources such as gold, wood, stone, and in higher levels, which is iron. 2. To the expansion of areas in archipelago. 3. To regain the lost bases.

Table 2. Characteristics of Territorial Conflicts: Reasons Why They Engage in War

As shown in Table 2, there are several reasons why a player undergoes war on games. In Boom Beach the player engages war for three reasons first it requires the player to collect and store resources such as gold, wood, stone, and in higher levels, which is iron (Figure 7). These resources are used to upgrade troops and buildings. Last reason would be to regain the lost island.

Figure 7. Boom Beach Resources



The gold is used for building and upgrading troops and gunboat equipment and unlocking new areas of the map. The wood is the most basic building resource. Meanwhile, iron is used in the construction and upgrading of high-level buildings. The game also uses a premium currency, diamonds.

The second reason was for the expansion of territory. As they build their bases, the player needs to expand its territory by conquering and raiding bases within the archipelago. This would help the player explore more resource bases and other bases that can be used for building, purchasing, and upgrading resource builders and storages.

This lead to the last reason why Boom Beach engages in territorial war to regain the lost territory or bases. They have to regain these bases because of the resources which are highly needed in the game. They are highly needed because they unveil new bases, produce new resources, and help each player to level up.

The abovementioned reasons imply

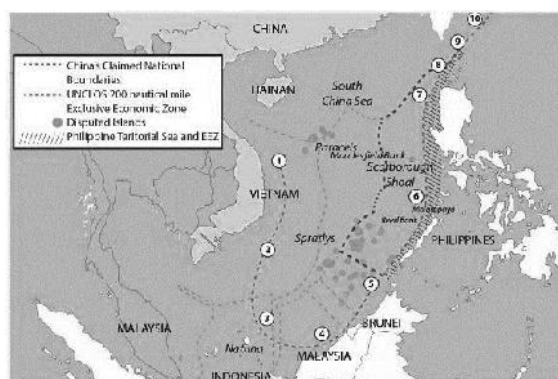
on the two theory of expansion of territory, the colonialism and imperialism. Colonialism was manifested in the context of the game because it establishes, exploits, maintains, and expands its colony in one base by a war from another base. The second theory was imperialism, it is manifested in the game that player builds their power and influence to other territory by the use of military force.

The Philippine-China Territorial Dispute

For the purpose of the study, it is best to understand the conflict starting from the assertion of ownership by China on the island by sending naval task forces to the islands, which is now being disputed between Philippines and China, up to the period where the conflict began until October 30, 2015, as specified in the scope and limitation of the study.

Scattered over the South China Sea are various geographic features, the most prominent of which are known internationally as the Spratlys, the Paracels, Macclesfield Bank and Pratas Island. There are overlapping claims by various countries to these features and to the waters and resources surrounding them, including parts of the West Philippine Sea.

Figure 8. Nine Dash Line



The claim of China regarding the Nine Dashed Line Map was questioned. The well entrenched doctrine in the law of the sea is that “the land dominates the sea.”

The failure of the claim on the Nine Dashed Line Map, China insists with their claims on the West Philippine Sea and uses their “Historical Right” which is the Historical Facts such as Maps to prove their claim on the said latter sea. A noted French geographer, Francois-Xavier Bonnet, who has made an extensive research on the South China Sea dispute, exposed in a forum at the Ateneo Law School in Manila last March 27, 2015 that China actually planted its so-called “abundant historical evidence” in the Paracels and the Spratlys. He presented the 1136 AD “Hua Yi Tu” Map of China. However Philippines gives its counter evidence on the map by using the 1734 Murillo Velarde Map.

Figure 9. Historical Map of China

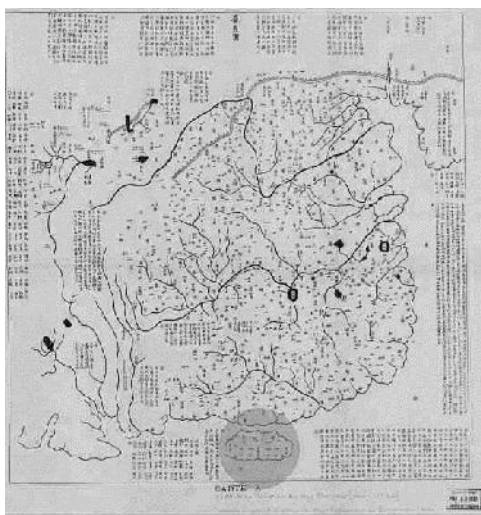
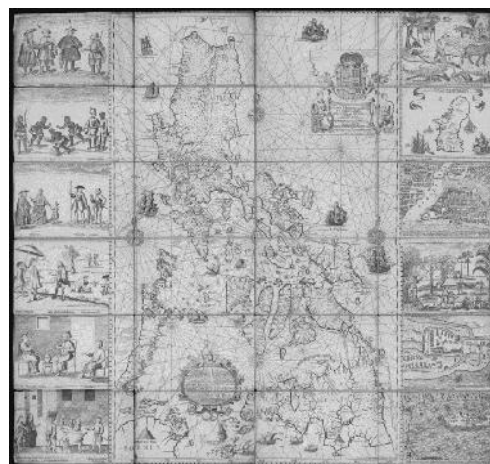


Figure 10. 1732 Murillo Velarde Map



This study ventured to analyse the practices found on the dispute such as military resource building, military alliance building and aggression. These three military practices were identified because these are the highly visible activities in any territorial dispute. These three practices are major determinants of the victory in war.

Table 3. Philippine-China Dispute: Military Resource Building

PRACTICES	PHILIPPINE-CHINA TERRITORIAL DISPUTE
Military Resource Building	<ul style="list-style-type: none"> • Land Reclamation • Food Security • The Livelihood and Economic Welfare • Energy Security - Vital Sea of Communications and Trade

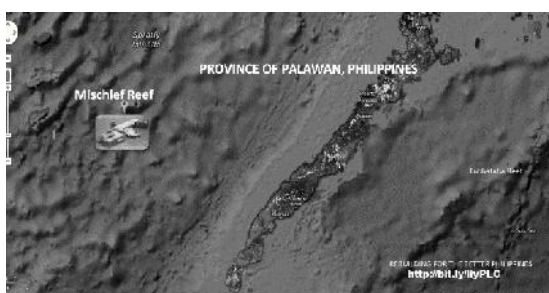
One part of the West Philippine Sea that China took for reclamation was the Mischief reef (Figure 11). Mischief Reef is an LTE that is 125 NM from Palawan (Figure 12), well within the 200 NM EEZ of the Philippines. As an LTE, Mischief Reef is part of the submerged continental shelf of the Philippines. With an air and naval

base in Mischief Reef between Palawan and all the Philippine-occupied islands in the Spratlys, The total reclaimed area can reach at least 500 hectares.

Figure 11. Reclamation in Mischief Reef



Figure 12. Exclusive Economic Zone



The West Philippine Sea (WPS) is important to the Philippines’ food security because of its rich fisheries and fish breeding areas. Filipino scientists believe its ecosystem is linked to the Sulu Sea and other marine ecosystems of the archipelago, which makes the fishery resources in these areas interrelated and interdependent.

According to Aliño and Quibilan’s *The Kalayaan Islands: The livelihood and economic welfare was also considered as one of the resource buildings of the West Philippine Sea, especially of hundreds of our coastal communities, are tied to all our marine waters.* In the book of K. Hinz and H.U. Schlüter, “Geology of the Dangerous Grounds, South China Sea, and the

Continental Margin off Southwest Palawan” he also pointed out that West Philippine Sea is important to energy security since it is known to have largely untapped petroleum reserves as well as mineral deposits.

Based on United States Geological Survey, “Assessment of Undiscovered Oil and Gas Resources of Southeast Asia, 2010,” it is believed that there may be deposits in the area of the WPS. The Northwest Palawan, Southwest Palawan and Reed Bank. The area of Northwest Palawan, including Reed Bank, is where significant discoveries have already been made and where we are most likely to find petroleum resources, especially natural gas, in the near future.

In the book of Paret (1989), he emphasized that the ultimate yardstick of national power is military capability. Because countries subsist in an environment where internal and external threats to security are both common and ever-present, the effectiveness of their coercive arms becomes the ultimate measure of power. Through those islands and additional territory a state may use it as a source for their economy or for their military building.

Now on the practice of Philippine-China dispute which is the military alliance building.

Table 4. Philippine-China Dispute: Military Alliance Building

PRACTICES	PHILIPPINE-CHINA TERRITORIAL DISPUTE
Military Alliance Building	<ul style="list-style-type: none"> • South China Sea claimants • United States and Japan • United Nations Convention on the Law of the Sea (UNCLOS)

In the context of the military alliance building the Philippine-China territorial dispute gave way to three military alliances, the South China Sea claimants, the United States (US) and Japan, and the United Nations on the Law of the Sea (UNCLOS).

One of South China Sea claimants who expressed their cooperation with the Philippines was Vietnam. The budding cooperation between Vietnam and the Philippines is the latest development stemming from China's aggressive territorial claims in the region. In 2009, China put forward the so-called "Nine-Dash Line" map which claimed the whole of the South China Sea, leaving four other countries that border on the strategic body of water with nothing more than their 12-mile territorial seas.

On June 27, 2013, at a press conference in Quezon City, Philippines, Philippine Defense Minister Voltaire Gazmin and his Japanese counterpart, Itsunori Onodera, announced that the Philippines would establish basing arrangements with both the US and Japanese militaries. China was the explicit target of this move allowing the US and Japan to station military personnel and equipment in the Philippines.

On the other hand, basing on the United Nations Convention on the Law of the Sea (UNCLOS) an arbitration court ruled last October 29, 2015, said that it has jurisdiction to hear some territorial claims the Philippines has filed against China over disputed areas in the South China Sea.

Philippines filed the case in 2013 to seek a ruling on its right to exploit the South China Sea waters in its 200-nautical mile exclusive economic zone (EEZ) as allowed under the United Nations Convention on the Law of the Sea (UNCLOS). The Hague-based Permanent Court of Arbitration rejected Beijing's claim that the disputes were about territorial sovereignty and said additional hearings would be held to decide the merits of the Philippines' arguments.

These alliances also imply that it would pull the strength of the state. These strengths are the resources especially in military. The military resources as discussed earlier, as military alliances also help increase the military resources of the states.

Let us now go over with the last practice found in the Philippine-China Territorial dispute which is the military aggression.

Table 5. Philippine-China Territorial Dispute: Military Aggression

PRACTICES	PHILIPPINE-CHINA TERRITORIAL DISPUTE
Military Aggression	<ul style="list-style-type: none"> • <u>March 25-26, 1995</u> – Philippine Military Evicts Chinese from Mischief Reef • <u>January 26, 1996</u> – Gunboat Battle near Capones Island • <u>January 1998</u> – Philippine Navy Arrests Chinese Fishermen • <u>May 26, 2000</u> – Philippine Troops Open Fire on Chinese Fishermen • <u>October 18, 2011</u> – Philippine Vessel Rams Chinese Fishing Boat

There were six aggression documented of which these aggressions were merely a high level aggression that may lead to war on the two disputed states. The six aggression were the; March 25-26, 1995 when Philippine military evicted the Chinese from Mischief Reef and destroyed all Chinese-built structures on the reef; the January 26, 1996 when there was a Gunboat Battle near Capones Island, after Chinese vessels approached Philippine waters near Capones Island, a Philippine navy gunboat fired warning shots then engaged in a 90-minute gun battle with the vessels; January 1998 when Philippine Navy arrested twenty-two Chinese fishermen off Scarborough Shoal who were suspected of illegal fishing; May 26, 2000 when Philippine Troops had an open fire on Chinese Fishermen, Philippine soldiers shoot at Chinese fishermen off Palawan Island (the Philippines), killing one fisherman and detaining seven; and lastly October 18, 2011 when Philippine Vessel Rams Chinese Fishing Boat. A Philippine naval ship rammed a small Chinese fishing boat in disputed waters near Reed Bank. Manila promptly issued an apology to the Chinese embassy in Manila claiming the incident as an accident.

Considering also the theory of aggression, it was said that there were two kinds of aggression present, the direct and indirect aggression. The direct aggression is the use of force by the military operation by a state or group of states against another state. On the other hand, indirect aggression uses force that does not involve direct military use by regular troops, but involves active military or other assistance to a state. The current military aggression on Philippine-China case is an indirect aggression because both states have not resorted to the use of armed forces to claim these islands but they used assistance, going back to the military alliances.

Similarities of Boom Beach and Philippine-China

Now to determine the similarities of the game Boom Beach and Philippine-China case. The similarities will be determined based on the definition of territory, the military resource building, the military alliance building, and the military aggression. Let us start with the definition of territory.

Table 6. Similarities of Boom Beach and Philippine-China Case: Definition of Territory

BOOM BEACH	PHILIPPINE-CHINA TERRITORIAL DISPUTE
<p style="text-align: center;"><u>Definition of Territory</u></p> <p>Archipelago is the "map" of the game, where we can find the Bases. The Home Base, Resource Bases, Submarine Dive Points, and Events.</p>	<p style="text-align: center;"><u>Definition of Territory</u></p> <ul style="list-style-type: none"> • Exclusive Economic Zone (EEZ) • Nine Dashed Line or Ten Dashed Line and or Eleven Dashed Line, • Historical Rights

If the game Boom Beach be simulated with the Philippines China dispute, the Archipelago is the West Philippine Sea, and the islands such as Paracels Islands, the Pratas Islands, Scarborough Shoal and the Spratly Islands are called the resource bases. These can be resource bases as presented above the West Philippine Sea it was proven that it has a lot of resources. The Exclusive Economic Zone (EEZ) is called the fog of war in Boom Beach since EEZ and dash lines correspond to the limitations and boundaries to what extent the state can explore and manage on its territory. This is

similar to Boom Beach which has the fog of war and determines to what extent the player can raid the bases and expands its territory upon unveiling the fog of war. The historical right in the Philippine-China case is simulated with the regaining process of lost bases in Boom Beach, that these bases once owned by a player and was raided and owned by other player. In accordance to the rule of the game, if the base of a Player X was conquered and owned by Player Y, the Player X can raid and reclaim the island if it wins the battle. However in the case of Philippine-China as to the decision of the UNCLOS historical rights and claim of China is non-bearing to the case.

On this note, Boom Beach and Philippine-China territorial dispute are similar on the context of its definition of territory. The limited boundary is the similarity of Boom Beach and Philippine-China case.

In Boom Beach, bases can be discovered, occupied, and subjugated but in the Philippine-China case, the islands are fixed, except only in land reclamation made by China. Their similarity of Boom Beach and Philippine-China case in the concept of acquisition and loss of territory is that bases and islands can be subjugated. In Boom Beach subjugating bases to occupy new bases and regaining the lost bases are present. In Philippine-China case the islands in the West Philippine Sea can be under subjugation by the Philippines or China.

Let us now discuss the next similarities of Boom Beach and Philippine-China case in terms of military resource building.

Table 7. Similarities of Boom Beach and Philippine-China Case: Military Resource Building

BOOM BEACH	PHILIPPINE-CHINA TERRITORIAL DISPUTE
<p style="text-align: center;"><u>Military Resource Building</u></p> <ul style="list-style-type: none"> • Purchasing and Upgrading Resource Builders and Storages 	<p style="text-align: center;"><u>Military Resource Building</u></p> <ul style="list-style-type: none"> • Land Reclamation • Food Security • Livelihood and Economic Welfare • Energy Security • Vital Sea of Communications and Trade

In the simulation process, Boom Beach uses purchasing and upgrading resource builders and storages for military resource building. These resource builders and storages are gold storage, iron mine, iron storage, quarry, residence, sawmill, stone storage, vault, and wood storage. Purchasing resource builders and storages is also gaining resources that will be used to buy troops for the consumption for the future territorial wars and to raid islands and bases in the archipelago. To upgrade resource builders and storages is to increase the production of the resources on the Home Base as well as on the Resource Bases. Increasing resources production means that one could purchase strong troops that will be used for the future raids and territorial wars. In the situation of Philippine-China Case, it uses land reclamation as the military resource building. This is the same with Boom Beach in terms of upgrading resource builders and storages in the occupied territories, which are the islands of the West Philippines. China was able to upgrade the land through the resources found on those islands. This

is to expand the area on the islands in the West Philippine Sea and creating new land form for military purposes. They used the areas for warship production and warship equipment building and trainings. This scenario is alike with the Boom Beach which increases the production of resources through upgrading its resource builders and storages. In the case of Philippine-China, China have reclaimed the islands and trained military armies and launched warship equipment. Boom Beach and Philippine-China Case share common goal of reclaiming and upgrading the land area which is to strengthen their military.

In the issue of food security, the livelihood and economic welfare, energy security, and vital sea communication is similar to the game Boom Beach because like the resource bases they are important in securing and supplying resources to the game. They are like food which is needed by the inhabitants of the state as well as gold, wood, stones, and irons which are needed in the game. They are needed because the game evolves on these to unveil the bases, to purchase and raid the bases, and to train troops for the future war.

The comparison of Boom Beach and Philippine-China case in terms of military resource building implies that even in the game, resources are considered as valuable tool in the conduct of territorial expansion or claim.

Let us now discuss the next similarities of Boom Beach and Philippine-China case in terms of military alliance building.

Table 8. Similarities of Boom Beach and Philippine-China Case: Military Alliance Building

BOOM BEACH	PHILIPPINE-CHINA TERRITORIAL DISPUTE
<p><u>Military Alliance Building</u> Task Force – The social and multiplayer aspect of Boom Beach in which you can create or join a Task Force and fight the Blackguard together.</p>	<p><u>Military Alliance Building</u> South China Sea claimants United States and Japan –United Nations Convention on the Law of the Sea (UNCLOS) –</p>

The second practice is the military alliance building. In the Philippine-China Case the South China Sea claimants, the United States and Japan, and the United Nation Convention on the Laws of the Sea were found as the allies of the Philippines in the said territorial conflict. Comparing military alliance building in the game Boom Beach, it is the same on the context of the Task Force which is the social and multiplayer aspect of Boom Beach in which you can create or join a Task Force and fight the Blackguard together. This Task Force in Boom Beach is creating alliances with other players so that you could be able to get resources and territory at the same time. In comparison to the Philippine-China case, these Task Force in Boom Beach are the South China Sea Claimants, the United States and Japan, and the UNCLOS of which they create or join into alliance to fight the Blackguard in Boom Beach which is equivalent to China in the Philippine-China Case.

The last similarity on the military alliance building was that they could receive a reward in terms of the position in the Task Force. In the context of Boom

Beach, one could be held as the leader, the officer, or a member only. In the Philippine-China Case, these alliances will gain sympathy to millennial world politics that they could be upheld as the leader of the best military forces who help the weak states to combat one of the best military forces in the world.

This would imply that alliances are seen in the game. This alliance could make a strong military force. It links to other states or to other bases to create threat or to oppose a threat which could produce violence. The combination of two or more forces would lead to a strong force to combat both the Blackguards and of the case of China. Through alliances it would create strategies and better plans to defeat the rivals. This shows that allies are needed in waging aggression both in virtual world and physical world.

Let us now tackle the last practice found in Boom Beach and Philippine-China dispute which is the military aggression.

Table 9. Similarities of Boom Beach and Philippine-China Dispute: Military Aggression

BOOM BEACH	PHILIPPINE-CHINA TERRITORIAL DISPUTE
<u>Military Aggression</u> Territorial Wars	<u>Military Aggression</u> The Events accounted starting from March 25-26, 1995 – Philippine Military Evicts Chinese from Mischief Reef. January 26, 1996 – Gunboat Battle near Capones Island. January 1998 – Philippine Navy Arrests Chinese Fishermen. May 26, 2000 – Philippine

	Troops Open Fire on Chinese Fishermen. October 18, 2011 – Philippine Vessel Rams Chinese Fishing Boat.
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The military aggression found in Philippine-China Case was when Philippine Military evicted Chinese men from Mischief Reef, had a Gunboat Battle near Capones Island, when Philippine Navy arrested Chinese Fishermen, Philippine Troops opened fire on Chinese Fishermen, and the Philippine Vessel rammed Chinese Fishing Boat. Those were accounted events of aggression on the case, but perhaps caused a little stability of the two states but not in the extent that these states engage in war. They use force to protect the islands and their interest on it but they never use strong military forces to combat for the interest of the two states. This military aggression in Philippine-China Case can also be compared with the game Boom Beach, of which the main aspect of the game is aggression through territorial wars.

The abovementioned emphasized that Philippine-China Case have committed indirect aggression. Boom Beach's territorial wars are similar to Philippine China case since it inflicts force to get the bases. Both Boom Beach and Philippine-China case has a military aggression. But there are two theories of aggression as mentioned above, the direct and indirect aggression. In the case of Philippine-China it applied indirect aggression, Boom Beach on the other hand applied direct aggression. The Philippine-China case has an indirect aggression since the military forces do not have direct military use on conquering the islands being occupied by China. Boom Beach on one hand has direct aggression since it uses direct military forces to raid and conquer the bases.

This means that aggression is happening on both virtual world and

physical world. This aggression may differ on how they are being used in the Philippine-China case and Boom Beach but still they used aggression. That aggression has reached as a theme on games even before and until the present. The use of force has gone virtual even if it cannot be felt but the impact is like the force being enforced in the physical world.

The Philippine-China territorial dispute claimants are being assertive in terms of who is the rightful owner of this sea. China is now becoming more powerful as it encroaches on the boundaries of the Philippines. They have strengthened their forces with the use of the islands and the territories they have owned in the South China Sea. These events and scenario imply that this case would be easily resolved however the sanction and the consequences be inflicted in both states and other claimants because of the great power induced as the case struggled through time.

CONCLUSION

Based on the findings of the study, the game Boom Beach is a good simulation of the Philippine-China territorial dispute. The study had identified that establishment and protection of territory, military resource building, military alliance building, and military aggression are present on both Boom Beach and Philippine-China territorial dispute. These have proven that the game Boom Beach is a reflection and an image of territorial disputes like the Philippine-China case. The researcher found out that the virtual games can be used as lens in analyzing events and timely issues.

Boom Beach made it clear that games can be new medium of political discourse. Games can introduce the concepts and theories that were expounded by researches and they are not only for entertainment but a space for new knowledge.

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CORRUPTION AND STRATEGY ERADICATION IN INDONESIA

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Abstract

The cause of the destruction of this country is one of them because the practice of CCN (corruption, collusion and nepotism) that pervades the massive consequences for society. Corruption in the legal world has been classified as an extraordinary crime (extraordinary crime) because it is not only detrimental to the State finances, but the practice also violates the rights of the social and economic broadly to act eradication should also be done in a way that the extraordinary. That is expressed in the preamble of Law On Combating Corruption.

Keywords: Government, Corruption, Crime, Law on Corruption Eradication

A. Preliminary

Literally corruption is something rotten, evil and destructive. If we are talking about corruption will indeed find such a reality because of corruption concerns the moral aspects, the nature of the foul, office for administration, economic and political factors, sera ancestry or class placements into official under position power. Thus, it can literally be concluded that in fact the term corruption has a very broad sense. Corrupt behavior is basically caused by several factors. I think there are several factors that the main cause of corrupt behavior, including:

1. Economic demands of actors / economic urgency;
2. The influence of the surrounding environment, whether home, office, or a community;
3. Weak law enforcement; and
4. Lack of socialization anti-corruption social.

Of the factors mentioned above, one of the factors that were most active in fighting corruption is a factor of weak law enforcement against corruption and the lack of socialization anti-corruption in this country. In an effort to combat corruption, required the cooperation of all parties and all elements of society, not only related institutions alone. Some institutions authorized to eradicate corruption, among others, the Corruption Eradication Commission (CEC), Police, Indonesia Corruption Watch (ICW), and the Attorney General.

The existence of CEC is a bold step in the government's efforts to eradicate corruption in Indonesia. Lately, many of the people who are often not satisfied with the sentences given to the perpetrators of Corruption. The majority of people who are not satisfied with the sentences for the

perpetrators of corruption assume that the law does not guarantee fairness, certainty, and benefits to society. Law is always sharp and blunt bottom upwards. This is caused because in the court itself sometimes there is also corruption in law enforcement so that the perpetrators of corruption are also less effective. When compared with the case of theft committed by the grassroots as has been reported previously that Minah in the case of stealing three (3) pieces of cocoa and should be punished with confinement 1 month and 15 days (one month of fifteen days) and a fine of Rp. 1.000.000, - (one million rupiah), then grandma asyiani accused of stealing property of Perhutani teak and received a sentence of one year in prison with probation of 1 year 3 months and a fine of Rp. 500.000.000, - (five hundred million rupiah) subsidiary 1 day probation, and much more uneven law enforcement in this country. But the punishment for perpetrators of corruption in itself is lighter than what is stated in the Law on Anti-Corruption Crime which the penalty is a minimum of 4 years in prison with a minimum fine of Rp. 200.000.000, - (two hundred million), and a maximum of life and even the death penalty with a maximum fine of Rp. 1 billion as it sounded in Article 2 and Article 3 of Law No. 31 Year 1999 on Corruption Eradication. However, whether the threat contained in the Anti-Corruption Act has made the deterrent effect for corruptors? to see the rise of such cases prove that the Law on Corruption Eradication no threat deterrent effect to the perpetrators. There is also a thought that the perpetrators of Corruption should be impoverished and the confiscation of its assets to the State. So, with such penalties how that can catch the perpetrators of corruption and make the deterrent effect for offenders ?.

B. Theoretical framework

a. Word Origin and Definition of Corruption

According Fockema Andreae in the book Hamzah, said corruption is derived from the Latin *corruptio* or *corruptus* (2008). It was also stated that corruption was derived from the original word *corrumpere*. Similarly, a Latin word older. From the Latin word that fell into many European languages such as English, namely Corruption, corrupt; France, namely corruption; and the Netherlands, which is corruptive (*korruptie*). We can presume that from the Dutch language is the word down into Indonesian, the "corruption".

According Poerwadarminta in the book Hamzah (2008), the term corruption has been accepted in the Indonesian vocabulary, it was concluded in the Indonesian General Dictionary of corruption is bad deeds such as embezzlement, receiving kickbacks and so forth.

Definition of corruption described by experts in the above described back by UNCAC in journals Setyawati (2008). is :

1. Promising, offering or giving, directly or indirectly, an undue advantage to a person who lead or work in a capacity, to an entity in the private sector, for himself or another person, so that he violated his duties, perform something or refrain from doing any act.
2. Solicitation or acceptance, directly or indirectly, an undue advantage, which is done by someone who lead or work in an any capacity for a body of private sector for himself or for another person, so that he is against the rights, do or refrain to do something.

From some of the top experts in defining the meaning of the word corruption, Hamzah (2008) concludes that corruption actually

understanding corruption as a very broad term meaning. As summarized in the Encyclopedia Americana, corruption is a bad thing with their various means, varies according to time, place, and nations. Judicial corruption depicted with variations in many countries, but there is no point in general equation.

b. Painting Cause and Effect of Corruption

According to Prof. Syed Hussein Alatas professor of the University of Singapore there are 7 (seven) typology of corruption in the journal Situmorang (2014), namely:

1. Transactive Corruption which is the type of corruption by mutual agreement;
2. Nepotistic corruption;
3. Extortive corruption or corruption by squeezing;
4. Investif Corruption that gives services or goods for the benefit of the future;
5. Defensive corruption that is forcing other people involved in the process of corruption;
6. Outgenic corruption or corruption committed by himself;
7. Supportive corruption that is corruption support.

After knowing tipolgi above proposed by Situmorang, Diansyah (2009) suggests any problem of corruption committed by criminals. Corruption as an economic decay, of failure of collective political and extraordinary crimes may not be viewable both the micro and sectoral observation hopping. He is not a crime that broke and once finished. But it is a black dot that was built by the political system, power is concentrated in a few hands, and the empire that take advantage of the power to make a profit, either in the bureaucracy, state institutions or political institutions

outside of parliament. Thus, people become victims.

In the end we believe, the eradication of corruption is not just the application of articles, legal reasoning of a decision, debate or commentary among legal experts, but much larger. What we are doing now is preparing flake puzzle. But, do we know, understand and know how the macro picture of the puzzle that is being prepared? Studies of political-business oligarchy, and a little overview of the rentier important to understand.

After Diansyah explain what causes corruption, then Hamzah (2008) explained the intent in the law on the eradication of corruption. Corruption tu there are no rules on direct preventive efforts on acts of corruption. Criminal provisions as contained in the legislation is only a preventive indirectly, namely that others do not or are afraid to do acts of corruption or concerned (convicted) deterrent for repeat offenses of corruption in the future.

From the above explanation related Hamzah explanation of eradication of corruption contained in the law on combating corruption, Hamzah (2008) added an explanation regarding the eradication of corruption. Although it has been adapted to the circumstances of Indonesia, among others, by inserting certain clauses deemed appropriate and meet the needs of Indonesian society's own law, unification was opposed by many legal scholars Netherlands itself. Things are generally opposed to codification of customary law among scholars as ter Haar who wants to vote is not Europe (Indonesian) were given a separate codification.

Then Hamzah (2008) explains the purpose of combating corruption contained in the Code of Penal (Penal Code) (for further description used the term only in accordance with Law No. 1 Year 1946 jo.

Law - Law No. 73 of 1958). Is a system, and all chapters and chapters in it bound by that system. Therefore, drawn nineteen chapters (it) goes into another system, namely the Law on Combating Corruption, which it turns out that between the two systems there is a difference, is in itself a problem occurs thorny juridical-quaint. Such problems will be described in the following chapters.

Corruption offense which is a crime positions listed in Chapter XXVIII Book II Criminal Code, while the offense of corruption in connection with the offense positions such as Article 209 and 210 (the person who bribed public servant or commonly known as active omkoping), are in the other chapters, but also in book II Criminal Code (of the crime). Details of the offenses of corruption emanating from the Criminal Code has been referred to in Chapter I Introduction. All are ordinary crimes, meaning that instead of a misdemeanor or violation as known in our criminal law. Similarly, in the Penal Code, the offense of office as it was included in a book about ordinary crime. As known, common crime and misdemeanor separated in different books according to the systematics of the Penal Code.

That corruption is caused partly by poor regulation has existed since time immemorial. Syed Hussein wrote that a great Chinese reformer named Wang An Shih (1021-1086) was impressed by the two sources of corruption are bad laws and bad man. This paper is cited by Sudarto in the book Hamzah (2008).

According to Hamzah (2008) proof regulations on combating corruption after another, the latter always improve and add to the first, but the perceived corruption in all its forms is still raged.

Nevertheless, the notion that anti-corruption legislation will bring improvements also due to reduced corruption spawned legislation to

eradicate corruption from the Lord of the Central War.

Surely such a restriction is IMHO too wide meaning so as to include the mismanagement of state property such as Pertamina, PJKA, Pelni, GIA, and others. Is not it harms the financial mismanagement and the economy of the country?.

Related to the application of Article 60 of Law State of Emergency Number 74 of 1957 on 17 April 1958 will no longer apply, the third regulation military authorities mentioned above according to the law, replaced by Regulation Corruption Eradication Prn Lord of War Centre No. Prt / Peperpu / 013 / 1958, defined and published on April 16, 1958 and broadcast on BN No. 40/1958.

Related restrictions written by a save in the book Hamzah (2008) argues that the focus of this regulation is a special form of acts of corruption, namely concerning the financial state or regional or other legal entity that use capital and / or allowances other than public , This is understandable because at the time of making that rule (around 1957-1958) crowded takeover and management of the companies belonging to the Netherlands became a State enterprise.

Nye stated that the consequences of corruption in the journal Revida (2003) are:

1. Wastage of resources, capital fled, disruption of capital investment, waste of expertise, assistance disappears.
2. Instability, social revolution, the takeover of power by the military, causing social and cultural inequality.
3. Reduction in the ability of government officials, the reduction of administrative capacity, the loss of administrative authority.

Furthermore Mc Mullan in the journal Revida (2003) states that as a result of corruption is inefficiency, injustice, people

do not trust the government, wasting state resources, does not encourage companies to strive especially foreign companies, political instability, restrictions in government policy and not repressive ,

Based on the expert opinion of the above, Revida (2003) to conclude related consequences of corruption above are as follows:

1. Economy system as capital flight out of the country, the disruption to the company, impaired capital investment.
2. Socio-cultural system as the social revolution, social inequality.
3. Rules such as the takeover of political power, the loss of foreign aid, the loss of government authority, political instability.
4. Such as inefficient administrative procedures, lack of administrative capacity, loss of skills, loss of state resources, limited government policies, taking repressive measures.

Generally due to corruption is detrimental to the state and the decimation of togetherness and slow the achievement of national goals as stated in the Preamble to the Constitution of 1945.

There is determined, that the acts of corruption consists of:

1. Criminal and corrupt practices;
2. Other acts of corruption (Article 1).

Hamzah (2008) suggests some explanation of what is meant by the criminal acts of corruption, namely:

1. The act of a person by or for committing a crime or offense to enrich themselves or another person or entity that directly or indirectly detrimental to the finances or the economy of the country or region or harm an entity that receives aid from

the state finance or other legal entity that use capital and concessions on society;

2. Unlawful for anyone with or for committing a crime or offense enrich themselves or an agency and carried by abuse of office or position;
3. The crimes listed in Article 41 to 50 Lord of War Regulation of the Centre and in Article 209, 210, 418, 419, and 420 Criminal Code (Article 2).

These three things are taken over by subsequent legislation to repair the editor as well as the addition of the offenses of the Criminal Code, according to Hamzah (2008) to meet the first element mentioned above is that there should be a crime or offense committed in advance, then meet also the element of its next enrich themselves or another person or entity that directly or indirectly harm the financial or economic harm state or regional or other legal entity that uses capital and concessions on society. In this case the regulator did not describe the crime or offense or what kind of shape is meant.

Thus, it is to be very spacious perfunctory consequences enrich themselves and so on. Formulation of acts of corruption criminal sub a of this later turned out to be taken over by Article 1 sub a of Law (Prp) No. 24 of 1960 with the editor that is completely identical, only the word "action" is replaced with the word "action", because it turns out the law uses the term "criminal acts" instead of "criminal acts of corruption".

The principle of fairness must be juxtaposed with the principle of Equality before the law, according Kaligis (2007) that the right to file an expert witness from the outset violated by KPK investigators, without the suspect may resist the law (Article 65 of the Criminal Procedure Code). Favorable evidence such as CPC report for the fiscal year that runs prosecuted. As is known to calculate state

losses Three criteria are proposed to be met:

- a. Witness Examination;
- b. Suspect examination;
- c. There is documentary evidence.

From the explanation Kaligis above that the principles of justice must be juxtaposed with the principle of equality before the law, then Susanto (2011) describes criminology that k riminologi especially as the influence of critical thinking that directs studies on processes (criminalization), both the manufacturing process and berkerjanya legislation oF, can provide a major contribution in the field of criminal justice systems, particularly in the form of research on law enforcement, will be used to improve the operation of law enforcement agencies, such as to give attention to the rights of defendants and victims of crime, the organization (bureaucracy) as well as the law enforcement improvement of the legislation itself.

Of criminology described by Susanto itself, written by Lamintang (2013) explain that we can make the difference between so-called theoretische or zuivere criminologie who study the symptoms of crime as a whole, with the so-called practische or toegepaste criminologie that the best possible trying to observe a variety of criminal acts. For then by using certain methods attempted to investigate the causes of the symptoms.

In sociology, Jean-François Medard ever tried to explain the phenomenon of corruption by starting from the distinction Max Weber's "bureaucratic state" and "patrimonial state".

The above explanation related symptoms corruption by starting from the distinction, according to Nugroho (2015) in the bureaucratic state, namely the state with a modern administrative system, no distinction and separation between the public sphere to the private sphere and the

relationship between the two domains was impersonal. In the bureaucratic state, public officials or state officials shall act impartially, not to be impartial and must not show favoritism to the parties who have an emotional connection or a personal relationship with him. In this context, corruption is the abuse of office or public position for personal interests. So, corruption is considered as unethical actions on the grounds of violating the distinction and separation between "personal interest" and "public interest" or "public interest".

Nugroho of corruption-related explanation is rated as unethical, according Toule (2013) adds that the development of the law are also directed to eliminate the possibility of corruption and able to handle and resolve completely problems related to corruption, collusion, nepotism (CCN). The development of law is implemented through an update of legal materials to keep watching the plurality of the prevailing legal order and the impact of globalization in order to increase certainty and legal protection, law enforcement and the rights of man (HAM), legal awareness and legal services based on justice and truth, order and welfare within the framework of state administration more orderly, organized, smoothly, and globally competitive.

The causes and effects of corruption described by some experts, Susanto (2011) concluded that the correlation between mental disability with crime, people do that through means testing statistically and by way of case studies. In this case, the study of angles and corners mentally disabled crime. Although long before people are considered mentally disabled is because the incidence of crime.

C. Research methods

The approach used in this study is the juridical-empirical approach. Juridical (legal seen as the norm or *das sollen*), because in

this study to address issues using legal materials (both legal written or unwritten law). Empirical approach (the law as a social reality, cultural or *das sein*), because in this study used primary data obtained from the field. So, juridical empirical approach in this study means is that in analyzing the problems done by combining ingredients that law is secondary data with primary data obtained in the field, namely the analysis of normative acts of corruption.

D. Results and Discussion

a. Analysis of Normative Judicial Corruption

The formulation of the elements of corruption in the Law on combating corruption No. 31 of 1999 still lacks clarity related to what is meant by the element of "benefit yourself" and "enrich themselves" as defined in Article 2 paragraph (1) and Article 3 of Law OF eradication of corruption. Article 2 (1) and Article 3 is a favorite passages for law enforcement, especially the Corruption Eradication Commission (KPK) in ensnare offenders Corruption. The sound of article 2, paragraph (1) and Article 3 of Law No. 31, 1999, namely:

Article 2 (1): "Any person who acts unlawfully enrich themselves or another person or a corporation that can be detrimental to the state finance or economy of the state, subject to imprisonment to life imprisonment or imprisonment for a minimum of 4 (four) years and a maximum of 20 (twenty) years and a fine of at least Rp. 200,000,000.00 (two hundred million rupiah) and Rp. 1,000,000,000.00 (one billion rupiah). "From the wording of the article thus, clear article 2, paragraph (1) of Law No. 20 of 2001, requires that anyone convicted of corruption, as stipulated in Article 2 paragraph (1), will be sentenced to life imprisonment or imprisonment for a minimum of 4 (four) years and a maximum of 20 (two twenty) years and or a fine of Rp.

200,000,000.00 (two hundred million) and at most Rp.1.000.000.000,00 (one billion rupiah). In connection with sanctions for perpetrators of corruption in article 2, paragraph (1) of Law No. 31 of 1999, also confirmed that if a criminal act of corruption made against funds that are intended for coping with the hazards, national disasters, social unrest is widespread, tackling economic and monetary crisis, and the repetition of criminal acts of corruption, the perpetrators the death penalty can be.

Then in chapter 3: "Any person who with the intention of enriching himself or another person or corporation, abuse of authority, opportunity or means available to him because of the position or positions that could harm the state finance or economy of the state, shall be punished with imprisonment for life or imprisonment of a minimum of 1 (one) year and a maximum of 20 (twenty) years and or a fine of Rp. 50,000,000.00 (fifty million rupiah) and Rp. 1,000,000,000.00 (one billion rupiah). "

Article 3 of Law No. 31 of 1999 contains three (3) elements, namely: first, with the intention of enriching himself or another person or a corporation; then, Abusing the opportunity or means available to him because of the position or positions; and the last is the element Which can be detrimental to state finance or economy of the State. If discernible difference between the elements in Article 2 and Article 3, the two almost similar but different. The similarity between these two Articles lies in the element of financial harm or economy of the State, while the difference lies in the element of self-enrichment and benefit themselves. So therefore, the question arises why the formulation of the provisions in Article 2 included the phrase "enriched" whereas in Article 3 included the phrase "beneficial" ?. If you think logically speaking, a public official / Civil Servant who was appointed by the State is aimed to serve the nation and the country unconditionally, and

none is intended to enrich themselves. Interest enrich usually an attempt on the part of private individuals, and always hoped to be richer. However, is it not possible that a civil servant can do something to enrich themselves?. Furthermore then, why the minimum criminal penalty in Article 2 heavier (minimum 4 years) of the criminal sanctions under Article 3 (minimum 1 year) ?.

Moreover, not only Article 2 and Article 3 who have a problem to catch the perpetrators of Corruption, but also there is also in article 5, paragraph (2) and Article 12 letter a of Law No. 20 of 2001 on the Amendment of the Act No. 31 Year 1999 on Corruption Eradication. Based on my view, both articles of Article 5 paragraph (2) and Article 12 letter a is an article that was adopted from Article 419 Criminal Code (the Code of Penal Code), which also contained the element of intent (dolus), but has a penalty of different namely imprisonment of at least one (1) year and a maximum of 5 (five) years and / or fined at least Rp. 50,000,000.00 (fifty million rupiah) and Rp. 250,000,000.00 (two hundred and fifty million rupiah) to article 5 paragraph (2), and imprisonment for life or imprisonment for a minimum of 4 (four) years and a maximum of 20 (twenty) years and fined at least Rp 200,000,000.00 (two hundred million rupiah) and at most Rp 1,000,000,000.00 (one billion rupiah) for criminal sanctions in article 12 in Law No. 20 of 2001 on the Amendment of Act No. 31 of 1999 on Eradication of Corruption. In fact, both articles have different elements and is the same category of crime ie passive bribery. Article 5, paragraph (2) if examined is the category of the element of intent (dolus), while article 12 letter a besides there is the element of intent (dolus) there is also an element of negligence (culpa). Surprisingly, the offense culpa (negligence) heavier penalties than offense dolus (intent).

In the theory of criminal law, intent or *dolus* interpreted as "verboden handeling van het teweegbrengen Willens en wetens" or to perform forbidden acts are desired and understood. That is, if someone at the time it performs an action to bring about a result that is forbidden, be aware that such a result would certainly arise or may arise because of the actions that will or he is doing, while the incidence of these effects is he wants. While *culpa* or negligence by science and jurisprudence interpreted as "een aan tekfort voorzienigheid" which means a shortfall to look that far ahead about the possibility of legal consequences or "manco aan een voorzichtigheid" which means an attitude that is less cautious. Thus, both of these explanations we can clearly see the penal (penalty) the appropriate weight and appropriate light. In my opinion, based on the study *dolus* and *culpa*, then *dolus* (intent) was the one who should be listed under penalty (penal) in weight, while *culpa* (negligence) must be punishable by a mild or moderate. Because *culpa* is a willful or a fault will that have any legal consequences, in which the person does not mengingikan the occurrence of the act but on the basis of certain circumstances that led to the negligence of someone making legal consequences.

Then related the effectiveness of penalties for corruption, the death penalty and / or impoverished. Which is more effective?. Capital punishment contained in article 10 of the Criminal Code are at the laying of the top penalty and is the principal criminal, meaning that the death penalty can be applied to cases of serious crimes such as terrorism. But is it not possible for the perpetrators of Corruption? he replied, maybe. Because corruption is classified as an extraordinary crime (extraordinary crime). Not only because of the mode and systematic techniques, the impact of corruption crimes are parallel and ruin the

whole system of life, both in the economic, political, socio-cultural and even to the moral decay of society as well as mental. Economic losses from corruption, could clearly be felt by the community, reflected not optimal run economic development, besides the results obtained from the various economic activities of the nation, such as taxes, be much smaller than it should be achieved.

Losses in the fields of politics, corruption leads to discrimination or discrimination public service award for the rights of political society. While losses in the field of socio-cultural and moral corruption has caused the "disease" in the community, that the action seemed to be regarded as lawful and reasonable acts. Hamzah also argued that fighting corruption is not only depends on the renewal of the Act, but there should be more effort than that. If the perpetrators of corruption and sentenced to life imprisonment or the death penalty, it will result in a dependent state budget were great. instance, in the corruption case of former president of the Party of Social Welfare Lutfi Hasan Ishak or former treasurer of the Democratic Party Nazarudin sentenced each lifetime, this will lead to the imposition of the state budget (State Budget) several hundred million to a person convicted of a lifetime corruption in the holding cell because it must guarantee human rights in the holding cell. Not to mention spending State Budget (APBN) for national development with a certain period plus the cost of shipping, in preparation for burial, and funeral inmates who died in the Penitentiary who have undergone life sentence. Or as the case Labora Sitorus who have escaped from prisons Sorong, West Papua. Imposition is noteworthy by the judge in deciding the length of prison terms for corruption convicts. Well, how also in case the perpetrator of the Corruption was impoverished ?.

Basically, punishment for the perpetrators of Corruption is included penalties multiple or had a double-double , or in the language of the law known as *subsideritas* , where after the perpetrators of corruption are examined and tried, obviously sentence was as if the corruption was already impoverished automatically. It is seen from the freezing of the assets of the perpetrators of corruption, either by court bailiffs and investigators when the investigation process. Not to mention the imprisonment prescribed Act of Corruption and the obligation to pay fines for damages several million or billion State and State refund as much as had been corrupted. If examined legally, impoverishing suspected corruption has been classified as a violation of the principle of presumption of innocent (presumption of innocence) as set out in Article 8 paragraph (1) of Law No. 48 Year 2009 concerning Judicial Authority in conjunction with a general explanation item 3 letter c of the Code of Criminal Procedure (Criminal Procedure Code), which states that "Every person suspected, arrested, detained, prosecuted, or appear before the court shall be presumed innocent until no verdict court assert his mistakes and has obtained permanent legal force. "If a corruption suspect during the investigation alone is the seizure of assets, and then coupled with a court ruling shall make restitution and forfeiture and confiscation of certain items, the true law enforcement has changed paradigm of the presumption of innocence into a presumption of guilt. The concept of this idea of punishment as contemplated layaklah to advance to impoverish corruption so as not polemical back among the community as victims, observers, and political in this case the government together Parliament in making, discussed, and approved Law. For that it is necessary to think collective punishment as if that would make the deterrent effect for the perpetrators of criminal acts of corruption. If life imprisonment, the death penalty, refund

the loss of State (or punishment streak) which has waged law enforcement does not also reduce corruption in the country, then the punishment what else should be used with due regard to the principles of law, the economy for development national and public welfare. Because the concept of rule of law is essentially upholds the law, equality of each person before the law and public welfare. As said by Cicero a famous Greek philosophers, he said that " *salus populi suprema lex esto* " welfare of the people / society is the highest law.

b. Patterns eradication of Corruption in Indonesia

Based on the information and data the ministry secretariat of the Republic of Indonesia, that in order to tackle corruption behavior can be done by methods of prevention and repression as indicated by CEC deputy chairman Mochammad Jasin at a press conference at the CEC building a few months ago. Not only Mochammad Jasin, CEC leaders previously also been sounding a similar thing with the deputy chairman of the Commission today through CEC spokesman Johan Budi.

In eradicating this, various efforts have been made by the government through its policies. One of them with the formation of State Officials Wealth Audit Commission through Act No. 28 of 1999 on State Implementation of Clean CCN formed State Officials Wealth Audit Commission. In his work the State Officials Wealth Audit Commission successfully laid a good foundation for the wealth of state officials reporting mechanism comprehensively in the reform era. In his work the State Officials Wealth Audit Commission successfully laid a good foundation for the wealth of state officials reporting mechanisms in a comprehensive manner. Furthermore, in the present era has come institutes new anti *rasuah* the duties and authorities are granted in accordance with

Law No. 30 of 2002 on the Corruption Eradication Commission. Under the Act, the Commission granted authority to wiretap without asking directly by the Indonesian republic state police, prosecutors and the Supreme Court. Through this authority, the Commission referred to the anti rasuah super body. Commission itself have special fields that deal with prevention and prosecution.

CONCLUSION

From the above discussion it can be concluded, that is:

1. Factor who became the main cause of corrupt behavior, including:
 - a. Economic demands of actors / economic urgency;
 - b. The influence of the surrounding environment, whether home, office, or a community;
 - c. Weak law enforcement; and
 - d. Lack of socialization anti-corruption social.
2. In an effort to combat corruption, required the cooperation of all parties and all elements of society, not only related institutions alone. Some institutions authorized to eradicate corruption, among others, the Commission, the Police, the Indonesian Corruption Watch (ICW), and the Attorney General.
3. Due to corruption is inefficiency, injustice, people do not trust the government, wasting state resources, does not encourage companies to strive especially foreign companies, political instability, restrictions in government policy and not repressive.
4. In eradicating corruption, various efforts have been made by the government through its policies. One of them with the formation of State

Officials Wealth Audit Commission by Law no. 28/1999 on State Implementation of Clean CCN formed State Officials Wealth Audit Commission and subsequently in the present era has come institutes new anti rasuah the duties and authorities are granted in accordance with Law No. 30 of 2002 on the Corruption Eradication Commission. Under the Act, the Commission granted authority to wiretap without asking directly by the Indonesian republic state police, prosecutors and the Supreme Court. Through this authority, the Commission referred to the anti rasuah super body. Commission itself have special fields that deal with prevention and prosecution.

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A STAKEHOLDER ANALYSIS ON THE ENERGY DECISION- MAKING: THE CASE OF THE OPERATION OF A COAL (+BIOMASS) –FIRED POWER PLANT IN ILIGAN CITY

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ABSTRACT

This study is about the stakeholders of the energy decision-making of the 20 MW Coal (+Biomass) – Fired Power Plant (CFPP) in Iligan City. First, the stakeholders were identified through purposive sampling techniques under non-probability sampling procedure. Second, the energy decision-making from its beginning to the issuance of City Resolution of No Objection of the CFPP were analyzed. Third, the perspectives of the stakeholders in the decision-making were analyzed according to their participations, position, bases and interest of the position by using qualitative coding and content analysis. Lastly, the action and resources used by the stakeholder to affect the outcome of the decision-making were determined and analyzed, and also they type of their influence.

Findings of the study show weak implementation of the Local Government Code of 1991 that requires active participation from different stakeholders in the decision-making of the CFPP. There was no proper consultation and information dissemination of the CFPP and the decision-making. The major bulk of the support was from the primary stakeholders consisting of the decision-makers while the major bulk of opposition was from the secondary stakeholder such as those coming from the Non-Government organizations (NGOs) and civil society. The positions of the stakeholders whether in favor or not in favor were equally divided among the stakeholders. The decision-making was framed primarily on the problem of power shortage. Majority of the interest was the additional electricity that the CFPP will provide to the city. The primary stakeholders had influence on the outcome of the decision-making primarily because they had the political authority and their votes whether to support or oppose had the major bearing on the decision-making process. Secondary stakeholders such as NGOs had no influence.

Keywords: Stakeholders, Decision-Making, Energy, Influence

INTRODUCTION

Coal-fired power plants (CFPP) are the biggest source of man-made Carbon Dioxide (CO₂) emissions (Green Peace, 2015). This makes coal energy the single greatest threat facing climate change. It also causes irreparable damage to the people's health and to the community. Unfortunately, governments across the world are allowing industry to spend billions of dollars to construct new CFPPs worldwide in the coming years. If they are

built, CO₂ emissions from coal are expected to rise 60 percent from 44% globally by 2030 (United States Environmental Protection Agency, 2015).

During the 2015 United Nations Climate Change Conference in Paris, the Breakthrough Energy Coalition was announced. The coalition brings government and universities around the world together that recognize the need to

shift from fossil fuels to renewable sources. At that conference also, Bill Gates, a world renowned businessman, together with Facebook's Mark Zuckerberg and other high-profile 30 investors launched a multi-billion dollar initiative to fund renewable energy technologies (Crew, 2015).

In the Philippines, the government has continued to allow investors and industries to put up CFPP most particularly in Mindanao. Mindanao has been enjoying cheap power supply from hydroelectric plants. More than 60% of Mindanao's energy sources come from the Agus and Pulangi hydroelectric plants. In 2011, available capacity dropped to as low as 827 megawatts (MW) which caused massive blackouts of up to 12 hours in most of the provinces. According to the business leaders during the 23rd Mindanao Business Conference, Mindanao needs to produce at least 3,000 MW of power supply by 2030 if it hopes to meet the increasing demand for electricity of the entire island (Ellorin, 2012).

Iligan City is largely dependent on the hydroelectric power generated by the Agus grid. Despite the city having the Maria Cristina Falls as the source of hydroelectric power, the city is experiencing power shortage since it provides power not only to the city but also other parts in Mindanao. In response to this, other power sources to boost its power supply were offered and implemented. One is the operation of a CFPP that will be constructed in Barangay Kiwalan, Iligan City.

A Resolution No. 14-1214 (See Appendix A) was issued on November of 2014 allowing the construction and operation of 20 MW-CFPP inside CRH-Aboitiz Iligan Plant (CAIP, formerly La Farge Republic) in Kiwalan to be operated by Power

Source Philippines Incorporated (PSPEI). The primary actors of the energy decision-making were the Sangguniang Panlungsod (SP) of Iligan City consisting of 13 city councilors, the vice-mayor and the mayor of the city. Three of the councilors voted 'No', while the rest voted 'Yes'.

But the CFPP project was also largely met by criticisms particularly from environmental groups such as Coal Resistance Movement (CORE). The CORE posted campaign slogans saying "No to Coal", "Climate Justice Now", and "Go Renewable" in many areas of the city (See Appendix B) to highlight the health and environmental risks posed by the CFPP.

Because of this, it definitely called for rethinking to analyze the energy decision-making of the CFPP project of the city by focusing on the stakeholders involved and the key driving forces. The study mainly focuses on the perspectives of the stakeholders that also included the process of the energy decision-making of the construction of the CFPP in Barangay Kiwalan, Iligan City. In examining the stakeholder's perspectives, this paper identified the stakeholders who had position and interest on the CFPP. The study analyzed the basis and interests of their position and the action and resources mobilized by them to affect the outcome energy decision making.

THEORETICAL FRAMEWORK

The study uses the Local Government Code (LGC) of 1991 as the legal framework. Under the LGC of 1991, Chapter 1, section 3, letter g, "public participation extends to all stages of project planning and implementation". In this section, the consent of the barangay is required before any development project in the local area is undertaken. It

is also stated in the LGC that “the capabilities of local government units, especially the municipalities and barangays, shall be enhanced by providing them with opportunities to participate actively in the implementation of national programs and projects”.

The study of Crosby (1991) was also used which acknowledged the significant role played by stakeholders in the determination of policy, its implementation, and outcomes. Groups or actors are analyzed in terms of the interest they take in a particular issue and, the quantity and types of resources they can mobilize to affect outcomes regarding an issue (Crosby, 1991).

Similarly, Varvasovsky & Brugha (2000) considered the use of qualitative or quantitative data collection methods for estimating stakeholder positions, levels of interest and influence around an issue and also described the process of identifying and approaching stakeholders. While Crosby (1991) and Varvasovsky & Brugha (2000) made use of qualitative and quantitative approaches, this study mainly relied on qualitative approaches to data collection and analysis.

Lastly, the study also used the ‘Prospect theory’ of decision-making of Jain V. and Deshpande A. (2010) which argued that “policy makers are left with no other option but to rely on the development of suitable conventional energy resources and energy efficient technologies to meet the immediate needs.

RESEARCH DESIGN

This study employed the qualitative method. It used key informant interviews (KII) and observational collection method. The stakeholders such as the decision makers and leaders of the groups and organizations and other stakeholders that

had an interest on the energy decision-making on the operation of CFPP in the city were the key informants.

Descriptive statistics was also used to show the variation of data of profile of the respondents and the bases and interests of the positions of the stakeholders. In treating the quantitative method, frequency and distribution percentage was used.

SAMPLING PROCEDURE

This study used purposive sampling technique under non-probability sampling in analysing the stakeholders’ role, position, basis and interest of the position, and action and resources mobilized to affect the outcome of the energy decision-making on CFPP. The study purposively selected and interviewed twenty-five (25) respondents as key informants who had role and interest on the decision-making of the CFPP. Hence, the total sample size for this study is twenty-five (25) respondents.

The research participants of this study were the stakeholders of the energy decision-making in the city on the construction of CFPP that had role, position, interest and influence on the energy policy such as the Sangguniang Panlungsod (SP), Barangay Council of Kiwalan, Environmental Management Bureau- Department of Environment and Natural Resources (EMB-DENR), Coal Resistance Movement (CORE), Healthy Environment Movement (HEM), CRH-Aboitiz Iligan Plant (CAIP), Iligan Light Power Inc. (ILPI), NAPOCOR Agus VII, Social Action Center, Maranao group, DXIC radio station and Academe Experts. The total respondents were twenty-five (25) consisting of only ten (10) City Councilors from the SP, four (4) Barangay Officials of the Barangay

Council of Kiwalan, one (1) representatives each from EMB-DENR, CORE, HEM, CAIP, ILPI, NAPOCOR Agus VII, Social Action Center, Maranao group, DXIC, and two (2) Academe experts.

ETHICAL CONSIDERATIONS

Confidentiality of statements gathered during the KII was ensured by assigning pseudonyms names to each respondents.

TREATMENT AND ANALYSIS OF THE DATA

The data collected from the KII was analyzed through qualitative-coding and content analysis. Qualitative-coding is the breaking down of data into distinct concepts and categories (Biddix, n.d.). Content-analysis is described as the scientific study of content of communication with reference to the meanings, contexts and intentions contained in messages (McNabb, 2013). Wherefore, the analysis was mainly drawn from the answers of the respondents.

FINDINGS AND ANALYSIS

This section presents the relevant data and its analyses necessary for the fulfilment of the objectives of this study. The flow of the discussions is as follows: 1 The Stakeholders 2. Energy Decision-making process, 3. Position of the Stakeholders to the CFPP Project, 4. Bases and interests of the Stakeholders' position, and 5. Action and resources mobilized by the Stakeholders to affect the energy decision-making.

The Stakeholders

The SP and the Barangay Council of Kiwalan are the primary stakeholders of

the CFPP project. They were the decision-makers who had direct involvements on the energy decision-making. Secondary stakeholders from different sectors that had position and interest on the CFPP project are NGOs, religious groups, industries, media and academe experts. But they do not have direct participation on the decision-making although some of them had indirect participations in the form of participating in a public hearings and consultations.

Energy Decision-Making Process of the CFPP

Conceptualization of the problem

According to Councilor Tomas, the construction of the CFPP was introduced to them by Power Source Philippines Energy Inc. (PSPEI), a private firm, after CRH-Aboitiz Iligan Plant (CAIP) asked the SP to have an independent power supply to avoid power shortages and that is when the PSPEI came in the picture. Although CAIP claimed that they do not have any involvements on the energy-decision making during the KII, Councilor Jerry validated that it was CAIP who requested first.

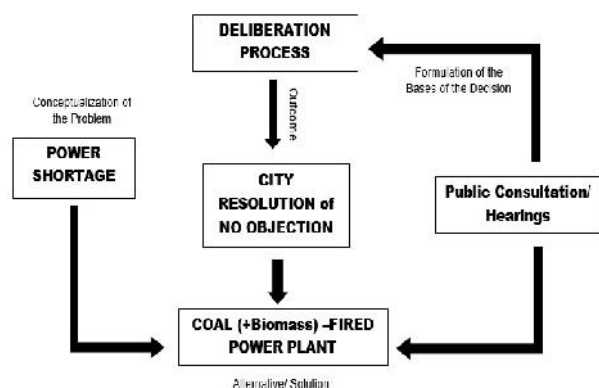


Figure 1. A Schematic Diagram on the Decision-making Process of the CFPP

While if we base the problem on the City Resolution and to Councilor Danilo, the City Government points out that the city is experiencing power shortage that resulted to rotating brown outs to the Barangays of the city. Councilor Danilo said that the city government got an offer from PSPEI which will provide additional power supply in response to the power shortage that the city is experiencing.

Finding Alternatives and Public Consultations

Because of the insufficient power supply from the Agus grid, the SP allowed the PSPEI to finance the CFPP project. But before that, the said firm was required to present a power point presentation showing the beneficial operation of CFPP. The presentation included the improved technologies that will be employed in controlling the pollution that the CFPP may cause.

Furthermore, the PSPEI conducted its campaign called Information, Education and Communication (IEC) lecture which was attended by the SP, Barangay Council of Kiwalan and its residents of on September 15, 2014. The firm later requested for a Resolution expressing “No objection” to the CFPP project before the SP on November 7, 2014.

A Public forum was initiated by CORE and its NGOs partners on October 9, 2014 through the committee on Environment chaired by Councilor Susana and was attended also by Councilor Danilo. The position of the audience was strongly divided, many were afraid of the consequences of the CFPP to the community. CORE representative, Joel said,

*“Daghan kaau dili uyon anang CFPP.
Public forum gani to pero giangkon*

sa Sanggunian nga Public hearing nila...”

(There were a lot who opposed to the CFPP. It was a public but the Sanggunian [SP] credited it as their public hearing... (January 18, 2016))

Councilor Danilo, Councilor Susana, and Committee on Health chaired by Councilor Tomas also conducted public hearings held at the SP legislative building on November 17 and 18, 2014. The public hearings were participated by SP, the Barangay Council of Kiwalan and from other Barangays, NGOs and residents who had position and interest on the CFPP. They claimed that there was only small number of opposition among the stakeholders during the hearings, majority were supporters of the CFPP project.

Apart from the public hearings, the SP together with PSPEI, Barangay Chairperson of Kiwalan, NGOs and other affected stakeholders made a site inspection of a nearby 232 MW CFPP of STEAG Power Plant Inc. in Villanueva, Misamis Oriental on November 20, 2014. The result of the site-inspection was used as a deciding factor. The decision-makers relied in their observation at the site in the case environmental concerns that the CFPP may cause once it is operational.

Formulation of the Bases of the Decision

A Committee Hearing was held at the Legislative Building, City Hall of Iligan City after the public hearings and site-inspection at Villanueva. Councilor A recommended the passing and approval of Resolution of “No-Objection” to the construction of CFPP. It was followed by a deliberation process where City Councilors shared their position and opinion on the CFPP.

The deliberation provided an opportunity for the councilors who were supporters or opposed to the operation on CFPP in the city to present the basis of their positions.

Energy Policy Passage

As a consequence of the deliberation process, majority of the SP supported the construction of CFPP with only 3 oppositions, then a Resolution of No-Objection was passed. It was signed by the secretary to the SP, its author, co-member-author and the vice-mayor of the city. It was received and signed on by November of 2014 by the Mayor of the city.

However, the resolution was conditional which means that the PSPEI will comply first with all the existing environmental requirements to be monitored by the DENR-EMB before they can construct and operate the CFPP inside the CAIP's compound.

After the passage of City Resolution, it was then followed by the passage of Barangay Resolution. But before the issuance of a Barangay Resolution, a public hearing was held on December 2, 2014 at Barangay Kiwalan sponsored by PSPEI. It was participated by the city mayor and other stakeholders including the EMB-DENR Regional Office as the monitoring team.

Then it was followed by a deliberation process on the issue of CFPP of the Barangay Council that resulted to Barangay Resolution of No Objection.

Findings of the study during the KII show that Barangay chairperson Lito, similar to the City Councilors was also convinced by the CFPP in Villanueva where he observed and found out that there was no presence of negative impacts to the

community caused by CFPP. While, Kagawad Haron being the chairman of the committee on health said that PSPEI assured them that pollution will not happen.

On the side of the Barangay officials who did not support the CFPP, findings of this study show the inconsistency and confusing statements of position of Kagawad Baste and Haron. Observations during the KII show that Kagawad Baste was nervous, uncomfortable, and he had the interview in a small congested place. Based on the Barangay Resolution, Kagawad A and B supported the CFPP and were included in the 5 affirmative votes which is contradicting with their statements during the KII.

Whereas, the result of the deliberation according to the Barangay Resolution (See Appendix B) shows 5 affirmative votes comprising 71.43%, 2 negative votes comprising 25%, and 1 Abstain. This shows that majority of the council supported the construction of CFPP. It was only after the city Resolution that the Barangay Council able to pass a Barangay Resolution.

Position of the Stakeholders on the Energy Decision-Making

This section determines the percentage distribution of the positions of the primary and the secondary stakeholders.

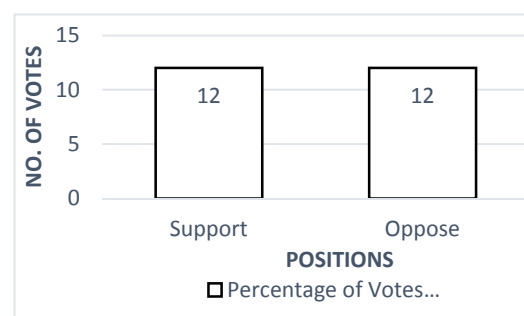


Figure II. Distribution of Percentage of Positions of the Stakeholders on CFPP

Findings of the study show that there is equal percentage between the supporters and opponents of the CFPP comprising 50% respectively. There are 12 supporters consisting of stakeholders from the SP, Barangay Council of Kiwalan, CAIP, Iligan Light Power Inc. (ILPI), NAPOCOR Agus VII, and DXIC Radio station, while there are also 12 opponents consisting of respondents from SP, Barangay Council of Kiwalan, CORE, HEM, Social-Action Center, Maranao group and the Academe experts.

This shows that the positions of stakeholders are equally divided towards the construction of the CFPP. Although the EMB-DENR did not sided to any position, it played as a monitoring and neutral body, only responsible in processing the environmental compliance of the PSPEI after the issuance of the City Resolution.

Bases and Interests of the Stakeholders on the CFPP

This section shows the distribution of percentage of the bases of the 25 respondents in their position on CFPP. There 12 supporters and 12 opponents.

Table I. Distribution of Percentage of the Theme of the Statement on Basis of the Positions of the Supporters of CFPP

Theme of the Statement	F (N=28)	P	Rank
Power shortage	10	35.71	1
Improved Technology to control pollution	8	28.57	2
Absence of negative effects and well processing of the CFPP in Villanueva	6	21.43	3
20 MW CFPP is very small compared to Kauswagan	1	3.57	4
Coal is cheap and easier to construct	1	3.57	4
Pollution only from highly progressive countries, Philippines only has little pollution	1	3.57	4
Lines of power from CFPP is near to ILPI	1	3.57	4
Total	28	100.00	0

Legend: Frequency (N=28) – Total number of responses

Note: Some respondents have multiple responses.

Findings of the study reveal that there are 10 responses constituting 35.71% of the total no. of responses confirmed “Power shortage” as basis of their position. According to Anthony from NAPOCOR Agus VII supports the CFPP project because of power shortage.

However, academe expert Erwan said that power shortage should not be the problem that the SP should focus on rather on the issue of the allocation of power supply. While it is true that there is power shortage in Mindanao as attested by NAPOCOR Agus VII office, Iligan City being the host community of the Agus Grid was not able to enjoy up to twenty-five (25) percentage priority of the available capacity of the three hydroelectric power plants, Agus V (55MW), Agus VI (200MW) and Agus VII (54MW) in times of power shortage. But the DOE did not grant the city the 25% priority of power supply in times of power shortage. The decision of the SP to allow the construction of the CFPP was mainly framed on the problem of power shortage in the City.

On the other hand, there are 8 responses on “improved technology to control pollution” comprising 28.57%, while there are 6 responses consisting of 21.43% on “absence of negative effects and well processing of the CFPP in Villanueva” as their basis.

On the other hand, the idea that “20 MW CFPP is too small compared to Kauswagan” gathered 1 response comprising 3.57%. This response is from Councilor Susana when she said,

“...this is just 20 MW compared to the Kauswagan, grabe biya to kadako.”

(This is just 20 MW compared to the Kauswagan which is very big. (February 17, 2016))

She also added that the Committee on Environment in which she is a chairman will intervene on the possible consequences of CFPP only after its construction.

Also, there is only 1 response each to “coal is cheap and easy to construct”, “pollution only from highly progressive countries, Philippines only has little pollution” and “Lines of power from CFPP is near to ILPI” has only 1 response from ILPI.

Thus, majority of the stakeholders who supported the CFPP based their position on power shortage. Majority of the respondents which is 10 out of 12 used it as basis in their position. This is followed by a close gap of percentage with improved technology to be used on CFPP and the absence of negative effects in Villanueva’s CFPP.

On the other hand, the table below shows the bases of the 12 respondents in opposing to the CFPP.

Table II. Distribution of Percentage of the Theme of the Statement on Basis of the Positions of Opponents on CFPP

Theme of the Statement	F (N=29)	P	Rank
Additional Power Supply	11	37.93	1
Protection of environment and health of the people	9	31.03	2
Development and Employment	5	17.24	3
8MW Power supply priority	1	3.45	4
Protection of Muslim cemetery near site of CFPP construction	1	3.45	4
Construct only Bigger CFPPs	1	3.45	4
Increase utilization of Renewable resources	1	3.45	4
Total	29	100.00	0

Legend: Frequency (N=15) – Total number of responses
 Note: Some respondents have multiple responses.

Results reveal that there are 10 responses constituting 66.67% of the total no. of responses confirmed “coal is detrimental to health and environment” as basis of their position. While there are improved technology to be used to control the pollution, most of the opponents do

not believe that these technologies will be effective. According to Barbara, a medical doctor from HEM, the fly ashes that will be produced by the CFPP will fly in the air going into the lungs of the people, settling in the skin, animals and more, containing chemicals hazardous to the health and environment. Moreover, the pumped water from into the plants for cooling will pumped out as hot to the sea raising the temperature of the sea. With this temperature, fish and other sea creatures will die.

On the other hand, there are 2 responses on “CFPPs were abolished in other countries” comprising 13.33%, while the items “Pollution in Beijing caused by CFPPs”, “20 MW CFPP is too small” and “too many installations of CFPPs in Mindanao” have only 1 response each comprising 6.6% respectively.

Unlike Councilor Susana who is a supporter and said that 20MWs is should not be constructed because of its very small capacity. In connection to it expert B based its position on the increasing numbers of installations of CFPP in the Philippines. He said that there are too many CFPPs being built particularly in Mindanao. Thus, results show that majority of the respondents opposed the CFPP because of its detrimental effect to the health of the people and the environment.

The table below shows the interest of the Stakeholders both the supporters and opponents.

Table III. Distribution of Percentage of the Theme of the Statement on the Benefits of the Positions of the Stakeholders

Theme of the Statement	F (N=15)	P	Rank
Coal is detrimental to health and environment	10	66.67	1
CFPPs were abolished in other countries	2	13.33	2
Pollution in Beijing caused by CFPPs	1	6.67	3
Too many installations of CFPPs in Mindanao	1	6.67	3
20 MW CFPP is too small to construct	1	6.67	3
Total	15	100.00	0

Legend: Frequency (N=29) – Total number of responses
 Note: Some respondents have multiple responses.

Findings show that majority of the interests of the respondents is on additional power constituting 37.93% with 11 responses followed by the protection of environment and health of the people with 31.03%. The idea that CFPP can help for the “development and employment gathered 5 responses constituting 17.24%.

Among the benefits of the stakeholders like SP and NAPOCOR such as additional power supply, development and employment, the benefit of CAIP will be a priority energy allocation of 8MW out of the 20MW of the CFPP as claimed by Martin from CAIP.

This means that the remaining 12MW is for additional power for the city thru ILPI. Thus, the three industries (CAIP, ILPI, NAPOCOR) including the DXIC view the same interest from the benefits that it will gain, the same with SP and NAPOCOR.

On the other hand, there are 9 responses from the respondents who are opponents due to cultural and environmental concerns. The interest is to protect the environment and the people from the CFPP such as CORE, HEM, and Social Action Center. While in the case of the Maranao Group, the interest is to protect

the Maranao cemetery located near the site of construction of CFPP in Kiwalan.

The CFPP is being constructed already as of March 2016, their land near the site of the CFPP is one of the affected areas and leaving the place is very difficult to them since according to their customary law their cemetery situated in their land cannot be left without anyone guarding it nor moved to another place.



A photo of the Maranao cemetery covering 1 hectare of land which is more than 50 meters away from the site of the construction of the CFPP (Photo taken on April 13, 2016)

Gary who is desperate and determined in protecting the land also said that the industry CAIP, a cement plant, has been causing already too much environmental damage. The CAIP is producing dust from its cement production daily. The photo below shows the cement dust that has affected the plants and trees, including the Maranao cemetery.



(Photos were taken on April 13, 2016)

According to him, the addition of a CFPP near the area will add more pollution which could further worsen the damage on its surroundings particularly the Maranao Cemetery.

On the other hand, in the case of Academe experts, expert Erwan's interest is to construct only bigger CFPPs rather than small 20 MW which does not makes sense for him. He said,

"...this is very small, there are very big power plant being constructed aside from Kiwalan, constructing another 20MW coal-plant in a separate location does not bring any sense." (February 18, 2016)

He further said that there is already the biggest CFPP being constructed in kauswagan, Lanao del Norte and other CFPPs in Davao which can supply the remaining power needs of Mindanao. While expert Samuel's interest is to minimize the installations of CFPPs and advocate instead the generation of renewable energy source citing that there is the Renewable Energy Act of 2008 that mandates the full utilization of renewable energy sources. He said,

"Ayaw na kay sobra na kaau. No to CFPP na gyud... Sa US nagkadecline ilang usage of CFPPs, pero sa ato nagkadaghan. We have to be vigilant nga tan-awun nato ang iyang pollution..."

(There are too many [CFPPs] already. No to CFPP. In US, the usage of CFPP is declining but here, its increasing. We have to be vigilant in looking into the pollution [of the CFPP]. (February 29, 2016))

For him, installments of renewable sources should be encouraged that non-renewable such as CFPP.

Actions and Resources Mobilized by the Stakeholders to affect the Outcome of the Energy Decision-Making

This section discusses the action and resources mobilized by the Stakeholders to affect the outcome of the energy decision-making. The energy decision-making that resulted to City Resolution 14-1214 was mainly participated by the decision-makers from the SP. The SP led by Councilor Danilo with also the presence of Barangay chairperson Lito made a site inspection in Villanueva where one CFPP is operating. The visit sponsored by PSPEI was the primary reason that influenced the outcome of the energy decision-making of both City and Barangay Resolutions.

But in response to the two Resolutions of No-Objection, Barangay Kagawad Ricardo participated in a radio program after City Councilor Angelo aired in the same radio station addressing the people of Iligan City that the CFPP will not be harmful. This comment by the City Councilor enraged Barangay Kagawad Ricardo who opposes the CFPP.

Still, in an effort to convince the public, DXIC broadcasted in its radio channel sponsored by the PSPEI, about the benefits of CFPP and that there was nothing to be afraid of it. It also maintained that their radio station covered both sides fairly.

Many stakeholders of the CFPP criticized the city government's decision because there was no proper consultations and dissemination of information to the public. Kagawad Ricardo claimed that even in Barangay Kiwalan, the residents were not properly informed.

The secondary stakeholders are hoping to cancel and reverse the City Resolution

despite the ongoing construction of the CFPP. Findings of the study reveal that stakeholders such as CORE, HEM, Social Action Center resorted to dissemination of campaign flyers explaining the effects posed by CFPP. CORE together with the other NGOs and concerned individuals organized a Climate Walk and sent petition letters to the SP. As of the month of February 2016, there was no response to the petition letters. But these efforts made by HEM, CORE, Social Action Center and Maranao Group have no influence before and after passage of the City Resolution.

According to Joel of EMB-DENR Region 10, they were trying their best to respond to all petitions submitted to them by the environmental groups. They were explaining to the petitioners the position of EMB that CFPP is not yet outlawed in the Philippines, unless the congress says that it is prohibited.

On the other hand, the three Industries (CAIP, ILPI and NAPOCOR) did not have any involvements in any of the process and/or activities of the SP or other stakeholders in support or oppose to the CFPP. They maintained that they have no influence on the outcome of the energy decision-making during the KII. CAIP said that they only got the offer from them and do not have any relationship with PSPEI prior to it.

Despite the efforts made by the opposing stakeholders to convince the SP to not allow the PSPEI to construct the CFPP and/or reverse the City Resolution of No Objection, Councilor Danilo and Jerry, author and co-member-author of the Resolution strongly maintained that it will not retract the decision of SP unless the PSPEI cannot comply with all the existing environmental requirements.

Thus, findings of the study reveal that the primary stakeholders, SP and Barangay Council of Kiwalan, monopolized the energy decision-making. It was only the Government that had influence on the outcome of the decision. Their position as a government official were their instrument to influence the decision-making thru their vote either to support or oppose the CFPP project.

Most of the secondary stakeholders do not have influence at all. Despite the efforts made by CORE, HEM, Social Action Center and Maranao Group to overturn the City Resolution, it did not affect the SP's decision at all.

Conclusions

The stakeholders of the energy decision-making of the CFPP are the primary stakeholders such as the decision-makers from the SP and Barangay Council of Kiwalan, and secondary stakeholders from the non-government sectors. This agrees with the arguments of Crosby (1991) and Varvarovsky and Brugha (2000) that the primary stakeholders are those who are directly affected by an organization's actions and whose continuing participation is necessary. While the secondary stakeholders are individuals or groups that can indirectly influence the organization's actions, and which are not essential to the operations of the organization even though their actions can significantly damage or benefit the organization. Both having significant role played as stakeholders in the determination of energy policy.

The decision-making was triggered by CRH-Aboitiz Iligan Plant when it requested the SP to have its own independent power supply before which the Power Source Philippines Energy Inc.

offered the SP a 20MW CFPP. The decision-making process of the CFPP took only four months inclusive of the three public hearings or consultations and one site-inspection to a nearby CFPP before the City government issued the City Resolution of No Objection to the construction of the CFPP.

The was weak implementation of the Local Government Code (LGC) of 1991, chapter 1, section 3, that while there was public participation on the decision making process on CFPP, it did not extend to all stages of project planning and implementation. The decision-making on the CFPP has limited political participation and no proper consultations from the secondary stakeholders despite the public hearings conducted by the SP. No documents accompany the official decision [or the City Resolution] to summarize the inputs received from the public and the discussions held at public consultations. This is further supported by the fact that the Barangay Resolution of Kiwalan was passed only after the City Resolution. This invalidates under the same chapter and section of the LGC that the consent of the Barangay is required first before the city can undertake any development project.

The major bulk of the support on the construction of the CFPP is from the Government while the major bulk of opposition is from NGOs. The decision-making was mainly framed on the issue of power shortage which lacks environmental basis though part of the City Resolution was crafted with consideration of environmental compliance and requirements. The primary stakeholders only relied to their observations to a site inspection of a CFPP in Villanueva that was not supported by any experts. Also, the SP to respond to the immediate needs of power demand of the city, they firmly supported

the CFPP construction for there are no other choice which agrees with Jain V. and Deshpande A. (2010) that decision-makers are left with no other option but to rely on conventional energy resources to meet the immediate needs without advanced knowledge of their consequences. On the other hand, the opposition opposed the CFPP mainly for environmental concerns.

While it is true that there is power shortage in Mindanao including Iligan City, power shortage would not be a problem if only the city as a host community of Agus grid was given the up to 25% percentage of power supply from the grid in times of power shortage thru NAPOCOR. This particular issue did not gain the much needed attention and no particular actions were made by the SP on this issue. And while it is beneficial to the city since 12 MW of the 20MW of the CFPP will be produced is for the city to be sold thru ILPI, the CFPP is being constructed primarily to serve the interest of CAIP because of the priority 8MW power supply once the CFPP is operational.

Furthermore, there were inconsistencies and imperfect knowledge of the decision-makers from the Barangay Council regarding CFPP and its energy decision-making. This agrees with Heywood's (2012) incremental model that decisions tend to be made on the basis of inadequate information and low levels of understanding.

On the other hand, because of inability to gain direct access to the decision-makers and failure to influence the decision-making, the opposing stakeholders had engaged to activism such as public campaigns, among others. Although there were opponents of the CFPP from the SP, the opposition groups from the non-government sector were not able to get

help or assistance from them because of the firm support of the City Government to the CFPP project. This shows that the SP could not be easily influenced or affected by any social forces and/or interest groups as they have their own views which happens to be disagreeable to the oppositions.

Agus Grid its rightful share of power supply especially during power shortage.

Recommendations

Based on the findings of the study, the following are recommended to address the failures and lapses of the energy decision-making on CFPP:

- 1.) The Iligan City Government should implement the Local Government Code of 1991, Chapter 1, section 3, letter g which states that public participation extends to all project planning and development. It should encourage the active participation of the affected stakeholders in the decision making relating to any projects to be implemented.
- 2.) The City Government must provide adequate information to all concerned stakeholders to be able to identify and weigh in different concerns and issues when deciding a project. Most importantly, it must first wait for the Barangay Resolution to be issued before it can pass a City Resolution.
- 3.) The stakeholders like the NGOs, religious groups and other potential alliances should work together and file a petition as one group to the SP so that a new Resolution will be issued. And strengthen public awareness campaign to the academe sector and affected residents of Barangay Kiwalan to gain more support.
- 4.) This study recommends that the SP should work on filing a petition to the DOE to grant the city as a host city of the

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D. Key-Informant Interview

- Anthony, December 22, 2015 (NAPOCOR Office, Barangay Maria Cristina, Iligan City)
- Barbara, January 26, 2016 (Barangay Villa Verde, Iligan City)
- Barangay Chairperson Lito, January 15, 2016 (Barangay Office, Barangay Kiwalan, Iligan City)
- Barangay Kagawad Baste, December 22, 2015 (Kagawad A Residence, Barangay Kiwalan, Iligan City)
- Barangay Kagawad Haron, December 22, 2015 (Kagawad B Residence, Barangay Kiwalan, Iligan City)
- Barangay Kagawad Ricardo, February 8, 2016 (Barangay Kagawad C Residence, Barangay Sta. Filomena, Iligan City)
- Benedict, February 1, 2016 (Holy Cross Church, Barangay Pala-o, Iligan City)
- Councilor Angelo, February 4, 2016 (Salibay Law Office, Barangay Pala-o, Iligan City)
- Councilor Danilo, January 7, 2016 (Sangguniang Panlungsod office, Iligan City Hall)

Councilor Felipe, January 13, 2016 (Coffee Works, Barangay Tibanga, Iligan City Hall)

Councilor Japhet, January 22, 2015 (Sangguniang Panlungsod Office, Iligan City Hall)

Councilor Jerry, January 22, 2016 (Sangguniang Panlungsod Office, Iligan City)

Councilor Julian, February 15, 2016 (Office of Barangay Captain, Barangay Tomas Cabili, Iligan City)

Councilor Mico January 19, 2016 (Sangguniang Panlungsod Office, Iligan City Hall)

Councilor Sandro January 22, 2016 (Sangguniang Panlungsod Office, Iligan City Hall)

Councilor Susana, February 17, 2016 (AMAIA Office, Barangay Poblacion, Iligan City)

Councilor Tomas, January 27, 2016 (City Hospital, Barangay Pala-o Iligan City)

Diego, March 2, 2016 (RMN Station, Aguinaldo Street Poblacion Iligan City)

Expert Erwan, February 18, 2016 (MSU-IIT, Iligan City)

Expert Samuel, February 29, 2016 (MSU-IIT, Iligan City)

Gary, January 26, 2016 (Gary Residence, Purok 16, Barangay Kiwalan, Iligan City)

John, February 12, 2016 (ILPI Office, Barangay Luinab, Iligan City)

Joel, February 10, 2016 (DENR Regional Office, Cagayan de Oro City)

Martin, January 26, 2015 (CRH-Aboitiz Iligan Plant Office, Barangay Kiwalan, Iligan City)

Rudy, January 18, 2015 (CORE Office, Barangay Santiago, Iligan City)

APPENDIX A

City Resolution No. 14-1214



Republika Ng Pilipinas
LUNSOD NG ILIGAN
Tanggapan Ng Sangguniang Panlungsod

OFFICE OF THE MAYOR
CITY OF ILIGAN
NOV 25 2014
11:28 AM
1:45 PM
BY: [Signature]

DSP FILE COPY

REGULAR SESSION HELD ON NOVEMBER 25, 2014

PRESENT:

Hon. Ruderic C. Marzo,	City Vice Mayor
	Presiding Officer
Hon. Marlene L. Young,	Member
Hon. Simplicio N. Larrazabal, III,	Member
Hon. Frederick W. Siao,	Member
Hon. Michelle E. Sweet-Booc	Member
Hon. Emmanuel C. Salibay,	Member
Hon. Ariel P. Anghay,	Member
Hon. Roy L. Openiano,	Member
Hon. Bayani C. Areola,	Member
Hon. Samuel P. Huertas,	Member
Hon. Usafeno F. Obial,	Member
Hon. Alfredo R. Busico,	Member
Hon. Cesarve C. Siacor,	

ABSENT:

Hon. Providencio A. Abragan, Jr.,	Member(OB)
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RESOLUTION NO. 14-1214

RESOLUTION EXPRESSING NO OBJECTION TO THE CONSTRUCTION AND OPERATION OF A COAL + BIOMASS (CO-FIRED) POWER PLANT INSIDE LAFARGE CEMENT PLANT IN KIWALAN, ILIGAN CITY, TO BE OPERATED BY POWER SOURCE PHILIPPINES INCORPORATED SUBJECT TO COMPLIANCE TO ALL EXISTING ENVIRONMENTAL GUIDELINES, AND PERTINENT LAWS, RULES, REGULATIONS, MEMORANDUMS AND OTHER ISSUANCES RELATIVE TO THE CONSTRUCTION AND OPERATION OF THE POWER PLANT

WHEREAS, the committee on Energy has made a report recommending the passage of a Resolution of No Objection to the establishment and operation of a coal fired power plant inside LAFARGE Cement Plant for reasons stated in the said report;

WHEREAS, a power point presentation has been made by Power Source Philippines before the Sangguniang Panlungsod showing the beneficial operation of a Coal Power Plant inside LAFARGE Cement Power Plant in order to support the energy/power requirements of the said cement factory and stay productive and competitive against cement market by increasing its production with available power source right inside the plant;

WHEREAS, the Committee on Energy Chaired by Hon. Ariel P. Anghay together with the Committee on Environment and Committee on Health, Chaired by Hon. Marlene L. Young and Hon. Usafeno F. Obial conducted a public hearing on Nov. 17, 2014, November 18, 2014 and made a site/ocular inspection of a nearby 232-MW coal-fired plant of STEAG STATE POWER, INC. in Villanueva, Misamis Oriental on November 20, 2014 to see for themselves and/or their committee representatives on how a coal-fired power plant technology operates

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and how it affects its environment and health of its people living near the coal fired power plant;

WHEREAS, coal fired power plants are not new in the Philippines as there have been established and operated Coal Fire Power Plants such as in Sual, Pangasinan (1990), Calaca Coal Power Plant, Calaca, Batangas (1995); Pagbilao Coal Power Plant, Pagbilao, Quezon (1996); Masinloc Coal Thermal Power Plant, in Masinloc, Zambales (1998) Quezon Power Plant, Villanueva, Misamis Oriental (2006), Davao Coal Fired Power Plant, Toril, Davao City, Davao del Sur which is presently under construction;

WHEREAS, advances in technology has allowed coal to improve living conditions with its current role in meeting man's fuel needs;

WHEREAS, advances in technology has allowed coal to improve living conditions with its current role in meeting man's fuel needs;

WHEREAS, coal has been used extensively in power generation where better technology is employed to ensure that there is a balance between ecology and economics in producing sustainable and affordable energy;

WHEREAS, one of the greatest advantages of coal fired plants is reliability. Coals ability to supply power during peak power demand either as base power or as an off-peak power is greatly valued as a power plant fuel. It is these facts that advanced pulverized coal fired power plants are designed to support the grid system in avoiding blackouts;

WHEREAS, it has been asserted that there are approximately 300 years of economic coal deposits still accessible and available for use;

WHEREAS, despite the fact that Iligan City has the Majestic Maria Cristina Falls under its belt being recognized as the famous hydroelectric power source serving the whole of the Philippines for decades, it cannot be denied that our city still falls prey to the menacing aftershock of power shortage and hence rotating brownouts comes as a result thereof;

WHEREAS, in order to address the prevailing discomfort and hassle of rotating brownouts that has been haunting us for years, the logical move is to find an alternative power source which can also be a back-up to augment the current energy shortage;

WHEREAS, Lafarge and the PowerSource Group, through PowerSource Philippines Energy Inc. ("PPEI"), timely manifested their intention to construct a coal+biomass (co-fired) power plant within the premises of Lafarge Iligan Inc., which in turn is a good move which will eventually benefit the City of Iligan into being diverse in terms of power dependence, re:Hydro Power and Coal Power as a legitimate combination so as to address our current power debacles;

WHEREAS, realizing that PPEI's intention is beneficial to all Iliganons, this August body strongly endorses and supports the furtherance of the construction of a Coal Power Plant and as such offers its no objection to its construction and operation provided that it satisfactorily complies with all pertinent laws and regulations as well as the Environment related laws legislated by the City of Iligan;

WHEREFORE, on motion by Member ARIEL P. ANGHAY, and BAYANI C. AREOLA, duly seconded by Members Cesarve C. Siacor and Frederick W. Siao;

BE IT RESOLVED AS IT IS HEREBY RESOLVED, by the Sangguniang Panlungsod of Iligan City to EXPRESS, as it hereby EXPRESSES, no objection to the construction and

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APPENDIX B

Barangay Resolution No. 23-073



REPUBLIC OF THE PHILIPPINES

Barangay Kiwalan

City of Iligan

Excerpt from the minutes of the regular session of the Sangguniang Barangay of Barangay Kiwalan, Iligan City held at Kag. B.O.P. Session Hall, Barangay Kiwalan, Iligan City on 8th day of December 2014.

PRESENT:

HON. ANTONIO P. ALON	Punong Barangay / Presiding officer
HON. PABLITO N. ERMAC	Barangay Kagawad / Member
HON. GREGORIO D. RUFLO, JR.	Barangay Kagawad / Member
HON. JOSEPH P. ABADIES	Barangay Kagawad / Member
HON. GRECITA L. CATUBIG	Barangay Kagawad / Member
HON. EDMUNDO T. LARGO, SR.	Barangay Kagawad / Member
HON. ARDIE B. SANCHEZ	Barangay Kagawad / Member
HON. IAN G. CALIBA	Barangay Kagawad / Member

ABSENT: None

RESOLUTION NO. 23-073

Series 2014

"RESOLUTION ENDORSING THE CONSTRUCTION AND OPERATION OF A COAL + BIOMASS (CO-FIRED) POWER PLANT INSIDE LAFARGE CEMENT PLANTS COMPOUND TO BE DULY OPERATED BY POWER SOURCE PHILIPPINES ENERGY INCORPORATED (PPEI) PROVIDED PPEI WILL COMPLY ALL REQUIREMENTS SET BY LAW AND ABIDE ITS COMPANY SOCIAL RESPONSIBILITY TO THE HOST AND NEIGHBORING COMMUNITIES".

WHEREAS, the proponent, PowerSource Philippines Energy, Inc. (PPEI) had already conducted an Information, Education, Communication (IEC) campaign of the said project attended by the Sangguniang Barangay and the constituents of Barangay Kiwalan, Iligan City last September 15, 2014;

WHEREAS, PPEI will supply primarily the power requirements of LaFarge Iligan Inc. and may sell excess power to Iligan Light and Power, Inc. (ILPI) or any other distribution utility or might be distributed directly to the host and neighboring barangays;

WHEREAS, PPEI must abide its Company Social Responsibility (CSR) to the host and neighboring barangays prior to answer the need of the residents directly affected by the power plant;

WHEREAS, PPEI will use "state of the art" technology, namely, the Circulating Fluidized Bed Combustion (CFBC) for the protection of the environment and the health of the people especially in host and neighboring communities;

WHEREAS, the power plant will also use environmentally friendly fuel, including Biomass, for the plant operation;

WHEREAS, the PPEI is committed to conform to the Environmental Laws of the Philippines and comply with the strident globally approved environmental standards imposed by the LaFarge Group of Companies;

WHEREAS, the benefits to these communities including Barangay Kiwalan will have positive impact such as employment opportunities, increase in local revenues through taxes and licenses, minimize brownouts, and potential subsidy from the implementation of ER 1 – 94

operation of a coal + biomass (co-fired) power plant inside LaFarge Cement Plant in Kiwalan, Iligan City, to be operated by Power Source Philippines Incorporated subject to compliance to all environmental guidelines, existing and pertinent laws, rules, regulations, memorandums and other issuances relative to the construction and operation of the power plant

RESOLVED FURTHER, that this resolution of no objection is a conditional approval subject to the fulfillment of the following conditions to wit;

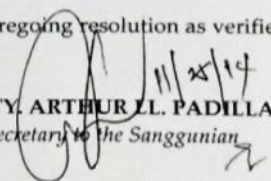
1. That the Power Source Philippines Energy, Inc. (PPEI) should install in their plant the Electrostatic Precipitation (EP) or Bag Filter to clean the fly ash before it emits to the air and adhere strictly to the Philippine Air Quality Standards of not more than 150 mg/Nm³
2. That the Iligan City residents particularly residents in Barangay Kiwalan, Acmac, Sta. Felomina, Dalipuga and nearby barangay should be given preference in hiring plant employees
3. That the DENR-Environment Management Bureau (EMB) in partnership with the Office of the City Mayor through City Environment and Management Office (CEMO) and SP Chair on Environment and SP Chair on Health should establish a multi-partite monitoring team to monitor the compliance of the power plant in implementing environmental laws;
4. That the power coal + biomass power plant will secure the Environmental Compliance Certificate and Permit to operate from the DENR - Dept. of Environment and Natural Resources - Environmental Management Bureau.
5. That in the event that the PPEI fails to comply with the environmental laws and standards, such failure would be sufficient or enough basis for Iligan City to demand the closure/shutdown of the said coal-power plant.

(VOTING BY ROLL CALL: ABRAGAN, "Yes"; YOUNG, "Yes"; LARRAZABAL, "No"; SIAO, "Yes"; SWEET, "Yes"; SALIBAY, "Yes"; ANGHAY, "Yes"; OPENIANO, "NO"; AREOLA, "Yes"; HUERTAS "NO" OBIAL, "Yes"; BUSICO, "Yes"; and SIACOR, "Yes")


CARRIED.

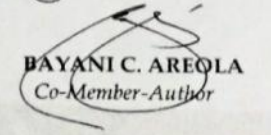
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The undersigned hereby attests to the adoption of the foregoing resolution as verified to by herein Member-Author.

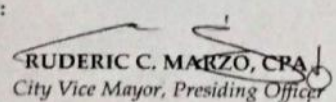

ATTY. ARTHUR L. PADILLA
Secretary to the Sanggunian

VERIFIED BY:


ARIEL P. ANGHAY
Member-Author


BAYANI C. AREOLA
Co-Member-Author

CERTIFIED:


RUDERIC C. MARZO, CPA
City Vice Mayor, Presiding Officer

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program for community projects such as electrification, infrastructure and livelihood, environment, reforestration and water shed management;

WHEREFORE, on motion of Member Ardie B. Sanchez duly seconded by Member Gregorio D. Ruflo, Jr., it was;

Voting by Roll Call:

APALON	-	YES
PNERMAC	-	YES
GDRUFLO, JR.	-	YES
GLCATUBIG	-	YES
JPABADIES	-	NO
ETLARGO, SR.	-	NO
ABSANCHEZ	-	YES
IGCALIBA	-	ABSTAIN

Five (5) Affirmative votes
Two (2) Negative Votes
One (1) Abstain

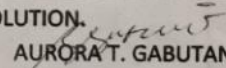
RESOLVED AS IT IS HEREBY RESOLVED by the Sangguniang Barangay to pass this resolution endorsing the Proposed 20MW Net Coal + Biomass Co Fired Power Plant project and requesting the City Council of Iligan to issue the Certification of No Objection to the project.

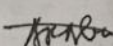
RESOLVED FURTHER, STRONGLY ENDORSING THE CONSTRUCTION AND OPERATION OF A COAL + BIOMASS (CO-FIRED) POWER PLANT INSIDE LAFARGE CEMENT PLANTS COMPOUND TO BE DULY OPERATED BY POWER SOURCE PHILIPPINES ENERGY INCORPORATED (PPEI) PROVIDED PPEI WILL COMPLY ALL REQUIREMENTS SET BY LAW AND ABIDE ITS COMPANY SOCIAL RESPONSIBILITY TO THE HOST AND NEIGHBORING COMMUNITIES".

Carried.

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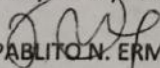
I HEREBY CERTIFY TO THE CORRECTNESS OF THE ABOVE QUOTED RESOLUTION.



AURORA T. GABUTAN
Barangay Secretary

Noted by: 
HON. ANTONIO P. ALON
Punong Barangay

CERTIFICATION

We hereby certify to the correctness of the above quoted resolution.

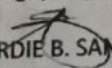

HON. PABLITO N. ERMAC
Barangay Kagawad


HON. GREGORIO D. RUFLO, JR.
Barangay Kagawad

HON. GRECITA L. CATUBIG
Barangay Kagawad

HON. JOSEPH P. ABADIES
Barangay Kagawad

HON. EDMUNDO T. LARGO, SR.
Barangay Kagawad


HON. ARDIE B. SANCHEZ
Barangay Kagawad

HON. IAN G. CALIBA
Barangay Kagawad

APPENDIX C

Campaign Photos against CFPP

Photos taken November 27, 2015 at Brgy. Tibanga, Iligan City



Photo taken November 22, 2015 at Brgy. Kiwalan, Iligan City



Photo taken December 22, 2015 at Brgy. Acmac, Iligan City

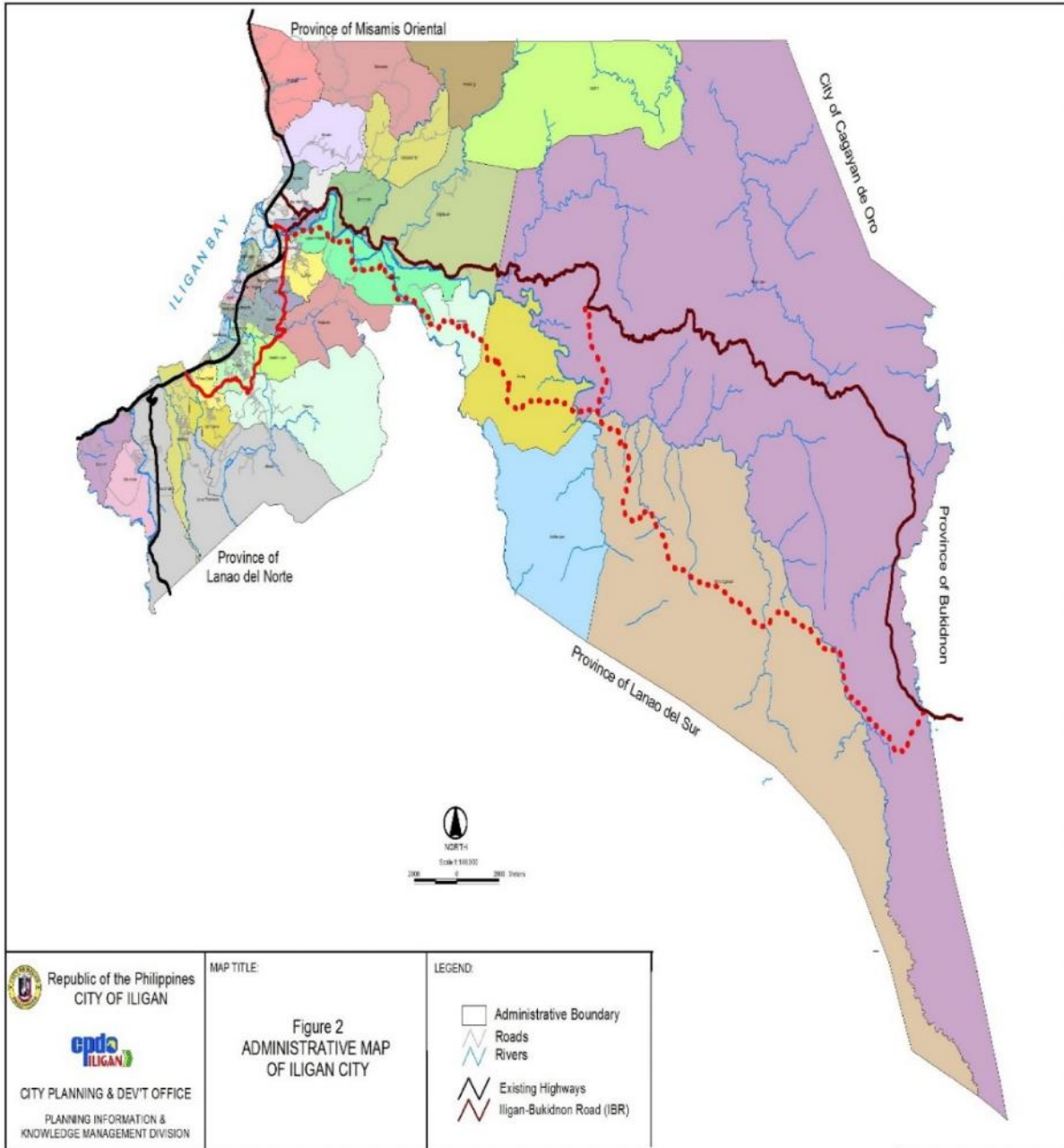


Photo taken March 21, 2016 in a Newspaper Charismata Iliga



APPENDIX D

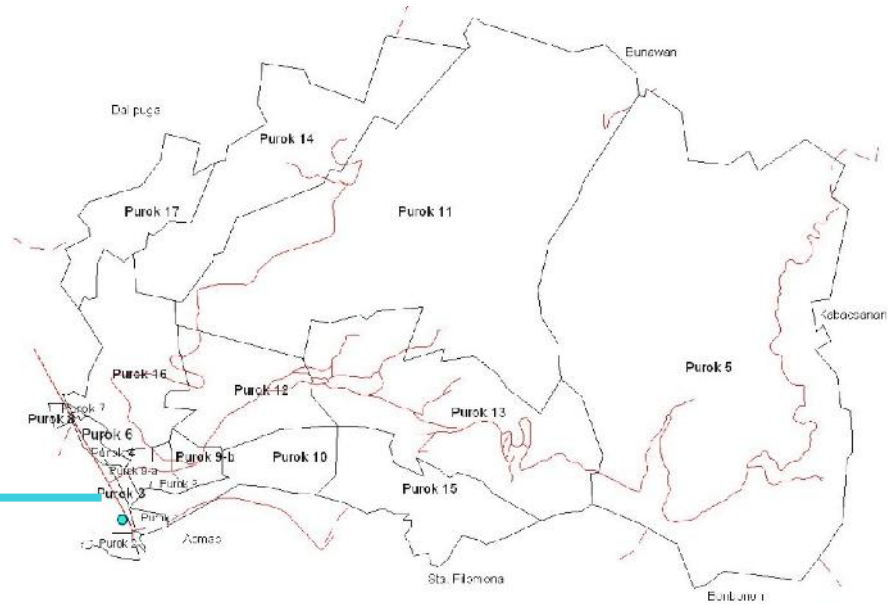
Map of Iligan City, Philippines



Source: City Planning and Development Office, 2015

APPENDIX E

Map of the Site of Construction of CFPP in Barangay Kiwalan, Iligan City



Source: City Planning and Development Office, 2015



The map shows the site of the construction of CFPP. The CFPP is being constructed at the back of the CRH-Aboitiz Iligan Plant (CAIR) located in Barangay Kiwalan, Iligan City. The construction of CFPP will provide 12 MW power to ILPI to supply power to the City, and 8MW exclusively for CAIR energy consumption.

PERCEPTION ON THE EFFECTIVENESS OF LAKBAY-ARAL IN RELATION TO SOLID WASTE MANAGEMENT: A CASE IN KAPATAGAN, LANA O DEL NORTE

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Charisse Rica M. Tiosen- charissetiosen@yahoo.com
Perla P. Palomares- ppalomares46@yahoo.com
Mindanao State University – Iligan Institute of Technology

ABSTRACT

This study attempts to assess the role of the Lakbay-Aral Program (LAP) of the Municipality of Kapatagan, Lanao del Norte, the Philippines in relation to the municipality's program on Solid Waste Management which the local/municipal government perceived to be very important in the maintenance if not in the levelling up the physical living condition of the residents.

Expectedly, the study opened with a brief but substantial assessment of the objectives, activities, approaches of the Lakbay Aral Program focusing on thee Solid Waste Management Program of Kapatagan vis-à-vis those of the provinces, cities/municipalities and barangays as points of visit by LA participants (e.g. mayors etc.) which became the framework for the study.

In order to achieve the main objective of the study – assessment of the effectiveness of Lakbay Aral Program – 16 key informants (KIs) and 50 household (HH) respondents were selected from five (5) barangays through accidental sampling. Respondents' profiles were analyzed to determine if they impact on the perceptions on effectiveness of LAP.

Both KIs and HH respondents reported affirmative responses on LPA. Further analysis of the latter's responses however suggested that dissemination of the program is effective but as far as the application of the rules is concerned it is not.

And since, the Lakbay - Aral is effective to the Solid Waste Management Program, it therefore follows that it could help improve the lives of the residents of the community.

The researchers therefore recommend that a similar study and a follow up study shall be made to ascertain whether the LA is really a good vehicle to the program, thus encouraged.

Key words: Lakbay-Aral or Educational tour, Government, Politics, Development

INTRODUCTION

This paper attempted to study the Lakbay–Aral Program of the Local Government of the Municipality of Kapatagan, Lanao del Norte. The study is on solid waste management program which is one of the instruments used in Kapatagan, Lanao del Norte to improve the living condition of its residents. This study looked into the effectiveness of the Lakbay–Aral basing on solid waste management that the government of Kapatagan, Lanao del Norte participated through the Department of Interior and Local Government (DILG).

Lakbay–Aral, as encouraged by the Department of Interior and Local Government, will enable the Mayors, other municipal officials and government employees to witness first-hand on how municipalities, provinces and cities, managed their municipalities to address predicaments and issues on solid waste management, agriculture, organic farming, tourism and others. This program allows others – municipalities, provinces, and cities – to replicate the good practices of the visited localities.

Over a decade, Lakbay – Aral or the so-called travel of the government officials of different cities and municipalities of provinces is widespread. The travels are said to be for the benefit of municipalities in the province. The participants of the program claim that one objective of the activity is to present ideas on proper implementation, ways and methods and dos and don'ts of certain projects and programs and find solutions to problems.

Lakbay – Aral Program may develop participants' skills and employ different techniques in different perspectives.

The purpose of the Lakbay- Aral Program is to allow the participants to learn more in a different setting and a scene for a different outcome. Lakbay - Aral program can develop the participants' skills with regard to learning and gaining additional knowledge like, in a certain incident - participants shall know how to settle this kind of 'issue' on the basis of what they have learned on the Lakbay - Aral Program during the duration of time by applying it to the situation, their exposure by visiting and interacting something new around them, like a new perspective when it comes to interacting with a different culture. In another perspective, this programmed activity does prioritize the faculty and students for further learning with different themes like different scenery that includes the understanding of divergent and distinct culture, and most, develop a well-established of deeper sense of personal awareness.

LEGAL AND THEORETICAL FRAMEWORK

Floods and typhoons have been the by-products of improper handling of

wastes around the world hence, it is essential to the world to address the issue on wastes and waste management. The wastes generated by the people should be limited and should be monitored thus stipulated in the Local Government Code of 1991 in Section 17 that Local Government Units (LGUs) shall exercise such powers and discharge such functions and responsibilities as are necessary, appropriate, or incidental to efficiently and effectively provide basic services and facilities such as solid waste disposal system or environmental management system and services or facilities related to general hygiene. More so, with the high population density of cities and municipalities, high consumption rates, and concentration of packaged goods, the issue of proper management of wastes should be addressed immediately thus the creation of the Solid Waste Management pursuant to the mandate to the Local Government Units (LGUs) to have their own area-wide waste management systems. However, to this effect, the government has created, passed and enacted the Republic Act 9003 of 2000, known as Ecological Solid Waste Management Act of 2000. The said act is,

An act providing for an ecological solid waste management program, creating the necessary institutional mechanisms and incentives, declaring certain acts prohibited and providing penalties, appropriating funds therefor, and for other purposes.

Ecological Solid Waste Management, as defined in Art. II, sec. 3 (I) is,

The systematic administration of activities which provide for segregation at source, segregated transportation, storage, transfer, processing, treatment, and disposal of solid waste and all other waste management activities which do not harm the environment.

The implementation of this act shall be embodied in the Department of Environment and Natural Resources or DENR in its DENR Administrative Order No. 2001 – 31 s. 2001 also known as Implementing Rules and Regulations of Republic Act 9003 which has defined the rules of the local government's implementation and its adoption to the republic act. In Rule VIII or the Implementation of the Ecological Solid Waste Management Systems of DENR Administrative Order No. 2001 – 31 s. 2001 mandated that in sec. 2,

The Local Government Code defines the LGU as the primary responsible body for the implementation and enforcement of the ecological solid waste management systems within their respective jurisdictions.

Waste collection shall be conducted at the barangay, and further sorting and segregation at the Materials Recovery Facility.

In another perspective, as a way of delivering efficient and more effective means and method of Republic Act 9003, Lakbay – Aral related to solid waste management has been conducted and participated in by different barangays, municipalities, provinces and cities to replicate

essential best practices of the visited municipalities or cities in their own jurisdictions. In an effort to improve their (barangays, municipalities or provinces) own adoption to the Republic Act 9003, one can use Lakbay – Aral. A municipality, province or city may be allowed to conduct or participate Lakbay – Arals however, must follow the House Bill No. 3277 or Government Employees Official Travel Accountability Act of 2010 which is an act,

Regulating official local and foreign travels of government officials and employees to ensure transparency and accountability in the use of funds requested for the purpose, defining penalties for noncompliance with disclosure, accounting, liquidation and reporting requirements, and for other purposes.

The act defined in section 3 states the allowable authorized travels of the officials or government employees in or out of the country. Accordingly, only those local and or foreign travels which are urgent and extremely necessary are the ones to be entertained and to be allowed. Furthermore, this house bill has defined the allowable travel expenses, approving authority of travels of officials and employees, restrictions of foreign travels, and some common provisions on liquidations, reportorial requirements and penalties if officials fail to comply the following rules mandated by the law.

Taken as legal frameworks for this study are R.A. 9003 or Ecological Solid Waste Management Act of 2000, and House Bill No. 3277 or

Government Employees Official Travel Accountability Act of 2010.

This study is further anchored on the theories of policy implementation of Koenig (1986) and the effectiveness of laws of Allott (1981).

According to Anthony Allott (1981) one of the ways in addressing the social ill is to create laws; these laws created are for the benefit of the society. According to Allot (1981),

The purpose of the laws is to regulate or shape the behavior of the members of the society, both by prescribing what is permitted or forbidden, and by enabling them, through the establishment of institutions and processes in the law, to carry out functions more effectively.

Moreover, Koenig (1986) claims that public policies or laws are rooted in the needs, wants and desires posited by the environment. These needs, wants and desires come from the public which will be addressed by the law-makers or policy-makers. With the laws created by the policy-makers, it has the notion that this will bring goodness and prosperity to the community however, these laws are at some point, not all effective and efficient because according to Allott (1981), there are some instances that policy-makers forget to evaluate the policies that they created, they tend to neglect the laws after being passed. Allott (1981) points out that in policy ineffectiveness, policy – makers have this tendency to put the blame on people. That accordingly, “if only they may think, people would realize that obeying laws is essential for the smooth functioning of society and the achievement of the social goals set by those who appear to have command of the society” however, this pin pointing of policy – makers tend to be

pointing in a wrong way because as Allott (1981) emphasized, those people who make the laws are the ones who are largely responsible for the failure of the laws. His perspective explicitly showed that it takes two to tango, policy-makers and the people have both the responsibility to maintain, sustain and abide by the laws created.

As stated by Allott (1981) “Law lives and develops”; it evolves through the spectrum of implementation into which laws or policies have to cope with the new circumstances that it encountered which actualize potentials embedded in the original policy ideas (Koenig, 1986). Allott (1981) and Koenig (1986) define that as the law or policy is implemented, it changes through time because of the unanticipated circumstances encountered throughout the process of implementation. Furthermore, Majone and Wildavsky (1978) as mentioned by Koenig (1986) articulate that “Implementation is shaped by the original policy making from which it springs” which stresses that as the law or policy being implemented, it should follow the implementing rules and regulations of the said law or policy yet, Koenig (1986) indicates that through the process of implementation and through bureaucratic means, law or policy implementation tend to be reshaped and transformed because there are events and situations which are not anticipated by the policy or law makers before the creation of the law or policy. Moreover, Koenig (1986) emphasizes that the policies created which actually consist of goals, ideas and objectives must be dispositional. This means that in the implementation process, the policy to be imposed in society will depend on how policy implementers see the policy that would in way substantially transform and make these policies be workable as possible.

Koenig (1986) elaborates his idea on implementation that,

Implementation is a crucial juncture at which policy is endowed with essentials that were not and could not be provided for its formulation, including doctrines to explain and defend it, and to attract and maintain the support that established it in a logical niche in a densely occupied policy space.

It is being said, implementation is crucial since it transforms and changes in time depending on the resources given, problem addressed, implementer's objectives towards addressing the problem and to the implementer who implements the policy with such concern, effectivity of the policy or law is at stake. Allott (1981) said, "A general test of the effectiveness of a law (a particular provision of a legal system) is therefore

R.A. 9003 or also known as Ecological Solid Waste of 2000 and Lakbay – Aral Program were the variables needed in making and creating the Integrated Solid Waste Management Ordinance of Kapatagan, Lanao del Norte. These mentioned variables were the factors to the legal basis of the creation of the program. Lakbay – Aral Program, on the other hand, is an idea generated program into which officials can acquire proven and tested approaches in implementing Solid Waste Management and other best practices achieved in implementing the Solid Waste Management Program. Lakbay – Aral, as mentioned in the book of *Critical Steps for the First 100 Days: A guide for Municipal Mayors* (2007), introduces innovative ideas of program or policy implementation.

to see how far it realizes its objectives, i.e. fulfills its purposes." With this theory of effectiveness, this will be the basis of laws' effectiveness and the success of the law-makers to deliver the purpose to make the society peaceful and order.

CONCEPTUAL FRAMEWORK

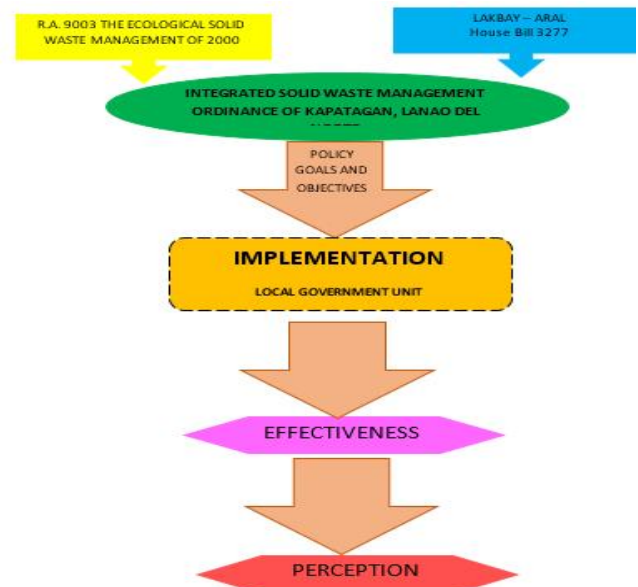


Figure 1 Shows the Schematic Diagram of this Study

Through the House Bill 3277 and Executive Order 248 s. 1995, Lakbay – Aral happens. These legal documents served as the determining factor of the approval of the participation of Lakbay – Aral which can be participated in by both government officials and employees of different provinces, municipalities, cities and barangays.

The ordinance is created in compliance with Republic Act 9003.

Implementation was the intervening variable through which the effectiveness of the law was evaluated and through such the perception of the respondents were drawn.

Through the help of the implementation process and approaches of the ordinance, the respondents were able to analyze the effectiveness of the law – RA 9003 – and the program Lakbay

– Aral. With the effectiveness or ineffectiveness of the law, the respondents' perceptions towards the law and the program were drawn.

Integrated in the ordinance are the RA 9003 mandates and Lakbay – Aral's learned ideas and approaches for the better implementation and enactment of RA 9003. The ordinance was one of the core bases of this study.

Implementation was the intervening variable through which the effectiveness of the law was evaluated and through such the perception of the respondents were drawn. With the help of the implementation variable, which is the core basis of the study, it helped determine whether the Local

METHODOLOGY

This type of research is a descriptive – correlational in nature. It is considered to be descriptive since it described and showed data in a meaningful way (Mcnabb, 2013). Moreover this study conducted surveys, interviews and questionnaires that helped describe the implementation process of Solid Waste Management of Kapatagan, Lanao del Norte. It examined the lessons learned of the participants of Lakbay - Aral and how the government of Kapatagan, Lanao del Norte implemented the project – Solid Waste Management through interviews and ocular inspections of the five selected barangays. Lastly, it is correlational since it determined the association existing between the respondents' socio-demographic characteristics and level of perception on the Lakbay – Aral Program. Using the data gathered the researchers have given their interpretations and their analysis and eventually, from these data, implications was then formulated. This study can be considered an exploratory one. It has limited number of Review of

Government Unit (LGU) of Kapatagan, Lanao del Norte have replicated what they have learned in Lakbay – Arals that they have participated; though there are variables as Allott (1981) claimed to be a testing factor of the effectiveness of the law. Under the implementation were the Local Government Unit (LGU) and the Barangay which enacted the law.

Through the help of the implementation process and approaches of the ordinance, the respondents were able to analyze the effectiveness of the law – RA 9003 – and the program Lakbay – Aral. With the effectiveness or ineffectiveness of the law, the respondents' perceptions towards the law and the program were drawn.

Related Literature. The data and information gathered were done through surveys and supported by interviews of participants and other participating units of the program like Department of Education.

This study focused on the Municipality of Kapatagan, Lanao del Norte. The researchers selected five (5) out of thirty three (33) barangays of the municipality. Kapatagan was known to be a second class municipality in the province of Lanao del Norte and it has 53,916 people. It is bounded by municipality of Lala and Panguil Bay on North; Municipality of Baroy and Salvador on the East; Municipality of Sapad in the Southeast; Municipality of Sultan Naga Dimaporo in the South and the Province of Zamboanga del Sur in the Western and Northwestern part. The Kapatagan is composed of 33 barangays (Please refer to Appendix D) and only Barangay Poblacion with a population of 11,254 in 2010 has been considered and classified as an urban barangay based on NSCB Board Resolution No. 9, series of 2003 (Municipal Solid Waste Management 10 year Plan).

Kapatagan, Lanao del Norte is known for its active participation in Lakbay – Aral. Over 9 years as a Mayor, Atty. Benjie Baguio, has been participating in Lakbay – Arals which he believes could be a good avenue to uplift the living condition of the people of Kapatagan, Lanao del Norte. As a result of such participation, Kapatagan, Lanao del Norte has received ample rewards, to mention: Seal of Good Housekeeping (2011-2013), Most Outstanding Local Chief Executive in Region X (2011), *Natatanging Bayan* Award (2011-2013), *Agri Pinoy* Rice Achievers (2012), *Sandugo Masigagsig* Award (2013) and Honor Roll, Implementation of Anti-Red tape Act (ARTA) (2012). Moreover, for three consecutive years, the seal of good local governance from the Department of Interior and Local Government has been awarded to the municipality as a symbol of its attempt to help and uplift the socio-economic life of the Kapataganons.

RESULT AND ANALYSIS

The researchers were able to grasp ample significant information through key informant interview guide questions to the sixteen (16) key informants about the municipality's Lakbay - Aral thus, presented in this section are the information about the Lakbay – Aral joined and participated by the Local Government of Kapatagan, Lanao del Norte especially on the Solid Waste Management Program. In addition, researchers were able to gain another 50 household respondents, from the 5 barangays (10 participants from each barangay). Since this study also focused on the Solid Waste Management Program of Kapatagan, Lanao del Norte, this section presents data regarding Solid Waste Management Program and Solid Waste Management Lakbay – Aral of

Kapatagan. More so, the best practices after their Lakbay – Aral related to Solid Waste Management, the implementation of the program and its effectiveness and the perception of the household respondents towards the Ordinance no. 5 Effectiveness are also included.

Through the interview of the Municipal Environment and Natural Resource Officer of Kapatagan, Lanao del Norte, the researchers have found out that although they have gone to different Lakbay – Aral related to solid waste management, they have somehow, in their own little ways, replicated and are, in some ways, encouraged by their Lakbay – Aral experiences.

After the researchers' interview with the Municipal Environment and Natural Resource Officer (MENRO), the researchers have identified challenges concerning the implementation of the program – Solid Waste Management. Accordingly, the researchers have identified five issues and concerns which are discussed thoroughly in the next sections. These five issues and concerns are: (1) implementation is time consuming, (2) lack of manpower, (3) lack of constituents' participation and cooperation, (4) lack of barangay officials' motivation and (5) lack of financial support.

As mandated in Section 10 of RA 9003 that the Local Government Unit has the primary responsibility in implementing and enforcing the Act within their jurisdiction. Furthermore, section 10 provides that, Segregation and collection of solid waste

shall be conducted at the barangay level specifically for biodegradable, compostable and reusable wastes: *Provided*, that the collection of non-recyclable materials and special wastes shall be the responsibility of the municipality or city. Moreover, the implementation and policy enforcement of SWMP should be operated by the Municipality in collaboration of its barangays. However, there are predicaments that may cause the implementation of the said rules towards the accomplishment and realization of the Integrated Solid Waste Management program.

Depicts twenty (20) descriptive statements which are integrated in the Municipality of Kapatagan. These were presented to the household respondents towards which the latter indicated their agreement or disagreement along *Very Low* to *Very High* continuum. The table shows that 16 out of 20 statements were evaluated **very high** (3.25 -4.00 rating). Only four (4) statements were rated **high** (2.50-3.24).

The above results indicate that the household respondents from five (5) barangays perceived the provisions of the Ordinance No. 5, which are anchored on R.A. 9003 are implemented to a great extent. This further implies that the implementation is efficient and effective.

Summarizes the relationships between the respondents' characteristics in terms of gender, occupation, age, and perception on the effectiveness of Lakbay Aral in relation to Solid Waste Management. As shown, there is no significant relationship between characteristics (independent) and perceptions (dependent). Simply interpreted, whether male or female, government or private or self-employed, young or old, these characteristics have **nothing to do** with the perceptions on effectiveness.

From the data gathered, it shows the key informants believed on the effectiveness of the Lakbay - Aral in relation to Solid Waste Management. However, the same respondents appeared to be very reluctant on the reality of the effectiveness of the Solid Waste Management project. From the very start, the participants were very energetic in handling the program. Later, the interest in realizing their dreams in the program is weakened. The project is confronted with challenges like, finances and cooperation on the participating sponsors. There is a demand of more garbage collectors but due to budget constraints, the project remains a dream. Moreover, the facilities are not enough and a complete machinery of recycling the materials is not visible and the imposition of the ordinance remains a crucial issue and continued to be a debatable matter in the place. Though it appears that Kapatagan, Lanao del Norte constituents are for the development of the community, one can regret the idea that participation and cooperation on the residents are likewise difficult to achieve.

RESPONSES	FREQUENCY	PERCENTAGE
YES	13	81
COULD BE	2	13
NO	1	6
TOTAL	16	100%

From the table being presented above, it shows the frequency and percentage responses whether the implementation of the Solid Waste Management Program (SWMP) is effective or not. Basically, the eighty one percent (81%) of the key informants believe that it is effective while the thirteen percent (13%) of the key informants are not sure whether it is effective or not. Moreover, the six percent (6%) of the key informants did not consider that it is effective. This signifies that although eighty one percent (81%) believe that it is effective, there is six percent (6%) who are not convinced nor consider the program is effective. Evidently, this suggests that there is someone who is not satisfied with the performance and implementation of the program.

SUMMARY

From the Key Informants, it implies that from the sixteen (16) Key Informants: five (5) of them are considered as the youngest from the age bracket of thirty three (33) to thirty nine (39) years of age and two (2) from the sixteen are considered to be the eldest, who are in the age bracket of sixty (60) to sixty four (64) years of age. For the gender, eleven (11) of them are male and five (5) of them are female. For the occupation, from the sixteen (16) of them, eleven (11) are government officials and five (5) of the government employees. For the socio-demographic characteristic of the Key Informants, their occupation, age and gender cannot affect their level of perception towards to the effectiveness of the implementation of Solid Waste Management. In addition, from the household respondents, it implies that, for the age bracket six (6) of them are considered to be youngest that are within the age range of twenty seven (27) to thirty eight (38) years of age and eight (8) respondents are considered to

be the eldest who are ranging from sixty three (63) to seventy four (74) years of age. For the gender, from the fifty (50) respondents, fifteen (15) of them are males and the thirty five (35) of them are females. For the occupation, from the fifty (50) of them, four (4) of them are working as under government; fifteen (15) of them are working under private sectors; twenty (20) of them are self-employees; and eleven (11) of them are unemployed.

For the summary of the Lakbay-Aral, researchers interacted with sixteen (16) Key Informants- who happen to be participants of Lakbay-Aral that is related to Solid Waste management; and another fifty (50) respondents for a different perspective when it comes to the implementation of the municipal government of Solid Waste Management to the barangays of the Kapatagan, Lanao del Norte. For their Lakbay- Aral they have been to different places that could last- depending on the nature of the Lakbay Aral. For a person to be able to join the Lakbay-Aral, a person must be significant to the nature of the Lakbay-Aral for them to be able to serve as a helping hand. In addition, their experiences also do vary depending on which place they have been, but the Key Informants' answers swirls around the idea of learning new rules, techniques, maintenance, recycling and segregation.

Summarizing the Solid Waste Management, researchers focus on the area of Kapatagan, Lanao del Norte along with their Solid Waste Management Program and Lakbay-Arals that are related to Solid Waste Management; which includes the implementation program and the best practices that could be related to Solid Waste Management. Upon data gathering, researchers did gain an ample amount of information about the

Key Informants' perception on Solid Waste Management Program that basically spins around the idea of fixing dumpsite, cleanliness and sanitation of the area, expansion on the notion of Solid Waste Management, and proper disposal of wastes. In addition, their issues and concern about Solid Waste Management focuses on the duration of the implementation, lack of man power, lack of constituents' cooperation, lack of barangays' motivation, and lack of financial support.

Furthermore, from the interviews and questionnaires being gathered by the researchers they have found out that the household respondents who came from the five (5) barangays believed that the implementation of the Solid Waste Management was effective, and believed the association between the socio-demographic characteristics of these respondents and their level of perception is not affected by their gender, occupation and age. Moreover, for perception of the effectiveness of Solid Waste Management through Lakbay-Aral, researchers interviewed sixteen (16) Key Informants who participated in the Lakbay-Aral related to Solid Waste Management and had a result that implies that Lakbay-Aral can make a big change, it can help people to be motivated, can educate people on proper waste disposal, and it can improve Kapatagan, Lanao del Norte.

For the effectiveness of the Implementation of Solid Waste Management Program in the Key Informants' perspective, from the sixteen (16) of them, thirteen (13) of them said, yes; two (2) of them believed that, it could be effective or not much, and one (1) of them believed that it was not effective. In spite of the good remarks of the household respondents on the effectiveness of the dissemination of the information regarding the Solid Waste

Management program to their barangays and the Key Informants' good remarks on their implementation action regarding Solid Waste Management, as the researchers asked these Key informants regarding their Lakbay-Aral only few of them can elaborate or explain their experience. With that, findings implied that Lakbay-Aral trips were only pleasure trips. Based on the findings of the study, the following conclusion are made divided in two categorical manner – Lakbay – Aral and Solid Waste Management of Kapatagan, Lanao del Norte.

CONCLUSION

For the Lakbay-Aral, It is evident in the data provided by the researchers that Lakbay – Aral was used by the Local Government of Kapatagan, Lanao del Norte as a vehicle to impart ample information with regard to solid waste management in terms of implementation, machineries and programs that may help not just the economy but as well the people. However, even though that the objectives of Lakbay – Aral are as viable as they may seem, the participants and the municipality do not have any records to the Lakbay – Arals that they have gone into thus, the data provided in Chapter 4 were solely based from the respondents' memory. They cannot provide the researchers the full lists of their Lakbay – Arals thus, making it difficult to trace back the Lakbay – Arals that they have participated and joined.

House Bill 3277 section 13 stipulates the reportorial requirements of the officials or employees. Accordingly, as mandated in the house bill,

Every official or employee assigned or authorized to travel in accordance with

the provisions of this Act shall, within sixty (60) days after his return to his official station, submit a report with his recommendations, if any, on the conference or seminar attended, examination or investigation conducted, or mission undertaken, to the head of his office.

Furthermore, when the researchers have asked the key informants whether they have submitted reports on their travel trips, most of them – government employees – affirmed that they have submitted and included it in their MANCOM; however, in the cases of *Punong Barangays* when asked the ABC or the Association of Barangay Chairman pointed out that it is in the Barangay Chairman's endeavor hence, they do not have copies about such reports.

Moreover, with regard to section 3 of the House Bill 3277, it states that,

Only local and or foreign travel which are urgent and extremely necessary, will involve the minimum expenditure for the government, and are expected to bring direct gain and immediate benefit to the agency concerned or the country shall be authorized.

The said travels of the government officials and employees have been for the good cause thus, provided that they abide the house bill 3277.

For the Solid Waste Management of Kapatagan, Lanao del Norte, In terms of the implementation of the Solid Waste Management of Kapatagan, Lanao del Norte, it is

indeed true in the case of Kapatagan, Lanao del Norte what Anthony Allott (1981) points out that in policy ineffectiveness, policy – makers have this tendency to put the blame on people. That accordingly, “if only they may think, people would realize that obeying laws is essential for the smooth functioning of society and the achievement of the social goals set by those who appear to have command of the society” however, this pin pointing of policy – makers tend to be pointing in a wrong way because as Allott (1981) emphasized, it is those people who make the laws are the ones who are largely responsible for the failure of the laws. This perspective of Allott (1981) explicitly shows that it takes two to tango, policy-makers and the people have both the responsibility to maintain, sustain and abide the laws created.

Moreover, as Koenig (1986) has emphasized that laws and polices change through time so that it should be evaluated and be monitored in order to cope with the changes it provides. More so, the theory of Anthony Allott's effectiveness of the law which can be tested into how far the law has realized its purpose and objectives is true and evident in the study hence visible in the data provided that the household respondents believe that it is effective while in *lakbay – aral*, the key informants have also believed that it did provide them ample information needed for the implementation of the program yet the problem within such is that those they have learn in those *lakbay – arals* are not properly realized by the government.

Moreover, Koenig (1986) emphasized that the policies created which actually consists of goals, ideas and objectives must be dispositional. This means that in the implementation process, the policy to be imposed in society will depend on how policy

implementers see the policy that would in way substantially transform and make these policies be workable.

RECOMMENDATIONS

The Municipality of Kapatagan, Lanao del Norte, may use one of the 2 common strategies presented by Koenig (1986) in his book "*Public Policy: An Introduction*" and these are: programmed implementation and adaptive implementation; the making of the ordinance should involve the constituents. They should create an office that will focus on the waste management of Kapatagan, Lanao del Norte. They must address their issue on the shortage of manpower, and they must continue to partner with other offices and private sectors, they should have enough financial support for sanitary landfills and they must provide reward and punishment approach. They should create livelihood programs that would generate jobs; and they should ensure that those implemented in the places they have gone to be replicated or would serve as their model. Those who have joined Lakbay-Aral shall be mandated to replicate in their own little ways; and lastly, they should oblige the constituents to re-echo the seminars and fora.

The Municipal Officials should be compassionate, committed, politically skillful leaders, and they should implement the ordinance in a strict way.

The Solid Waste Management should improve the approaches, methods, guidelines to fit into the cultural milieu of the community.

The Barangays, should formulate a barangay ordinance regarding solid waste management in line with the Ordinance No. 5 of Kapatagan, Lanao del Norte;

Orientation, seminars, workshops and lectures should be conducted at the barangay level; Implementation should be strict and consistent. Establish Barangay Material Recovery Facility. Collection of garbage, if may apply, must be consistent and must be sustained. Segregation in each household is highly encouraged.

The Municipal and Barangay Constituents, should be politically active, cooperative and participative.

The Researchers, if they wish to continue this study, they should be particular with: Wider scope of the study and larger number of respondents. They must have an ocular inspection of the places they have gone to for Lakbay – Aral. The level or degree of compliance of the Municipality of Kapatagan, Lanao del Norte with the R.A. 9003 s. 2000 must be strengthened and lastly, comparative analysis of barangays in terms of level or degree of compliance of the ordinance implemented which would lead to their perceived effectiveness of the program.

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Transcending the Binary: Researching Governance as Metagovernance

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Abstract

Governance is essentially a popular contested concept and its definition is variously applied. Commonly agreed, it refers to a change in the meaning of government, the way of doing public business which has shifted from vertical, hierarchical to more horizontal, synonymous with network. Hence, it has arisen as a new mode by which society is governed and denotes the institutions, traditions and processes which define how power is operated.

Given that, different governance scholars do have different ontological and epistemological positions. Two authoritative governance research strands have been noted: formal and institutional, and interpretive. The institutionalist approach assumes the capacity to understand governance through the behavior of institutions and organizations while the interpretative approach argues for the interpretations of individuals instead. However, this paper contends that both of them are commonly represented in binary and lack critical elements. This article thus tries to discuss the epistemological route to 'transcend the binary' by specifying critical realist insights, which can contribute a relatively new perspective to governance research as the concept by nature is non-intradisciplinary and, in reality, holding a mixture of various modes and levels of governance. The alternative approach is the analytic of metagovernance.

Metagovernance shows us an alternate way we can read contemporary governance which is, in particular, interested in power relations and interactive modes of governance, attempting to bring the centrality of the state back in the analysis of governance and then to call for the recognition of government and governance in the shadow of hierarchy. It sensitizes us the context and limits of governance rather than simply talking about the implications of the shift to governance with and thorough networks. The article does not suggest that there is one best/right way to study governance. Transcending the binary between institutionalist approach, on the one hand, and interpretivist approach, on the other hand, can offer a new perspective of governance and how we (re)think about it.

Keyword: Governance, Metagovernance, Institutionalism, Interpretivism, Critical Realism

INTRODUCTION

The idea of governance, which has become increasingly mentioned and applied starting from the 1980s, "*seeks to explain a whole series of realignments and offers a range of explanatory tools*" (Newman, 2001, p.22) about changing state and society and the meaning of government, pointing to something that is broader and beyond government.

Governance is essentially a popular contested concept in which its definition is "*as varied as the issues and levels of analysis to which the concept is applied*" (Krahmann, 2003, p.323). Popularly cited,

governance refers to a change in the meaning of government, the way of doing public business which has shifted from vertical, hierarchical to more horizontal, synonymous with network. Hence, it has arisen as a "*new method by which society is governed*" (Rhodes, 1996, p.652) and denotes the institutions, traditions and processes which define how power is operated. However, the state in modern governance is, to put it in Skelcher's term (2000), a 'congested state', full of fragmented and plural forms of governance, not just networks.

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This article recognizes the diversity of governance theories and aims to specify main approaches to study contemporary governance: institutionalist and interpretivist accounts of governance. Different understandings of governance do not only reflect different readings or interpretations of the situation but also indicate the different ontological and epistemological positions of the analysis. Unfortunately, these two authoritative approaches are represented in binary and problematic in many senses. The article therefore deals with this issue and tries discussing an approach to transcend the institutionalist-interpretivist epistemological binary to the study of governance by suggesting an alternative account using critical realist insights which, consequently, points to the analytic of metagovernance.

Two Worlds of Governance Theory: Institutionalism and Interpretivism

The conceptual vagueness and contestedness of the concept of governance, surprisingly, leads the way for interpretative flexibility of how to study governance (Schneider, 2002) and make governance always attractive as it is compatible with a wide range of theories and approaches; *“it can be shaped to conform to the intellectual preferences of the individual author and therefore to some extent obfuscates meaning at the same time that it perhaps enhances understanding”* (Peters, 2011a, p.63). To some extent, the utility of the governance idea lay on which of several extant approaches of governance is adopted; questions and understanding towards governance reflect the perspective (Peters, 2000). Particularly, what makes one governance research differs from another is an epistemological standpoint of a particular governance theory. The governance research universe, consequently, consists of different research strands (see Levi-Faur, 2012; Bevir, 2011b). Nevertheless, as Bevir and Krupicka (2011) observe, two contrasted

types of recent authoritative governance theory can be noted: the formal and institutional theory and the interpretive theory.

Formal and Institutional Account of Governance

To make sense of the broader idea of governance (and networks), institutionalism would be an attractive starting point (Kjær, 2011; Baker & Stoker, 2015). The early governance literature has drew upon institutional theory and behaviorist analysis (Marsh & Rhodes, 1992; Rhodes, 1997; Kjær, 2004; Chhotray & Stoker, 2009; Peters, 2011b; Baker & Stoker, 2013) which views governance as driven by links between actors and agency in networks. Even now, much of dominant governance insights comes from the new institutionalism² which is interested in explaining how networked relationships between government and societal actors affect the policy process (Bevir, 2003; Rothstein, 2014) and investigate the formal and informal rules of the game in a polity (Feeny, 1993; March & Olsen, 1995; Hyden, Court, & Mease, 2004). Unsurprisingly, governance is popularly used to study multiagency partnerships, self-governing networks, the blurring of responsibilities between the public and private sectors (Stoker, 1998).

Common institutional analyses tend to explain ‘governance’ by positing it in contrast to ‘government’; governance refers to a more pluralistic pattern, process and the act of governing while government refers to institution or the governing body itself (see Osborne & Gaebler, 1992; Bevir, 2010). The thesis of the shift from government to governance is repeatedly portrayed by many institutionalist writings (see Rhodes, 1996, 1997; Smith, 1998; Richards & Smith, 2002).

Now, two key approaches should be mentioned: society-oriented approach and state-oriented approach. For example, some who took the first approach tended to look at the dynamics of interactions among the

² There are ‘old’ institutionalism and ‘new’ institutionalism. The old institutionalism fell out of favor and has been replaced by the new one. In the context of contemporary governance and in this work, new institutionalism is commonly referred to. New institutionalism *“is not a single animal but rather is a genus with a number of specific species within it”* (Peters, 2012, p.2). Three major understandings are normally mentioned as a version of the new institutionalism: rational

choice, historical, and sociological. Each offers a distinct comprehension about what institutions are and how they influence actions (see Schmidt, 2006; Peters, 2011c, 2012; Lowndes & Roberts, 2013; Baker & Stoker, 2015). Some might add a more ‘constructive’ or ‘discursive’ institutionalism as the fourth version which privileges more agency (see Hay, 2006, 2011a, 2011b; Schmidt, 2006, 2011).

actors in the network (Kickert, Klijn, & Koppenjan, 1999; Rhodes, 1996; 1997; Salamon, 2000, 2002) whereas the others who accept a more state-oriented approach were more focused on state steering and the role of the government as powerful actors in governance arrangement (Scharpf, 1994; Painter & Pierre, 2005; Peters & Pierre, 2004).

The institutional theory, for the most part, has symbiotic relationship with the society-oriented approach so-called 'network governance' or the 'Anglo-governance' school where Rhodes is counted as a prominent scholar (Bevir, 2003, 2012; Marinetto, 2003). Governance, in this respect, notably refers to networks defined as a distinctive coordinating mechanism on the contrary of hierarchies and markets; and the state is no longer the alpha and omega of governance arrangement. The apparent of networks indicates a basic alteration to the institutional configuration of government and society. Consequently, systemic account of governance is needed to be clear on how institutions are comprehended (Baker & Stoker, 2015). Kjær (2011) summarizes that dominant uses of the concept show common consideration with institutions and institutional change. As such, institutionalist approaches are well-established in governance research.

Typically, institutionalists argue that *"governance begins with structures and processes rather than the individuals within them"* (Peters, 2011a, p.69). Governance denotes the institutions, traditions and processes which define how power is operated. The institutional concept emphasizes the multilayered structural context of rule-governed understandings (Lynn, Heinrich, & Hill, 2001).

Governance in the eye of institutional theory is concerned with significance of institution and its nature, ability, and structural configurations to affect framework and capacity of the political system to govern effectively and shape the identities, institutions, and actions of civil society and outcomes (March & Olsen, 1995; Peters, 2000). If governance is about engaging with various actors, the role of the institution in

shaping opportunities for the engagement then matters. Peters (2011c) claims that institutionalism principally interprets governance choices by positioning facilitators or constraints on individuals within institutions, wither normatively or structurally. He summarizes that *"[p]erhaps the principal manner in which institutions influence governance is that institutions represent the interaction of structures and processes for governing"* (Peters, 2011c, p.81).

Epistemologically, majority of the underlying assumption towards institutionalist version of governance reflects a positivist orientation. Bevir (2005) points out that positivist assumptions influence forms of institutionalism in two major ways; firstly, they make institutionalists believing that explanation of individual behavior can be done with allegedly objective social facts about people; and secondly, they lead institutionalists to see individual actions by uncovering laws. Besides, Bevir (2005, 2010) criticizes the 'top-down' conception of institution in institutionalism as the lingering positivism which keen to explain everything with reference to observable, measurable phenomena.³ Institutions are seen in reified form that build rules and norms to govern and explain actions.

Typically, positivist institutionalists are likely to make a comprehensive account of governance through defining governance by reference to one or more of its essential elements, notably networks seen as sets of fixed structure which can be managed through different instruments and techniques, the position sharing with majority ideas of public management. These essential elements are general which characterize all cases of governance (Bevir & Rhodes, 2007). It also favors structural power over agency which will be discussed later. Institutional accounts tend to make the analysis positivist, though many institutionalists are likely to see themselves not as positivist but eclectic in their epistemology.

However, some institutionalists admit that institutional theory is not, and cannot be a perfect theory of governance as institutions

³ In response to critiques made by interpretivists (which will be discussed later), Peters (2011b) notes that *"the absence of support for the interpretivist approach does not imply an*

absence of interest in ideas or ideational explanations in governance. Most contemporary models of institutions [...] rely heavily on ideas and norms" (p.468).

consist of values and ideas which influence institutions (and vice versa) about governing as well (Peters, 2011c). Developing theory of governance thus demands developing means of combining individual level behavior with structures and institutions (Peters, 2011a). This call for more emphasis on agency and interpretive elements to study governance.⁴

Interpretivist Account of Governance⁵

Situating in governance theory, interpretive approach essentially rejects the lingering positivism of most other approaches to governance especially mainstream institutionalism. However, it shares a line with the institutionalist approach by accepting that the world of governance is characterized by a shift from government to governance. Government is not and should not be the main point of discussion of governance research. What is difference is that the interpretive approach develop an anti-foundational consideration for how networks construct meanings and practices.

Interpretivist approach addresses that social explanations, as a matter of course, entail recovering and situating beliefs in the context of the wider webs of meaning where they are a part of. Typically, it lead to a more 'decentered theory of governance' (Bevir, 2003, 2013; Bevir & Rhodes, 2007) which seeks to install agency and contingency into the idea of governance.

First of all, interpretivists hold that studying governance should not begin with institutions themselves, but the practices that maintain them; *"interpretivism is different because it recognizes that political life takes*

place through language and that meaning is subjective, varying with the context of communication and the agency of the interpreter" (Turnbull, 2011, p.253). Bevir and Rhodes (2006a) claim that the decentered approach to governance essentially changes the way governance is seen as it asks us to look at the social construction of networks through the way in which individuals give meanings. In other words, decentering governance is to investigate how individuals build, maintain, and modify their social lives, institutions, and policies. Institutional norms in this view do not direct individuals' actions; instead, it is the beliefs which individuals adopt against traditions and in response to dilemmas that determine the actions. Hence, a decentered account of governance epitomizes *"a shift of typos from institutions to meaning in action"* (Bevir & Rhodes, 2006a, p.99).

Strongly criticizing the innate logic of institutions of institutionalism, the interpretive approach denies the structural power and the construction of typologies and reified concepts assumed to be able to applied in a wide range of setting (Bevir & Krupicka, 2011). Institutions and networks are not a fixed pattern but 'the contingent product of the circulation of rationalities' created by situated agents, intentionally and unintentionally (Bevir, 2010, p.266). Having no essence, institutions are 'contingent, changeable, and contestable practices' (Bevir & Krupicka, 2011, p.452); they are not autonomous in themselves and are at best contingent and constructed by practices (Turnbull, 2011, p.257). Therefore, institutions are not, and cannot be the unit of analysis of governance.⁶ Instead, exploring the webs of beliefs of the actors against the

⁴ Actually, contemporary institutional theory has, in fact, become more diverse and not retain itself with its behaviorist-positivist background. New development of institutionalist approach is focusing more on informal and contingent; some of them do go beyond formal theory to emphasize the role of ideas, norms, practices (see Schmidt, 2006, 2011; Hay, 2006, 2011a, 2011b; Greenwood et al., 2008; Peters, 2012; Lowndes & Roberts, 2013; Scott, 2014). There are many types of institutional analysis which employs post-positivist or interpretivist epistemology; historical institutionalism, sociological institutionalism and, particularly, constructivist or discursive institutionalism are good examples. They also have reconsidered the actors' position vis-a-vis institutions and come up with the idea that institutions exist as actors live *through and by* them (Bevir, Rhodes, & Weller, 2003; Hyden, 2008; Leftwich, 2010; Kjær, 2011).

⁵ The article recognizes that there are diversity and disagreement in interpretive theory (see Bevir & Rhodes,

2002; Parsons, 2010). However, here, the works of Bevir and Rhodes are mainly focused given their work are unique, influential and have directly and actively engaged in governance literature. Therefore, by interpretivist account of governance, this article means the interpretivist (in a strict sense) of Bevir and Rhodes versions.

⁶ To be fair, this approach allows institutional effects, to some extent. But outcomes or behaviors will be mostly depended on the capability of individuals to create, interpret meanings and negotiate or resist such institutional effects. Institutions therefore exist but understood as traditions, modified by dilemmas, not as the same for institutionalists. For Turnbull (2011), Bevir neither negate the existence of institutions nor the influence and important of them but rather raises questions about their place in the study of governance; what he does is identifying a dominant kind of 'methodological institutionalism' in governance studies and criticizes it. Bevir and Rhodes (2003a) admit themselves that some material

background of traditions adapted by dilemmas is a better way to study governance.

Consequently, governance consists of “contingent practices that emerge from the competing actions and beliefs of different people responding to various dilemmas against the background of conflicting traditions” (Bevir, 2011a, p.5). The approach is based on an anti-foundational theory of the state which allow the appearance of a ‘stateless state’ (Bevir & Rhodes, 2011, 2015). This approach regularly questions the concept of a set of management tools for governance and rejects an idea and use of ‘model’; instead, ‘narrative’ is advocated (Bevir, 2003; Bevir & Rhodes, 2008). Any endeavor to steer and manage networks is considered here as pointless; governance has to be a ‘bottom-up’ construction. The social construction of patterns of rule through the ability of individuals to create (or co-create) meanings in action is the key (Bevir & Rhodes, 2015).

Although the interpretive approach seemingly is a counterweight to positivist analysis, it has not proceeded uncontestedly. There are many responses and critiques towards the approach. Some of them constructively inquire about whether the interpretative turn abandons the value of the earlier insights from institutionalist traditions and influence of deep, not directly observable, structural influences on policy and action and whether the emphasis on meaning offers an deficient understanding of power relations (McAnulla, 2007; Marsh, 2008; Smith, 2008; Glynos & Howarth, 2008; Peters, 2011b; Baker & Stoker, 2013). It fails to consider the persistence of hierarchy and structurally derived constraints on action in government (Baker & Stoker, 2013). As Bell and Hindmoor (2009) remind us, government is, in fact, influential not because its well storytelling ability but its capability to retain state power and authority

over resources and territory. James (2009) concludes that the decentered theory is just a ‘rhetorical device’ for articulating “*greater reflection about the tools of political analysis,*” but “*it offers little when compared to the insights of mainstream approaches*” (p.342).⁷

Marsh (2011) especially questions the way Bevir and Rhodes use interpretivism and their call for “*new, better, more interesting, more fruitful ways of speaking*” about governance (Bevir & Rhodes, 2003b, p.60) despite what they said that “*there is no such thing as governance, but only different constructions of the several traditions*” (Bevir & Rhodes, 2003b, p.59). Marsh (2011) argues that it is never clear that the network governance is a description of how UK government operate and/or narrative about how it functions. Besides, Bevir and Rhodes themselves are seemingly contradicted about how they see governance as they speak of narrative but see the network governance as a more definite description. Their interpretivist accounts are prone to ‘epistemological slippage’ (Davies, 2011, p.76) and risking of being reductionist (Peters, 2011b).⁸

What should be particularly emphasized here is the problem with binary worldview of Bevir and Rhodes (see Bevir & Rhodes, 2003a; Bevir, 2005) as they see ones who are not an interpretivist as a positivist or modern empiricist, reflecting their narrow version of interpretivism (McAnulla, 2007; Marsh, 2008, 2011; Smith, 2008). This implies an ‘either-or’ worldview

Following these, this article concurs that there is no simple an ‘either-or’ worldview between positivist institutionalism and interpretivism; many alternatives can be raised in relation to the study of governance. Both approaches seem to take meta-theoretical issues limitedly; especially, they privilege one side of the dualism regarding structure and agency, rather than addressing

constraints do have impact such as economic influences. However, some can argue that the idea of ‘situated agency’ is clearly influenced by the ‘traditions’ which almost practically work as an institution, a structural constraint/facilitator (see Marsh, 2011).

⁷ Arguably, the interpretivist account of governance has much prescriptive and normative value, rather than analytical one. The interpretivist account as ‘a very practical concern’ (Bevir, 2011a) suggests us to listen to the stories and dialogue, advocates a bottom-up approach to governance. In doing so,

it ultimately proposes the ways to improve or create better governance which emphasizes people and everyday lives.

⁸ A good governance lens ought to equip us to not only describe and interpret beliefs and practices but also to comprehend how various governance strategies have implications for policy outcomes; reading meanings and beliefs will only tell us “*what take place at lower and more horizontal organizational levels*” (Kjær, 2011, p.109). A better governance lens should allow us to see governance as it, in fact, consists of complex interactions between vertical and horizontal processes.

them as a duality (Marsh, 2008; see also Marsh, 2010; Hay, 2002). This article argues for a critical realism as an alternative account towards governance.

Meta-theoretical Reflections: Structure and Agency

Versions of governance raise questions about structure and agency in governing. In general, institutional explanations are inclined to base decisively on structural explanations (Peters, 2011a; see also Hooghe & Marks, 2003; Duit & Galaz, 2008). For example, they suppose that the nature of the networks can determine the patterns of interactions (see Klijn & Koppenjan, 2004). However, Peters (2011a) reminds us that “*the actual decisions made are made by individuals, whether as single actors or through interactions*” (p.69). Some theories are obviously relied on agential explanations.

The debate over structure-agency relations is continual and “*reasonably simple to state, but not that easy to resolve*” (Howarth, 2013, p.116). This article does not intend to solve the problem but propose an alternative way to study both structure and agency. Wendt and Shapiro (1997) note that the ontological differences between those who are more structure-centered and more agency-centered lead a conclusion about where to look for and what counts as the significant causal mechanism in the first place. For the methodological convenience, the duality of structures and agency is “*a reflection of an intellectual division of labour, a methodological ‘bracketing’ of one set of concerns in order to concentrate on another*” (López & Scott, 2000, p.5).

Structure refers to context and the setting within which social, political and economic events emerge and obtain meaning. It is also about the ordered nature of relations and entities. Those who explain social phenomena or outcomes exclusively with reference to structural or contextual factors are considered a ‘structuralist’. In contrast, agency is action which is a political conduct (Hay, 2002). It refers to the capacity of an actor to act consciously and realize one intentions. Here, an actor assumably has autonomy and choice to perform. Being set up as such, structure and agency is commonly seen as oppositional;

nonetheless, it is not always necessarily the case. Those who exclusively believe in the ability of actors to act without contextual or structural factors are considered an ‘intentionalist’ or ‘voluntarist’.

Hay (2002) points out the structuralist tendencies of the new institutionalism which emphasizes “*the mediating and constraining role of the institutional settings within which [...] outcomes were to be realized*” (p.105). Institutionalists put a lot of emphases into mechanism of institutional constraint. In contrast, interpretivists usually argue that structures do not exist independently of agents. For Bevir and Rhodes (2003a, 2006a, 2006b, 2006c), structures, if any, play little role and do not have independent causal role; institutions are needed to be decentered. However, it does not mean that social contexts are not allowed to have influence and constraining effects; in fact, interpretivists deny reified practices or traditions as structures (Bevir & Rhodes, 2006b, p.18). Being narrated, institutions do not exist independently of ideas.

Ultimately, institutionalist and interpretivist debates is about what and how to privilege in the study of governance, structure or agency. Both of the accounts, to some extent, recognize both structure and agency but with different priority. Traditionally, voluntarists see social processes as being reducible to the seemingly unconstrained actions and wills of individuals; they privilege agency over structure. Structuralists, in contrast, produce much of their strength by countering the voluntarist; they presume structural determinism with passive agency, if any. Both approaches are an ‘either-or’ approach which, using Sayer’s term (2010), can be called a kind of ‘intellectualist fallacy’. Although one may be interested in social structure, it does not imply any priority for ‘structure’ over ‘agency’; the assumed incompatibility of them is overstated and the suggestion that one has to decide between these two ideas is misguided (López & Scott, 2000, p.5). This article says that structures and agencies are operationally interdependent, albeit ontologically separated. Structures cannot operate on their own; they need individuals to operate them (Sayer, 2010). Institutions have independent casual power. There can be no

action without structure (and vice versa) (Archer, 1995). This idea points to critical realism which will be considered next.

Transcending the Binary: Towards Critical Realist Account of Governance

Even though Rod Rhodes, a prominent thinker of the idea of governance, remarkably converted his epistemological standpoint from behavioralism to interpretivism in collaboration with Mark Bevir (see Rhodes, 2007, 2011; Wanna & Weller, 2011), Rhodes's and Bevir's *oeuvres* and the extant literature on governance in general appear to overlook critical realism (Marsh, 2008; McAnulla, 2006a, 2006b; Fawcett & Daugbjerg, 2012; cf. Bevir & Rhodes, 2006c).

Critical realists do not follow anti-foundational theory of the state held by interpretivists. Instead, they are more interested in the role of the state in redesigning how modes of governing, e.g. hierarchies, markets, and networks, intricately operate independently and dependently. Not only that, they emphasize the ways the state modifies the strategic terrain to favor certain hybrid combinations of the three differing governing modes over and above others (Whitehead, 2007; Bell & Hindmoor, 2009; Fawcett & Daugbjerg, 2012).

Although Bevir and Rhodes (2006b, 2015) seem to doubt that critical realists are structuralists, institutionalists and empiricists, critical realists indeed are ontologically and epistemologically different from those labels despite some of critical realist analyses possibly showing a trace of institutional analysis.⁹ Critical realism has a

'realist' ontology but it is not a naïve realism which positivism assumes¹⁰ (Sayer, 2000; Cruickshank, 2003; Delanty, 2005; Gorski, 2013). Realism suggests that knowledge of realities do exist independently of our representations of it. Critical realists believe that how we see the world is theory-dependent; variables are always conceptual interpretations. It is philosophically post-positivist; its epistemology holds that "*there is a real material world but that our knowledge of it is often socially conditioned and subject to challenge and reinterpretation*" (della Porta & Keating, 2008, p.24; see also Jessop, 2005). This makes critical realism, in a certain degree, close to interpretivism in the epistemological aspect (Marsh, Hall & Fawcett, 2014; Sayer, 2000, 2010).

Importantly, critical realism tries to integrate three methodologies (Delanty, 2005). Firstly, it essentially defends the possibility of causal explanation as causal efficacy confirms the social reality (see Collier, 1994; Sayer, 2000, 2010). This causal law is not universal deterministic, but contingent and emergent. At the same time, it recognizes the interpretive notion of social reality as being communicatively constructed, without generating interpretivist solution.¹¹ Finally, it involves a critical dimension.

By 'critical', critical realism treats structure and agency as duality and contains normative and political value (Cruickshank, 2003). To begin with, critical realists avoid the explanatory weight on only structures or individuals resulting in determinism to explain individuals' social relations. Then, structure and agency should be linked

⁹ For example, given claiming himself as a critical realist, Marsh (2008) and his colleagues (see Marsh, Richards & Smith, 2002, 2003) actively apply the idea of path-dependency as a facilitating and constraining force, not a deterministic one (see also Marsh, 2011). Path-dependency is commonly known as a key concept in 'historical institutionalism' to explain an '*inertial tendency*' for institutions or policies to exhibit patterns (see Pierson & Skocpol, 2002; Powell & DiMaggio, 1991; P. Pierson, 2000a, 2000b; C. Pierson, 2004; Peters, 2012). Nevertheless, later Marsh with others developed the notion of 'path-dependency' with critical realist position and clarified that 'path-dependency' does not equate 'path-determinancy'. Additionally, there are three path-dependencies: institutional, discursive, and political-economic. They are related and frequently mutually reinforcing. In this sense, historical institutionalism can fit with critical realism (see Marsh, Hall, & Fawcett, 2014).

¹⁰ Unlike positivists, critical realists believe that there are things that can be observed and things that cannot be

observed (but needed to be posited as well). There are deep structures that cannot be observed and even if we find a way to do so, it might offer a false picture of the phenomena or structures and their effects. In the view of the initiator of the critical realism, Roy Bhaskar (2008), reality is stratified and emergent. In other words, reality should be seen as morphologically emergent. Social worlds cannot be reduced to mere observable objects, facts or ideas that people have about. The social world is an emergent reality which has its own particular powers and properties.

¹¹ This reflects considerable methodological implications. Critical realism suggests that there is a real world 'out there', yet outcomes are shaped by the way in which the world is socially constructed. It also brings about a turn to methodological pluralism as it argues for a mixture of methods and the linkage of theory and method, breaking from positivism and a more restrictive ethnography (Cruickshank, 2003). Hence, it would allow us to utilize both qualitative and quantitative data (Furlong & Marsh, 2010).

through the idea of emergent properties, i.e., seeing social structures as emergent properties created by the actions of individuals in the past, not as an independent existence apart from the activity of individuals¹² (see Hay, 2002). Such structures have causal power in their own right, albeit unobservable. Meanings do not occur independently of individual subjects; instead, they are shared and inscribed in institutions and processes which affect, but definitely do not determine, individuals (McAnulla, 2006a, 2006b; Marsh, Hall, & Fawcett, 2014).

Both aforementioned institutionalists and interpretivists, according to McAnulla (2007), share one common feature; they fail to recognize and/or lack an adequate study of social structures on which critical realists are actively focused. In particular, critical realists would argue that institutions are structures, norms, and practices shaping and be shaped by the ideas within the institutions about policy and organizations. Structures provide the context within which agents operate and, as such, facilitate or constrain (but not determine) actions. Agents, nonetheless, do interpret the structure and their interpretation is influenced by their prior values, experiences and practices. In effect, the agents alter the structure. The 'new' structure accordingly shapes the context within which agents operate and the actions and outcomes can also change, or add to, the agents' values, experience or practices. The relationship between institutions and ideas or structure and agency is thus dialectical, interactive and iterative (Hay, 2002; McAnulla, 2006a, 2006b; Marsh, 2008, 2010; see also Furlong & Marsh, 2010). In this sense, ones "*need neither a 'top-down' or 'bottom-up' conception of institutions, rather we require investigations of institutional change/continuity that examine the interaction of structure and agency*" (McAnulla, 2007, p.321).

In conclusion, critical realism treats structure and agency as a 'duality', rather than dualism, in which they have their own causal power and their distinctions are both a matter of ontological and analytical (see

Hay, 2002). Critical realists then recognize the important of ideas, narratives and discourse towards outcomes and phenomena while assert that institutions and material relations do play a part as well.

In addition, critical realist research should facilitate the move from facts to values by developing a normative critique against the status quo (Cruickshank, 2003, p.3). A critical realist would be interested in how to produce a theory-dependently empirical explanation carrying normative value of the explanation. For instance, critical realist account of governance aims to discover that, among different modes of governing, there is always a dominant, but not absolute, one. This dominant one affects but not determine the governance arrangement. Importantly, modes of governing are not fixed but always changed even though there might be path-dependency of them. Critical realism pays particular attention to power relations of elements in a particular phenomenon.

Sayer (2010) contends that "*one of the distinctive features of critical realism is that it combines two models that have often been imagined to be not merely different but incompatible*" (p.ix). In order to study governance, the critical realist position not only give its distinct analytical elements but also allows one to use analytical elements from both institutionalist and interpretivist views. Although scholars of both camps similarly claim that their approaches are the best means of undertaking governance research (see Peters, 2011b; Bevir & Krupicka, 2011), to sensibly study a mixture of various modes and levels of governance in reality where institution and individuals are equally considered should be seriously taken to account. In other words, to study governance by understanding structure-agency as a duality, not a dualism, can contribute a new perspective to governance research, which is the analytic of metagovernance.

Analytic of Metagovernance

Metagovernance and its powerful explanatory strength is essentially underpinned by and sympathetic towards

¹² It can be assumed that critical realism believes that social structures pre-exist individuals and are a necessary condition of individuals' actions; nevertheless, such social forms do not

exist apart from agents' conceptions of what they are doing, thereby—being discursive as well as material (Jessop, 2005).

critical realist epistemology. Some point out an association between critical realism and metagovernance (Jessop, 2004, 2005, 2007; Marsh, 2011; Fawcett & Daugbjerg, 2012; Davies, 2013; Bevir & Rhodes, 2015). This article suggests the epistemological route to the realization of metagovernance based on an attempt to transcend the institutionalist-interpretivist binary and its meta-theoretical issues. Metagovernance provides a helpful approach to researching governance; “it recognize[s] governmental capacity and the constraining role played by institutions and structures whilst allowing for the agency of networked actors” (Baker & Stoker, 2015, p.38-39). In other words, it provides the potential for simultaneous recognizing the continued power of the state and the reflexivity of networked players.

Besides, employing critical realism, one may argue that governance is stratified; strata or orders of governance can be found in metagovernance literature. And as critical realists seek an emerging order, it can be argued that the idea of metagovernance is treated as an emerging order, a third-order governance (Kooiman, 2003). The third-order governance emphasizes that the norms and principles for governing as a whole are the object of governance. It goes beyond the first-order of governing which keen on dealing with problem solving and opportunity creation, in other words, the day-to-day activities of governing, and the second-order in which the design, maintenance and care for the institutions in which first order governing take place are the analysis (Kooiman, 2003; cf. Jessop, 2016a).¹³ These are obviously corresponded with the critical realist insight.

Governance of Governance

Metagovernance is a recent development in governance studies which has become an attention to academic community in the last decade; and the literature of metagovernance is varied (see Baker & Stoker, 2012, 2013; Bell & Hindmoor, 2009; Jessop, 2004, 2011; Klijn &

Edelenbos, 2006; Kooiman & Jentoft, 2009; Meuleman, 2008; Sørensen, 2006; Sørensen & Torfing, 2008; Torfing et al., 2012).

Agreeably defined as the ‘governance of governance’, Jessop (2004) refers to metagovernance as:

“the organization of the conditions for governance and involves the judicious mixing of market, hierarchy, and networks to achieve the best possible outcomes from the viewpoint of those engaged in metagovernance. In this sense it also means the organization of the conditions of governance in terms of their structurally inscribed strategic selectivity, that is, in terms of their asymmetrical privileging of some outcomes over others” (p.70; see also Jessop, 2011).

The term ‘meta’ conveys meaning of something over and beyond (see Kooiman, 2003; Meuleman, 2008). For Jessop (1997b), the concept of metagovernance goes ‘beyond and above’ the governance concept. It is supervenient on that of governance (Jessop, 2016b, 2011b). Metagovernance is positioned above the three main modes of governing—hierarchies, markets, and networks—thereby, a multi-perspective, ‘helicopter view’ approach (Meuleman, 2008, p.68).

The first ‘governance’ term in the ‘governance of governance’ conveys a more etymological meaning. It is the ‘governance’ that has been used since Ancient Greek.¹⁴ The latter ‘governance’ term can be interpreted in two main ways. The first interpretation is ‘self-organizing networks’ as appear in governance by networks. The second interpretation is closely related to a broader definition of governance as complex, distinct, but operationally related, modes of governing, steering. In this sense, metagovernance therefore means the governance (steering, governing) of

¹³ Moreover, in metagovernance itself, it is classified into two forms depended on how governance is defined. The two forms are regarded as first-order metagovernance and second-order metagovernance (see Meuleman, 2011).

¹⁴ The term ‘governance’ is not new. It could etymologically be traced back to the Greek word ‘*kybernân*’ or ‘*kubernetes*’ used by Plato with regard to the art of steering, governing,

piloting; in other words, it is concerned with how to create a system of rule (Kjær, 2004; Cepiku, 2013; Torfing, et al., 2012). The Greek term then engendered the Latin ‘*gubernare*’ which connotes the same meaning. However, ‘governance’ is one of many words that is derived from the word ‘govern’; the others are, for example, ‘government’, ‘governor’, and ‘governability’.

governance (mode(s) of governing, steering).

Baker and Stoker (2015) suggest two underlying assumptions of metagovernance. The first assumption is that, correlated with Peters (2010), the disaggregation of the state has brought about the rise of relatively stable pattern of devolved institutions which are semi-autonomous, but are ultimately subjected to government authority. It links to the second assumption which is metagovernance suggests the hierarchical moment, i.e., government is still powerful and capable of steering, coordinating and shaping norms and values in some circumstances. Advocates of metagovernance would understand that, traditionally, government was the sole actor responsible for governance; then, the state has utilized non-governmental agencies and the instruments of 'new governance' (see Salamon, 2000, 2002; Jordan, Wurzel, & Zito, 2005), expanding a range of governing tool to include non-hierarchical ones. Even so, these new instruments are considered to operate in the 'shadow of hierarchy' and to be endorsed by the plausibility of using authority (Peters & Pierre, 2006).

Commonly, metagovernance refers to how the state re-conceptualizes its role in response to the changing context of governance. For example, Bevir (2013) understands metagovernance as "*an umbrella concept that describes the role of the state and its characteristic policy instruments in the new world of network governance*" (p.56). However, this is partially true; critical realists would argue for a better perspective.

To be truthful, although the term is new, the very idea of metagovernance is not limited to the '*world of network governance*'. The concept of steering, which is one of the theoretical background of metagovernance, has existed long before the new governance arise (see Jessop, 2011). What new governance did is increasing and intensifying the complexity of the situation. Metagovernance, for critical realists, does originally not emerge as a theory of new governance. Jessop, the forefront of the concept and a critical realist, is heavily

interested in state power and influenced by Antonio Gramsci and Micheal Foucault (see Jessop, 2007, 2016b). Unsurprisingly, metagovernance, arguably, implies some traces of the notion of Foucauldian governmentability and Gramscian hegemony.

Jessop's state theory and other ideas represent an effort to combine Gramsci and Foucault. Strategic-relational approach to the state is a good example of this case (see Jessop, 2005, 2007; Jessop, Ji, & Kytir, 2014; cf. Hay, 2002). It allows us to scrutinize "*the interrelations among different kinds of selectivity in social relations: structural, discursive, technological (in the Foucauldian sense of techniques of governance), and agential*" (Sum, 2015, p.39; see also Biebricher, 2013). Another trace showing that Jessop is trying to develop and integrate Gramscian and Foucault is how he sees metagovernance in modern state. Jessop (2016a) writes aphorism that is "*the state in its inclusive sense' can be defined as 'government + governance in the shadow of hierarchy'*" (p.176; see also Jessop, 2004). Gramsci also sees the state in its inclusive sense which contains 'political society + civil society'. Additionally, by analogy, Foucault's notion of statecraft can be regarded as relied on tactics of 'government + governmentality in the shadow of hierarchy' such that governing is 'conceptualized both within and outside government' (Sum, 2015, p.37-38).

In this sense, metagovernance involves the state's capability and mentality to steer networks by designing the context where they operate to secure the compatibility of outcomes and broader interests of the state. The idea is seemingly close to the 'governmentality' which views government as 'conduct of conduct' (Dean, 2010). Metagovernance is the 'governance of governance' or 'regulation of self-regulation' within which networks function (Sørensen, 2006, p.98).

The focus of a state-centric approach to meta-governance shifts to governance arrangements and their management by the state; it is more about the state and less about networks per se (Fawcett & Daugbjerg, 2012, p.198).¹⁵ Focusing more

¹⁵ Metagovernance should not only be considered in a state centric-approach. Non-governmental actors and institutions beyond the center can perform metagoverning as well.

According to Sorensen (2006), "*metagovernance is exercised not only by state actors but also by various networks of public and private actors and a whole range of supranational,*

on the state is not equal with eliminating other modes of governing. It instead says that governments play a more relative role by overseeing the various modes of governance through a process of metagovernance. Metagovernance does not consider that the state is hollowed out or marginalized, with the triumph of networks. In contrast, metagovernance *“highlights a revitalized role for the state in providing the context for the design of self-organization, ensuring the relative coherency of diverse aims and objectives, and setting the parameters within which governance transactions take place”* (Flinders & Matthews, 2007, p.196). Hierarchy and control persist and function even in self-organizing networks. Network governance is mixed and works within the shadow of hierarchy. Critical realist account of metagovernance is highly concerned with re-stating the role of the state in governance arrangement and contests a version of governance by networks.

Given above, although the state may have become less hierarchical, it does not necessarily *“exclude a continuing and central political role for national states”* in creating the rules and context within which governance takes place (Jessop, 2004, p.66). State and hierarchies are well and alive even in the new governance. The state might be less hierarchical in terms of organization, yet hierarchies still play an important role in terms of coordination.¹⁶ Self-regulating networks are, in fact, function in the ‘shadow of hierarchy’ where *“the state threatens—explicitly or implicitly—to impose binding rules or laws on private actors in order to change their cost–benefit calculations in favor of a voluntary agreement closer to the common good rather than to particularistic self- interests”* (Börzel & Risse, 2010, p.116).

regional, and local levels in the formal political system” (p.102; see also Sørensen & Torfing, 2008; in 't Veld et al., 2011). The separation between state-centric and society-centric governance is an important reason why the literature in metagovernance is quite various (Stark, 2015). In short, state-centric metagovernance is a condition in which state actors execute metagovernance with a relatively dominant role, mostly, by influencing the strategic context within networks; whereas a more society-centric or governance-centric one is a condition in which non-state actors enjoy a relatively dominant role for steering networks (Jessop, 2004; Daugbjerg & Fawcett, 2015). However, state-centric metagovernance is arguably a dominant approach. Advocates of state-centric metagovernance argue that the state relatively play a crucial

Governance + Government in the Shadow of Hierarchy

There are various versions to comprehend metagovernance (see Jessop, 2004; Sørensen, 2006; Sørensen & Torfing, 2008; Meuleman, 2008; Davies, 2013; Baker & Stoker, 2015). Sørensen and Torfing (2008) systemically identify four approaches of metagovernance: interdependence, governability, integration, and governmentality. Besides, metagovernance can be examined from the macro-level of the whole governance system (Jessop, 2003, 2011, 2016a; Kooiman, 2003; Kooiman & Jentoft, 2009) and from the more micro- or meso-level which focused on how networks are steered and, if it can be steered, they are done so by who (Sørensen, 2006; Sørensen & Torfing, 2008). The former chiefly emphasizes how the national governance system rearranges and interacts which better involve normative aspects. In contrast, the latter tends to see metagovernance as ‘network management tools and techniques’ for steering networks by ‘hands off’ approach which is implemented at a distance such as design and framing contexts and conditions and ‘hands on’ approach which is more interventionist and done by a network manager within the network such as management and participation. Although the latter seems to be a more technical matter, it can allow a more normative interpretation and analysis of power as well.

Additionally, some classify the perspective in terms of a more state-centric metagovernance in against of a more society-centric metagovernance while the others treat it as a balance approach between state-centered and society-centered perspectives.¹⁷ Different people adopted different theoretical approaches which leads to difference definition of

role and non-state actors have little incentive to metagovern (see Bell & Hindmoor, 2009).

¹⁶ This point says that hierarchies-as-organization is different from hierarchies-as-coordination. Scharpf (1993) distinguishes between hierarchical organization and hierarchical coordination, and reminds us that even hierarchical organizations has been increasingly relied on non-hierarchical forms of coordination as well.

¹⁷ For Torfing et al. (2012), metagovernance presents how to balance state-centered and society-centered perspectives on the ways society and economy are governed; ones who have authority to steer networks or metagovernors are no longer merely use traditional mode of governing, the hierarchy, yet need to consider *“the capacity for self-regulation of the*

metagovernance which subsequently points to different ways of deploying the concept. Among the differences of metagovernance approaches, it is important to note that they share understanding of metagovernance which is a concern with the external management of governance arrangement. However, to decide what is the dominant between state-centric and society-centric accounts governance has quite futile as in reality governance does not exist without government. Critical realists would cheer for an approach that look at state-centric and society-centric metagovernance as a continuum, rather than a dualism, which will opens up more opportunity for analysis (see Fawcett & Daugbjerg, 2012; Daugbjerg & Fawcett, 2015).

As a critical realist account, metagovernance first positions 'government' and 'governance' as a duality, not a dualism (Marsh, 2011). This essentially means that there is not necessarily to be 'governance, rather government' or 'governance, without government'. A unidirectional shift from government to governance suggested by aforementioned authoritative governance theories is rather simplistic and lack of analytical value. For critical realists, both government and governance are operationally, dialectically, interactively, and iteratively coexist in different ways across different policy areas and polities over different times. This implies the persistence role of the state in all processes of governing.

Essentially, Jessop (2016b, p.16) lists numerous ways that governments establish the ground rules for governance. How government and governance coexist could be understood as a series of state transformation trends and counter-trends (see Jessop, 1997a, 2008). What is emphasized here is the trend referred as 'a destatization of politics' in which "*governments have always relied on other agencies to aid them in realizing state objectives or projecting state power beyond the formal state apparatus*" (Jessop, 1997a, 305). This correlates with the government-to-governance thesis. It signifies an increase of 'partnerships' between governmental, para-governmental, and non-governmental

actors. In other words, this trend, in contemporary debate, means that the state is being replaced by non-hierarchical forms of governing and policy making and implementation such as networks and public-private partnerships. Consequently, whether with intention or not, the state is driven to think about metagovernance issues, particularly the establishment and management of self-organizing networks and inter-organizational partnerships either at a distance or within networks (see Sørensen, 2006; Sørensen & Torfing, 2008; Jessop, 2011). Increased role for the state in metagovernance by casting a shadow of hierarchy over governance arrangement and by adjusting the relatively mixed modes of governing is thus a counter-trend for government-to-governance thesis and this represent a way in which the state continues playing a role in a national territory. This reminds us that the trend towards more governance should not equate to a decline of the state role. Instead, the state retains its centrality, to some extent, in governance arrangement to ensure a certain degree of effective outcomes.

Moreover, rather than being network management, metagovernance in a critical realist perspective conveys a broader concern. Network management views governance as a response to networks by governments whereas metagovernance does not allow for an option to networks (Baker & Stoker, 2015). Metagovernance is focused on the collibration of different modes of governing occurred in the shadow of hierarchy. The term 'collibration' in practice means attempts to adjust the relative weight and targets of market, hierarchy, and network in the total coordination of relations of complex interdependence (Jessop, 2004; see also Dunsire, 1993a, 1993b, 1996; Meuleman, 2008; Jessop, 2011). Actually, an idea that governance arrangement consists of a mixed mode of governing is not new. What is new that metagovernance offers is a theorized consideration towards the compatibility or incompatibility of the relative mixed mode of governing within a specific governance arrangement.

interactive governance arenas in order to preserve the commitment of the public and private actors" (p. 132). In a way, this corresponds with the idea of how networks function

in the shadow of hierarchy but with an accent on how the metagovernors accomplish effective and legitimate outcomes (Sørensen & Torfing, 2008, 2009).

Apart from the sophisticated duality of government and governance, this approach makes itself distinct from traditional state-centric governance as it does not privilege merely hierarchy as the dominant modes of governing. Metagovernance pays attention to the struggle and power relationship between differing modes of governing and how they negotiate with each other. The underlying assumptions are the diversity, dynamics and complexities of the societies to be governed and to govern themselves. For Jessop (2004), "*studies of governance treat it as a general phenomenon concerned with issues of strategic coordination rather than as a state-specific matter*" (p.52). Metagovernance is contradicted with most of the early studies of governance which were focused more on certain practices or regimes oriented to certain objects of governance. Analytic of metagovernance views governance as a mechanism and strategies or structures and practices of coordination marked by complex, reciprocal interdependence among actors which occurs in all social fields (Jessop, 2004, 2011). Metagovernance consequently refers to the coordination of such governance. Every interactions and modes in metagovernance perspective have causal power and they are 'equal' as fundamental units of analysis and theory development in terms of 'and-and', not of 'either-or' (Kooiman, 2003, p.8).

Conclusion

A researcher's ontological and epistemological position is reflected in what is studied, how it is studied and the status of the findings given by the researcher. It is 'a skin, not a sweater' (Furlong & Marsh, p.2010). Given that, different governance scholars do have different ontological and epistemological positions (see appendix). The argument in this article is developed over two significant parts. First, this article argues that the institutionalist and interpretivist approach to study of governance lack a sufficient attention to power, structure-agency, elements of governance arrangement, and the persistent centrality of the state. Institutional approach mostly underpinned by positivism tends to equals governance with networks and particular institutional features is problematic and led to the narrow definition

and analytic of governance. The interpretivist approach to governance is limited in analysis as well. Now, it is common to see the limits of governance theory. Governance, actually, must do with much more than networks, institutions, or narratives.

Although it is appeal to employ institutional perspective as a starting point to study governance, there has to criticize and bring social interaction as analysis and ultimately develop it to metagovernance. The article argues that a critical realist approach can provide an alternative analytic to the study of governance which is metagovernance. It allows ones to take a position that is neither institutionalist nor interpretivist and suggests an operational co-existence of different governance modes. In other words, it allows ones to do not necessarily abide into one epistemology position—thereby, being eclectic perspective.

Second, metagovernance is not only an alternative attempting to 'transcend' the 'institutionalist-interpretivist binary' but also shows us an alternate way we can read contemporary governance which is, in particular, interested in power relations and interactive modes of governance, attempting to bring the centrality of the state back in the analysis of governance and then to call for the recognition of mixed modes of governing in the shadow of hierarchy. Metagovernance emphasizes government and governance as duality, namely interactive, interactive, and dialectical. It sensitizes us the context and limits of governance rather than simply talking about the implications of the shift to governance with and thorough networks. It is an analytic of governance that does not only imply a persisted role of hierarchy and the state in steering and regulating self-organizing networks, but also questions the argument that the social structure of the state has been being replaced by networks. It brings the re-inscription of hierarchy in governance literature. The article does not suggest that there is one best/right way to study governance. In fact, metagovernance can be both an alternative and a complementary depended on situations. Transcending the binary between institutionalist, on the one hand, and interpretivist, on the other hand, can offer a

new perspective of governance and how we (re)think about it.

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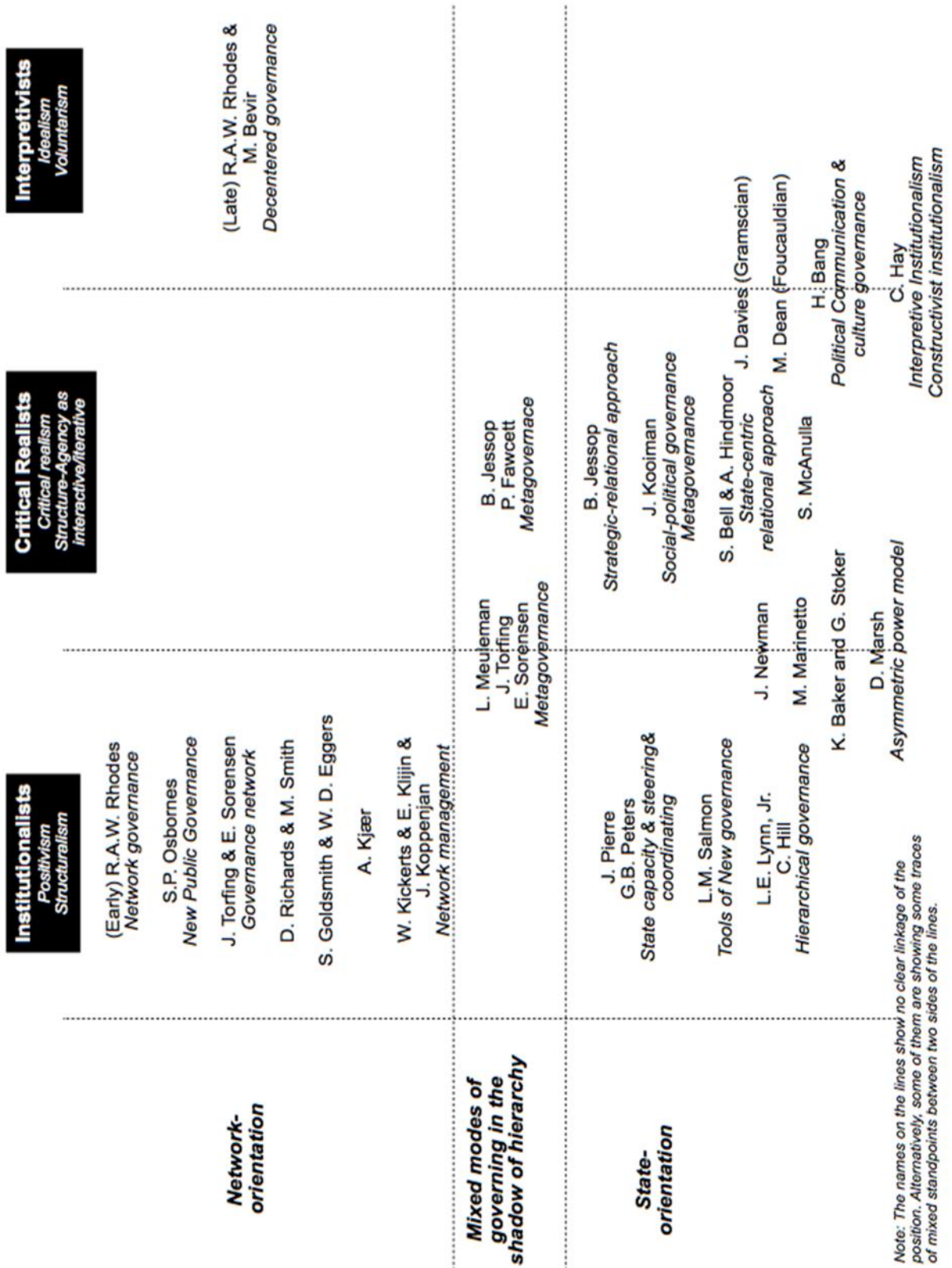
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Appendix
Scholars' use of the three approaches regarding governance: institutionalist, critical realist, and interpretivist



Note: The names on the lines show no clear linkage of the position. Alternatively, some of them are showing some traces of mixed standpoints between two sides of the lines.

THE DOCTORAL CURRICULUM OF PUBLIC ADMINISTRATION IN ASEAN: SIMILARITIES AND DIFFERENCES BETWEEN THAILAND AND MALAYSIA

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Abstract

In 2013, the researcher had a site visit and attended a research exchange program at the Universiti Sains Malaysia for 4 months between September and December. The scholarship was funded by Office of the Higher Education Commission (OHEC). During the visit, the researcher had an opportunity to conduct an in depth interview with Prof. Dr. Ahmad Atory Hussain regarding a topic of PA curriculum in Malaysia. The results of the interview revealed that in Malaysia, Public Administration was just placed under a big umbrella of Political Science because in higher education in Malaysia Public Administration is seen, as Woodrow Wilson referred to in his article, in the role and status of “implementation” while Malaysia scholars view Political Science as “science” although Public Administration was dichotomy from Political Science since the first paradigm by Nicholas Henry. On the other hand, in Thailand, Public Administration is a popular curriculum that has been included in most higher education institutions. Although Malaysia is equipped with plenty of universities both local universities and the leading ones, only a few universities have started their PA doctoral degrees such as University of Malaya (UM.), Universiti Utara Malaysia (UUM.), and University of Mara. All universities in Malaysia provide a doctoral degree in “Doctor of Philosophy” (Ph.D.) while in Thailand various doctorate titles are awarded. In addition, Prof. Dr.Ahmad Atory Hussain confirmed that the education plan in Malaysia covers a long period of 20 years whereas in Thailand a long-term education plan has never been set up. Particularly, Dr Mahadi Mohamad, the former prime minister of Malaysia, expressed his wish in vision 2020 to see Malaysia becoming a developed country within 2020 as cited in AEC Insight episode 61 and 62 by Kasemsant Weerakul. The statistics from various sources also pointed out that Malaysia will reach their goal in 2018, following the effective policy “1 Malaysia, People First, Performance Now” by Najib Razak, Malaysia’s current prime minister. On the contrary, Thailand is undergoing extensive national reforms in 11 governmental functions including education and the ASEAN community is waiting to see which direction Thailand is taking after the reforms.

Key Words: Doctoral Curriculum, Public Administration

INTRODUCTION

The ASEAN community was established in 1967 but streams of collaboration of ASEAN countries seem to have just started. The ASEAN community collaboration has covered various aspects of our society socially, economically and academically. Thailand and Malaysia are neighbouring countries and are both in the ASEAN community. The two countries have

had close collaboration, particularly in learning and education. This article is a fruitful result of collaborative work in learning exchange between Thailand and Malaysia, which allows us to have a better understanding of similarities and differences between doctoral curriculums of Public Administration (PA) in Thailand and Malaysia.

The researcher had opportunities to participate in a research exchange programme “*the 2013 Thai-ASEAN Student Exchange Program Scholarships (Phase II)*” for 4 months (September and December 2013) at the School of Social Sciences, Universiti Sains Malaysia. The project was supported by Office of the Higher Education Commission (OHEC). The activity allowed us to investigate Public Administration curriculums between Thailand and Malaysia in the big umbrella ASEAN Community with the slogan “*One Vision, One Identity, One Community*”.

The results of the study will benefit scholars, Thai higher education institutions, and governmental agencies to better plan, develop and manage Public Administration curriculum in Thai Higher Education Institutions, scholarships, a holistic database, doctoral degree research interests and topics, as well as policy making. In order to identify similarities and differences of Thai PA and Malaysia PA, contexts, paradigms, theories, methodologies, innovations, and problems will be discussed in detail. The results of the study are also hoped to feed back to other countries in the ASEAN community in PA education.

RESEARCH OBJECTIVES

1. To study and compare contexts of PA both in Thailand and Malaysia.
2. To study and compare paradigms, theories, methodologies, and innovations of PA both in Thailand and Malaysia.
3. To study and compare problems and solutions of PA curriculum and management both in Thailand and Malaysia.

RESEARCH METHODOLOGY

The researcher used “mixed methods”, as referred by Creswell and Plano (2011) based on qualitative research, which consisted of documentary research, in-depth interview and observation.

A doctoral dissertation by Thongcharoen (2014), who analysed 155 doctoral dissertations between 1982 and 2012 from 7 higher education institutions in Thailand¹, was studied as part of documentary research to gain a broader perception of PA in Thailand. The dissertation was limited to “Thai curriculum” without covering “International curriculums”. Moreover, the higher education institutions used in the study were those within the Office of the Higher Education Commission (OHEC). The study did not cover doctoral dissertations published by autonomous Universities and private Universities. The results of Thongchareon (2014a) found only 3 doctoral titles as regards PA curriculums which studied by Kongritrajun (2007a), Leelakitpaisarn (2009a), and Nilthongkum (2010a).

For Malaysia PA curriculums, the researcher collected data from an in-depth interview the two experts; Ahmad Atory Hussain², and Mohamad Zaini Bin Abu Bakar³ as recommended by Nor Malina Malek⁴, as well as an interview with Thai students, Sakkarin Nonthapot⁵ and Hassuna Saiyakul⁶, who were studying at Universiti Sains Malaysia (USM) in

¹ Burapha University, Eastern Asia University, National Institute of Development Administration, Ramkhamhaeng University, Suan Dusit Rajabhat University, Surin Rajabhat University, Ubonrachatani University

² Prof.Dr, Lecturer of the school of Social Sciences, Universiti Sains Malaysia.

³ Dr., Deputy Dean for Academic Affairs, Lecturer of the school of Social Sciences, Universiti Sains Malaysia.

⁴ Dr., Dean, Lecturer of the school of Social Sciences, Universiti Sains Malaysia.

⁵ Ph.D student, Economic Development, School of Social Sciences, Universiti Sains Malaysia, a lecturer at Khon Kaen University, Thailand

⁶ Undergraduate student, Political Science, School of Social Sciences, Universiti Sains Malaysia, interviewing by social network as line application and Facebook.

September 2013, and Koravidh Kohklang⁷, who was studying at Universiti Utara Malaysia (UUM) in October 2013. The interviews with the Thai students were carried out via “line application” and “Facebook”, the innovations for communication in globalization and Knowledge Base Society(KBS).

To be able to fully analyse and synthesise in “Holistic” and “State of the Art” (Suttawet, 2009a)⁸ of Thai PA curriculums, the researcher also reviewed literature about Thai PA curriculums from the leading universities⁹ in social sciences, including private universities, and a group of Rajabhat Universities. After that, data and information were integrated to compare Thai PA and Malaysia PA using “Meta-Analysis”. Finally, the results of the study were given to Thai and Malaysia PA experts to review based on Norman’s triangulation-based framework(1970).

⁷ Ph.D student in Public Management, College of Law Government and International Studies, Universiti Utara Malaysia (UUM.)

⁸ State of the Art is a special technique was used for this studying. Suttawet (2009) referred in his individual research in 1998 that a scope of State of the Art was larger than general literature review because it covered surveying, investigation, description, explanation, prediction, and evaluation. Particularly, evaluation is the highest level of studying by using State of the Art technique in which most scholars find it is difficult to achieve. Therefore, general academic tasks were often achieve a lower level than evaluation such as “surveying”, which was used in this study. Moreover, regarding the important principles of “State of the Art”, Suttawet pointed out that there are some major components; general contexts, paradigms, theories, methodologies, innovations, problems, discussions and suggestions.

⁹ Chulalongkorn University, Thammasat University, Kasetsart University, Chiang Mai University, Mahidol University, Khon Kaen University, Prince of Songkla University. Ranked by QS University Ranking between 2009-2013. However, the ranking order may have had a small change in the recent years

RESULTS AND DISCUSSIONS

In this section, a comparison between Thai PA curriculums and Malaysia PA curriculums in terms of backgrounds, the popularity of PA courses to students, faculties or schools which offer PA curriculums, number of credits, office hours, grades, and associations will be discussed. Then, it will be followed by a discussion of paradigms, theories, methodologies, innovations, and problems of PA curriculums and management.

Objective 1: To study and compare contexts of PA both in Thailand and Malaysia.

Laohavichien (1986: 1-55) states that in Thailand, Public Administration was used for the first time at Civil Service College of King Chulalongkorn since 1899 (117 years ago), just over ten years after Public Administration was introduced in America. When Chulalongkorn University was established in 1916, PA was included in the curriculum. In 1934 the faculty of Political Science at Thammasat University also included PA in their curriculum. In 1955, with the support from the US government, Thammasat University founded the faculty of Public Administration. National Institute of Development Administration (NIDA) followed in those footsteps and in 1966. In 1984 NIDA launched its PA doctoral curriculum, which was the first PA doctoral programme in Thailand. However, many well-established Thai High Education Institutions have concentrated on teaching and researching in Public Administration both in the bachelor’s degree level and master’s degree level but very few institutes offer a doctoral degree. Most PA doctoral curriculums have been offered just for about ten years. The evidence by Thongcharoen (2014) showed that the PA doctoral dissertations were published in 2005.

On the other hand, PA in Malaysia was founded much more recent in 1959 by the Faculty of Economics and

Administration (FEA), University of Malaya. In Malaysia, Political Science is more popular than PA, which is treated as a part or subset of Political Science. At the University of Mara, for example, PA is included in Administrative Sciences. Only at the University of Malaya, PA is considered as a degree title in Economic and Public Administration. In Thailand, PA is as popular as Political Science. Most Thai universities offer PA and Political Science curriculums in both undergraduate and postgraduate levels. Nowadays, a field of study which reflects “Interdisciplinary” and “Multi-useful” subjects tend to provide better career prospects to students only in the context of Thailand or Malaysia, but worldwide. A “universal” characteristic of Public Administration seems to serve this purpose. In Thailand, some universities such as Mahidol University and NIDA. only offer PA in graduate studies. This is what Sirirat Choonhaclay¹⁰ called specific to “specialization” and “professional” of PA. In the same way, Ahmad Atory Hussain confirmed that most universities in Malaysia offer PA curriculums in postgraduate levels with the same reason, except for the University of Mara, which offer PA at diploma and undergraduate levels.

While PA courses are available in most Thai universities, different institutions have come up with different names of PA institutes. The names range from a small unit of a **department** such as *Department of Political Science and Public Administration*, *Department of Social Sciences*, *Department of Political Science*, to a larger unit as Colleges such as *College of Local Administration (COLA)*, or a **faculty** such as *Faculty of Social Science*, *Faculty of Social Science and Humanities*, *Faculty of Humanities and Social Sciences*, *Faculty of Political Science*, *Faculty of Political*

Science and Public Administration, *Faculty of Public Administration*, *Faculty of Management Science*, *Faculty of Political Science and Law*, and a **school** such as *Graduate School of Public Administration*.

In Rajabhat Universities, PA is offered in both undergraduate and postgraduate levels (especially a master’s degree) under the Faculty of Humanities and Social Sciences. Many Rajabhat Universities now offer PA doctoral curriculums. For private universities in Thailand, it was found that most private universities have established PA curriculums in the Faculty of Political Science, but to the focus of the curriculum is towards PA rather than Political Science.

These were supportive of Thai PA doctoral curriculums and programs in Higher Education Institutions which really need to receive construction and development Thai PA knowledge increasingly by scholars now and then. Particularly, this study’s results will be an alternative source and important database to encourage them in the future.

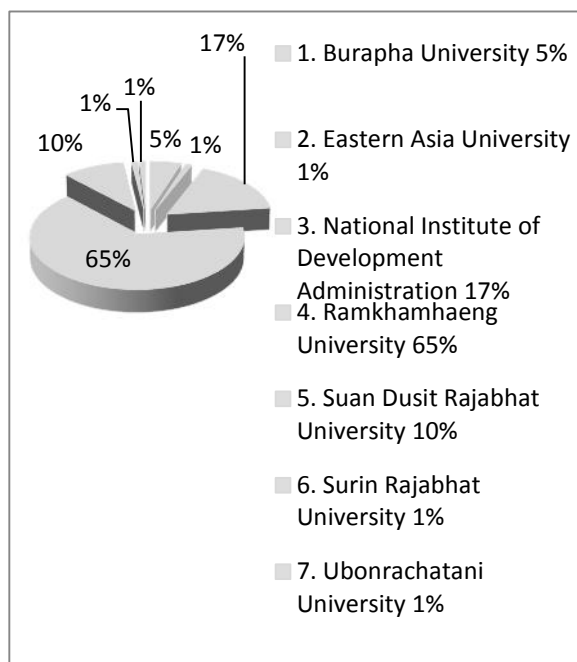


Figure 1: Percentage of Thai PA doctoral dissertations between 1982 and 2012 (Thongcharoen, 2014)

¹⁰ Assoc.Prof.Dr., the Chairperson of the Doctor of Public Administration Program, lecturer of the Faculty of Social Sciences and Humanities, Mahidol University, Thailand.

Figure 1 illustrates the proportion of PA doctoral dissertations published in Thai universities between 1982 and 2012. The evidence shows that Ramkhamhaeng University (65%) published more than half of the doctoral dissertations while NIDA was the second highest (17%). Ramkhamhaeng University and NIDA have developed their curriculums specifically to Public Administration as a specialist subject. This school of thought has becoming more popular in Thai academic society whereas in many western countries it has been a practice for a long time. However, some well-established universities such as Chulalongkorn University and Thammasart University still see PA as part of Political Science as reflected in their doctoral curriculums where PA is part of Political Science doctoral dissertations.

In Malaysia, the study found that 23 public universities in Malaysia are government funded institutions and are governed as self-managed institutions. The funding will be given at least until 2020. Most public universities in Malaysia were set up by an executive order as per the provisions of the Universities and University Colleges Act 1971 apart from the University of Malaya and the MARA University of Technology, which were established by two separate enabling Acts of Parliament. Until recently, the Ministry of Higher Education was responsible for seven institutions bearing the title University College. These have since been upgraded to full universities and there are currently no public university colleges. Furthermore, the establishment of 500 private universities and university colleges were made possible with the passage of the Private Higher Educational Institutions Act 1996. Prior to that, private institutions of higher learning existed but were not authorized to confer their own degrees. Instead, they acted as preparatory institutions for students to undertake courses of instructions in preparation for externally conferred degrees

(Wikipedia_a). While Thailand has 160 universities nationwide, Malaysia has 523 universities (Wikipedia_b) in total, which are over 360 more than in Thailand.

Although having more number of universities, only a few universities in Malaysia such as University of Malaya (UM.), Universiti Utara Malaysia (UUM.), and University of Mara offer PA doctoral courses. All universities in Malaysia use "Doctor of Philosophy" (Ph.D) as a degree title for a doctorate study while in Thailand different names have been used such as Doctor of Philosophy in Political Science, Doctor of Public Administration (Public Policy & Public Management), Doctor of Public Administration, Doctor of Philosophy in Development Administration (International curriculum), Doctor of Political Science (Strategy and Security), Doctor of Political Science (Political Economy and Governance), Doctor of Philosophy (Management), Doctor of Philosophy (Public Administration).

Moreover, universities in Thailand offer two PA doctoral curriculums which are an "academic degree" and a "research degree". Some curriculums in Thailand also specify an academic major although most doctoral curriculums do not specify an academic major. In Malaysia most universities offer a doctoral "research degree" with no major. Ahmad Atory Hussain explained that in Malaysia, in accordance with doctoral curriculums in Europe, PA is seen as "specialization". At the University of Mara, however, the doctoral curriculum is designed using the American discipline and the degree is referred as "Studying and Teaching Doctoral of Public Administration by Research Degree" (Lawangkul, 2008: 101).

In terms of *number of credits of the course*, in Thailand, PA doctoral curriculums are designed to have courses/ modules awarding a range of credits between 48-72 credits for 3-5 years. Most Thai doctoral curriculums have 60 credits while PA

International curriculums offered by NIDA and Khon Kaen University are 48 credits for a “research degree”. In contrast, most universities in Malaysia do not offer courses/ modules and, therefore, no credits are awarded. Ph.D students need to write a dissertation with an approximate length of 350 pages within 5-10 semesters, which is equivalent to 2 years for a full time student, and 5 years for a part time student.

Regarding to **office hours**, most Thai universities also provide academic services 7 days a week. Meanwhile, Koravidh Khoklang, a Ph.D student at UUM explained that universities in Malaysia are closed at weekends. The seven-day-academic services in Thailand could be seen as a blossom of NPM paradigm of the modern era. At the same time, this could reflect the influence of capitalism in Thai society to academic environment where longer working hours result in being able to provide the services to more consumers. Hence, more income can be made. On the other hand, Malaysia seems to continue treating education as a public service where welfare of the staff is highly considered.

In terms of **class grades**, as many curriculums in Thailand offer courses or modules, class grades are provided as part of course assessment. Two types of grading systems are used in Thailand. For the postgraduate level at Thammasat University, and NIDA, six grades are given; A, A-, B+, B, B-, and C. Students who receive a grade of lower than a B are considered underachievers. Secondly, the four grades system is also used in other universities for postgraduate study. It is composed of A, B+, B, and C. Students who receive a grade lower than B are considered underachievers. Almost all Thai universities use this system. In addition, to receive an A, students need to score more than 80%, or 85%, or 90%, depending on each lecturer and each institution. There is no written agreed standard across universities. Meanwhile in Malaysia as the

doctoral degree is a “research degree”, there is no coursework and no course assessment, except for the University of Mara, which provides “academic degrees” which give the grades for course assessment. Watcharee Ruairuen¹¹ suggested that the American education system has been adopted in the curriculum design at the University of Mara. Regarding the grading system at the University of Mara, to get an A, postgraduate students need to have the scores of more than 90%. This practice is applied to all subjects, as Sakkarin Nonthapot and Ahmad Atory Hussain explained.

Most students at the doctorate level are known to be very high achievers. Therefore, their academic performance is also generally high. When the grading system is used for academic assessment, the scores can be clustered together in a distribution. Therefore, the six grades system which is used at Thammasat University and NIDA can be a sensitive matter in order to justify “equity” and “legitimacy” for their Ph.D students.

“Thai Public Policy: Emerge, Evolution, and State of Knowledge” by Yavaprapas and Whangmahaporn (2012a) stated that nowadays PA curriculums in Thailand put more emphasis on “Public Policy” and “Policy Process” than other subfields. The concepts of “governance” and “e-government” in the public organizations and local governments have recently been introduced and included in the curriculums. In Malaysia, Ahmad Atory Hussain said that Malaysia PA as Universiti Kebangsaan Malaysia (UKM) has tailored towards “Public Servant”, which is a part of New Public Service (NPS), the mini paradigm of New Public Management (NPM). Ahmad Atory Hussain concluded that in his opinion “Shift” and “Change” in

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Politics and Administration both Thailand and Malaysia depends greatly on the direction of the global society.

Finally, regarding PA professional **associations**, In Thailand, academic conferences in Political Science and Public Administration of Thailand have been held annually since 2000. The conferences are funded by National Research Council of Thailand (NRCT) in coordination with faculties of Political Science from academic institutions with mutual interests. “ *Public Administration Association of Thailand (PAAT)* ” was established in 2011, with Supachai Yavaprapas¹² being appointed as the first and the current president of PAAT.

In Malaysia, “*Malaysian Association of Management and Administration (MASMA)* ” was established by the government in 1990. However, very little achievement has been displayed. It can be said that professional associations for PA in Thailand and Malaysia have not been yet well-established to promote teaching and practice of public administration to serve the stakeholders and to advance the society as well as to work together to develop the ASEAN PA curriculum.

With respect of “School of Thoughts” , or “Think Tanks” , the article “*The Thai School of Thoughts: A Primarily Evaluations and The case of The Political Economy School on the Community’s History and Culture*” (Suttawet, 2001a: 34) showed that in 2001 there are approximately 20 School of Thoughts in Thailand. They have a duty to support body of knowledge, facts or truths and to advise stakeholders by describing, explaining and predicting towards events, situations, and phenomena in various societies and the world. Most of the schools of thoughts in Thailand concern Politics and Governments such as “*Thai Law*”, “*Power of the land (Pa-Lung-Pan-Din)*” by King Bhumibol, “*Moral*

¹² Prof.Dr., The Faculty of Political Science, Chulalongkorn University,

and Political Science” by Pridi Banomyong, “*Evolution of Thai Labor Relations*” by Chokchai Suttawet, “*Local Historianism*” by Nidhi Eoseewong, “*Political Economy*” by The Faculty of Economics, Chulalongkorn University (Suttawet, 2001b: 45-62) .In Malaysia, Ahmad Atory Hussain pointed out that there is only one School of Thought in Malaysia, which is the Malaysian Administrative Modernization and Manpower Planning Unit (MAMPU). It is a public organization whose obligation is to provide research results and reports to the Malaysia governmental bodies.

Objective 2: To study and compare paradigms, theories, methodologies, and innovations of PA both in Thailand and Malaysia.

In this section, academic **Paradigms**¹³, in Thailand and Malaysia will be discussed. Public Administration in Thailand is more than 100 years old. The study of Yavaprapas and Whangmahaporn (2012b: 3) divided the PA paradigm in Thailand into six periods; 1) before 1957: PA knowledge had risen in Thailand 2) 1957-1967: National Institute of Development Administration (NIDA) was established 3) 1968-1977: Public Administration was germinated and prospered 4) 1978-1987: A new part time weekend and evening delivery curriculum in Master of Public Administration was set up 5) 1988-1997: Public Administration flourished and bloomed 6) 1998- present (2012) : Public Administration has grown

¹³ Paradigm is popular for most scholars in several fields. It was introduced by Thomas S. Kuhn, the first pioneer paradigm in “*The Structure of Scientific Revolutions*” (Kuhn, 1962). He explained that “*paradigm relates closely to normal science (p.10), as the constellation of group commitments (p.181), as shared examples (p.187); law, theory, application, instrumentation, models which coherent traditions of scientific research (p.10)*”. Ahmad Atory Hussain said that normally when most scholars use the term “Paradigm” , they look at “Shift” and “Change”.

and expanded in the Public Policy context. It is interesting to note that the true advancement in PA curriculums in Thailand was marked after a new part time weekend and evening delivery curriculum in Master of Public Administration was set up. This could be because the curriculum did not restrict to full-time education only and it allowed more people who were already in work to access further education. At present, most Higher Education Institutions also provide Public Administration in both undergraduate and postgraduate levels.

On the other hand, Ahmad Atory Hussain explained that Politics and Administration in Malaysia shifted the first time in 1980 when civil servants reformed functions of Administration using PA strategies in the Development Centre. In the recent years, the Administrative Reform have also included e-government and New Public Service (NPS) under New Public Management (NPM). In academic context, there are changing and shifting from New Public Administration (NPA) to "NPM". Universiti Utara Malaysia outweighs PA to "management" more than "administration" by changing the term from "NPA" to "NPM", which corresponds with to the economic policy as Koravidh Kohklang, Ph.D student in Public Management, College of Law, Government and International Studies (COLGIS) has agreed. In the University of Mara, NPA was renamed "Administrative Sciences" in order to make the Public Sector in Malaysia become more systematic through the "Scientific Management" allowing more transparency and welcoming the private sector to participate more in the governmental activities.

Concerning the **Theories** used in PA, the information from Ahmad Atory Hussain, and Ketsuwan (2011a) pointed out that the theories used in Thai PA doctoral dissertations and in Malaysia as well as other countries were combined from other sciences and disciplines such as Political Science, Economics, and

Management Sciences or as referred to as "Interdisciplinary". This cross boundaries knowledge allows researchers to identify new needs and perspectives to tackle diverse and complex social problems. The interdisciplinary disciplines are considered a strength of PA education. **Methodologies** are related to paradigms and theories. "Mixed Methods" are a popular stream in research of social sciences. An investigation of doctoral dissertation found that "qualitative research", "documentary research", and "field research" were used in three doctoral dissertations as research methodologies. While "quantitative research" was not employed in the three dissertations; Kongritrajun (2007b), Leelakitpaisarn (2009b), and Nilthongkum (2010b) in Thongcharoen's dissertation.

However, research methodologies depend on a particular research topic. Ahmad Atory Hussain commented that if a Ph.D student does not have enough knowledge of research methodologies, their advisors will normally suggest they take some non-credit courses in research methodology especially "statistics" and "advanced research".

Regarding **Innovations**, Thongcharoen (2014) defined "innovation" as "new life", closely with "change", new or the introduction of idea, method, product, invention, action, activity, process, new order things. Particularly, innovations have more influence to support construction and development of PA knowledge in the study. It is found that both Thailand and Malaysia consider E-governments such as computer programs for analyzing data in quantitative research, and social networks; email, Facebook, and line application as innovation. These applications are used for contacting with stakeholders such as researchers, interviewers, interviewees, advisors, and PA experts.

Thailand has an efficient and effective Database called Thai Library Integrated System (ThaiLIS) ¹⁴for serving *scholars, students, and academic staffs* to search and download research studies, thesis/ dissertations, and articles with no charges. The system is easy to access. Students can just provide their Identity Card number to download a full version of the article. Students can access the data and information about thesis/dissertations from any location. There is no need to access a library building anymore. It does not only save time, and money for students, but is also environmentally friendly by reducing the amount of paper the use of electricity, and congestions on the roads. In the past, most databases relating to PA curriculums on the internet were catered to undergraduate and master's degree studies. It was very rare to find a database for doctoral degree studies. Therefore, the dissertation results by Thongcharoen (2014) could also be treated as a " Pioneer Database" of Thai PA doctoral dissertations and curriculums in the past 30 years. This database is valuable for stakeholders as scholars, students, director of PA curriculums, and various of universities in the blossom era of Thai PA as refereed in "*Thai Public Policy: Emerge, Evolution, and State of Knowledge*" by Yavaprapas and Whangmahaporn (2012c: 3).

On the other hand, Ahmad Atory Hussain and Zaini Bin Abu Barkar stated that there is no evidence of databases of PA Most universities still rely on the libraries as an information centre to access academic works such as journals, theses or dissertations.

Objective 3: To study and compare problems and solutions of PA curriculums and management both in Thailand and Malaysia.

Two major problems concerning PA doctoral curriculum in Thailand are; *firstly*, a lack of students and scholars who are interested in PA curriculums. From about a survey on PA curriculums in a doctoral dissertation by Thongcharoen (2014), the study found that only 3 titles or 2% from 155 titles of Thai doctoral dissertations between 1982-2012, were related to PA They were published in 2007, 2009 and 2010. This shows that only few Ph.D students are interested in PA curriculums. *Secondly*, the quality and quantity of Ph.D. students impose a great concern to Thai education. In the past ten years, more and more PA doctoral programmes have been offered not only by public universities, but also autonomous universities and private universities. The boom of doctoral programmes was a result of the success of PA undergraduate and master's degree programmes, as cited in Yavaprapas and Whangmahaporn (2012d:3).

Rajabhat Universities, which are new universities changing their status from being a group of colleges of education, to institutes of education and being granted a university status in 2004, also offer PA doctoral programmes. Bowornwathana (2008:84-85) gave the following 7 suggestions to construct International Thai PA scholars;

- 1) *They should write academic and research articles to publish in international journals*
- 2) *They should participate in academic activities in other countries*
- 3) *They need to have outstanding knowledge and capacity to become a visiting lecturer in a renowned university*
- 4) *They should stay up to date with progress in academic work*
- 5) *They should ensure that their academic work meets international standards as required*
- 6) *They should ensure that the quality of doctoral students in Thai universities is outstanding*
- 7) *They*

¹⁴ ThaiLIS-Thai Library Integrated System, supporting by Office of the Higher Education Commission, coordinated with King Mongkut's University of Technology Thonburi.

should understand the difference between the academic world and practical experience.

Some Thai Higher Education Institutions offer doctoral curriculums specifically for politicians who would like to use education to advance in their careers. This practice gives a lot of Thai scholars anxiety about the quality of education those institutions provide. It could also affect the demand and supply of Ph.D scholars, and Human Resources Management (HRM) in the long term. The educational institutions may end up manufacturing a lot of Ph.D. scholars with low quality of knowledge. The quality control from Thai Higher Education institutions and the doctoral programme board of committee is urgently required to make sure that the demand and supply of PA doctoral programme will not overshadow the quality of education. In Malaysia, Ahmad Atory Hussain explained that there are many problems in Administration. *Firstly*, Centre of Politics and Administrates in Malaysia is still Political Science, not PA *Secondly*, there are enough PA lecturers but lack of civil servants who are interested to study PA in a doctoral degree, leading to a much less number of Ph.D students than MPA students. *Thirdly*, PA is an applied social sciences which does not have its own theories. So far, PA has combined major theories from other sciences as “Interdisciplinary” such as Political Science, Management Sciences, Law, Psychology, Sociology, and Anthropology as referred by Ketsuwan (2011b:296). *Finally*, Political Science has more influence in academia than PA, according to Malaysian scholars and administrators, PA should just be a discipline under Political Science.

CONCLUSIONS AND SUGGESTIONS

Chokchai Suttawet¹⁵ concluded that PA curriculums cover all PA sub-fields and matters; *background, subfields, faculties, grades, degree levels, degree’s name, number of students, credits, full time and part time, languages, coursework, and other conditions.*

The results of the interview revealed that in Malaysia, Public Administration was just placed under a big umbrella of Political Science because in higher education in Malaysia Public Administration is seen, as Woodrow Wilson referred to in his article, in the role and status of “implementation” while Malaysia scholars view Political Science as “science” although Public Administration was dichotomy from Political Science since the first paradigm by Nicholas Henry.

On the other hand, in Thailand, Public Administration is a popular curriculum that has been included in most higher education institutions. Although Malaysia is equipped with plenty of universities both local universities and the leading ones, only a few universities have started their PA doctoral degrees such as University of Malaya (UM.), Universiti Utara Malaysia (UUM.), and University of Mara. All universities in Malaysia provide a doctoral degree in “Doctor of Philosophy” (Ph.D.) while in Thailand various doctorate titles are awarded. In addition, Ahmad Atory Hussain confirmed that the education plan in Malaysia covers a long period of 20 years whereas in Thailand a long-term education plan has never been set up. Particularly, Mahadi Mohamad, the former prime minister of Malaysia, expressed his wish in vision 2020 to see Malaysia becoming a developed country within 2020 as cited in AEC Insight episode 61 and 62 by Kasemsant Weerakul. The statistics from

¹⁵ Dr., the Chairperson of the Master Degrees Programs in Public Administration, lecturer of the Faculty of Social Sciences and Humanities, Mahidol University, Thailand.

various sources also pointed that Malaysia will reach their goal in 2018, following the effective policy “1Malaysia, People First, Performance Now” by Najib Razak, Malaysia’s prime minister. On the contrary, Thailand is undergoing extensive national reforms in 11 governmental functions including education and the ASEAN community is waiting to see which direction Thailand is taking after the reforms.

Mohammad Zaini Bin Abu Bakar suggested that in order to develop the body of knowledge, including studying and teaching management with “efficiency” and “effectiveness” within NPM paradigm and theories in Knowledge Based Society (KBS), a cooperation between Higher Education Institutions, Associations, school of thoughts and think tanks is needed to integrate PA in a regional contexts. The idea of “without boundaries” of different countries and regions such as ASEAN, ASIA, Europe and America has become more common in the modern world of globalization. Academic cooperation among education institutions within the same geographical and political region and across regions will strengthen the body of knowledge in PA.

This article has attempted to investigate and compare information regarding PA in only Thailand and its neighbouring country, Malaysia. However, a broader investigation of other ASEAN countries is also needed. Ahmad Atory Hussian suggested that it is possible to study and compare PA curriculums in 10 countries in the ASEAN community, including ASEAN plus three¹⁶ and ASEAN plus six¹⁷. If the PA curriculum comparison is to be investigated throughout the ASEAN region, the contexts of the countries will have to be taken into account. Singapore,

for example, is a much smaller country compared to the rest in the region and has a very different political and public management. Furthermore, in the future, PA leaders such as governments, scholars and administrators should put forward the idea of ASEAN PA association to strengthen the universal concept of PA as “without boundaries” in the globalization following to the ASEAN slogan “One Vision, One Identity, One Community”, as well as collaboration with PA associations in other regions such as in America and Europe.

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¹⁶ 10 ASEAN countries plus three; China, South Korea, and Japan

¹⁷ 10 ASEAN countries plus six; China, South Korea, Japan, Australia, New Zealand, and India

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THE CHANGING ROLE OF EU POLICY IN THE ARAB SPRING

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Abstract

Many countries in The New World Order have experienced rising social issues in their countries such as crimes, poverty, unemployment, and human rights. Social inequality has especially become the main driver for a revolution in terms of demonstrations and protests in the Arab world. This revolutionary movement is called “The Arab Spring”. The Arab Spring phenomenon is a series of revolution which occurs in the Middle East and North Africa regions. It has begun with the successful protests in Tunisia. The continuous wave of revolutionary disorders has emerged in Egypt, Jordan, Algeria and Yemen, as well as spread to other surrounding countries, according to the “Theory of Dominoes”. Not only the uncertain situation in the whole the Arab world is highly probable, but also the significant causes of conflicts and issues have differently arisen among these countries. Due to the expansion of its impacts on national stability and security in the neighboring countries and regions including Europe, the European Union (EU) is very concerned with these conflicts in the Arab world that result in demonstrations and protests. Moreover, the EU has taken part in aiding and helping those countries. The EU should definitely offer cooperative partnerships to support and stimulate democratic development and the general welfare of the citizens in the Arab countries. In other words, the aid should directly support their own dependence in developing political, social, and economic transformations.

In order to optimize expected outcomes, this article will focus on the European Union’s responses to the Arab Spring, as a reaction to the changing policies and measurements of Arab countries in solving conflicts. The EU’s policy consists of political and economic supports, development of people-to-people contacts, and enhancing regional cooperation in the international relations.

Key Words: Arab Spring, European Union, Policy

“The European Union was the first to offer a serious response to the Arab Spring. This new set of decisions is the result of the new and ambitious European Neighborhood Policy launched in May and it confirms that the EU has made it one of its main priorities to support “deep” and sustainable democracy, but also economic recovery, in North Africa and the Middle East.”

(Catherine Ashton, 2013, p.2)

I. INTRODUCTION

For more than two decades, the European Union has played a pivotal role in the Mediterranean and North Africa by using the EU's soft power and its deep social, political and economic since 1995, the EU promoted the vision of an open and integrated Mediterranean region that it was organically tied to and politically oriented towards the EU's southern neighbourhood. When the Arab Spring uprisings of 2011 effectively drew an end to this relationship. It seem to be that over potential instability and less amenable governments taking office, political change in the Mediterranean and North Africa is good news for Europe countries because of the EU's role as a regional power and reference point in a changing region into question. Not only has the EU's image been considerably tainted by its long-standing relationship with autocratic Arab rulers, but it also no longer provides the only model for the proto-democratic states of the southern Mediterranean (Timo Behr, 2013, p.1).

Moreover, EU created the new institutions for stimulating the governments of the countries in the Mediterranean and North Africa which have chosen to embark on a path of democratization and modernization for solving conflicts in this region, such as terrorism, emigration, socio-economic upheaval by starting with the outstanding in Tunisia and Egypt (European Commission, 2013, p.1). So EU is the mainly organization to considered and specified policies for solving this situation including; to stimulate sustainable economic growth is therefore crucial to the promotion of democratic institutions, provided that the countries of the region contribute to the promotion of a friendly environment for investment, political stability and human rights.

The EU has displayed a wide-range of different tools, from military might to humanitarian aid, from targeted sanctions to

measures in the management of migration, and some rethinking of the longer term programmatic policies. It has also demonstrated some flexibility in using different policy and institutional formats by strengthening existing policies and using multilateral frameworks with other countries or organization, from NATO to the UN and the Middle East Quartet and it has cooperated with the African Union, the Arab League, the Organization of the Islamic Conference in the Cairo Group, as well as the international organizations on the ground (Rosa Balfour, 2011, p.22).

The EU is forced to rethink their foreign policy attitudes towards their neighbors in the Mediterranean. National politicians challenge the European Union to modify its approach towards "a changing neighbourhood" (Christian Koch, 2011, p, p.3)., as phrased by the latest European Commission report. However, very little is actually presented and explained to the wider European public about the initiatives and actions undertaken by European institutional actors and the drastic need for a change of paradigm in the EU's foreign policy and the role of EU in the Arab Spring.

This paper focuses on the importance of EU's foreign policy towards North Africa and the Mediterranean after Arab Spring, the rethinking of EU's Policy consists of political and economic supports, development of people-to-people contacts, and enhancing regional cooperation in the international relations and the analysis of EU and Arab countries's relationship in the future.

II. BACKGROUND

The approved protests that expanded through North Africa and the Mediterranean since early 2011 have changed relations between the EU's southern neighbourhood and the Arab countries including; Tunisia and Egypt had provided about peaceful

revolutions in democracy. Jordan and Morocco have initiated a process of managed democratic reforms. Libya and Syria provided civil wars.

Accordingly, there are the reasons why many countries and organizations have the need to have a role in the Arab Spring. Firstly, the Mediterranean and North Africa is the region's primary role on the international community. Secondly, economic growth and social security matters and international organizations like national interests of this area such as NATO; military and security resources. The EU as a region is, therefore, affects the neighborhood, so EU policies focused on politics, economy and social including; the Euro-Mediterranean Partnership Programme (EMP), the European Neighbourhood policy in the Mediterranean (ENP); the Union for the Mediterranean (UfM); EU engagement in the moribund Middle East peace process (MEPP), and Regional Security for controlling immigration (Rosemary Hollis, 2012, p.82).

2.1 THE BEGINNING OF THE ARAB WORLD IN TRANSITION.

The Arab Spring is a series of revolutionary revolts in Middle East and North Africa. It began with protests on December 18, 2010 in Tunisia after self-immolation of the Tunisian dealer in Mohammed Buazizi's vegetables in protest at police corruption and ill treatment. With success of protests in Tunisia the wave of disorders struck Egypt, Jordan, Algeria and Yemen, and then extended and on other countries as the theory of dominoes (Vidio, Lorenzo, 2013, p.57).

It because protests divided methods mainly of civil resistance in the long campaigns involving strikes, demonstrations goes, and meetings, just as effective use of social mass media to organize, report, and to lift understanding in the face of the state

attempts the Internet like the censorships and repressions.

The Arab countries has a protest on different forms, for example, there were revolutions in Tunisia, Egypt, Libya, and Yemen; civil revolts burst in Bahrain and Syria; the main protests flashed in Algeria, Iraq, Jordan, Kuwait, Morocco, and Sudan. The matter is that the domestic policy of each country differs, thus, use of a compromise and grace to suppression of concentration differs in each country but many demonstrations were met by violent reaction of the authorities, and also pro-government rebels and counter-protesters. The main slogan of demonstrators in the Arab world I was "The people want fall of the regime" (European Commission, 2013, p.17).

Thus, the Arab Spring as a departure from extremism in the field of Non-ideological movements for democracy and economic prosperity that shows the movement of people through the eyes of the West and the EU as neighboring region focuses on freedom and democracy counters tendencies toward political violence and economic growth.

2.2 NEIGHBORLY RELATIONS BEFORE THE ARAB SPRING: THE OLD PARADIGMS.

The clearly relationship between the EU and Arab countries started in 1958, when the Treaty of Rome came into force, European countries including; West Germany, France, Italy, Belgium, Luxembourg and the Netherlands for signed the founding members of the European Coal and Steel Community (ECSC) became the European Economic Community (EEC). The establishment of the EEC, which created a customs union among these states, posed, among some questions, how to maintain mutually beneficial economic relations with their neighbours to the south of the Mediterranean.

When the end of the Cold War in 1991, EU also brought about renewed activism on the part of the EU to engage its eastern and southern neighbours in termed as the Renewed Mediterranean Policy (RMP) of 1991-1995 for increasing the funds committed by the EU for the Mediterranean region and distributed funds through public-private cooperation, more decentralized partnership and the promotion of multilateral networks (Vera Knoops, 2011, p.4).

In addition, the EU's attitude towards its southern neighbours was mainly framed by the Euro-Mediterranean Partnership since 1995. All bilateral association agreement between the EU and Mediterranean countries have included a human rights and democratic principles. The attitude of several Mediterranean EU states: support for dictator and economic interests (Helene Pfeil, 2011, p.3). On the other hands, the deepening of economic and political relationships was never really made conditional upon progress in human rights with Arab countries.

Therefore, in the recent the EU has been promoting and justifying its policies by using "shared prosperity" all the countries of the Mediterranean (Rosemary Hollis, 2011, p.1). Further areas of engagement are fundamental freedoms, constitutional reform, reform of the judiciary and the fight against corruption.

2.3 IMPACT ON EU-ARAB COUNTRIES RELATIONS.

The relationship when the former passed on to the present. Impact of the Arab Spring had resulted in a change in the structure of the policy, which the EU will find it difficult to formulate an effective foreign policy strategy including; the End of Neoliberal Paradigm in Egypt and Tunisia., Fragmentation of Civil Society in many countries, so the EU's focus on western-style civil society organizations (CSOs) will

have to adapt in society., Dominance of Political Islam in the Southern Mediterranean. The Rise of Nationalism in Egypt and a polarized Region has become increasingly spread as a result of recent events.

Therefore, The EU will need to factor in all of these developments through many policies for supporting political transition, supporting economic transition, Development of people-to-people contacts and enhancing regional cooperation. (Rosemary Hollis, 2012, p.34).

III. EU'S RESPONSE TO THE ARAB SPRING: THE MULTILATERAL POLICY.

The main events of the Arab Spring has caused the EU to pay attention and want to have a role with the region. There are many collaborations together, However the EU's reaction was everything but visible and cohesive like the image of "soft power" or "normative power". (Helene Pfeil, 2011, p.2). It means that the EU was quick to respond to the events of the Arab Spring. Since the beginning of 2011 including; The Humanitarian Implementation Plan in the field of funding and civil society and the EU High Representative for Foreign Affairs and Security Policy in 2011 in Tunisia, Libya and Egypt.

The EU plays a role in the Arab world for improving the relations with these countries. Also the EU has to concentrate on this area as it is the next area of the European Union, thus, it important from the point of view of security and geopolitics. EU has targeted to complete in relation to this matter. If transitions of North Africa and the Mediterranean to democracy succeed that can be the EU so easily to receive the benefits; Firstly, economically if open and dynamic societies replace the closed worlds of dictators. The EU can easier cooperate within trade; Secondly, strategically from the point of view of the regional relations of the

solution of problems or dumping with these countries.

Therefore the purpose of the EU in this region it is possible to be considered as development of the relation to the best conditions. The EU wants that the Arab countries had positive relation especially, when revolution and protests of success and a political regime were changed.

The recent time the EU's policies towards the region and criticized some of the existing multilateral policy tools available, such as the European Neighborhood Policy (ENP), the Union for the Mediterranean (UfM), and its predecessor, the Euro-Mediterranean Partnership (EMP). Almost all studies offer a variety of ideas on the future course of, above all, the ENP and the UfM: in fact, the "Partnership for Democracy and Shared Prosperity with the Southern Mediterranean," recently adopted by the European Commission and the European Council, absorbed some of these recommendations. (Tobia Schumacher, 2011, p.108) and the signed of Joint Communication entitle "A partnership for democracy and shared prosperity with the Southern Mediterranean" and "A new response to a changing Neighbourhood" All this policies provides the Arab countries that the broader multilateral framework of such relations.

3.1 THE EU POLICIES FOR PRECEDING THE ARAB SPRING UPRISINGS: THE TOOLS BOX'S EU.

As mentioned above, the impact of the Arab Spring countries in North Africa and The Mediterranean EU has set a policy to be able to play a role in the incident have been increasingly using a "tool" to create intimacy. It can be divided into four or dimension or the four pillars; 1) Refined conditionality 2) Greater differentiation among countries 3). The new tools to support democracy-building 4) using

stronger focus on sustainable social – economy. (Rosemary Hollis, 2012, p.89).

EU support to stimulate economic growth is therefore crucial to the promotion of democratic institutions, provided that the countries of the region contribute to the promotion of a friendly environment for investment, jobs and growth. It should be Underlined that economics has a deep connection with politics (European Commission, 2013, p.1).

3.2 SUPPORT FOR ECONOMIC TRANSITION: THE "THREE Ms": MONEY, MARKET ACCESS AND MOBILITY.

EU support focus on the new approach for delivery the resources and incentives that can encourage sustainable change. (Tlmo Behr, 2011, p.10) including;

3.2.1 MONEY

In May, 2011 the EU undertook to make available to €1,2 billion from above €5,7 billion already planned for support of a grant of the neighbor during the period 2011-2013. Besides, the new package of support of a grant of area includes: Support of Partnership, Reforming and Comprehensive Growth (SPRING) the program bears the budget of €350 million in additional funds on 2011 and 2012; creation of the Fund of Civil Society (FCS) for the neighbor with the full budget of €26,4 million on 2011; Distribution of nearly €30 million through grants Erasmus Mandusa in 2011 – 2012 academic year, is certain for the southern countries to finance grants for students and teaching structure from the area wishing to spend part of their researches, research or the period of training in the EU (Tlmo Behr, 2011, p.12).

3.2.2 MOBILITY

Mobility in the EU will be facilitated for citizens of the countries - partners, in particular: main expansion of university grants and exchanges. Funds for the program were also increased to support modernization of the higher education in the southern Mediterranean and to expand cooperation with EU universities in 2012 and in 2013; and start of "associations of mobility", including the help of the visa and agreement on repeated access. Dialogues have already been launched with Tunisia and Morocco and we hope to start others shortly.

3.2.3 MARKET

EU single market will be the main objectives of the improved access to the market just as progressive integration of economic systems of these partners to the EU uniform market will be main goals of future negotiations of profound and comprehensive free trade zones (DCFTAs). In comparison with the current trade relations between the EU and these countries, DCFTAs will go out of removal only of tariffs to capture all regulating problems relating to trade such as protection of investments and government procurement.

3.3 THE EUROPEAN NEIGHBORHOOD POLICY (ENP).

The ENP - The Arab Spring made this fundamental intuition and all too evident imperative, summed up in what has since then become the slogan: "More for more." and EU recognizes the need to offer more benefits to the neighbours for developing the sustainable stability policy in the Arab countries.

Commission president Jose Manuel Barroso announced in 2011 about ENP that *"I think it is our duty to say to the Arab people that we are on their side!, I want to specifically say this to the young Arabs that*

are now fighting for freedom and democracy: We are on your side. (Barroso Jose Manuel, 2011, p.32).

The EU to press more for political reform in the south, with some countries moving towards democracy in Tunisia, Egypt, others setting reform in Morocco, others risking a fall into authoritarian adjustment in Algeria etc,. So, the ENP is the policy which, complicating further the search for a workable multilateral framework.

IV. RETHINKING THE ROLE OF EU POLICY: THE NEW PACKAGE; A CHANGING NEIGHBOURHOOD.

When the Arab Spring woke up in 2010, EU countries are forced to rethink their foreign policy attitudes towards their neighbors in the Mediterranean. Divide into The four decisions come in response to actions outlined in the Commission's recent Communication entitled "A new response to a changing neighbourhood" because the many politicians considered that the Arab Spring is the challenges for the EU.

4.1 POLITICS

The European Commission declared a Communication entitled "Increasing the impact of EU Development Policy: an Agenda for Change" that policy focus on good governance, human rights, democracy and the rule of law after events of the Arab Spring. (EuroprAid, 2011, p.2)

The political policy of the EU has since appeared clearly since the first seven months of the Arab Spring, starting with the self-immolation of Mohammed Bouazizi in the Tunisian town of Sidi Bouzid on December 17, 2010, the EU clearly revealed itself as both actor and spectator by resorting to both activism and passivism in a seemingly erratic fashion. Against this background and based on the EU's recently adopted Partnership for Democracy and Shared Prosperity with the Southern

Mediterranean, this article aims at understanding this dualism more precisely and shedding some light on the EU's rather anachronistic foreign policy behavior in the Middle East and North Africa (MENA) in recent months.

Figure 1: The protest during Arab spring

Assessing the status of the protest during Arab spring		
Country	Death toll	Situation
Tunisie	338	gouvernement overthrown
Egypt.	4300	government overthrown / ongoing crisis
Yemen	2000	government overthrown / ongoing crisis
Lybia	25000-30000	government overthrown / ongoing civil war
Syria	More 190000	ongoing civil war

Source: Rosemary M. 2014. Eurostat: Statistics Explained.

The statistics during the Arab Spring events in the country have considered various scenarios for the defense including; support the democratic transitions and communicate with Arab countries by using the continually to support civil society both through differentiated bilateral support in each country and through the reinvigoration of existing Euro-Mediterranean forum.

Moreover, the EU must map out what kind of 'governance model' is envisages for its relations with the MENA through the EMP, the EU purported to create a collective security community based on shared decision-making and deeply integrated policy structures across all realms. In practice, European governments themselves limited the depth of such dynamics (Barroso Jose Mamuel, 2011, p.38).

This is the best way forward is likely to be eclectic. The EU should opt for a more selective and lighter-touch use of the Euro-Mediterranean governance model, combining this with a more pro-reform and agile engagement at the level of high-politics.

4.2 ECONOMICS

The EU has clearly changed is the preparation of the project to support and assist the Arab countries in the direction of the economy. Since the Arab Spring, the event ended, the unemployment rate among working age is higher and the investment of private sectors less. The policy of the EU is supporting for Partnership, Reform and Inclusive Growth under the named The SPRING programme is the new policy for providing support for the Southern Neighborhood countries for democratic transformation, institution building and economic growth in the uprising of the Arab Spring. This policy will be tailored to the needs of each country. The total value of this is €350 million to cover the years 2011 and 2012 (Tlmo Behr, 2011, p.18).

In addition, the EU adapts a more rigorous conditionality principle in the Economic Policy named "more funds for more reform" (Helene Pfeil, 2011, p.4) and established Non-governmental organization (NGOs) in eschewing any focus on interests. At the other extreme, they still betray a reflex of exclusion and control that is devoid of longer-term rationale.

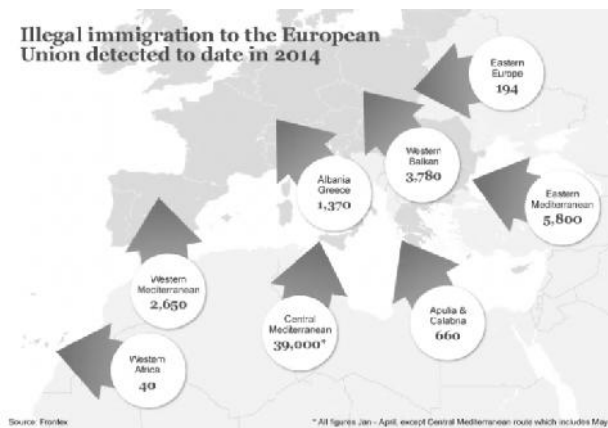
4.3 SOCIAL

The social dimension of the EU, there has been talk at the conference of Commission launched in 2011 on migration, mobility and security aimed at agreeing mobility partnerships with many countries in the Mediterranean especially; the EU's new partnership offers southern Mediterranean government's closer political cooperation provided the latter achieve progress

“towards higher standards of human rights and governance”. (Timo Behr, 2011, p.29).

The EU’s migration policy responds to the Arab Spring when the uprisings on this situation produced a highly insecure event in the North Africa and increased cross-border movements in 2011.

Figure 2: The illegal immigration to Europe in 2014.



Source: Barrett, D. (2014). Home Affairs Correspondent.

More than 1 million individuals left Libyan territory in the spring and summer of 2011, of which around 400,000 were Libyans seeking safety abroad and approximately 700,000 were foreign nationals. A substantial proportion of the outflow from Libya was received by Tunisia and Egypt. (Carrera, Den Hertog and Parkin, 2012, p.4).

For this reason, it is the main reason that causes more unemployment, so a special measure designed to support poorer areas in Tunisia in the after the Arab Spring.

Moreover, the rethink human mobility; The Tempus programme, about funds partnerships between higher education institutions in the EU and MENA countries the EU created the scholarship named “The Erasmus Mundus programme” that policy will support students between the

EU and neighboring countries by creating possibilities for student and academic staff mobility and exchange of knowledge and skills. The EU the Neighbourhood Civil Society Facility, provide to strengthen the capacity of civil society to promote reform and increase public accountability in Arab countries.

Therefore, the relationship between the EU and its Southern neighbours will be upgraded if the conditionality is more rigorously implemented than in the past.

V. EU-ARAB COUNTRIES: THE RELATIONSHIP AND FUTURE PROSPECT

The changing role of the EU has changed in terms of politics, economy and society, so the EU is planning policy with the Arab countries.

The EU created a geostrategic vision for where it wants the region to be in the next 10 or 20 years, which problems need to be overcome and where Europe should be able to work with new regimes on broader global questions.

The EU plans to do negotiations of profound and comprehensive free trade zones (DCFTAs) which will be offered only those countries which move "deep democracy" while contracts on cooperation will remain in a place for those countries which remain not persons interested to reform. In December, 2011 Ministers of Foreign Affairs of the EU agreed to begin negotiations concerning DCFTAs with Tunisia, Egypt, Morocco and Jordan. (Timo Behr, 2013, p.7)

Moreover, the new forms of positive convention have to be applied to the countries which were exposed to radical change, such as Tunisia, or made the biggest efforts in reform from above, for example Morocco. Unlike last business relations of the EU with authoritative governors or with the relations with the

countries such as Algeria, now the EU demands reform.

However, the EU wasn't faultless, especially, when member states are necessary to remove protectionist barriers, to spend more resources for the Arab countries, or to expand shares of immigrants allowed to enter Europe from this region. The irony of the concept "Is more for more" - that neither the High Representative, nor the Commission aren't responsible for delivery of these incentives - all three areas in which the member states making the decision. (Timo Behr, 2013, p.9)

Even, incentives were put, but not all countries will find them interest. The countries of power exporters, such as Algeria and Libya, had a limited obligation with the EU, also because of unattractiveness of that is offered. Trade relations are inclined in favor of these countries which are only net - export of area to the EU. Really, all review of EPS doesn't address to a question of how to have impact on the countries which are uninterested in stronger relations with the EU. It belongs to Syria and other countries in the region, where the European influence – weaker and internal complex of policy. And the recent events in Tunisia, Egypt and Morocco have undoubtedly increased the room for maneuver of civil society actors in the three countries.

VI. CONCLUSION

Although the Arab Spring, the current will continue to affect many countries, including international organizations, the EU and therefore the need to change their roles and policies that apply to the Arab countries.

The EU has to change, as this new system will find the application in political practice. At the level of the EU, one key problem concerns system of creation of foreign policy of the EU which is necessary on the member states providing incentives

and cutting their national policy in relation to area with diplomacy of the EU.

In addition, the EU crate policy the more money, the markets and mobility a member of equation, but doesn't make the answer to such potentially historical events. the EU could agree about several common political goals, it continues to refuse to throw its economic weight around to reach them. Besides, appeal of the EU and influence in the region change extremely between the countries. Against global decrease in Europe, change dynamics of the power in the region with other actors trying to get more important role, such as Turkey, Saudi Arabia, Qatar, and other global countries, such as China and Japan providing economic relations.

Besides, the EU has to recognize that the way by which economic liberalization was caused within last decade, fed a lot of social discontent. The key to social stability that creation of workplaces and reduction of movement, otherwise, by the EU needs to take a particular advantage of opportunity to put forward area out of the dominated investor of management of the energy sector who fed both economic and political pathologies.

The EU has the main policy for responding to the Arab Spring; firstly, Support for political transition by focusing on democracy and developed civil society, secondly, Support for economic transition by using SPRING programme, economic development, thirdly,. the development of people-to-people contacts and enhancing regional cooperation.

The EU will continue to seek government and official level cooperation on counterterrorism and migration control strategies which use the law to manage space and people in the interests of European security, not Arab civil society. (Rosemary Hollis, 2012, p.94).

At the end though the EU is wanted a hiding place of politically correct conversation, which “we only here to listen and help”, but still have to recognize that the local answer to it can be, “hold your distance”, but at the same time complain of a lack of the European money and access of labor market.

There is no clear answer to these dilemmas. But they really offer that one priority consisted in anew to think over type of the relations between these two parties, and not only forms, methods and tools to carry out political convention. More equal relations could be the first step, and understanding of national “advantage” which moved so many to North Africa and the Middle East to get rid of their constant leaders. Interdependence, but not the convention based on asymmetry of the power, and the link to the universal principles, but not on standards of democracy does lawful to support them abroad, despite charges of double standards that the EU often faces. And identification of common interests and problems which respond to requirements of people in this region, can be in the way to establish new dialogue with the changing Arab world.

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BUILDING TRUST THROUGH PUBLIC SERVICE CO-PRODUCTION? EVIDENCE FROM KHON KAEN PROVINCE, THAILAND

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Abstract

Public service coproduction is believed to foster trust among citizens, but little empirical work is devoted to this assumption. This study fills the empirical gap by using data from an original survey of citizens ($n = 1,799$) in two municipalities in Northeast Thailand to examine the relationship between coproduction and trust in three policy areas: public works, public health, and environmental management. Our results suggest that coproduction does not necessarily induce citizen trust in all policy areas. In fact, coproduction of public works and environmental management were found to negatively affect citizen trust in local government. On the contrary, coproduction of public health activities, which require specialized knowledge in physical health, was associated with more trust in local government. Overall, coproduction in public works and environmental management increases citizens' generalized trust in other citizens. This article concludes with a discussion of these findings, methodological limitations, and policy implications.

Key Words: Coproduction, Local Government, Thailand, Trust in Government

INTRODUCTION

Governments around the world are currently under fiscal stress. Prolonged economic stagnation caused by a series of financial and political crises has serious repercussions for local government finances. In light of these economic and fiscal pressures, the contemporary public management field emphasizes a variety of alternative public service approaches to promote citizen participation (Fledderus, 2015). Salient features of these alternative public service approaches include inter-agency collaboration, public-private partnerships, decentralization, and an

increased role for users as co-producers in public service delivery (Lindsey et al. 2014).

Citizen coproduction of public services has in recent years evolved into an important tool of local public service delivery in North America and elsewhere in the Western hemisphere (Lyons, 2006). Many programs formerly carried out through the Weberian bureaucratic hierarchy are now coproduced by local government agencies and their citizens (Pestoff, 2012). Also, coproduction has important implications for representative democracy (Bovaird, 2007). The concept places citizens and communities at the center of government decision making, causing a fundamental

shift in the ways that government officials interact with their constituents (Sudhipongpracha & Wongpreedee, 2016).

However, there are a variety of definitions and forms of public service coproduction. Ostrom (1996) and Ramirez (1999) broadly define coproduction as an approach to partnership in public service production between individuals or actors who belong to different sectors. For Bovaird (2007, p. 847), coproduction is defined as “the provision of services through regular, long-term relationships between professionalized service providers (in any sector) and service users or other members of the community.” These relationships can be supported by direct public subsidy, tax exemptions, direct government transfers, or in-kind contributions (Pestoff, 2012).

The concept of coproduction has received extensive scholarly attention (Bifulco & Ladd, 2006; Aiken & Bode, 2009; Alford 2009; Verschuere et al., 2012). Yet, little prior research is devoted to the effects of coproduction on citizen trust and attitude towards government institutions (Verschuere et al., 2012; Fledderus, 2015). Furthermore, the existing empirical works This article attempts to bridge this research gap by examining the normative claim that trust in government is fostered when users are involved as coproducers of public services (Calabro, 2012; Fledderus et al., 2014).

In this study, we used a survey questionnaire previously used by Parrado and colleagues (2013) to collect data from two municipalities in Khon Kaen province—one of the three largest provinces in Northeast Thailand. The original questionnaire was modified to focus on three policy areas in which coproduction has been purportedly used in Thai local governments: road construction, local environment, and health. Our analysis attempted to construct measures of citizen coproduction behaviour and to account for variation in coproduction behaviors and trust in each policy area by considering individual and contextual factors identified in previous research. Alongside this explanatory analysis based on individual predictors, face-to-face

interviews and focus groups with citizens and local officials were also used to show how public service coproduction has changed the relationships between citizens and their local government officials.

This article begins with a review of coproduction theory and relevant research works. It then describes two municipalities from Northeast Thailand, as well as the data from our survey, including measures of coproduction behaviour and degrees of citizen trust in local government. Next, we present our statistical findings and a summary of qualitative evidence from the interviews and focus groups. This article culminates in interpretations, methodological limitations, and potential policy implications from our research for managing coproduction activities in a way that enhances citizen trust in government institutions.

LITERATURE REVIEW

Throughout most of the twentieth century, the public policy process was dominated by bureaucratic agencies (Orlansky, 2002). The appeal of this government-centric management model has faded over time due to social structural changes and economic development (Denhardt & Denhardt, 2003; Box, 2014). Public policies, programs, and services now involve a wider range of social issues and stakeholders.

Coproduction in the Public Management Literature

For the past decades, the “New Public Management (NPM)” initiatives have emerged to replace the traditional government-centric model of public management. Some of these initiatives were influenced by the business sector practices, such as quality assurance and performance management (Goertz & Gaventa, 2001). Other NPM-style initiatives were designed to reduce the size of government by contracting out certain public services and programs (Hood, 1991; Pollitt, 1991).

Nevertheless, these NPM initiatives share the same limitations as the traditional model. Government managers continue to influence citizens’ role in the NPM-oriented

public service delivery (Bovaird, 2007). Since the 1990s, the coproduction concept has attracted widespread attention among the American communitarians as an alternative approach to the business-oriented NPM ideas (Etzioni, 1995). Based on the coproduction concept, community development efforts are more effective when government authorities engage local citizens in meaningful ways (King & Cruickshank, 2002). Self-help groups, community-based associations, and social support networks began to emerge in the western countries (Lyons, 2006).

Also, a number of empirical works highlight the linkages between public service coproduction and social capital, which denotes “the set of trust, institutions, social norms, social networks, and organizations that shape the interaction of actors within a society and are an asset for the individual and collective production of well-being” (Stickel et al., 2009, p. 304). These works place emphasis on trust, reciprocity, and voluntarism among service users and providers as the resulting outcomes of public service coproduction (Putnam, 1995; Seligman, 1997; Moore, 2013). Apart from public service delivery, community development experts point out the increasing role of citizen groups in community visioning and strategic planning processes (Walzer & Sudhipongpracha, 2012). Thus, coproduction is not confined only to public service delivery and policy implementation, but also involves other phases of the public policy cycle (Bovaird, 2007). Public service coproduction can be classified into four distinct types (Sudhipongpracha & Wongpreedee, 2016):

- *Co-commissioned activities* include activities that involve planning, budget prioritization, and financial decision making (e.g., citizens’ agreement to user charges);
- *Co-designing* means citizen involvement in designing public service programs and activities through different channels, such as launching citizen satisfaction surveys, forming citizen advisory councils, and creating task forces that make recommendations on specific policy issues;

- *Co-delivery* can take two forms: co-managing and co-performing. The difference between the two forms is the degree of government involvement in service delivery. While co-performing has less government involvement than co-managing, both are still subject to government agencies’ rules and regulation; and
- *Co-assessment* includes co-monitoring and co-evaluation. One example is participatory rural appraisal (PRA), which is a collection of approaches that enable local residents to analyze and share their knowledge of living conditions in rural areas.

Despite much theoretical interest in coproduction, most research has focused on case studies in which the organizational and managerial aspects are explored (Joshi & Moore, 2004; Bovaird, 2007; Alford, 2009). Relatively few studies have been conducted on individual citizens’ coproduction behaviors and attitudes (Parrado et al., 2013). In the current stream of research on public management, coproduction is perceived as a response to shortcomings in government performance, especially public service delivery. A vast number of research works have demonstrated that government performance leads to citizen trust and satisfaction with public services (Vigoda & Yuval, 2004; Cowell et al., 2009; Van Ryzin, 2011). In this line of argument, government underperformance is the main driver of distrust and propels citizens to take an active role in coproducing services that suit their needs. However, not many studies have established causal or statistical links between trust in government and improvement in government performance through alternative service delivery approaches, such as coproduction (Vigoda & Yuval, 2004; Parrado et al., 2013).

Trust and Coproduction

Citizens’ perceptions of government trustworthiness have important implications for the public management discipline (Yang

& Holzer, 2006). Trust is generally defined as “the belief that others, through their action or inaction, will contribute to my/our well-being and refrain from inflicting damage upon me/us” (Offe, 1999, p. 47). This paper focuses on citizens’ trust in local government institutions, as well as their trust in other citizens. In this context, trust is operationalized as the extent to which citizens say they trust their local governments and other people. Even though this operationalization may sound simplistic for such a complex concept, most research works on trust use measures that are framed around the antecedents of trust (Fledderus, 2015). Taylor-Gooby (2008) argues that we should consider two bases on which people decide to trust or not to trust: a cognitive base and an affective base of trust. Taylor-Gooby further argues that the current NPM-style reforms have overemphasized the cognitive base of trust by relying on objective standards and Key Performance Indicators (KPIs), while ignoring the affective base that expresses itself through the interaction between government officials and citizens. Such interaction is central to the concept of coproduction (Fledderus, 2015).

Apart from the cognitive-affective distinction of trust, Grimmelikhuisen and colleagues (2013; 2014) offer a three-dimensional conceptual framework for measuring trust. This framework is predicated on the assumption that citizen trust depends on three characteristics of the government institutions: competence, benevolence, and honesty. Competence refers to citizens’ perception that governments have the skills and resources to implement policies and provide essential services (Heatherington, 1998). This competence dimension of trust is linked to government performance. Benevolence denotes a view that government agencies serve the public interests at heart (Levi & Stoker, 2000). The honesty dimension of trust reflects citizens’

perception that their governments do not attempt to hide information from the public (McKnight et al., 2002).

Public service coproduction is essential to the building of citizen trust (Fledderus et al. 2014). Coproduction activities have the potential to encourage both government professional staff and citizens to understand and respect each other’s goals and interests, thereby leading to citizens’ affective trust in government (Lewicki et al., 2006). This argument resonates with Needham (2008) who points out that coproduction “can be a therapeutic tool (building trust and communication between participants, allowing bureaucrats and citizens to explain their perspective and listen to others)” (p. 223).

In short, citizens’ coproduction of public services has a positive impact on the relationship between governments and their citizens, resulting in higher trust in local governments and their fellow citizens. This leads to the two fundamental hypotheses of his study:

- H1.* Citizens’ participation in coproduced public services will lead to an increase in citizens’ trust in local governments.
- H2.* Citizens’ participation in coproduced public services will lead to an increase in their generalized trust (trust in other citizens).

Coproduction “for All Seasons”?

Not all public service programs and policy sectors are conducive to coproduction (Parrado et al., 2013). Lowi (1964) argues that different types of policies (i.e., distributive, redistributive, regulatory) have differentiated effects on how policy decisions are made and implemented. Haas (2004) also points out that policy areas in which service providers are highly professionalized, such as healthcare, are

likely to be less conducive to coproduction other policy areas. Parrado and colleagues (2013) assess Haas' proposition by examining how three distinct policy areas—community safety, local environment, and public health—affect citizens' coproduction behaviors in five European countries. The research team concludes that highly professionalized services trigger less coproduction because health professionals are likely to be more reluctant to let citizens partake in the service coproduction.

This finding is consistent with past studies, which reveal that government officials' varying degrees of specialization determine how public services are designed (Dunston et al., 2009; Porter et al., 2010). In other words, health policy requires specialists with specialized knowledge in physical health and curative strategies. Workers in the community safety and local environmental policies have less specialized education and few professional qualifications to fulfil.

Since the highly specialized public services are likely to be dominated by professional staff, citizens' perception of local government trustworthiness in delivering those services may be different from the less specialized services. For instance, in the health policy area, citizens may feel uneasy about their limited role in influencing policy decisions and may become distrustful of their local governments. Having a voice in the design and delivery of public services—beyond a basic level of receiving instructions from government officials—is essential to developing cognitive and affective trust among citizens (Simmons, 2011; Brandsen & Helderma, 2012; Pestoff, 2012). Thus, we draw the following hypothesis:

H3. Citizens' participation in coproducing highly specialized public services

will lead to a decrease in their trust in local governments.

CONTEXT

Situated in the heart of Thailand's northeastern region, Khon Kaen province has the second largest number of local governments per 10,000 population in Thailand. Currently, there are 225 local government units in Khon Kaen, including one provincial administrative organization (PAOs), 53 municipalities, and 171 sub-district administrative organizations (SAOs).

To test our two hypotheses, two municipalities in Khon Kaen are used as case studies to assess the effects of citizens' coproduction behaviors on their trust in municipal governments. These two cases are chosen because each municipality has adopted a variety of public service coproduction programs in which municipal residents are encouraged to take an active role. Also, the two cases represent two different contexts of municipal government: urban and rural areas.

The Khon Kaen Metropolitan Municipality (KKMM) is a large urban municipality famous for its city forum, which has been an important venue for municipal residents to engage in the policy-making and budgetary processes for decades. In sharp contrast, the Nam-Phong Subdistrict Municipality is a rural local jurisdiction with a majority of residents working as rice farmers. In years past, however, citizens in both municipalities have been politically active in local government affairs.

Both the KKMM and Nam-Phong municipality first adopted coproduction for political and administrative reasons. With population exceeding 100,000 over the past decade, the KKMM has become administratively complex. The KKMM is currently divided into 93 precincts, each led by an elected community leader. More than a decade ago, the KKMM was split along the lines of power struggle between two local political groups. The feud came to an end with the two fractions' merger. To bolster this new alliance, the KKMM executives launched the "Small Municipalities within a Large Municipality"

program in 2005, including a variety of coproduction projects that allow community leaders and local residents to participate (Appendix A). The KKMM community members may make cash or in-kind contributions to the coproduction projects. For instance, each community leader is given the responsibility to collect garbage disposal fees within its jurisdictional boundary. Then, the KKMM officials collect the fees from each community leader. For road maintenance, local residents and their communities can take part in every procedure that does not require specialized knowledge in construction engineering. The KKMM is charged with providing sufficient resources and equipment for the maintenance projects.

In Nam-Phong municipality, public service production has proceeded in a smaller scale. With 4,984 population and 12 communities, Nam-Phong is a typical Thai rural locality with a serious revenue problem. In 2012, the Nam-Phong mayor launched his municipal service coproduction campaign modelled after the KKMM's "Small Municipalities within a Large Municipality" program. The motive behind this initiative was political: the mayor dismissed all his deputy mayors and political appointees prior to launching the coproduction program. To consolidate his mayoral authority, the Nam-Phong mayor adopted several coproduction initiatives to reach out to community leaders and ordinary citizens (Appendix A).

For example, the Nam-Phong municipality's road maintenance project allows citizens to work with the municipal public works department in repairing road shoulders and patching potholes. In this project, community leaders are given information on the unit costs of road construction and maintenance. Citizens in each community serve on a committee overseeing all road repairs. The Nam-Phong municipal government provides the concrete mixture and mixer, while citizens serve as road construction workers. Apart from providing construction materials and equipment, the Nam-Phong municipal government trains a group of selected citizens to serve as their communities' road construction supervisors.

METHOD

This study uses a quantitative method to examine the effect of public service coproduction on citizen trust toward local governments in two different municipalities in Northeast Thailand. The quantitative data came from a survey used by Parrado and colleagues (2013), which we modified to match the local government context in Thailand. A major modification was three key policy areas in which coproduction plays an important role in local governance. While the original questionnaire covered public safety, the environment, and health, our survey included coproduction activities in public works, public health, and local environmental management. The survey was conducted through face-to-face interviews in the two municipalities from October-November 2014 by the authors with the following numbers of respondents: 1,011 in the KKMM and 788 in Nam-Phong. These random samples were enhanced through quotas by socioeconomic parameters, such as gender, age, area of residence (urban or rural), and education.

SURVEY DATA AND MEASURES

Our dependent variable is citizens' trust in their respective municipal governments and in their fellow citizens. Trust in municipal governments was evaluated according to respondents' perceptions of the two municipal governments' benevolence, honest, and competence. Based on past research by Grimmelikhuisen and colleagues (2013), each perception dimension was measured using a five-item Likert scale, where 1 corresponds to strongly disagree and 5 strongly agree (See Appendix B for survey questions). Similarly, trust in other fellow citizens or generalized trust was measured using a five-item Likert scale. The Cronbach's alphas for the four dimensions of trust are 0.765 for benevolence, 0.817 for competence, 0.911 for honesty, and 0.886 for generalized trust.

These numbers reveal a high degree of internal validity for our trust variables.

Our main independent variable is citizens' participation in coproduction activities, which we divide into three policy areas as previously explained. In each of the three policy areas, the survey inquired about five representative coproduction activities and the extent to which respondents took part in these activities measured in a five-item Likert scale, where 1 equals *never* and 5 *frequently*. The five activities in each area were summed up to form an index. The Cronbach's alphas for the three policy areas are 0.871 for *public works*, 0.782 for *public health*, and 0.885 for *environmental management*.

For *public works*, the five activities are: (1) helping the municipal government build and maintain road shoulders, (2) working with neighbors and other community members on speed bump construction and maintenance, (3) working and helping the municipality with minor road construction, (4) taking part in the public service facility construction (e.g., community centers), and (5) helping the municipality in the river and canal dredging projects. For *public health*, the activities are: (1) changing to a healthy diet, (2) joining the municipality-sponsored healthy diet campaigns, (3) participating in physical exercise groups, (4) consuming alcoholic beverage in moderation and joining the campaigns for reduction in consumption of alcoholic beverage, and (5) serving on community health supervisory boards. For *environmental management*, the activities are: (1) helping the municipality collect garbage collection fee, (2) telling other people and neighbors not to drop garbage or let their pets foul the street, (3) trying to reuse and recycle your household garbage, (4) maintaining and beautifying the external part of your house, and (5) participating in a group or

organization that works to improve the environmental quality.

Prior to deploying the survey, the questionnaire was tested with a group of citizen representatives and local officials in each municipality. The survey attempted to cover a mix of coproduction behaviors that were motivated by self-interest, as well as those that were altruistic in nature. Though imperfect, these indices of coproduction offer a reasonable proxy measurement of the behavioural aspect of coproduction, as well as policy-relevant coproduction activities.

Also, to isolate the effects of coproduction on trust, this study employs common demographic background variables commonly used in public administration research, such as age, gender, income, and education.

RESULTS: DESCRIPTIVE STATISTICS

As seen in Table 1, citizens in the two municipal areas evaluated the three dimensions of trust in local governments differently. Nam-Phong municipality has higher levels of trust than the KKMM, especially in the competence area. Similarly, the Nam-Phong residents reported a higher level of generalized trust than their counterparts in Khon Kaen. The remaining variables in Table 1 are our independent variables or hypothesized determinants of citizen trust. For our main independent variable, the level of citizens' coproduction engagement in each policy area is higher in the KKMM, particularly in the environmental management area.

In addition, the survey measured various demographic background variables that, as discussed earlier, might influence citizen trust (Table 1). On average, our survey respondents from the two municipalities do not differ much in terms of their age and gender. However, differences between the

two areas come from income and education levels. Respondents from the KKMM show a markedly higher income level than the Nam-Phong citizens. This can be explained by the fact that Khon Kaen is a metropolitan area with extensive commercial and financial activities, while Nam-Phong is a rural area where agriculture is the main

source of income and employment. This urban-rural divide also expresses itself in the difference in education levels between Khon Kaen and Nam-Phong.

Table 1. Descriptive Statistics

Variables	Min.	Max.	Khon Kaen Municipality n = 1,011		Nam-Phong Municipality n = 788	
			M	SD	M	SD
Citizen Trust (Index of 5 items): 1 = strongly disagree, 5 = strongly agree						
Trust of local government benevolence	1.00	5.00	2.55	0.98	3.12	0.89
Trust of local government honesty	1.00	5.00	2.41	0.90	3.08	0.94
Trust of local government competence	1.00	5.00	2.97	0.91	3.21	0.80
Generalized trust (Trust in fellow citizens)	1.00	5.00	2.77	0.74	3.10	0.78
Coproduction behavior (Index of 5 activities): 1 = never does any, 5 = does all 5 always						
Public works	1.00	5.00	3.25	0.76	3.13	0.85
Public health	1.00	5.00	3.27	0.76	3.07	0.86
Environmental management	1.00	5.00	3.20	0.73	2.97	0.91
Demographic characteristics (Controls)						
Age	18	76	44.85	16.41	42.09	16.69
Average monthly income (In Thai Baht)	10,000	55,000	22,500	5,600	14,300	2,450
Gender (Male = 0, Female = 1)	0	1	0.52	0.50	0.54	0.50
Education (Not university educated = 0, University educated = 1)	0	1	0.59	0.49	0.53	0.50

RESULTS: REGRESSION ANALYSIS

Eight regression models were used to test our hypotheses—one regression for each dimension of citizen trust in each municipality. This was done to disentangle the complex relationship between each dimension of trust and public service coproduction. Since the survey includes relatively large samples ($n > 800$) for each municipality, we can construct the regression models separately by municipality and compare regression results across local contexts. All of the variables used in the regression analyses were standardized (Table 2). Variance inflation factors for the variables were below 3, suggesting that there is no multicollinearity problem in this study. The adjusted R^2 values range from 0.431 to 0.722, indicating the variables explain a substantial amount of variance in the corresponding dependent variable. Also, as the F-statistics show,

there are no specification errors in our regression models.

There are eight regression models in this study (Table 2). Models I-IV are for the KKMM, and Models V-VIII for the Nam-Phong municipality. Models I and V examine how respondents' engagement in coproduction activities in the two localities is related to their perceptions of the *benevolence* dimension of local government trustworthiness. Contrary to our third hypothesis, the only public service coproduction with a statistically significant positive relationship with citizen trust in local government benevolence is public health, which requires specialized knowledge. Among the control variables, only age in Model V has a statistically significant positive influence on citizens' perceptions of local government benevolence. This means that older citizens in the rural Nam-Phong

generally have more trust in their municipality's benevolence.

Models II and VI emphasize citizens' perceptions of local government honesty. In the two models, coproduction in the public works and environmental management areas was found to have a statistically significant negative influence on citizens'

perceptions. Public works coproduction was found to negatively affect citizen trust in the KKMM honesty. In the Nam-Phong municipality, environmental management coproduction has a statistically significant negative relationship with trust. Also, the education variable in Model II was statistically significant, indicating that

Table 2. Regression Results

Independent Variables	Khon Kaen Municipality				Nam-Phong Municipality			
	Model I Benevolence	Model II Honesty	Model III Competence	Model IV Generalized Trust	Model V Benevolence	Model VI Honesty	Model VII Competence	Model VIII Generalized Trust
Coproduction behaviour								
Public works	0.028 (0.013)	-0.110 (0.012)	0.021 (0.013)	0.045 (0.011)	0.005 (0.034)	0.005 (0.034)	0.090 (0.192)	0.050 (0.011)
Public health	0.080 (0.010)	0.031 (0.021)	0.024 (0.023)	0.029 (0.026)	0.062 (0.015)	0.008 (0.029)	-0.001 (0.020)	-0.017 (0.019)
Environmental management	0.003 (0.020)	0.008 (0.020)	(0.026) (0.021)	0.066 (0.015)	(0.001) (0.020)	-0.080 (0.010)	-0.022 (0.019)	0.065 (0.015)
Demographic characteristics								
Age	-0.011 (0.033)	-0.021 (0.021)	-0.098 (0.012)	-0.014 (0.022)	0.088 (0.021)	0.013 (0.014)	0.013 (0.014)	0.115 (0.021)
Income	-0.021 (0.059)	-0.021 (0.059)	-0.021 (0.021)	-0.021 (0.021)	-0.033 (0.028)	-0.033 (0.028)	-0.011 (0.011)	-0.011 (0.011)
Gender	0.003 (0.021)	0.008 (0.024)	0.033 (0.027)	0.022 (0.028)	0.022 (0.028)	0.012 (0.013)	0.038 (0.041)	0.038 (0.041)
Education	-0.001 (0.030)	-0.072 (0.012)	-0.055 (0.011)	-0.148 (0.021)	-0.033 (0.027)	-0.033 (0.027)	-0.020 (0.026)	-0.020 (0.038)
Constant	0.681 (0.112)	0.043 (0.212)	0.064 (0.145)	-0.211 (0.198)	0.312 (0.176)	0.599 (0.122)	0.151 (0.161)	0.372 (0.394)
Adjusted R ²	0.554	0.431	0.432	0.487	0.722	0.631	0.722	0.631
Listwise n	978	906	911	947	717	697	722	681
F-statistic	91.871	102.342	89.117	94.562	86.383	95.455	111.434	100.342

Note: Standardized coefficient shown; standard errors reported in parentheses; significant coefficients ($p < 0.05$) shaded and in bold.

Khon Kaen citizens with university education reported less trust in their municipal government honesty.

Models III and VII focus on citizens' perceptions of local government competence. In both models, the three coproduction variables show no statistical significance. No variables included in this study were found to affect the Nam-Phong residents' trust in local government competence. However, age and education

are statistically significant in the KKMM model. This suggests that older Khon Kaen citizens hold negative perceptions of their municipality's competence, and that the Khon Kaen residents with university education have negative views of the KKMM's honesty.

In terms of generalized trust (Models IV and VIII), public service coproduction in public works and environmental management was found to positively influence citizens' trust in

their fellow citizens. The control variables that are statistically significant reveal contrasting social phenomena in the urban and rural areas of Northeast Thailand. In the urbanized Khon Kaen area, education plays an important role in citizens' generalized trust. In other words, urban citizens with university education appeared to have negative perceptions towards their fellow citizens. On the other hand, in the rural Nam-Phong municipality, age shows a statistically significant positive relationship with generalized trust, indicating that older residents hold more positive attitude towards other citizens.

DISCUSSION AND POLICY IMPLICATIONS

The central question in this research concerns the extent to which public service coproduction influences citizens' trust in local government and their fellow citizens. Using data from an original survey of citizens in two municipalities from Northeast Thailand, we have analyzed the relationship between trust and coproduction in three policy areas: public works, public health, and environmental management. Importantly, we have divided citizen trust into four distinct dimensions: competence, honesty, benevolence, and generalized trust. We found that public service coproduction does not lead to citizens' trust in local government competence. Further, when coproduction involves public works and environmental management projects, it actually decreases citizen perceptions of local government honesty. One respondent from Khon Kaen pointed out that "the more public works projects I take part in, the better I know about how ineffective my municipal government is." Meanwhile, one of the Nam-Phong residents argued that by asking citizens to take part in street and market cleaning, the municipal government reveals its inability to manage the municipal problems on its own. This resonates with the

results reported by Marschall (2004) who points out that coproduction in some policy areas seems to have a negative direct effect on citizens' perceptions of government performance.

However, coproduction of public health activities is positively associated with citizens' perceptions of local government benevolence. In other words, as citizens in two municipalities engaged in health-related projects, they became more convinced that their municipal governments tried to keep their best interests at heart. In their cross-national study by Parrado and colleagues (2013), many local health professionals were not reluctant to show that they know best what is good for citizens and that it is their duty to serve those who are dependent on them. This observation fits the situations in Khon Kaen, Nam-Phong, and other Thai local governments where government officials have been working closely with their citizens on health-related projects for many decades (Sudhipongpracha, 2015).

Moreover, coproduction of public works and environmental management also induces citizens' trust in their fellow citizens. Compared to public health, public works and environmental management activities require less organizational hierarchy and specialized knowledge. As Robertson and Tang (1995) indicate, less hierarchical activities are more likely to create a sense of reciprocity among citizens. This falls in line with Wilson (1994) who states that coproduction is compatible with a great power distance between professional service providers and service users (i.e., citizens).

In short, as Fledderus (2015) states, coproduction of public service delivery does not necessarily lead to more citizen trust in local government institutions and their fellow citizens. However, this has nothing to do with coproduction as a concept. While other studies (e.g., Hazenberg et al., 2014) point

at the way coproduction is organized and managed, this study implies that the nature of each policy area and each jurisdiction's political context that determine the effect of coproduction on trust. Importantly, this study provides empirical evidence that it is also important to pay attention to various dimensions of trust. Yet, even though we attempted to propose an alternative framework for measuring trust, this study is cross-sectional and cannot effectively explicate a cause-and-effect relationship between coproduction and trust. Longitudinal designs are recommended for future studies on coproduction and trust.

Finally, this research has thrown up a major challenge to the public sector in general: coproduction may not be appropriate for all policy areas. Yet, this does not mean that the public sector should hold back from engaging more citizens in public service delivery. Instead, it is important that local government agencies, as well as the national and regional agencies, obtain sufficient information on each locality's political culture and social problems before determining which local government projects should be coproduced. For instance, coproduction of road construction may be suitable for one municipality, but not for an adjacent cash-strapped city. It is also vital that government officials provide their citizens with enough information, technical knowledge, and resources before launching coproduction activities.

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Appendix A

Coproduction Projects in the Khon Kaen Metropolitan Municipality and Nam-Phong Subdistrict Municipality

Category	Khon Kaen Metropolitan Municipality	Nam-Phong Subdistrict Municipality
Public Works	<ul style="list-style-type: none"> ▪ Road/street shoulder maintenance and construction ▪ Road maintenance and construction (for minor roads) ▪ Speed bump construction ▪ Public building construction (for community centers) ▪ Public park maintenance ▪ Minor public service facility maintenance (small irrigation canal, sewage, fire hydrant) ▪ River and canal dredging 	<ul style="list-style-type: none"> ▪ Road/street shoulder maintenance and construction ▪ Road maintenance and construction (for minor roads) ▪ Speed bump construction ▪ Public park maintenance ▪ River and canal dredging
Public Health	<ul style="list-style-type: none"> ▪ Community physical exercise groups ▪ Campaigns for reduction in the consumption of alcoholic beverage and tobacco ▪ Community health promotion and disease prevention boards ▪ Anti-HIV awareness and sexual health campaigns ▪ Healthy diet campaigns ▪ Consumer protection activities ▪ Campaigns for road injury prevention ▪ Anti-narcotics campaign 	<ul style="list-style-type: none"> ▪ Campaigns for reduction in the consumption of alcoholic beverage ▪ Healthy diet campaigns ▪ Consumer protection activities ▪ Anti-narcotics campaign
Environmental Management	<ul style="list-style-type: none"> ▪ Garbage collection activities (Helping the municipal government collect garbage collection fee, participating in the “reduce, reuse, recycle” campaign) ▪ Home and community beautification ▪ Installation of household grease trap system ▪ Flood watch and warning program ▪ Road and municipal market clean-up 	<ul style="list-style-type: none"> ▪ Garbage collection activities (Helping the municipal government collect garbage collection fee, participating in the “reduce, reuse, recycle” campaign) ▪ Home and community beautification ▪ Road and municipal market clean-up

Appendix B

Measures of Citizens' Trust in Local Governments and Their Generalized Trust

Respondents were asked to rank each item 1-5 with 1 being "strongly disagree" and 5 "strongly agree."

Item	Honest	Benevolence	Competence	Generalized Trust
1	Generally, your local government keeps its promises.	Generally, your local government tries to help citizens.	Generally, your local government officials strictly adhere to their professional standards.	Generally, your neighbors and other citizens are reliable.
2	Generally, your local government is honest.	Generally, your local government keeps the best interest of citizens.	Generally, your local government works efficiently.	In times of your personal problems, your neighbors are helpful.
3	Generally, your local government is fair.	Generally, your local government cares about citizens' welfare.	Generally, your local government does a good job in carrying out its responsibilities.	Generally, your community leaders and other citizens are honest.
4	Generally, your local government is not corrupt.	In times of emergency, your local government has been understanding.	Generally, your local government officials are knowledgeable about local problems.	Generally, your neighbors and other citizens can be trusted.
5	Generally, your local government is sincere.	Your local government has made sacrifices for citizens in the past.	Generally, your local government addresses local problems in a timely manner.	Generally, you feel comfortable working with your neighbors and other citizens on community projects.

DISASTER RESILIENCY PRACTICES AMONG THE RESIDENTS OF SANTIAGO AND UPPER HINAPLANON, ILIGAN CITY

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Abstract

This research deals with the disaster resiliency practices among the residents of Santiago and Upper Hinaplanon which are located in Iligan City, Mindanao, Philippines. These communities were badly hit by flash flooding during the past disaster called Sendong on December 17, 2011. Understanding disaster vulnerability is also linked with the concepts of awareness and preparedness to disasters, coping, and adaptive capacities of communities. Hence this research seeks to know the factors that make these communities susceptible to flooding; reasons why the respondents returned or continued residing in these areas despite the negative consequences of Sendong; their resiliency practices and shifts in attitude among them.

This is a descriptive research that utilized a triangulation method of data gathering: survey, key informant interview and actual observation. The communities' vulnerability to flooding are results of the following: houses were built along river banks and in low lying areas and poor drainage system. Resiliency practices are characterized into physical, procedural and social dimensions. Physically these practices involve reconstruction/rehabilitation of dwellings using strong materials and with strong foundation level; and improved drainage system. Procedurally, the community disaster risk, reduction and management plan was put in place. Socially, the residents organized themselves into monitoring teams, volunteer teams and participated in trainings and seminars about disaster preparedness, risk reduction, adaptation and resiliency building.

There was a positive shift in attitude among the respondents. They become vigilant and cooperative in addressing disaster risk. This study concludes that communities' awareness and capacity in addressing vulnerability is vital in bouncing back or building back better. Finally, it is strongly advanced that needs assessment be done first in these communities before any measure to address vulnerability be put in place.

Key words: Community, disaster, resiliency, risk and vulnerability

INTRODUCTION

Natural disasters are inevitable and part of the many challenges of human existence. They vary in type, magnitude, size, frequency, severity, location and their impacts (Council of Australian governments, 2016). Environmentalist believed that changing climate increases the severity of the future risks to natural disasters. So understanding these risks is vital in designing a better adaptive strategy and resiliency measures.

Building resilience must start with the analysis of the vulnerability contexts of communities. This includes the level of their development, processes, institutions and governance mechanisms. The causes of vulnerability to environmental stress and hazards are multi-dimensional. Poor education, lack of skills, technologies, organizations and lack of savings aggravate their vulnerability to disasters (Resiliency in Practice, 2016). This scenario is evident among less developed countries including Philippines.

As a country, Philippines is not only archipelagic in nature but located along a typhoon belt and lies within the “Pacific Ring of Fire” (Center for Environmental Geomatics, 2015). So knowledge of its risk to natural disasters is important. The United Nations 2005, Hyogo Framework for Action stated that:

The starting point for reducing disaster risk and for promoting a culture of disaster resilience lies in the knowledge of the hazards and the physical,

social, economic and environmental vulnerabilities to disasters that most societies face, and of the ways in which hazards and vulnerabilities are changing in the short and long term, followed by action taken on the basis of that knowledge.

The context of communities' vulnerability to specific type of hazards is imperative since vulnerability and resilience are related concepts. Both terms offer understanding of the ability of individuals, households and communities to deal with any disaster or shocks.

The choice of communities under study is based on the severity of losses on lives and properties of the past natural disaster called Sendong which occurred in the locality at dawn on December 17, 2011. In this catastrophic event thousands of people died, others were missing and some were injured. Sendong ravaged 21 out of the 44 barangays and affected over 45,000 individuals or almost 1/5th of the city's population. On top of this, 13,211 houses were partially damaged and about 3,945 totally washed out. This indicates the low level of disaster preparedness of the local government and the residents (Mamon et al, 2013).

In 2011, the United Nations University Institute for Environment and Human Security released a report regarding World Risk Index. In this report The Philippines ranks 3rd among the 173 countries surveyed by Institute of Hazard, Risk and Resilience.

However, despite the horrible consequences of flooding brought about by

typhoon Sendong in Iligan City, still there are families who returned to their place or continued living there in defiance of the policy of the government declaring these areas as “no build zones”. Ironically the number of residents has even increased. This gives a strong motivation of the researchers to conduct this inquiry.

Statement of the Problem

In general this inquiry aims to find out the disaster resiliency practices among the residents of Santiago and Upper Hinaplanon, Iligan city and the following specific questions give direction to this research:

1. What are the factors, which make these communities vulnerable to flooding?
2. Why did the respondents return/continue residing in these barangays despite the negative effects of Sendong?
3. What are the resiliencies practices undertaken by the respondents?, and
4. What shift in attitudes that developed among the respondents in the aftermath of Sendong?

Scope and Limitation of the Study

Due to time and financial constraints, this study is limited only to two barangays in Iligan City (Santiago and Upper Hinaplanon). For Barangay Santiago only two puroks were surveyed; puroks 7 and 13 while in barangay Upper Hinaplanon only puroks 3 and 7 were included. In addition, this study is limited only to the responses of the survivors of the disaster, the local officials particularly members of the barangay Disaster Risk Reduction and

Management Council and the officer of Iligan City Disaster Risk Reduction and Management Council. This research was undertaken in October 2015 to March 2016.

Significance of the Study

Environmental studies show that due to change in climate vulnerability to hazards of natural disasters continue to challenge significant development gains. In view of this premise, the following are the significant contributions to this research:

1. The results of this study may offer additional information on how communities that are exposed to natural hazards cope and adapt to the situation. This is important in identifying the resources in the community which could be used to strengthen resilience; and share this information to policy makers and other stakeholders in designing a coherent policy formulation on adaptation and resiliency building initiatives which are effective in the locality based on available resources and context.
2. The study contributes to addressing knowledge research gaps by offering additional literatures on vulnerability to natural hazards and disaster resiliency practices by communities.

Theoretical Underpinning of the Study

This research utilized the theory on **resilience** expounded by UK Department of International Development (DFID) and **building resilience** advocated by the

UNDP. DFID defines resilience as the “ability of countries, communities and households to manage change, by maintaining or transforming living standards in the face of shocks or stress without compromising their long term prospects”. According to UNDP, building resilience is “a transformative process of strengthening the capacity individuals, communities, institutions and countries to anticipate, prevent, recover, from and transform in the aftermath of shocks, stress and change (UNDP, 2013).

Measuring resilience to a particular context involves looking into the various elements of resilience like measuring vulnerability; resilience capacities to cope, adapt and transform in case of disaster. As applied in this research only the aspect of vulnerability to flooding of the communities under study and their resilience capacities to cope, adapt and transform better were focused.

Capacity for resilience is the core of resilience concept. Its components are: absorptive coping capacity, adaptive capacity and transformative capacity. Bene, et al (2012) provided a framework for a better understanding of the exact meaning of the term “strengthening resilience”. Coping capacity means the capacities to reduce negative consequences of disasters characterized by stability and persistence. On the one hand, adaptive capacity refers to the capacities to be flexible with long term strategies for societal change and incremental adjustment. On the other hand, transformative capacity is defined as the transformational response and change on the attitudes of the individuals, households, communities and even to states in coping with and responding to the effects of the disaster.

Furthermore, community resilience is viewed as a process. It links a network of adaptive capacities after a disaster (Frankenberger et al, 2012 as cited in Winderl, 2014). According to Gall (2013) as cited in Winderl (2014) sources or drivers of resilience may include physical, human, social, political, institutional, technical, economical, food and nutrition, poverty, environmental and ecological systems or dimensions. The physical dimension refers to critical infrastructure and communication system; the human dimension includes skills, knowledge, health and education; and the social dimension involves community networks, trust, civic engagement and norms.

As a source of resilience, the political system must come out with a sound disaster risk reduction management and adaptation plan while taking cognizance of the importance of institutionalizing the community's first responder and volunteer teams. Technically, early warning system and emergency plans must be put in place in the community as well.. Stable income and productivity, food security and adequate potable water must also be given priority in the preparation for achieving resilience during disasters. In this framework resilience is described as a “system” or a “cluster of systems”, a complex adaptive system sharing synergies, linkages and interactions and a range of activities, actors and processes (UNDP, 2013).

METHODOLOGY

Research Design

This is an exploratory and descriptive research that utilized a triangulation method of data gathering: survey, key informant technique and actual

observation. Hence there are 3 data gathering instruments used. For the survey the study utilized a structured questionnaire; for the key informant technique, interview guide and for the actual observation, an observation guide.

Research Setting

This inquiry was conducted in Barangays Santiago and Upper Hinaplanon, Iligan City which were grossly devastated during the flooding due to typhoon Sendong. Hence a discussion of the profile of Iligan City and the barangays under study are presented in this section of the paper.

Iligan city is a highly urbanized city located in the province of Lanao del Norte. The city was created on June 16, 1953 by virtue of Republic Act 525 otherwise known as the "Charter Creating the City of Iligan". The topography of Iligan City is characterized by a narrow coastal alluvial plain fronting Iligan Bay at the foot slopes of rolling hills and mountains. Over 12% of the city's land area has elevations of less than 100 meters above mean sea level, 21% are within 100 to 300 meters while the remaining areas of more than 65% are with elevations of 300 meters and above (Iligan City Executive Summary, no date).

The city is literally and geographically located at the crossroads of rich cultures- the Maranaos of Lanao del Sur; Higaonons of Bukidnon; and dominant Christian settlers and migrants. The City is proud of a peaceful coexistence of this varied cultural mix. Furthermore, the city has a land area of 813.37 square kilometers and more than 300,000 total population. Out of the 44 barangays in Iligan City, there are 26 barangays which are considered as flood prone and 13 of which are highly

vulnerability to flooding. These barangays are mostly found along the narrow alluvial plain fronting Iligan Bay or along the Mandulog and Tubod rivers.



Figure 1. Map of the Philippines

This Figure shows that Philippines is archipelagic and consists of 7107 islands which are scattered throughout the 3 big island groups: Luzon, Visayas and Mindanao where Iligan City is located.

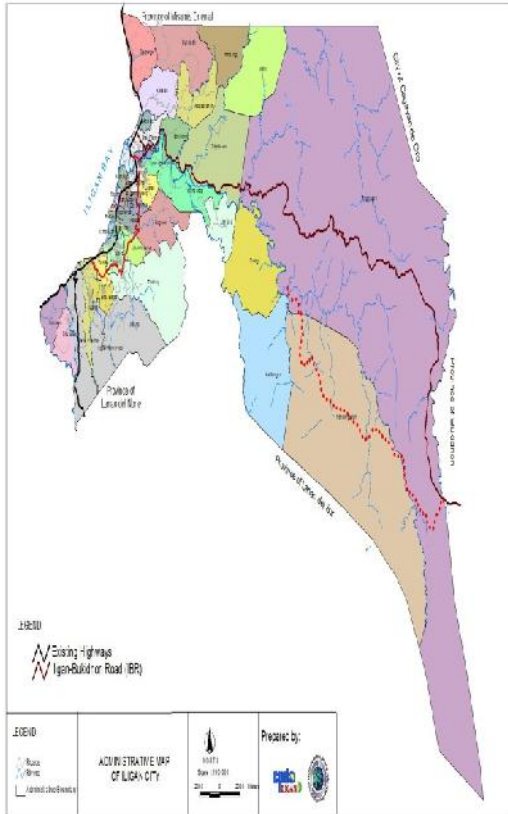


Figure 2. Map of Iligan City

The Figure illustrates the landscape of Iligan City. Only a little over 12 % of this is characterized as alluvial plain facing Iligan Bay at the foot gradients of undulating hills and mountains. It is also traversed by big rivers, Mandulog and Iligan.

Barangay Santiago

This barangay was created on November 8, 1985. Its total land area is 110.4 hectares and having a total population of 7953. This barangay is approximately 100 meters from the national highway and 2.8 kilometers from the city

center. The barangay is composed of 21 puroks all of which are vulnerable to flooding but this research focused only puroks 7 and 13 as they were severely devastated during typhoon Sendong.

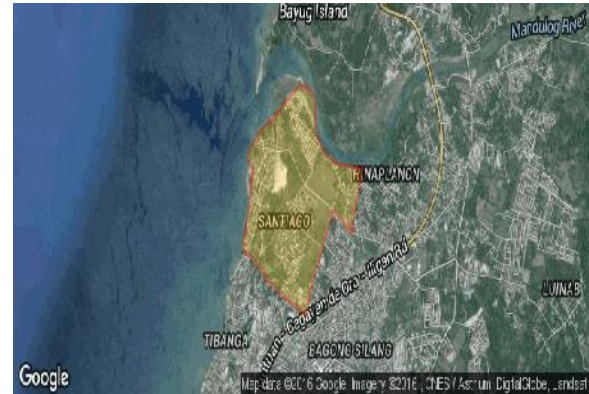


Figure 3. Map of Barangay Santiago

This map shows that barangay Santiago is facing Iligan Bay and is near Mandulog River. Due to its plain terrain the coastal puroks are not only prone to flooding but to storm surge.

Barangay Upper Hinaplanon

This barangay was created on March 20, 1991. Its total land area is 190.9 hectares, with a total population of 6158. Upper Hinaplanon is approximately 400 meters from the national highway and 5.50 kilometers from the city center. The barangay is composed of 11 puroks and the most vulnerable puroks to flooding are puroks 3, 4, 7, 9 and 10. Geographically the barangay is situated near Mandulog River which is one of the biggest rivers in Iligan City and separating barangay Upper Hinaplanon and San Roque.



Figure 4. Map of Upper Hinaplanon

This Figure indicates the vulnerability of barangay Upper Hinaplanon to flooding since it is situated near Mandulog River.

Respondents of the Study and Sampling Procedure

The respondents of the study were the selected residents of Purok 7 and 13 in barangay Santiago and selected residents of puroks 3 and 7 of Upper Hinaplanon since these puroks were badly hit during the flooding. In selecting the sample, the research utilized purposive sampling method using the following criteria: 1. A resident of the barangay when the flooding happened; 2. A survivor of the disaster whose dwelling and other properties were either partially or totally destroyed; and 3. A person who returned or continued living in the place despite being declared by the local government as “no build zones”.

Only 10 samples per purok were taken as respondents of this paper. But there is a total of 46 participants who served as sources of vital information and data for this research because of the inclusion of 6 key informants who were interviewed. The key informants were barangay officials or committee members especially those who are tasked to implement the barangay disaster preparedness, reduction and

adaptation program and the officer of the City Disaster Risk Reduction and Management Council.

Research Instruments

Since the study utilized a triangulation method, 3 instruments were used in data gathering: questionnaire for the survey, interview guide for the key informant technique and actual observation guide for the observation.

Data gathering Procedure

This section presents the following steps in obtaining the necessary data for this inquiry:

1. A letter addressed to the barangay chairperson of each locality was sent asking permission to conduct the study;
2. When permission was granted, the questionnaire was drafted, pretested, finalized and distributed by the research assistants to the respondents. After the respondents answered the instruments they were retrieved right away;
3. The data obtained from the questionnaire were tabulated and analyzed according to the design of this inquiry;
4. The researchers did the actual interviewing of the key informants. Then the data were interpreted using narratives.
5. Finally, the researchers observed the research ethics in the conduct of the study.

They asked the participants their willingness to participate and explained to them the purpose of the study before starting the interview and giving out of questionnaire. This is to ensure their free prior informed consent;

6. They researchers ensured that the rights of the participants were respected.

Treatment and Analysis of Data

Quantitative data from the questionnaire were analyzed using descriptive statistics like frequency and percentage distribution. Then the qualitative data both from the questionnaire and the interview were categorized into common themes and were analyzed and presented in a form of narratives. In doing the narratives, the researchers intently listened to the stories of the informants and carefully jotted down their sharing and recounting of their respective experiences and their interpretations of these experiences during the interview.

This approach also involves not only listening to their narration of the event but also with careful noticing of their gestures and facial expression during the sharing. Some of these data were used to validate, enhance and substantiate the data obtained from the questionnaire.

DISCUSSION OF FINDINGS

1. Factors Explaining The Vulnerability Of Barangays Santiago And Upper Hinaplanon to Flooding

Table1. Factors Explaining the Vulnerability

of Santiago and Upper Hinaplanon to Flooding

Factors	F	Rank
1. Residences are near Mandulog River	40	100.00
2. Lacks adequate drainage system	31	77.50
3. Facing Iligan Bay	20	50.00
4. Flat and low-lying	20	50.00
4. Rising sea level	13	32.50

Multiple responses

Table 1 shows that 100 % of the respondents indicated that their residences are situated near Mandulog river which usually inundates during heavy rains and typhoons; 77.50 % of them revealed that their area lacks proper drainage system; 50% of them indicated that their place is facing Iligan Bay; another 50% of them revealed that their place is flat and low-lying; and 32.50 % of them indicated that they have observed a rising sea level as the cause of their vulnerability to flooding especially when torrential rains happened during a high tide.

Data obtained during the observation of the researchers to the place particularly in barangay Santiago confirmed that this place is facing Iligan Bay, near Mandulog River, it is a flat level land and their drainage system is not adequate and not properly maintained. These data are substantiated with the information provided by the officer of the Barangay Disaster Risk, Reduction and Management Council. He said that:

Kining among barangay nag-atubang sa Iligan Bay, busa kon kusog ang ulan sama adtong nahitabo sa Sendong nga miawas and

Mandulog River kay dool man pod mi niani unya naatol pa gyod nga high tide, kami tanan diri na lonopan gyod. Gawas pa, flat kaayo among lugar ug dili lang mi kuyaw sa lonop vulnerable pod mi sa storm surge. Nakita pod namo mga taga diri nga gasaka ang tubig dagat dool na gyod sa mga balay kon motaob. Matod pa sa mga eksperto nga miari diri gitawag kini nga "rise in sea level due to climate change". Makita nato sa loyo aning purok 7 baybay na. Sa una layo pa kaayo ang hunasan apan karon bisan kining mga titulado nga yuta naabot na sa dagat. Giingnan man gani mi nga i- relocate ang tibook nga barangay kay danger zone gyod siya. Apan sa pagkakaran lisod kaayo ang relocation kay wala silay kapanginabuhian didto. Sige lang saad saad pod ang gobyerno.

(Our barangay is facing Iligan Bay and near Mandulog River. So when there is heavy rain due to typhoon like what happened during Sendong, which also occurred simultaneously with a high tide, all of us here were flooded. Aside from this our place is flat or low-lying which made us more

vulnerable not only to flooding but storm surge as well. We also observed that there is a rise of sea level. Sea water reaches the houses even to titled lots during high tide. A situation which was never been seen before. There were experts who conducted their research here and they strongly suggested an aggressive relocation of the residents since this area is highly dangerous. But at present relocation is very difficult. There are no livelihood opportunities in the relocation sites and the government is just making a lot of promises).

In the case of Upper Hinaplanon, the barangay Chair confirmed that their barangay is near Mandulog River, hence it is vulnerable to flooding. She stated that, "dool man god mi sa Mandulog River busa kon kusog and ulan sama adto Sendong unya daghan pod namuyo dool gyod sa kilid sa suba kay quarry man sa balas ang kasagaran sa panginabuhian, ug daghan pod nga lugar namo nga medyo mubo and elevation, kuyaw gyod sa lonop". (Our place is near Mandulog River. Many of my constituents are residing near the bank of the river because their main livelihood is sand and gravel quarrying. Also many of our areas here are low-lying, hence we are prone to flooding).

The data show that the geographic location of the barangays under study is a major factor for their vulnerability or susceptibility to hydrological disaster.

2. Reasons Why Respondents Returned/Continued Residing in these Barangays Despite the Negative Consequences of Flooding During Sendong

Table 2. Reasons Why Respondents Returned/Continued Residing in these Barangays Despite the Negative Consequences of Flooding During Sendong

Reasons	F	%
1. Relocation site offered by the government is far so transportation cost is high	40	100.00
2. No livelihood opportunities in the relocation site	40	100.00
3. Our house and lot is under a loan contract from Home Development Mutual Fund - PAG-IBIG	10	25.00
4. Potable water in the relocation site is inadequate	9	22.50
5. Until now the promise of relocating us is not yet materialized by the government	16	40.00
6. Far from the school of our children	29	70.00

Multiple responses

It can be gleaned from Table 2 that two most obvious reasons for the respondents to continue living in their place

of residence despite the disastrous consequence of Sendong are: that the relocation site offered by the government is far so transportation cost is high and there are no livelihood opportunities in the relocation site. All of the respondents claimed this. Then 70 % of the respondents indicated that the relocation site is far from the school of their children; 40 % of them stated that until now the promise of giving them relocation is not yet materialized; 25 % of them revealed that their house and lot is under a loan contract from Home Development Mutual Fund - PAG-IBIG; and 22.50 % of them complained that potable water in the relocation site is inadequate.

The data show that the distance of the relocation site to the city center where opportunities for making a living are available and the school of the children is considered by the survivors why they returned and continued living in their respective puroks despite the susceptibility of their location to hydrological hazards. In Santiago, these reasons are confirmed by the member of the Committee on Disaster Risk, Reduction and Management when he said that, “nag organize mi diri og kapunongan nga gitawag og Barangay Santiago Urban Poor and Livelihood Association (BASUPLA) tungod kay ang gobyerno dili mo engage sa individual survivors. Kini nga kapunongan maoy mohikay sa shelter plan para sa mga survivors sa Sendong diri sa Santiago. Apan hangtod karon wala pay konkreto nga plan kay naa man goy problema ang atong local leaders diri sa Iligan. (We organized BASUPLA which is tasked to draft the shelter plan for the survivors of Sendong since the government will not engage with individual survivors. But until now no concrete plans have been arrived at yet

because of the leadership crisis in Iligan City).

An informant from purok 13 barangay Santiago revealed, “Our house and lot here is under a mortgage contract with the Home Development Mutual Fund (HDMF) of PAG-IBIG who funded the project. Aside from this, the relocation site is far from our work place. Due to this reason, those dwellings which were partially damaged were repaired and occupied).

In the case of Upper Hinaplanon, the Chairperson of the barangay said that: “naay nag avail sa relocation didto sa Santa Elena ug ang uban didto sa Dues Caritas Village apan naa gyoy mibalik kay and ilang pangita is dependent on natural resources. Nag quarry sila sa sand and gravel. Ang uban nag rent nalang sila ug lote ug naghimo ug payag para lang makapadayon sa ilang panginabuhian nga naandan. Ang uban nag complain nga lisod pod ang imnonon nga tubig didto”. (Some were relocated at Santa Elena while others at Deus Caritas Village but there are still who returned here in Upper Hinaplanon because their livelihood is dependent on the extraction of natural resources as they quarry sand and gravel. Safe drinking water is also inadequate in the relocation area. Some rented a lot and made small huts just to continue with their usual occupation).

3. The Resiliency Practices of the Respondents

The resiliency practices of the respondents are described in terms of their preparation for the imminent danger of natural calamities, mitigation practices in case disasters happen again and adaptation to the consequences of the disasters.

These are also ramified further into physical, procedural and social dimensions of their practices both in the household and community levels.

3.1 Physical Dimension of Resiliency Practices Among the Respondents

The physical dimension of resiliency practices of the respondents refers to their efforts in improving and constructing structures or edifices that are intended to mitigate and withstand the consequences of disasters. This is illustrated in Table 3.

Table 3. Physical Dimension of the Respondents' Resiliency Practices

Practices	F	%
1. We maintained cleanliness of existing canals	35	87.50
2. We used stronger materials when repairing and or constructing houses and strengthened foundation levels of newly built dwellings	16	40.00
3. We constructed second floor for the barangay hall in Upper Hinaplanon	7	17.50
4. We constructed and enlarged drainage canals in Purok 6 Upper Hinaplanon	5	12.50

Multiple responses

Table 3 reveals that 87.50 of the respondents indicated that they maintained the cleanliness of existing canals; 40 % of them revealed that they used stronger

materials when repairing and or constructing houses and strengthened foundation levels of newly built dwellings; 17.50 % of them indicated that they constructed a second floor of the barangay hall; and 12.50 % of them stated that they constructed and enlarged drainage canals in Purok 6 Upper Hinaplanon.

However during the interview with informants from Upper Hinaplanon they said that these practices are not sufficient to be able to address their community's vulnerability to flooding. However they are hopeful that flood control measures undertaken by the government like riprapping of the riverbank that is prone to landslide and the construction of a new bridge that connects Upper Hinaplanon and San Roque would help.

In barangay Santiago another informant said that: "Naay dako nga dike nga gihimo diri sa DPWH, ug sa ibabaw niana ang boulevard". (The DPWH constructed a mega dike and at the same time a boulevard here").

The findings reveal that the residents were improving the quality of materials and foundation of their houses when they reconstructed or rehabilitated them, and made a two-story barangay hall in preparation for any impending flooding in the area. They also enlarged drainage canals and undertook regular maintenance of these structures in addressing the community's vulnerability to flooding. The residents were also hopeful that the construction of a mega dike in Santiago and riprapping of the bank of Mandulog River in Upper Hinaplanon by the national government may mitigate or solve their vulnerability to flooding. The results support the concept of Gall (2013) as cited in Winderl (2014) that physical dimension of resilience may include important

infrastructures. As illustrated in this study, they are the mega dike cum boulevard in Santiago and stone ripraps in Upper Hinaplanon.



Figure 5. Mega Dike in Barangay Santiago

This Figure shows a mega dike cum boulevard in barangay Santiago which is still under construction. The national government through the DPWH implements this project in coordination with the local government of Iligan City. This project is more or less 15 feet high, and its top is more or less 10 meters wide.



Figure 6. Riprapping of Mandulog River Bank

The Figure shows an on-going riprapping of Mandulog River bank which is prone to landslide during heavy rains.

3.2 Procedural Dimension of the Resiliency Practices Among the Respondents

The procedural dimension of resiliency practices are the ways and approaches undertaken by the respondents in preparing for an impending disaster, reduce its negative effects when they occur and adapt to their consequences. Table 4 gives the summary.

Table 4. Procedural Dimension of Resiliency Practices of the Respondents

Practices	F	%
1. Created the Barangay Disaster Risk Reduction and Management Council (BDRRMC)	40	100.00
2. Prepared evacuation kit	40	100.00
3. Attended disaster mapping orientation and seminar	7	17.50
4. Attended orientation about disaster preparedness	9	22.50
5. Members of the Warning and Communication Task Units roamed around the purok and used a mega phone to communicate about incoming typhoon	31	77.50
6. Monitored water level at Mandulog River during heavy rains	8	20.00
7. Identified evacuation centers	25	62.50
8. Posted a hazard map and evacuation plan	4	10.00

in conspicuous places in the barangay		
9. Identified pick-up points for evacuation	36	90.00
10. Listened to weather forecasts	40	100.00

Multiple responses

Table 4 illustrates that all of the respondents indicated that they created the BDRRMC in their respective barangays, prepared evacuation kit, and listened to weather forecasts. Then 90 % of them revealed that they identified pick-up points for evacuation; 77.50 % of them indicated that “members of the Warning and Communication Task Units roamed around the purok and used a mega phone to communicate about an incoming typhoon. Further, 62.50 % of them indicated that the community has identified the evacuation centers that are the elementary and Madrasah School for Upper Hinaplanon and the Integrated Bus and Jeepney Terminal (IBJT), MSU-IIT Gymnasium and Iligan City National High School for barangay Santiago. Some or 22.50 % of them revealed that they attended orientation about disaster preparedness; and 20 % of them said that they monitored water level at Mandulog River during heavy rains. A few of the respondents or 17.50 % of them indicated that they attended disaster mapping orientation and seminar and at the bottom of the list is 4 %, who revealed that evacuation plans were posted in conspicuous places in the barangay.

These data are confirmed by the informants during the interview. They said “natagam na mi sa nahitabo sa Sendong busa nag andam gyod mi ug mituman sa unsay mga pamaagi sa paglikay ug

pagbuntog sa epekto sa kalamidad”. Nag hazard mapping mi aron mahibaloan unsa ug asa mi padulong ug unsay mga lugar diri nga unang bahaon hangtod makaabot mi sa safe nga lugar”. (We learned our lessons during Sendong so we were making preparations by following the methods to reduce the effects of disaster and overcoming them. We undertook hazard mapping in order to determine as to which part of our community is easily flooded and evade the area until we arrive to a safe place).

In terms of doing the evacuation, an informant said that some friends and business persons in their area already assured the barangay officials their willingness to lend their trucks for the evacuation. On top of this, an officer from the Iligan City Disaster Risk Reduction and Management Office (ICDRMO) who during the interview said that the government installed an early warning device in Mandulog River at barangay Lanipao that he technically called Water Level Sensor. This device will produce a loud sound if the water of Mandulog River is already in a critical level. This in turn will cause the purok leader living near the area to inform the barangay officials for their actions. Then rain gauges were also installed in the hinterlands and hilly barangays of Iligan City particularly Rogongon, Digkilaan and Dulag. These devices will record the amount of rainfall and immediately transmit the data to the Philippine Atmospheric, Geophysical and Astronomical Administration (PAG-ASA). In turn, PAG ASA will process and consolidate the data and disseminate them to the public.

The data gathered confirmed that the residents of barangay Santiago, Upper Hinaplanon and the city government are already making efforts in preparing, and

adapting to the consequences of the effects of hydrological calamities. The findings relate to the literature on resilience by UNDP (2013) which stresses that disaster risk reduction management and adaptation plan, emergency plans, and early warning system are sources of resilience in the community.



Figure 7. Pick up and Evacuation Area in Barangay Santiago

The Figure shows the area where residents will go before trucks will pick them up to the evacuation centers. This area is an elevated portion of barangay Santiago and accessible by vehicles.



Figure 8. Barangay Santiago Hazard Map and Evacuation Plan

This Figure shows the hazard map of barangay Santiago. The color codes signifies that red means “high risk”, orange means “medium risk” and yellow means “low risk” areas. It is noticed that red areas are puroks facing Iligan Bay and near Mandulog River. This map was prepared, approved and funded by two universities namely: Australia National University and MSU-Iligan Institute of Technology, BDRRMO and Kagawad (Councilor) Karl Edward P. Abellana.

The evacuation plan indicates the number of puroks and their respective population as well as the identified evacuation centers which are the Integrated Bus and Jeepney Terminal (IBJT), MSU-IIT Gymnasium and Iligan City National High School. It also specifies the things to be brought by the evacuees.

3.3 Social Dimension of Resiliency Practices Among the Respondents

These are practices or strategies of the respondents that enhanced their human and social capital in addressing the negative impacts of disasters. This is shown in Table 5.

Table 5. Social Dimension of Resiliency Practices of the Respondents

Practices	F	%
1. Organized volunteer teams as responders	40	100.00
2. Mobilized all organizations in the barangays like the youth, women, religious, health workers and the business sector	15	37.50
3. Organized ERPAT or Empowerment and Reaffirmation of	5	12.50

Paternal Abilities Training		
4. Strengthened the Civic Volunteer Organizations in the barangay	31	77.50
5. Engaged with other stakeholders like the academe, NGOs and government agencies	5	12.50
6. Attended seminars on disaster preparedness, and hazard mapping	6	15.00

Multiple responses

Table 5 shows the social dimension of the resiliency practices and strategies disclosed by the respondents of which all of them indicated that they organized volunteer teams as responders. Further, 77.50 % of them indicated that they strengthened the Civic Volunteer Organizations (CVO) in the barangay; 37.50 % indicated that they mobilized all organizations in the barangays like the youth, women, religious, health workers and the business sector; 12.50 % indicated that they organized ERPAT or Empowerment and Reaffirmation of Paternal Abilities Training; and another 12.50 % of them disclosed that their community has engaged with other stakeholders like the academe, NGOs and government agencies.

The data emphasized that community organizations are utilized by the community in order to generate strength in preparing for incoming disasters and overcoming their effects. The findings relate to the theory of Gall (2013) as cited in Winderl (2014) who purport that resilience has a social dimension, which involves community networks, trust, civic engagement and

norms. Resilience is a collective responsibility hence networks and linkages, as social capital are vital elements.

4. Shift in Attitude Among the Respondents in the Aftermath of the Sendong

When the respondents were asked what shift in attitude they have developed after the tragic event caused by Sendong, they disclosed that they are now being vigilant on weather conditions. Prior to the occurrence of typhoon Sendong they ignored the reminders and reports of the mass media regarding the looming calamity. They believed that Iligan City is situated outside of the typhoon belt and therefore not vulnerable to meteorological and hydrological calamities. In recognition of the necessity to address natural disasters, they also indicated that they cooperated with the barangay officials regarding disaster preparedness. There was active participation of the residents on clean-up drive, dredging of canals and managements of solid waste. Likewise, they said that they are always prepared with their evacuation kits and cooperated quickly with barangay authorities for a pre-emptive evacuation like what they did when typhoon Pablo/Bopha struck some parts of Mindanao including Iligan City on December 5, 2012.

The data show that the respondents have developed a positive attitude towards addressing the effects of calamities. The lessons are clear among the respondents that preparedness and adaptation are crucial efforts to become resilient communities. Hence, the results support the idea of Bene, et al (2012) who maintained that resilience is transformational response and change on the attitudes of the individuals, households,

communities in coping with and responding to the effects of the disaster.

CONCLUSION

Barangays Santiago and Upper Hinaplanon are vulnerable to hydrological and meteorological hazards mainly because of their geographical location. Barangay Santiago lies on a flat terrain, is facing Iligan Bay and near Mandulog River. While Upper Hinaplanon although located on a higher elevation than the former, is located near Mandulog River that usually swells during heavy rainfall. However, the nuances of vulnerability are also understood in terms of its socio-economic dimension and not mainly on its geographic and environmental characteristics. Increase in population competing for basic social services in the area, environmental degradation and climate change may increase the frequency and magnitude of natural disasters in the future hence it is better to understand the risk patterns of these localities to be able to prepare for future risks.

Many families continue living in danger zones despite the “no build zone” policy and warnings done by the government. This condition is linked with poverty, poor education, lack of savings, poor skills and displacement due to development aggression and even conflict. True enough that Sendong survivors were offered relocation in safer grounds but the distance, lack of livelihood opportunities and inadequate social services like potable water and schools made them more marginalized and socio-economically vulnerable. These factors are indicators of the government’s failure to come out with a

sound relocation plan with corresponding safety net provisions. Besides, the growing number of families living in these areas indicates the absence of a proper land use plan and a strong political will to aggressively implement the “no build zone” policy. This study concludes that vulnerability and marginalization are two faces of the same coin of which the government is supposed to address in development planning. Obviously, human vulnerability is mostly concomitant with the community’s level and quality of development.

Natural disasters are inevitable part of human existence. Considering the country’s location in the Pacific Ring of Fire vulnerability to natural hazards is expected to increase especially as it is aggravated by the climate change phenomenon. Therefore, building community resilience is imperative. Resilience involves improving infrastructures, basic social services, livelihood, savings and social capital. Disaster resilient communities function well during stress; they are self-reliant, and with social and adaptive capacity. Disaster resiliency is a multi-stakeholders’ responsibility. It relies on good working relationship with the government for preparedness; the business sector as service providers; the academe for knowledge and trainings; volunteer groups, people’s organizations and NGOs as responders; and individuals who work together with the government using their skills, talents, and resources to become self-reliant and flexible.

The lessons gained by the respondents in the aftermath of Sendong gave them strong inclination in undertaking preparedness and adaptation efforts for resiliency. Hence, the result supports the

idea of Bene, et al (2012) who maintained that resilience is transformational response and change on the attitudes of the individuals, households, communities in coping with and responding to the effects of the disaster.

Recommendations

Based on the findings of this research, the following recommendations are advanced:

1. Train volunteers of the barangay on rescue, relief and documentation skills;
2. Update risk assessment data;
3. Improve communication system using the text brigade;
4. Improve basic social services like water and schools in the relocation sites;
5. Update comprehensive land use plan and integrate in it areas as future relocation sites.
6. Upgrade barangay disaster risk reduction and management plan and consider the updated risk assessment data;
7. Train relocated families on home - based industry and other income-generating jobs in the relocation sites;
8. Implement the “no build zone” policy; and
9. Implement “PAKGANG BAHA” such as the Rehabilitation Plan for Mandulog and Iligan Rivers to avert future flash flooding using the 5% calamity fund of Iligan City.

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A Peace that Requires War: Tin Ears in the Deep South

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ABSTRACT

The routine for finding peace is to analyse the warring parties and 'deconstruct' their 'irrational' fairy-objects (religions, fears, monsters, legends), to explain the futile and ongoing conflict that is unresponsive to reasonable attempts at solutions. Rational-choice games are run and, finally, there is a moment to TRANSCEND¹. This overcomes the 'unnecessary' gap between their positions.

By contrast, to achieve peace, this article makes a series of claims, which amount to conjectures or axioms that demonstrate the narrowness of mainstream peace efforts, from peace projects to peace postcards to roundtable negotiations. A settlement for peace must resonate with the public; the public must be momentarily unified and turned from a lumpen 'mass' to an awakened 'public'; that the terms of peace can only be understood from the message manufactured by conflict; that Western ideas saturate the terms of

peace; that the peace-making is a broad field of agents and ideas.

A philosophy of conflict resolution is attempted, using a speculative Latourian-Hegelian framework². The article opens up consideration of a broad range of actors (actants) from songs sung to tropes of western thought-structures embedded in Conflict. The resolution to peace is understood as a communication between different modes: war (exemplified by Clausewitz-as-written³), politics (Dewey-as-written⁴), and the peace talks (Ramsbotham, 2010). Poor attempts at peace endeavours are sometimes 'wrong' abstractions from past efforts at communication. Indeed, the peace process itself becomes captured by the war, since it is all part of a communication. This is apparent in Thailand's Deep South. Similarly, the peace process is captured by Western thought-structures. Peace is ultimately determined by fragile networks of alliances. Some alliances create peace and some block peace. Sociability⁵-- the sheer networking of humans-- in itself does not bring about peace.

THE BACKGROUND

Going to war is difficult. A capability of coercive force requires a monopoly of control on a large force, and a favoured ideology that maintains discipline and ensures compliance with orders (Maleševi, 2010). Humans simply do not want to fight for a larger idea, contrary to the popular belief of sacrifices for the flag and the nation (Collins, 2009). A war-fighting organized force is a fragile entity. Arriving on the scene to bring about

¹ The capitals are apparently required in this model of Conflict Resolution of (Baronov & Galtung, 2004).

² For Bruno Latour, an ontological framework is offered up here: (Latour, *Reassembling the Social: An Introduction to Actor-Network-Theory*, 2005); for G. W. F. Hegel, an account of Hegel's sublation move of 'falling up' is presented here: (Kalkavage, 2007); for the Hegelian aspect of Latour, see: (Zammito, 2004).

³ Clausewitz tends to be more cited than read. The gap between the Clausewitz-as-read and Clausewitz-as-understood is presented here: (Cowie, *The Art of Strategic Agency*, 2013)

⁴ Dewey's original ideas have only recently started to regain popularity.

⁵ 'Asociality' is used in this article to mean here: without any aspects of the social; no networking; the 'Hobbes-as-written', as will be discussed below.

peace requires breaking up the network of ideas and materials that allow this fragile entity to operate. These actants⁶ can be 'made up': thoughts of the imagination, ideas of glorious successes long gone. This tends to be forgotten by the third party peacemakers' urge to be 'rational', 'coherent', 'reasonable'. When a hawk spies a mouse and dives it is *abstracting out from past experience in order to recreate success* today. In bringing in a trolley of peace ideas, the participants are abstracting out from successes before and presuming parallels and hard-won understandings of the human condition. This places great demands on hidden assumptions.

This article makes certain presumptions of the Deep South in Thailand. Peace is the goal⁷. Thailand is engaged⁸ with an Other⁹ to establish peace. The fighting in the Deep South is a political-war communication¹⁰. The peace terms can be established prior to or before the end of violence. The communication becomes clearer with the entry of peace negotiating 'perturbations'. These perturbations 'irritate' the stability of the conflict and bring past experiences, insights and unresolved errors in a 'baked'

abstraction of past peace-making successes. The embodied roles and processual forces overlap with the function of the fighting¹¹. The fighting for Thailand has surprisingly existential issues¹² that magnify the importance of the peace perturbations, converting their processual *steps into a goal in themselves*¹³. In this Latourian-Hegelian worldview¹⁴, everything is on the table; this is a world where a dream has as much reality as a soldier's boot. This ruthless ontological framework makes no claims of oppression¹⁵. There are always two choices: (forcibly) separate 'the objects'¹⁶ or put them together (coerce). This necessarily abstract introduction is loaded with provocations, but also is quite opaque without further elucidation. The Thai Deep South fighting and third party involvement offers up examples to relieve the article from abstraction.

'Thailand seeks peace in the Deep South'. This does not seem controversial as a claim. In fact, it packages up a number of assumptions. It dramatizes a singular metonymic agency called 'Thailand' that has the very human desire of peace; it imagines an uncontroversial vision of peace agreed upon by all

⁶ Latourian ontological language of major significance, from (Latour, Reassembling the Social-An Introduction to Actor-Network-Theory, 2005). It acts by 'mediation' and 'translation'.

⁷ The fight is over the notion of 'peace'. See (Luttwak, 1999). And the peace of a peace-story and the production of peace.

⁸ The name of the engagement determines the functions, goals and assessments of the parties, and who they and third parties are.

⁹ The number of parties is a point of issue.

¹⁰ In the Luhmann sense of functionally differentiated 'cells': (Moeller, 2006), and in a Clausewitzian sense, see (Cowie, The Art of Strategic Agency, 2013). For the interaction of the self-organizing functional system of Peace, and its communication with other systems (e.g. the war system, the political system), and the contrast with the heterogeneous *contents*, see: (Noe & Alroe, 2006).

¹¹ E.g. the fighting determines the roles, and not vice-versa; see (Cowie, The Art of Strategic Agency, 2013).

¹² *The object of peace* involves themselves: the subject. This frames the peace seeking as an act of self-consciousness. Since Thailand is the Subject dealing with itself as the Object, this effects (not 'affects') the Subject in the act of looking. That is, Thailand knows itself by the self-reflective question: 'Who am I?', and the necessary follow-up, 'What then should I do to be me?', the Heideggerian 'thrown-ness' of the disposition.

¹³ This complex point will be dealt with below.

¹⁴ This is a "heterogeneous network of interactions of human and non-human actors" within the peace production 'industry'. This covers everything from dreams, knowledge, firearms, guitar workshops and onwards. See (Noe & Alroe, 2006).

¹⁵ Luhmann lays out why the literature tends to be too quick to seek out an oppression: Luhmann, N. (2008). Beyond Barbarism. *Soziale Systeme*, 14(1).

¹⁶ This is speaking of ontological objects. Notably, there is no reductionism in a Latourian frame.

involved; it presumes peace to be something obtained as a prize from the end of war; it presumes an identity of selfsameness in the processes generating conflict and peace. The claim of peace, is the locus of conflict itself. The more delving that is done, the more troublesome the claim, until finally it resides as a mere and yet but also a *political* claim. But in a Latourian World, crucially, the political is not an area of hypocrisy and Machiavellian sociopaths, but an opportunity to forge a triumphant momentary union¹⁷. That is, stating the claim is 'political', is not itself a negative, as like this: "it's just politics".

THE MEANING OF PEACE

Peace Studies and Conflict Resolution Studies¹⁸ come from different backgrounds and bring different baggage with them. One thing they do have in common is the belief that the simple notion of peace as that which is not violence is outdated and ultimately dangerous. Any such peace ('unviolence'?) leaves a hidden layer of oppression and repression; some future rising against the dominant power or somehow a new awareness of their fickle position will force new demands for change that escalate to violence. Peace Studies and Conflict Resolution both speak of 'needs' that must be answered before there can be a 'true' peace. Even if they are wrong¹⁹, they set up what the militarily weaker party anticipates will be the bare minimum. The story is sold. The warring parties' needs are understood as mostly material *but also* immaterial psychological demands. This latter

'commonsense' view is like the wise man pointing at the moon only for the Westerner to look at the pointing finger; psychological demands--in a Latourian view--involve a senseless 'extraction' from reality into a Neverland of invisible urges, introjections, projections and complexes. Loaded into the peace search is a demand and preference for a Western ('modern') coded goal: only certain states are 'comprehensibly' peaceful.

CONFUSING PEACE WITH NAÏVE PEACE

There need be no moment of shared, joyous resolution to find a way to end the firing of guns. Every parent knows to separate their children in a fight. But if this is done in the national scale it blocks the parties from discovering their relational disposition, and so risks extending the fight. The solution to war is not to separate out the parties (binary) or to be more social (mimetic). It requires a precision in the calibration. *The social is precisely the most dangerous situation*. Buddhists sharing pavement space with Muslims is an opportunity for violence. Equally, every obstacle to methods of rule production, that is, methods of dispersing the social, increases the escalatory likelihood of violence (Strum & Latour, 1987). The 'social' and the 'partitioned' have had a rather too favourable press and need examination.

Hobbes' world of the State of Nature has ended up connected with Alfred Tennyson's description of nature as 'red in tooth and claw'²⁰. The State of Nature is conceived as the unsocial or the asocial: a State where violence can

¹⁷ This book presents a beautiful overview of Latour's re-engagement of a positive sense of the political, riffing off the insights of Dewey: (Harman, Bruno Latour: reassembling the political, 2015).

¹⁸ For the genealogy of their separate paths: (Richmond, 2008).

¹⁹ And Luttwak makes the argument against them (Luttwak, 1999).

²⁰ See his poem: 'In Memoriam A.H.H.'.

happen at any moment, because there is no 'social world' to keep things intact. Yet, revealingly, synonyms for the unsocial include 'unaroused', 'passionless', 'nonpartisan', all rather appealing attributes for an interlocutor looking for peace. As Primo Levi writes, "Society is not essentially a humanizing or moralizing device, and so-called immorality is not necessarily evidence of social pathology" (Rapport, 2003, p. 309).

Foucault took up this ambiguity in his legendary lectures at the Collège de France 1976 lectures (Foucault, 2003). To him, the threat of violence only arose out of roughly equal parties where the necessary performances of power had broken down or were misconstrued by the adversary, or where they failed to impress the adversary. In other words, where the *social* aspects (e.g. the theatricality of dominance) broke down or were never properly produced. The threat is not found between the powerful and weak, for then the weak will submit; the threat is in the borderline cases of roughly equal parity, each party concerned of their advantages over the Other, there is some engagement, but not enough to be at the interlocked social engagement of a community. Socialising forces both risk escalation and contrive de-escalation.

The awareness of the tipping point is the key. Or the management of the stage-managing of this tipping point. This point is masked by the naivety of the word 'social'. There are two functions absorbed in one phrase. In part it describes any interaction--it is social to say 'hello' or to *demand protection money* (!)--and partly

describes the forces that diminish interaction; Facebook is, without irony, described as a social network, yet it allows users to avoid synchronic interaction, and 'massage' (soothe) interaction into diachronic expressions; famously, the medium is the message *and the massage* (McLuhan & Fiore, 1967).

Interactions are perturbations, irritations. A television with an English commentary forces a *native* English speaker to listen to it; there is no escape, it arouses a perfect perturbation. The slightly imperfect language skills of a non-native speaker allows their thinking system to avoid 'contact' with the irritants of the TV commentary. A global village is not a happy place; it is full of abrasive messages. This village is a surveillance, a limiter on the manifestations of image. The media is a site of production of interaction rituals, games. These intensify the traditional Siamese investment in the surface, the image (Jackson, 2004), and face-saving (see below). Forcing sociality is not the right conclusion²¹ to draw by abstracting from past peace efforts²².

The function of technology is that of an 'ordinateur', to put order where there was not. The concern is to limit fights by minimizing the ambiguous states of differing power relations. The relations, through the work of technology, are clearly delineated and the parties agree effortlessly. All of this is dealt with by various technologies, from the walls of rooms, to the taxi apps of mobile phones. Contact with the Other is particularly delicate because the scripts for running the technologies are at odds or unknown.

²¹ But peace resolution is also about limiting the social bounds of a person. A baby's disposition to the world has no bounds, no limits; the baby will walk into fire and scream for access. The general education's forgotten function, far from opening the world to a person, is to restrict their ambitions, to remind them of the limits, to encourage their

humility. This urgency of humility ensures that an unending cycle of regresses from an original position of no suffering and no domination is halted.
²² See Latour's insights into baboon behaviour as a foundational insight into the balancing act of sociality and peace: (Strum & Latour, 1987).

It is not that the Other culture is 'unsocialized', it is that it is too social. The Other watches with a gaze of interest, searching for weakness. The roles played out depend on their interactions with this contact. If, for example, they were the past victim/loser then the role is set up already. They have a *socialized* disposition, even if not a happy one.

The victim/loser can only become the hero if the primordial scripts (thought-structures) are mined for alternatives. The current peace programmes fail to recognise the crucial aspect of these vital value differences between parties. The value differences are the 'Cosmositic' framework for dealing with unanticipated events²³. The script of a group are algorithmic praxis for minimizing conflict; electronic technology like Facebook are just an extension of this. The function of a peace programme is not to gloss over differences²⁴ as this is hopeless, but to allow the drama to work its way out. The peace programme has to provoke controversy, a dialogue must be instantiated between the 'moderates' (those willing to play out the role of victim and so on) and the radicals (those who see a threat of another Cosmos) *of the same side*. Value differences must emerge. Once they have emerged, the parties can engage with the serious task of finding agreement. If the differences are not radical value disagreements (See (Ramsbotham, 2010))-- as it is taken as an axiom in this article that they are almost impossible to deal with-- then they can be opened up to tools to limit the danger of sociality by technologies, tools, techniques of governance.

The Thai junta is the coercive force that obtains power by constructing a binary of the social and the Other. It generates peace-- a return to happiness-- by extreme 'asociality': no meetings, no talking, no campaigns, and no opposition. If it downplays the need for broad agreement across the social spectrum then it cannot come to peace²⁵. Yet it dresses up this 'negative peace' (asociality) with the bobbles and glitter of positive peace: joyous street parties and, revealingly for this article, the staged NGO peace gatherings. Surface sociality tied to intense foundations of asociality. The surface is preeminent.

THE POSSIBILITY OF PEACE

The Thai junta's posture is to gloss over the deeper needs. The Westerner ('modern') would offer up psychoanalytic descriptions of 'denial', 'introjection', or 'projection', looking at the Old Wise Man's pointed finger. The post-modernist position of no underlying cause is a world of simulacra. Indeed, Thailand exemplifies the land of Baudrillan (Baudrillard, 1994) simulacra. The image is more important than the underlying truth²⁶ as framed in the idea of the 'regime of images'. But we must not make the mistake of thinking that since the causes are ideas they are somehow not ontologically real. This paper seeks out precisely these types of causes as the bounds of the search for peace. That they lack material foundations does not make them false. They have an effect and affect others. There is no need to regress into the Old, Wise Man's mind.

²³ i.e. occurrences that are not anticipated by the social scripts of the group.

²⁴ This is the 'happy-clappy', 'kumbayah' peace talk tradition. This cannot work for the usual goal of 'positive peace'.

²⁵ E.g. "The central problem with the reconciliation discourse is its blindness to politics." (McCargo, 2011, p. 154). Politics is issue-formation in an area of controversy (Latour, 2003).

²⁶ As Jackson points out: (Jackson, 2004).

All that is, is before our eyes²⁷. Note though that the brute material reality, on occasion, bubbles up in the forms of indiscernible and disorderly moments that are mediated away in vast conspiracy theories (Askew, 2007, p. X), deflected by the dominant surface posturing²⁸. Conspiracy theories inform *the concerned listeners* that the conflict is not even a conflict with another, but a self-flagellation of Thailand *with itself*. That the war's purpose is to have a situation of war; there are no deep needs, no true contradictions. Thailand's very *metta* inevitably lets naughty boys have fun, but when they get a smack they will smile because their father has recognised their agency (by denying it), and reminded them of their good fortune in having such a benign (unifying) father. The politicians are allowed by the State (One Religion, One Monarch...) such freedom but sometimes the paternalism is too generous, the surface is re-disciplined (Jackson, 2004).

Peace Studies declares as an axiom in the language of 'TRANSCEND' (Baronov & Galtung, 2004) that the goal is a compromise on 'needs'. Looking for the authentic position behind the apparent motivations of the warring participants would be useful²⁹. But not because it reveals the real inner, core truth. The truth (truths) is all there out in the open; it is already deployed. The connections need to be made (Harman, 2009, p. 18) and they might be difficult to spot but they can be found. The reality is always absolutely deployed in the world. There is no dark heart/focus/core of a war that if it can be

²⁷ Obviously they can still be relevant as real 'things' to be considered in a Latourian World, but they are not the foundational 'unmoved mover'.

²⁸ This surface posturing, it is speculated here, is possible because its recipients, the Westerners, have, "...a set of simplistic and rarely challenged assumptions: Buddhism is a peaceful religion, Thailand is a tolerant country guided by the exercise of *metta* (loving kindness) and characterized by religious freedom, while Thais

found and uprooted it would clean away the various 'side-conflicts'; the festering hatreds within the villages, the irritation that the Buddhist Temple was built on a Muslim mosque's remains. And this is true of the *metaphor* of focus; the locus or pivot of central focus and influence was empty. There is no foundation³⁰.

THE DISTORTION OF PEACE

Psychology and--perhaps--psychoanalysis have a relevance not because of some underlying facticity but because of the allies they have: the NGOs that fund them, the government advisors that insist on them, those hired to implement them. If Maslow (Maslow, 1943) famously insists on certain 'needs', that insistence becomes greater as it comes *packaged as a real actant* (Latour, Reassembling the Social-An Introduction to Actor-Network-Theory, 2005) on the world. The peace discourse of playing guitars, visiting the 'enemies' homes only makes sense if *it allies with* the actants that make peace. However, what has happened is that it has become compartmentalized, industrialized into the wrong alliances, and it is this that makes it inauthentic. But there is no natural state. The peace talks are not breaking up a 'stable disharmony', there is always room for change; there is no hidden power that determines what can be. Everything is on the table. It is 'True' if it develops stability and durability. But the language games are not everything. They are part of the process of putting alliances together. But

enjoy harmonious relations with people of other religions" (McCargo, 2011, p. 17).

²⁹ This is also the underlying assumption of the famous 'Getting to Yes' book: (Fisher, Ury, & Patton, 2011).

³⁰ Contrast this with the preferences for conspiracies in Thai discourses. See (Askew, 2007, p. 13). They want to believe of some central importance in the awful consequences; things can't just happen in this worldview.

the parties to alliances are not only people. The very topic of psychology, even the topic of peace, is a potential ally. How these two potential allies interact-- without the slightest sound of human voices-- determines the stability and reality. The end result will be like the starting position: a compromise. Peace is always ungraspable. There are those that can shine a light on it that feel they have found its ways and tribulations. But the answer is never settled. Why was there peace in Northern Ireland? What was the moment that made the difference? It is the ongoing process that allows peace; that process, is a messy bricolage, full of betrayal³¹, cruel moves, and reverses, made by actants.

There are two ways to peace: *separate the actants* or *unify coercively*³² for peace. These two alternatives can be dressed up but there is no arousing chorus of 'Rise again, yes, you shall rise again / My dust'³³. This is a matter of tedious construction. Build obstacles or build bridges. This is not a matter of 'social construction'³⁴. These entities are built to 'translate' the differing modes: war mode and peace mode. The question is how to stop things fraying, how to keep peace on track. A peace that lasts a day is called a ceasefire. The problem with a peace festival-- ideally, a unifying actant-- is the extraordinary level of interest: it was laid open to peering and very cynical eyes. It could not do what it claimed to be doing. It was a bridge made of straw. Psychology or psychoanalysts can come in at this point to critique the instruments of peace-making; they are tools for re-engineering

the bridge. They attempt to make it more sophisticated, perhaps suggesting it uses concrete. The current problem is that the violence is stable. In the Deep South there are 'rules' to the violence to the extent they are now tropes: the schoolteachers on the way to class, the soldiers taken out by an overtaking open-topped vehicle, a small army camp overrun, an army camp inside a Buddhist temple. The psychoanalyst is an instrument for reading the inside of the bridge. There is so much white noise, so much distressing screams and anguish that it must be de-cluttered for uninvolved parties (the potential mediator) to grasp and conquer³⁵.

What will the parties do when confronted by the peace-making? They can accept it and follow. They can fail to appreciate it and not participate. They can try it themselves to see if it works, testing its premises, seeing the dirty corners. The person who desires peace must fix together as many durable notions and ideas into long networks of intensity and durability. They must involve themselves in a labour of abstraction to create a notion of peace-making. The peace-making setup is designed out of the world as it is found on the ground. The parties are already there, as are the buildings, the ideas, the impressions, it simply must come into existence by a certain view of the world.

The issue here is not what 'power' certain parties have, or what hidden 'motives'. The question is how the peace-making 'shows' become dominating. They must range across the landscape, be capable of capturing the heart of an issue,

³¹ This 'betrayal' etc. is not limited to humans despite the language.

³² 'Coercively' does not simply mean threats by an armed soldier; that is the worst coercion. This ontological coercion can refer to the coercion on substances to-- for a time-- assemble as a functioning microphone, chair, car and so on.

³³ Mahler's symphony no. 2.

³⁴ For a reasonable effort at attacking 'social construction', see (Hacking, 1999). Note the key here is to deny the implicit belief of social constructionists that the world is a 'false front' that hides its true manifestations.

³⁵ There is an irony in using war metaphysics to describe the ontological bricolage for an anti-war ontic fact.

and develop the capabilities of moving into action (Harman, 2009, p. 54). Peace-making involves an abstraction from past successes to an intense interest in succeeding again in the Deep South or in the West Bank: “an eagle abstracts by diving at any rabbit regardless of its unknown specific history”. This is simply how things relate. The peace-making ideas can be mobilized by moving from past sights into new sights, they can be stabilized by finding features that are durable (this has failed so far) and they can be combinable by linking up with the key relational aspects of the violence. The violence is a relationship. A lover is more likely to kill than a disinterested stranger.

Peace-making is a quasi-object. It lingers between the odd gap of an absolute material, brute reality and a human-constructed event (Harman, 2009, p. 62). There seems to be lots of symbolism and yet lots of lives lost: “we are children lost in a forest of symbolism” (Beck, 1998, p. 44). All efforts are on what it can do. Peace volunteers busily spread their idea of peace in a very material sense by insisting on violin recitals or dual gatherings of faith at peace festivals. They do not attempt to strengthen their idea in the networks of active actants. The idea despite its incompleteness and lack of provable successes is taken as fully constructed. It was boxed *and shipped out from the factory of ideas that it originated*, probably in Norway. The primary concern should be on rebuilding this box. It can only be strengthened if *it plays to believable notions within that polity*³⁶. Yet the place it seeks to have an effect is exactly the place where it is difficult to find a polity;

³⁶ McCargo (2011) points out that the NRC report was from the massive influence of Western ideas by a western-educated elite.

³⁷ See p.24 of (Latour, 2012).

³⁸ This article has left it ambiguous as to who are the ‘peace activists’, third parties and so on. They

the lack of a polity is what defines a war zone³⁷.

The peace activists³⁸ are convinced of a gap between their way of thinking and the ‘war activists’. The beliefs that they hold to be true are rational truths, and the beliefs of the Others are so often mere error. If the war parties claim religious grounds for their conflict, then the peace activists make the move that the parties are perceiving a projected power in religion-- Allah, Buddha-- which is actually nothing more than themselves. If the war parties, make the reverse claim, that the power is all with themselves, the peace activists will claim a false consciousness of the parties, or point to group psychology, or argue for genetic faults, or some other claim deemed ‘appropriate’ among Westerners. A sense of identity is an acceptable claim but tribal passion is not. This double-move of denial removes and erases the equivalent Western move, disguising the Western belief system. The rational Westerner is under the “naïve belief ... that ignorant people believe naively”. The Westerner peace activist has the war parties trapped: “if you proudly boast of your ability to create so freely, [we] will show you that invisible forces are manipulating you and making you their agent without your knowledge” (Latour, 2010, p. 12). Since the Westerner has constructed the frameworks for peace, the war parties are trapped into a demand to be ‘transcendentally’³⁹ Westernized, to recognize their sins of backwardness (un-Western) and to find peace by, and only by, ‘rationalizing’ their lives.

can range from Western academics to guitar-strumming activists. The only similarities are an interest in the conflict and a Western (Modern) view on life. See (Latour, 2010) for the meaning of Western (Moderns).

³⁹ See Galtung etc., (Baronov & Galtung, 2004).

THE COMMUNICATION OF PEACE

The war is part of the negotiation (Cowie, *The Art of Strategic Agency*, 2013). It is currently, the most active part. The Thai government is not speaking the right language in the war, since it still has not uncovered its goal or its limits. It does not know-- rather surprisingly-- it is engaged in a war.

Soldiers relish self-sacrifice and despise killing. Only with the local, micro-group dynamics can they be brought/bought to kill others (Maleševi, 2010). They must be compelled to be organized into a killing formation. This requires extraordinary coercive forces that are developed by sophisticated bureaucratization (Weber)⁴⁰. War is a relationship to the enemy, they seek each other out. There is a story-line of *organized coerciveness* against other organized coercive groups: an aggressive communication.

The war is the dialogue of peace. The campaigns for peace and the third party engagers are inside this dialogue. The absence of an official dialogue does not mean there is no dialogue. Each war strategist applies the technologies and ideas of his period to strategy (Bousquet, 2009, p. X): "Every age had its own kind of war, its own limiting conditions" (quoting Clausewitz). The German strategist Clausewitz applied notions of forces and centrifugal forces to create his magnum opus; in contrast, Frederik the Great had his clockwork army. With the admission of society into the spectacle, the non-linearity generated by feedback communicative loops, and the use of swarming techniques become central to today's

strategists⁴¹; the World today is a networked *society*, the global village.

Clausewitz in saying that "war is a mere continuation of policy by other means" (Vol. 1 Chap.1, Para. 24) is widely misunderstood. The normal inference is that war is simply an instrument of politics. But the point he makes-- made clear in earlier paragraphs that provide context-- war is the generator of the meaning of the politics; the political shape can only be known once the clarity, revealed by war, emerges. Thailand cannot know its commitment to the Deep South until war is *running*. That is to say, the *issue-formation* function of war because of its brute material reality, communicates a *meaning* of the issues to effected groups.

Communication is the function of war. In anything short of Total War (i.e. nuclear holocaust) the Other organized destructive force must learn of its own destruction. All the war aims are set upon creating this intent in the other side. Clausewitz understood the factors as dividing into the rational (the genius war leader), the irrational (the mob, the masses), and the non-rational (the public, the government branches). Sun Tzu (Tzu, 2011) brilliantly went one step further; he understood the need to avoid direct confrontations because of their unpredictability (he is simply deriving the problem of social perturbations unpredictability at a higher-scale), and instead concentrated on the methods of deception to achieve the victory without war. Or to frame this another way, he sought to get his way, by ensuring the social forces were manipulated away from interaction; that is, he saw the aspect of

⁴⁰ Levinas wrote: "Violence in nature thus refers to an existence precisely not limited by an other, an existence that maintains itself outside of the totality. But the exclusion of violence by beings susceptible of being integrated into a totality is not equivalent to peace. Totality absorbs the multiplicity of beings,

which peace implies. Only beings capable of war can rise to peace. War like peace presupposes beings structured otherwise than as parts of a totality" (Levinas, 1979, p. 222).

⁴¹ Such as John Boyd, who never wrote a book on the topic. See: (Osinga, 2007).

sociality that this article observed earlier, and that peace process rely upon, to find peace.

The insurgents in the Deep South tend to kill men, and not kill women or children. This is good not because it is morally good (it is far from clear that is morally good), but because it clearly functionally distinguishes⁴² their actions as war-like. They are not committing pogroms or enacting genocide on the local Buddhist population. They may be quite oblivious to this point, but they are, in fact, *enacting a narrative of themselves as fighting a war* (Dammann, 2003). They are using the *semantics of violence* with their actions. This semantics places them in a special sphere of communication. It is not merely the trivial point that a bomb is a message, it is that the message is limited to a special sphere of communication. This sphere is operated in the binary code of “organizational destroying of organized destroy capacity or not doing so” (Dammann, 2003, p. 297)⁴³. The Thai military fail to understand these semantics, even its own semantics, and so, cannot ‘communicate’.

They may not realise this, but they are not conducting a war; their semantics of action reveals this. They seek victory but that is not a unique code of warfare, since it is also used in sports, and it cannot be applied to unconventional wars. It cannot be friend/foe since they restrict their task to the attacking of *armed* foes,

and (inconsistently) position Muslim Thais as Thais (friendlies). The Other’s action is sometimes termed ‘banditry’ (Askew, 2007, p. 14). The Thai military display ambiguity in their tactical mindset, using ‘raids’, even ‘extermination’ (killing weaponless foes), not limiting the enemy to able bodied men, and occasional accusations of ‘sabotage’, a code transgression that disables claims to war or policing since sabotage is the vague political language of Stalin or Hitler. The Thai military do claim there to be jihadists, yet this term can be coded to mean the political rather than war. They are incapacitated in their peace desires as they are unable to construct what they are actually doing⁴⁴. The register of communication disables any ‘bridge’ of communication via violence or via overtures. This gap risks a value-conflict⁴⁵ as it ensures Thailand cannot even recognise the Other⁴⁶.

Thailand is still working out its position on the Deep South. The war is an act of reflection to find its own limits on the issue. Complaints that Thailand has no clear policy fail to understand that the discovery of the policy, the generation of strategy, is the (possibly ‘unknown’) strategy of the conflict. Thailand needs to “fight an insurgency” for a clearer communication. It must communicate *with itself* (from its own moderates to its own extremists). What is not captured in the concerns with the current ‘elite negotiations’ is how to enact negotiation

⁴² Using the ideas of functional differentiation by Luhmann: (Moeller, 2006). There is a link of Latour’s and Luhmann’s metaphysics that has only limited discussion in the literature currently. The Luhmann work is useful for systems and the Latour for describing the inner workings of those systems: (Zammito, 2004).

⁴³ And not a code of victory/defeat, as that is regularly used for sports events.

⁴⁴ They could re-engage in a policing/criminalizing strategy as the British government did in a tactical change under Thatcher. This possibly brought a new situation into being although ultimately peace

blossomed because of another change manifested in the release of all the jailed IRA.

⁴⁵ A radical disagreement: see (Ramsbotham, 2010) for the enormously serious and obstructive consequences. This is further expanded in Peter Sloterdijk’s sense of absolute value differences with almost unassailable distinctions, and contrast with the cosmopolitan World of Beck: (Latour, 2004)

⁴⁶ This is the Hegelian sense of the moment the Master will not even treat the Slave as deserving recognition. No recognition is a distinct value deficiency, even the context of ‘two sides’ is lacking.

that has any hope of success. This is ignored since it is left to the actual, official negotiation to give hope a chance⁴⁷.

To get peace, the multitude's voices (the public of Thailand) must be unified⁴⁸. And unified for a lengthy time period. An agreement must be formed (Latour, 2003), an issue must bubble to the surface and become the issue of concern. The mode of politics requires-- for a time-- the lie of a consensus⁴⁹ so that action can be taken. The people never have enough information on such broad issues so distant from their day to day concerns. Instead, they rely on a rational irrationalism (Caplan, 2011, pp. 94-141) to choose a politician to lead them. This politician in its idealized form is the demagogue. Without this communicative process, the issue cannot be said to be agreed upon. It is as if in the mode of science, a scientist performs an experiment in the lab and then fails to write a paper, fails to attend academic conferences to announce the results, fails to explain the issue to newspaper reporters. The issue must be *translated* to the public realm. It must be *mediated*. If not, it is not true.

The junta, despite all the expression of power in rifles and armoured personal carriers, is puny; these are the expressions of the weakest form of power: power without legitimacy (enforced asociality). With these, the junta has no negotiation position. It has no 'power' of a Deweyian political consensus. The need

for a truly transcendent solution to the Deep South, a reflection on values, is not currently a credible option. The junta is hoist on its own petard. Hence, and revealingly, a crucial condition by the insurgents was for Thailand "to put [...] the peace dialogue on the national agenda" (Ashayagachat, 2015). To make the peace agenda part of the country's agenda is a challenge enough to forestall the talks. This absurdity arises because the 'national agenda' is a *political* mode; the junta has no mediation strengths as its own discourse disallows any wavering from a narrow 'One religion, One monarch, One people'.

THE PEACE GAMES

The peace process⁵⁰ itself is part of this communicative mode of victory (Shirazi, 2011). The formal mechanisms of peace have inevitably become co-opted by the saturation of meaning in war (Biletzki, 2007). The peace projects⁵¹, the teaching programmes, seminars on peace, are vulnerable to the all-encompassing war. Their vulnerability stems from the 'industrialization' of them by Peace Studies and large government grants, this exposes them to a loss of authenticity⁵², and cynical manipulation by the forces of war. The danger is revealed in the way that an adversary in starting a war proclaims it is done in the name of peace. This is partly owing to the equivocation in the ambiguity of 'peace',

⁴⁷ The absurdity of the negotiation should become clear: it does not know what it is; what it does; what the other is; what the peace is.

⁴⁸ This is a hard path ahead, as long before the junta's 2014 debut: "There has been little public acknowledgement from the Thai state that the conflict in the South is essentially a political problem..." (McCargo, 2011, p. 11). This would shatter the 'regime of images'.

⁴⁹ This is part of Latour's reincarnation of Dewey: (Latour, 2003). Forming a political consensus virtually always requires a politician's little white lies.

⁵⁰ See (Cowie, (forthcoming)) for an analysis of the 'thought-structuring' of the third parties.

⁵¹ e.g. <http://asiafoundation.org/in-asia/2012/06/13/a-pathway-to-peace-for-thailands-restive-south/>

⁵² The structuring of peace with third party involvement already risks authenticity by the virtuous 'need' of the third party. See (Cowie, (forthcoming)).

but also because all prefer peace over war, but also understand war as possibly the best route to *their* peace. These complications allow cynicism to arise, peace becomes a tool of war. Education programmes such as singing for peace, or 'postcard peace' in the exhibitions for schoolchildren to attend, must recognize this inherent contradiction; if peace was such an unquestioned end, why is any education needed. Journalists can sense themselves manipulated in their reportage on war. Academia, enthralled to the postmodern rejection of a universal Cosmos, see that there is no final end (Gur-Ze'ev, 2001), there will always be another layer of conflict under the present conflict, all human relations being conflict of values⁵³. As each side develops formal dialogues between communities, these operate to give the impression of peace, but are so mechanized that the 'dialogue' lacks the authentic touch⁵⁴; it operates as its opposite: to close down conversation, to end sociality. Dialogue dangerously implies value commonality as it simplifies to the level of mere conversation the conflict between parties. The only position left for true peacemakers is to oppose peace measures; the peaceniks become opposed to peace events.

The mechanization of the peace industry is the turning of the complicated⁵⁵ to the complex. Instead of being confronted with many constantly changing variables that risk confrontation, the parties are provided with a complex-- and

therefore unchallenging and straightforward-- path to the peace script. The intent by the peacemakers was to reveal the concealed psychological motives in the parties awkward fumbling for peace. The peace industry is to encourage openness. Yet the removal of the social obstacles--the complications of unorganized contingencies--encourages the disguising of psychological motives⁵⁶. Both parties are offered--and readily accept--the roles of Parent and Parent (in the Transactional Analysis model; see (Campos, 2014)). They do not have to engage with what 'frustrates' or 'winds them up' since the peace machinations are actually running the drama without the role-generating obstacles⁵⁷. The peace industry is socializing obstruction; the analogue of the simple 'block' or 'report' button on Twitter.

The 'need' to be resolved is not a material item or a structural alteration, it is a psychological victory. Airing the psychological motivations to play out roles risks a mimetic escalation⁵⁸. Only if those roles become humiliating to play can they end. Yet the peace industry takes the roles *very seriously*. The habits need to be made explicit rather than encouraged or enabled (Farneti, 2009). The peace event must require a costly signal to signify a change in the parties' intentions (Long & Brecke, 2003, p. X): an event that announces their intent to change. This event will be costly because it implicitly denounces their normal roles; Thailand

⁵³ A story that every husband and wife knows to be true.

⁵⁴ See (Boorstin D. J., 2012) for the earliest account of the collision of authenticity and postmodernity.

⁵⁵ Imagine a baboon trying to get their back scratched: that is complicated. Imagine a human using an app to hire a taxi: that is complex (a tough goal, simplified by a very *complicated* assemblage).

⁵⁶ Both parties are offered--and readily accept--the roles of Parent and Parent (in the Transactional Analysis model; see (Campos, 2014)). The hyper-reductionist 'TA' Berne model serves as a good metaphor as any for what is processed here as a

dialectical wavering that leads to a new construction of facts. It is equally possible to point to Carl Jung's archetypes. These riff off essential features of the human condition.

⁵⁷ If a Thai army manoeuvre is to make life difficult for the Muslims in Pattani by demanding bureaucratic arrangements are settled on a holy day, this requires and enables the role of Child by the Muslim locals. The demands for peace by the Thai army allow it to take on its favoured role of parent.

⁵⁸ The role of Child/Oppressed is deeply appealing, just as the role of Parent is deeply appealing.

becomes a peace partner to the Muslim insurgents.

The peace industry displays an inauthenticity to participants as it fails to recognise the parties' particularistic positions. It, for example, recognises one side as Muslims and claims to 'respect' their faith but only by simultaneously denying its force. The peace activists--as 'good' Westerners (moderns)-- divide the world into the mechanistic facts of nature (the need for food, the need for shelter) and the fabricated social world needs (identity, rights). The fabricated social world is then further divided into legitimate beliefs (universal truths of fact-objects)⁵⁹ and falsehoods (fairy-objects). In one further move, when denouncing the belief in 'radical' (in the Sartrean sense) of freedom, they turn back to belief-objects (i.e. fetish-production of object powers) of, for example, psychoanalysts or psychology or evolutionary psychology or sociology or Peace Studies in which they truly trust⁶⁰. The parties are fighting themselves and a peace apparatus that incapacitates them from achieving peace, by denying 'fairy-object' needs.

THE THAI (TAO?) OF PEACE: ACTION BY INACTION

Oddly, the apologies of the Thai pop star (Charuvastra, 2016) Padung Songsaeng, is an expression and evidence of the forces that guide and derail peace in the Deep South. His sin was not in doing sinful acts in Pattaya, for that occurs every night, but in communicating this rupture of the symbolic with the brute reality, In the Thai thought-structure there was no hypocrisy

when the po-faced municipal authorities claimed, "[t]his has damaged the image of Pattaya". To the Westerner, groomed on a separation of public from private, there was naked hypocrisy.

The peace sought is of the most basic sort: the opposite of chronic, visible violence (Luttwak, 1999). Despite this being an old idea of peace, roundly rejected in Peace Studies and Conflict Resolution Studies, it appeals to the Thai mode of power as performing the 'front' (Goffman, 1978) of peace and happiness, and leaving the interminable conflicts hidden in the background. Thais want "peace and stability" (negative peace?) and the BRN⁶¹ wants "peace and freedom" (positive peace?) (Ashayagachat, 2015). Foreign volunteers join in by efforts to encourage 'peace' and to mediate differences.

The junta is not ignorant of the South. The Thai army has seemingly made an enterprise of its dealings with the South. The army has obtained many 'toys' and extracted extraordinary expenditure increases at least partly because of violence in the Deep South. Its 'face' is to enact a rational disposition towards the conflict. This is in line with the Thai norm of 'regime of images' (Jackson, 2004), the 'love of the disciplined surface', 'overinvestment in appearances', and contrary to a Westerner's expectations of 'common sense'.

The Thai State behaves uniquely to protect the sensitive images of Thainess. The junta, owing to their rightwing and royalist stance, hold the most extreme version of this. Face-saving is of major concern, and this is wrapped with maladaptive schemas, self-defining

⁵⁹ In Latour's language: (Latour, On the modern cult of the factish gods, 2010), particularly Ch. 1.

⁶⁰ This complex twist produces what Latour calls 'factish', but is better written as '*faictish*' to

emphasis the convergence of fairy qualities with factual qualities.

⁶¹ Barisan Revolusi Nasional.

memories, and a narrative incoherence of Thai-ness with myths and fairy tales with few variations or possibilities. Since the organization of violence is a communication to oneself and to the Other, these foundational incoherencies hold enormous problems for what is ultimately a question of communication and sociability. Thailand, in its mind, assumes a stronger patrimonial role of 'Parent'⁶². This role results in a response from the Other, at times assuming the 'Child' role.

The junta's response since the coup has been to stifle broad commentary, i.e. to block the social. It has continued and apparently intensified peace talks at the highest level, i.e. to emphasize an appearance of the rational; and, simultaneously locked out discussions among the public by closing down local radio stations. This has the ontological effect in the political sphere of converting/translating 'the public' to 'the masses'. The conversion of the masses into a united public is the key step in the Dewey move to enable national unity and agreement on the issue. It also ensures tension as it escalates a topic to a political topic. This technique works to dampen interaction and bring a naïve peace, but it fails to allow the issue to develop a political stance, created in the Clausewitzian strategic theatre/ performance/ drama of war.

THE THAI VERSION OF NEGOTIATING

The orthodoxy of the literature on negotiation requires following 'interests', and not 'positions'. The Thai interest *is* a position. The norms for dealing with Truth (with a capital 'T') is always to deprioritize it vis-à-vis the norms of conformity and

stability. In walking into a negotiation for a war, the Thai representatives' goal of 'peace' in terms of law and order⁶³ is also their position, their posturing. They have propagated their own ideas of themselves to the extent that they now see their own ideas as traditions. These invented traditions were performed to assure submission to a new order of the French and British Empires. Thailand lacks the vocabulary of 'needs', such as self-determinism, individual rights, because this conversation has never emerged in a country that never needed mass nationalist movements. It also lacks the means to note this lack; there has been no legitimate public discourse to be critical of the Thai past (Jackson, 2004, p. 246).

This subjection of self to image has the odd effect of making the truly authentic stance as that of the false front; there is no backstage area of true Thai-ness that may be engaged by careful diplomatic negotiations. The negotiations themselves are part of the continuation, production and transmission of Thai stability: "...Thailand's deep south is... [a] realistic dress rehearsal[...] for the larger crisis that many fear could surround the impending royal succession." (McCargo, 2011, p. 13). The moves in the negotiation are to deploy an 'interest' in a wider conflict-- Thai legitimacy-- producing the goal in the Deep South negotiations as a 'positional disposition'. Since there is this "preoccupation with surface effects" (Placeholder1p. 221), so the public pronouncements prior to the negotiations will be the interests, and any tactical repertoire will be uttered within the secretive negotiation lair: "NRC members tried vainly to explain that 'working

⁶² This neatly matches up with the TA model of (Berne, 2010).

⁶³ I.e. the English Law sense of 'breach of the peace'.

language' [in the NRC report⁶⁴] was not the same thing as an 'official language', but this distinction was lost on many Thais, for whom any such change would represent a national loss of face" (McCargo, 2011, pp. 80-81).

In walking into the negotiation, and controlling who appears on the other side, the Thai government control the aesthetic performance of power⁶⁵. Since the control of the dramatic performance-- the 'regime of ideas' (Jackson, 2004, p. 225)-- is the priority, the actual negotiation is unimportant⁶⁶. The regime of ideas are constantly presented to the public: General Prayuth sang his own song, Thai schools celebrate with rote ceremonies, Thai troops conduct reconciliation singing and dancing displays, and roads are named after suitable parties. The truth or justification of the Thai position is the conjunction with this tyranny of ideas, as there is a "dissociation of images from notions of an underlying reality" (Jackson, 2004, p. 227). The harvesting of these ideas, and the further cultivation of them is the State's priority.

The Thai State *wants* to hear conspiracy theories: the grander, the better. Politicized intelligence is required; it is the intelligence⁶⁷ that resonates and fulfils the role of truth (Askew, 2007, p. 11). This intelligence is not designed for the 'rest of the world'. The regime of images is not only for the Other but for self. The image is the depth; it is the structure, the Thailand-for-self-in-itself; the image constitutes the totality. The being-at-war (the negotiating posture of the process) is the strategy of disciplining the surface. But this strategy crucially

constitutes itself. It reflects in itself to change, (re)constitute itself. The Thai State accepts the conspiracy theories that emerge from its own conception of self.

The war process is a becoming. It constantly reveals the inaccuracy of itself (Thailand-in-itself). These perturbations, bumps on the otherwise placid surface are sublated to a new, higher form of Thai in a process of 'falling up'. This new form, as part of its own vision of its self, desires any change in form; it negates itself. Yet the Thai State's disposition, its Thainess is changed. These are, then, the subtle shifts in the Thai position. These shifts are beyond meta-strategies of the State (if the Thai state can claim even a strategic position). Yet there is a communication, a limit.

CONCLUSION

Thailand is not communicating successfully. It is singing in the wrong register with a tin ear. Peace requires more than achieving no direct violence. Third parties bring their own modern errors that complicate. The choices ahead are *political* mores of *social* formation that *obstruct* or *bridge*. Thailand is uniquely disadvantaged by its past and its present. The long obsession with the disciplined surface and the junta's view of peace represent an extraordinary challenge. The current, favoured negotiating 'interest' (in the Ury-ian sense (Fisher, Ury, & Patton, 2011)) for Thailand is a 'position'. So long as Thailand's interest is disorder there cannot be peace.

⁶⁴ The National Reconciliation Commission was established in March 2005.

⁶⁵ "...dialogue with militants was preferred over 'negotiations'" [of the NRC report] (McCargo, 2011, p. 78)

⁶⁶ "The present over-centralized governance arrangements in Thailand have become inextricably bound up with the history and prestige of the Chakri dynasty" (McCargo, 2011, p. 15)

⁶⁷ It is redundant to point out this is an oxymoron.

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Socialization and Integrity Strategy: A Case Study of Local Government

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Abstract

Promoting integrity culture through socialization would be an effective way to solve the moral crisis in Thailand, especially in local government. The study aimed at examining problems concerning integrity, proposing measures to strengthen integrity, and recommending a strategic plan to improve integrity in local sectors through socialization. The study used qualitative methodology in order to review the concept of integrity and explore socialization and integrity-building measures from various countries. Primary data was gathered through focus groups and interviews with key informants, and analyzed by content analysis. A strategic plan was synthesized through group discussion. The result showed that there are abuses of integrity principles in local government, such as conflict of interest, lack of concern for public interest, ineffective law enforcement, and lack of concern for local tradition. To decrease these problems, substantial mechanisms have been made into five strategies: 1) increasing information accessibility and people's participation; 2) collecting wisdom and strengthening integrity in local government; 3) promoting good governance in administration; 4) enforcing law effectively; and 5) reforming the decentralization framework and the service system in local administrations. Government is required to represent its own political will through a concrete idea of integrity and decentralize central government's power into local area. At the same time, local organizations should push themselves to be as a role model of integrity in local area. For further action, the strategy and indicators were used as a tool and standard for mobilizing integrity. Following up and evaluating the result frequently would allow the plan to proceed smoothly and effectively and eventually achieve the goal of instilling Thai society with integrity.

Keywords: Integrity, Socialization, Local Organization, Strategy

Introduction

Integrity refers to being honest, acting directly, doing everything in the right way, and holding on to rightness. So, integrity is an important value to build good governance in any organization. Both private and public agencies should foster integrity so that good governance can be practiced in their organization. Also, some specialists in Thailand say leaders should have integrity, be righteous, do everything directly, and follow the laws and constitution strictly (Veeravit Gongsakdi, 2012).

At the same time, socialization is the process of inheriting and disseminating norms for members in society acting with each other, learning from other personality and groups to live in society appropriately. Socialization can also mean a learning process on culture and sub culture of people in society. In addition, it means behavior and action which are changed because of each people's status and role.

It can be said that socialization seems like the way to make people in society have integrity. Integrity can be a value, behavior, and desired moral for society. Ideally, every sector would like to see integrity at both individual and organizational level. Integrity brings transparency that helps reduce corruption, which is a severe problem in Thailand.

Thailand has mechanisms to combat corruption, such as legislative procedure, code of ethics, professional ethics, political oversight, moral monitoring, and specific institutions. However,

these anti-corruption measures have not been very effective, and Thailand's rating on Transparency International's Corruption Perception Index has never been better than the global average between 1993 and now.

It is time to focus on mental development and integrity among people in Thai society at all level, which requires monitoring measures. In term of socialization, all sectors are the key vehicle to mobilize integrity. The government sector can play an important role by support alliances to establish an integrity standard. Moreover, political will and national policy should be clear, continuous, and link to local level.

National Integrity Plan 2012 – 2016 (Moral Promotion Center, 2015) has addressed promotion of integrity in main institutions, creation of integrity culture, and building of integrity ethics. The plan is mobilized by empowered networks and transparency management. So, local organizations are one of the main actors for building integrity culture, especially at local community level. As the state organization that does work relevant to community living and is located close to communities, local organizations can be important in mobilizing integrity culture.

Objective

1. To study integrity problems in local organizations
2. To propose measures for resolving integrity problems in local organizations

3. To recommend a strategic plan for promoting integrity by socialization in local organizations

Concepts and theories

Integrity as democratic culture

In 2009, Thanin Kraivichien explained the meaning of “integrity” in the book titled *Khunnathamma Lae Jariyathamma Samrhab Bhu Borhihan (Moral and Ethical Principles for Executives)*. He said that the word integrity is derived from the Latin word *integer*, which means whole, complete, or full. Analyzing the meaning deeply, one can conclude that a complete human should have integrity in their mind. Someone who includes integrity in their moral identity is one who holds on to righteousness, is emphatic and reliable, and is a complete human (Quoted in Veeravit Gongsakdi, 2012).

A study by Lennick & Kiel (2005) about effect of morals asserted that integrity can be a value, principle, norm, and standard to control humans' actions and decisions. They say everybody has beliefs, values, and norms that control their actions. At the same time, integrity can be an action or determination of people that they demonstrate under their belief, value, and norm. So, to build integrity from local to national level, one must pave the way by enabling integrity in society. As Pope (1996) suggests, to achieve integrity society the public should have more concern and all sectors should collaborate together on integrity building. That can also lead

society to rule of law, well-being, and sustainable development (Pope, 1996).

Socialization in local organization sector

Generally, socialization consists of three main concepts. Firstly, socialization is inheritance from one generation to the next. Secondly, socialization is a process to control humans' natural motivation. Humans' motivation will be modulated by socialization so that their behaviors change and receive acceptance from society. Thirdly, socialization is preparing people to perform their role in society. In conclusion, socialization is people's formal and informal learning to develop their personality according to social need.

Local governmental agencies' works and services can cover almost communities. In 2015, numbers of local governmental organizations in Thailand were at 7,853 persons (Department of Local Administration, 2015). These organizations are composed of executives, councilors, officials, and employees to deliver their service. So, a local administration is a suitable unit to mobilize integrity culture. Local organizations do various works. They can serve as a role model for integrity and transparency, coordinate with families and educational institutions, and work with religious institutions. These are strengths of local organization to mobilize socialization. Local organizations could mobilize integrity through socialization by promoting good leaders, praising good persons, teaching and learning by various media, opening forums to discuss and express related idea on improving integrity, inserting integrity and ethical

principles in any activities. Also, all groups of organizations should create, hold, practice, and monitor on their code of ethic strictly (King Prajadhipok's Institute, 2014).

Existing measures in foreign countries

Nine countries were studied to identify mechanisms, laws, socialization, and measures for promoting morals, ethics, and integrity.

1. European countries: Norway, Sweden, Denmark, Finland, Germany, and France. European countries are outstanding on educational policy, political will, continuous policy implementation, aiming at knowledge building with promotion of morality and ethics, instilling self-discipline and responsibility, strong linkages between local organizations and communities, and full involvement of parents in their children's morality-building process.

Most of local organizations in European countries are assured with independent principle. The organizations can fully respond to any directives from central administration with transparency, information disclosure, and accessibility. So, those countries can improve people's involvement in every level of participation such as participation in legislation and oversight. Most countries have issued laws on anti-corruption. Moreover, they have independent organizations or courts to deliberate and impose punishments in corruption cases.

Local administration oversight law provides mechanisms to monitor local administration

executives from the time they take up their positions until they leave. Some laws allow for executives to be withdrawn or recalled from their positions. Laws on people's participation describe the rights of people vis-à-vis local administration. People can check and balance the state and monitor the work of local officials using official information law. In many places, people can pursue accusations of discrimination or wrongful action by local government through an ombudsman. Finance and accounting of local organization will be overseen too. All mechanisms are effective and can truly punish offenders. Moreover, social sanctions are also an effective support system. Thus offenders are discovered and punished by law and society.

2. Asian countries: South Korea, India, and Indonesia. Three Asian countries are difference on socialization and integrity-building system. India is a secular state that does not designate a state religion in its constitution. There are limit on teaching religion in school. However, family is very important in India, and most moral cultivation is done by the family.

In Indonesia, ethical and moral religions are implanted by family and educational institution. An organization named "KPK" works with the anti-corruption agency. The city of Lebak has established a committee that examines any claims from people. In Yogyakarta, they appoint a local ombudsman directed by the local organization. Also, they have also organized an e-government system to support transparency and good governance.

For South Korea, the leaders are role models in having morals and acting strictly according to the law. Breaking rules and laws is wrong and it cannot be accepted by society. Because they feel ashamed when something wrong, the Korean people response with wrong output even it is not from their action directly. For example, executive resign from a board position to show responsibility in case of inaccurate works. Local organization in South Korea establish E-government (the use of information and communication technologies to improve the activities of public sector organizations), enact laws to protect whistleblowers, to impose cooling-off periods during which former office-holders cannot work in fields related to their old positions, and to require office holders to disclose their assets and debts. Socialization takes place at family level and school. South Korea also has direct and indirect morals and ethics curricula to cultivate integrity in their children (King Prajadhipok's Institute, 2014).

Methodology

Literature review

Three sets of information were reviewed. First, researchers reviewed concepts and regarded studies about morals, ethics, and integrity. Second, the study explored mechanisms, laws, socialization, and measures in nine countries from Europe (Norway, Sweden, Denmark, Finland, Germany, and France) and Asia (South Korea, India, and Indonesia). Third, Thailand's context was studied in terms of relevant laws, protection measures, and mechanisms for promoting integrity.

Primary data collection through participatory workshops and interviews

Researchers made a list of target groups and subjects to participate in a workshop. In the workshop, participants registered their opinions by writing on cards and explaining their thoughts. The card technique was a time-efficient method for collecting participants' opinions. Researchers acted as facilitators to gather and group data in the workshop. The main issues addressed in the workshop were 1) desired characteristics of local organization, 2) integrity problems in local administration, and 3) the ways to reduce the problems. Moreover, researchers interviewed key informants regarding integrity failings in local government and possible solutions to these problems.

Target groups

The period of study was two years from August 2012 to July 2014. Forums were held in five provinces representing various target regions: Chiang Mai (Northern), Chainat (Central), Buriram (Northeastern), Nakhon Si Thammarat (Southern), and Bangkok. Each forum had 35 – 70 participants drawn from seven target groups: local organization representatives, community leaders, state officials, general citizens, scholars, the media, and the business sector. The total number of participants in all five workshops was 303 persons. In addition, the researchers interview with eight key informants who were executives in local organizations, high-ranking officials in local government, and representatives from relevant government agencies.

Data analysis

The study relied on qualitative methods. Secondary data were reviewed from various documents. Primary data were collected by card technique, participatory workshop, and interview. All information and data were analyzed by content analysis. Also, researchers developed a strategy plan through focus group discussions.

Results

Desired characteristics of local organizations

The participants wanted to see local organizations as following.

- 1) Local organization should work with good governance, transparency, and accountability. Local organizations should be open to people's participation, do worthwhile budgeting, and adhere to the rule of law.
- 2) Local organization leaders should pursue the public interest more than self-interest.
- 3) Local organization leaders and officials should demonstrate their attributes in term of quality and moral. For example, the leaders and officials should be smart, clever, responsive, and work with morality.
- 4) Local organizations should be key actor for national development, be a model on democracy regarding budget distribution and equal administration.
- 5) Code of ethics for local organization should be promoted and enforced effectively.
- 6) People should know about their duty and act as good citizens. Also, people in the local area really involve in community development.

- 7) Business sector should support budget, knowledge, and information in local organizations regarding corruption protection and resolution.

Integrity problems in local organizations

- 1) There is not enough implementing good governance practices in administrative processes such as law enforcement, service delivery, budgeting, information disclosure, people's participation, and auctions.
- 2) Executives, councilors, and officials do not have vision and have little experience in administration, and lack understanding of local government work. Consequently, their work are not sufficiently directed at furthering the public interest.
- 3) The way to earn positions in local organizations is wrong, such as paying money to voters for winning election, or paying money to secure the position. Once in office the officials engage in corruption to recover their money, and they have conflicts of interest.
- 4) There are problems concerning law enforcement and law implementation. Officials and staff cannot work according to the law directly. Some laws are out of date and not practical. For instance, the law on establishing a very small local organization should be reviewed and amended so that there will decrease numbers of the very small local organizations. Most of very small local organizations are incompetent local organizations. Then, central government can save budget. Lastly, budget will be distributed properly and worthily to develop a ready local government.

5) A lack of linkage between culture of traditional community and administration that caused little concern about morality and integrity. People paid little attention to conserving their own tradition that can develop community to integrity society.

Resolutions

Participants and informants provided their opinions on the way to solve problems and promote integrity in local administration. Firstly, they proposed that local organizations should work with good governance. Then, local executives, officials, and people should be trained to give them more knowledge and understanding about citizenship, politics, local administration, and integrity. Next, everyone in society should remind themselves that corruption is disgusting action and there must be more serious anti-corruption mechanisms. Lastly, local organizations should be promoted to act as real local government and to be a role model of integrity. Most details of these findings were developed as an integrity strategic plan in the next section.

Conclusion and strategic plan

In terms of governance, local government is established to decentralize power from central government. Decentralized power should benefit from the promotion and building of integrity culture by various means, especially socialization. To achieve the goal, it is not enough for local organizations to act alone. National leaders should declare their political will to promote integrity in public administration from

national to local level. Networks and collaboration between relevant sectors will be a strong mechanism to drive integrity by socialization. Various participatory channels should open for people in the process of decision making and proceeding projects. Executives, councilors, and officials could be trained to improve their knowledge and understanding on local administrative work. Lastly, public pressure and social sanctions could help reinforce and socialize people's behavior to encourage integrity.

In Thailand, under the Integrity Development Plan 2012 – 2016, National Moral Assembly is collaborated by governmental agencies, the private sector, and the people. In the private sector, the Anti-Corruption Organization has emerged to campaign on prevention of corruption in all sectors, encourage society to have more transparency, and initiate reliable procurement by signing moral agreement between governmental agency and private sectors called Integrity Pact. All these initiatives might serve as social capital to enable progress in establishing integrity culture in local government.

Based on focus group discussion, researchers drafted a “Strategic Plan and Indicators of Integrity for Local Organizations”. The proposed vision is that “Thailand local government is a role model of democracy; administration with good governance, ethics, morality, integrity, transparency, and equitability, where executives and officials work with responsibility and primary concern for the public interest”. The plan is

composed of five strategies: 1) information accessibility and people's participation; 2) collecting all wisdom and strengthening integrity in local government; 3) promoting good governance administration; 4) enforcing law effectively; and 5) reforming decentralization structure and service system in local organizations. Details are shown in the following tables.

Table 1. First Strategy: Information Accessibility and People's Participation

Objectives	Measures	Key success indicators
1. To encourage recognition about integrity problem in all sectors and enable them to participate in decision-making	1 .1 Promote information disclosure with transparent working system that all sectors can approach easily such as E-Government.	1) All local organizations have databases and publicize their work via community and electronic media. 2) Meeting reports are open to the public on websites and community boards. There also have a way to gather comments from people.
2. To establish informative accessibility and participatory mechanisms	2.1 Promote recognition on integrity problem in all sectors and enable them to participate, express their opinions, and make decisions based on information, which is to be widely available.	3) All local organizations and other relevant agencies publicize work or information about integrity through various media using simple words or community language.
	2.2 Promote making performance reports, publicizing work to the public, and opening for all sectors' comments.	4) Target groups can access information everywhere and in various languages to enable all groups of people to understand information easily.
	2.3 Publicize through various media to make all target groups understand integrity and overseeing participation.	5) Target groups receive integrity handbook and are trained about integrity enhancement.
	2.4 Produce integrity handbook and train to disseminate integrity improvement for all sectors.	
	2.5 Provide media resources that suit with each local area. For example, radio station broadcast integrity knowledge in local language. Local television stations produce an integrity TV program that link with their local culture.	
	2.6 Make plans or projects that encourage community, academics, businesses, and media to be involved in projects according to community needs.	

Table 2. Second Strategy: Local Wisdom Collection and Strengthening Integrity in Local Government

Objectives	Measures	Key success indicators
1. To collect data and wisdom about local organizations	1.1 Collect local organization data, local wisdom, and make information of local organization duties, authority, budget, participatory activities of people in local administration.	1) There are information system and knowledge about local administration for executive, councilors, and local officials. 2) Information packages about local administration should be provided for people. 3) Database of local knowledge and integrity are collected at local organization.
	1.2 Make work procedure guidelines for executives, councilors, and officials.	1) There are work procedures for executives, councilors, and local officials in every local organization. 2) There are handbooks for work checking and monitoring of local administration produced for the public.
2 . To develop a learning process and people's potential in local organization	1 .3 Explore and create new activities about promoting integrity for local organization also record those activities to be an innovative practice.	1) There are process to manage data and information about innovative activities such as database or making electronic media, toolkit, and books.
	1 .4 Research and build a morality model for local governments drawing on case studies, teaching, local scholars, religion, and leaders.	1) There are specific databases on morality case studies in specific communities. 2) There are integrity practice guidelines for specific local areas.
	1 .5 Search for role models who possess morality, ethics, and integrity.	1) There are role models in each local community.
2 . To develop a learning process and people's potential in local organization	2.1 Establish a subject about morality and integrity in the education curriculum at every level.	1) There are curriculum about morality, ethics, and integrity in academic institutions.
	2.2 Establish an education curriculum to improve performance of executives and the people.	1) There are appropriate training modules or curriculum for specific groups.

Objectives	Measures	Key success indicators
	2.3 Organize morality classes in schools by presenting or inviting local role models to show their work and experience.	1) There are local curriculums about integrity or morality. 2) There is dissemination of integrity role models through media and persons.
	2.4 Set up “integrity corners” in places like libraries and local organization offices to publicize knowledge about integrity, local administration, and people’s rights to participation.	1) Every local organization sets up an integrity corner in their office that people can access easily.
	2.5 Publicize existence information and information channels widely about morality via community radio, wire broadcasting, or community billboards.	1) Information is broadcasted through local media continuously.
	2 . 6 Study and develop integrity standards for local communities in collaboration with academics, people, government agencies, local bodies, media, religious leaders, and business sectors in those areas.	1) There are integrity standards for local communities and every sector in each local area accepts the standard. 2) There are toolkits for morality and integrity building for local communities.
	2.7 Build process or mindset for people to elect their local representatives based on role, behavior, morality, and integrity.	1) There are guidelines to elect local politicians consisting of local politician’s role and selection criteria related to integrity.
3 . To contribute integrity value and volunteer mind	3.1 Organize morality events and invite local members to be involved in religious ceremonies and act rightly according to religious principles.	1) Local governments organize public events to promote people’s integrity.
	3 . 2 Organize events for presenting awards to integrity role models in order to highlight the importance of integrity.	1) Local governments organize awards events for integrity role models annually and there are increasing of persons who are role model every year.

Objectives	Measures	Key success indicators
	3.3 Hold events, organized by the Local Administration Department, academics, and civil society, for presenting awards to local organizations that are role models of integrity and innovative practice to highlight the importance of integrity.	1) There are awards for innovative local organizations.
	3 . 4 Organize forums to share knowledge and experience among good practice local organizations.	1) There are lessons learned from good practice local organizations.
	3.5 Organize volunteer events in local communities, doing activities like sorting rubbish, cleaning religious buildings, conserving common resources, planting trees, or volunteering to take care of the elderly.	1) Local governments organize volunteer activities continuously and the number of participants increases every year.
	3.6 Publicize integrity activities and set up campaigns to encourage community members to be involved in the activities.	1) Local organizations broadcast integrity events continuously via electronic media.

Table 3. Third Strategy: Promoting Good Governance Administration

Objectives	Measures	Key success indicators
<p>1. To enable transparency in local administration</p>	<p><u>Transparency</u></p> <p>1.1 Promote developing computer programs to serve transparency and reduce corruption such as e-bidding or e-auction programs.</p> <p>1.2 Make meeting reports, publicize them, and open them for comment from the public.</p> <p>1.3 Establish an “Integrity Pact” or morality agreement between local organizations, the business sector, and people.</p>	<p><u>Transparency</u></p> <p>1) There are basic computer programs implemented in working processes. Local organizations publicize their work and information on websites.</p> <p>2) Local organizations provide and publicize meeting reports, and open channels for public comment.</p> <p>3) All local organizations make “Integrity Pacts” with other sectors in any collaboration or risk projects.</p>
<p>2 . To gain highest value and benefit from local administration</p>	<p><u>Worthiness</u></p> <p>2.1 Organize hearing forums to gather information about people’s needs and responses to community problems.</p> <p>2 .2 Encourage local organizations to create integrity innovation.</p>	<p><u>Worthiness</u></p> <p>1) All local organizations hold community forums or activities to make local development plan.</p> <p>2) Local organizations do projects to promote innovative practice on integrity.</p>
<p>3 . To oversee local administration substantially</p>	<p><u>Oversight</u></p> <p>3.1 Issue a law to examine local organization accounting, finance, and leaders’ revenues.</p> <p>3.2 Promote people’s participation in the budgeting process and the budget oversight committee involving people from all sectors.</p> <p>3.3 Appoint internal and external auditors for balance of power between executives, councilors, and officials.</p> <p>3.4 Establish mechanisms of protection for complainer in case of corruption in local organization.</p>	<p><u>Oversight</u></p> <p>1) There is law enforcement on accounting and examination of local government revenue.</p> <p>2) Local organizations set up Budget Oversight Committees with members who comes from all sectors, with representation of all genders and disadvantage persons.</p> <p>3) Local organizations establish complaint mechanisms like complaint boxes, complaint units, and complaint cards, that can be accessed easily by disadvantaged persons.</p> <p>4) People set groups like People’s Watch that are composed of members from all sectors including disadvantaged persons to monitor local budgeting.</p>

Objectives	Measures	Key success indicators
3.1 To encourage local organizations to improve their work in terms of effectiveness and transparency	3.1 .1 Survey people's opinions regarding trust in their local organizations and related agencies, satisfaction with local government service, and corruption and bribery among local officials.	1) There is information based on surveys of people's opinions about trust, satisfaction, and corruption in local organizations.
	3.1 .2 Make performance report of local organization and publicize it widely, as well as gather people's comments to improve local administration.	1) There is an annual local government report publicized through local media or on a community billboard.
3.2 To enable effective monitoring system by people participation.	3.2.1 Establish Youth Councils to learn about local administration, make suggestions concerning local planning and administration, and oversee work of local organizations.	1) There are youth volunteer networks in communities to monitor work of local organizations. 2) Youth networks do volunteer work for their communities and society.
	3.2 .2 Set up a group called Local Integrity Watch to observe, monitor, remind, and communicate with the public in forcing and taking social sanctions.	1) There are social sanction mechanisms to punish offenders. 2) There is an integrity standard that all sectors agree to and accept. 3) There are civil society groups to monitor local organizations' work.
3.3 To decrease opportunity for corruption.	3.3.1 Oversee local administration by means of independent organizations that are composed of members from all sectors to be involved in work processes especially budgeting.	1) There are oversight committees from various sectors in local areas.
	3.3.2 Evaluate integrity level and prepare an Integrity Report Card for people to suggest their views using cards or questionnaires.	1) There are widely publicized evaluation reports about integrity level.
	3.3.3 Publicize and open information on local administration for people and provide various channels to contact with local organizations in accordance with the good governance concept.	1) There are continuous broadcasting and disclosure of information.

Objectives	Measures	Key success indicators
4. To cultivate consciousness and responsibility in local government's administration	<u>Responsibility</u> 4.1 Develop a code of ethics for local politicians and declare it to the public. 4.2 Make guidelines or work procedures in accordance with integrity. 4.3 Make a Local Governance Index, Local Integrity Indicators, Local Performance Assessments, or Local Self-Assessment.	<u>Responsibility</u> 1) Local organizations declare their codes of ethics to the public. 2) There is training to increase consciousness and responsibility for executives, politicians, and officials.

Table 4. Forth Strategy: Effective Law Enforcement

Objectives	Measures	Key success indicators
<p>1. To enforce laws relating to corruption prevention effectively</p>	<p>1.1 Enforce the law effectively, especially laws on information disclosure in accordance with the principle of open information about local organization plans, projects, programs, services, and budgets.</p>	<p>1) Local organizations provide 24-hour E-Local Government access to information and databases to facilitate people's access.</p>
	<p>1.2 Increase measures and strengthen monitoring mechanisms concerning corruption and conflict of interest among councilors and executives in case of involving in contract parties with local organization, working at a position in another government organization, and receiving money or gifts in exchange for some benefit.</p>	<p>2) Local organizations enable access to information in various media such as local office boards, bulletins, pamphlets, videos, etc. that can be accessed by all groups of people.</p> <p>3) There are rules relating to people's participation in oversight and punishment in cases of conflict of interest involving executives, councilors, and officials.</p> <p>4) People organize a group to be part of a network for monitoring conflict of interest.</p> <p>5) Local government and related agencies issue a handbook about participatory law and oversight of local government by the people.</p> <p>6) There are mechanisms to promote and protect whistleblowers.</p>
<p>2. To create mechanisms and oversight measures in accordance with laws on conflict of interest</p>	<p>1.3 Promote knowledge and understanding among people and officials to know and be concerned with rule of law, including encouraging people to respect and follow the law.</p>	
	<p>1.4 Build mechanisms to empower people's participation, like a handbook on participation and law, and develop laws and mechanisms to protect whistleblowers from unjust criminal proceeding and harassment.</p>	

Objectives	Measures	Key success indicators
<p>3. To make transparent and fair process to be councilors or local organization executive.</p>	<p>3.1 Improve mechanisms and measures to local councilors' election spending through people's participation in case of spending money too much on election campaign.</p> <p>3.2 Promote people's performance and participation to have the public involved in the selection or recruiting processes for the election of councilors and local organization executives.</p>	<p>1) Laws on election spending and campaigning are amended.</p> <p>2) Relevant agencies issue handbooks for people's participation in accounting and expense oversight in local election campaigns.</p>

Table 5. Fifth Strategy: Decentralization Structure Reform and Service System Improvement in Local Organizations

Objectives	Measures	Key success indicators
1. To promote local organization work properly according to good governance and decentralization principles	1.1 Increase local organizations' authority to provide public facilities and services, with the central and regional governments acting as supporters of local government.	1) There are law amendments to reform decentralization. 2) An evaluation board is appointed to assess performance of local executives every term.
	1 . 2 Assess local organizations' performance by means of an Evaluation Board that consists of representatives from the Department of Local Development, academics, civil society, and local media. The result of evaluation should link with a subsidiary budget from the central government.	
2. To support local organizations to make ultimate goal from people's needs and work on specific tasks for their people.	2 . 1 Create friendly communication channels for people to communicate with local organizations, communities, and other people, and to publicize decisions on projects and work progress.	1) Local organizations have E- Database Online and are widely open for people's involvement in in terms of annual plans, projects, activities, budgets, contract parties, and performance.
	2.2 Organize hearings or public forums to collect people's opinions on plans, projects, and activities that might have an effect widely on communities and people's living.	2) Media organizations broadcast relevant information in various ways such as printing media, pamphlets, cartoons, bills, and voice media for people.
		3) All executive and council meetings are broadcast through local media. 4) Local organizations organize events to meet people in communities the first Friday of every month to serve as a channel for direct meetings between executives and the people

Objectives	Measures	Key success indicators
		<p>to create opportunities to address community problems and express people’s opinions. Also, record or report of the meetings should be kept and publicized.</p> <p>5) There are announcements to communicate and provide information about making the annual plan, and at least 70 percent of the people in each area participate in the planning process.</p> <p>6) Local governments organize public forums to provide information and solicit opinions from people and use the opinions to make decisions in cases where there could be bad effect on the community and the people.</p> <p>7) At least 60 percent of citizens are involved in public forums.</p>
<p>3. To create systems and mechanisms on legal oversight and social sanction by linking with communities and the people.</p>	<p>3.1 Have an Independent Monitoring Committee composed of representatives from civil society, NGOs, the business sector, media, professional organizations, and youth to monitor local organizations’ work and relay information to the public.</p> <p>3.2 Have an Independent Local Audit Agency to check the local organization’s work and progress on projects, plans, and activities using Integrity Networks, Integrity Pacts, and Local Ombudsmen.</p>	<p>1) Local laws on duty and authority of Independent Monitoring Committees are issued.</p> <p>2) Local organizations appoint Independent Monitoring Committees after local election. The goal is set at 30% of all local organizations within three year and 50% of all local organizations within six year.</p> <p>3) Department of Local Development pushes issuing laws relating to establishment of Independent Local Audit Agency.</p> <p>4) There is coordination and establishment of an Integrity Network, Integrity Pact, and Local Ombudsmen.</p> <p>5) There are compliant channels through information networks called E-Petitions and the data are linked to local executives, the Department of Local Development, and the Independent Local Audit Agency.</p>

Objectives	Measures	Key success indicators
4. To make more responsible local organizations that satisfy the people.	4.1 Have a service unit that works as a One Stop Service to receive complaints, hear people's needs, and forward cases to responsible units for further action.	1) Local organizations set up One Stop Service units using modern equipment in their work. 2) Local organizations set up various channels to receive peoples' opinions that are easily accessed by people of various gender, age, and status. 3) Local organizations broadcast people's opinions to the public to enable people to monitor their representative's work and keep that information for deciding in the next election.
	4 . 2 Provide channels to gather comments, opinions, and satisfaction assessments on each unit's service. Local organizations do a performance report to use it as a tool for annual performance evaluations. Related data to do the report can be collected by means of questionnaires or complaint box.	

Recommendations

Policy recommendations

To achieve the goal of integrity society, it is not enough for local organizations to act alone. They need the following strong action from the national level.

1) National leaders should take strong action on decentralization, such as reviewing and issuing relevant law on decentralization. They should review and monitor local organization performance to restructure the authority relationship between central, regional, and local administration. The central government should control and evaluate local organization performance with good governance principle and link to subsidiary budget distribution.

2) National leaders should declare and take strong action on building an integrity standard in society through socialization. This might lead to wide promotion of integrity role models and social communication to accept integrity behavior.

3) National leaders should have political will and strong action to develop a learning system on democracy. People should have an enhanced right to freely elect smart and ethical local representatives freely. Also, there should set an appropriate level and methods of people's participation in overseeing their representative's ethics and work.

4) There have to be development of public pressure and social sanctions including an awards system.

5) Inspiration and trust in people's participation through good governance principle must be built by establishing simplified information channels, administrating as E-Government, satisfying people with E-Service, working transparently with E-Procurement and E-Auction to reduce discretion and corruption, and enabling a whistleblower system.

Practical recommendations for local administration

1) There should be development of local organizations' potential so that local executives, councilors, and officials gain knowledge and understanding about local organizations' authority. Development should be managed under the law, good governance, and code of ethics. Development should be coordinated by Local Personnel Development Institution, Bangkok's Official Development Institute, and relevant agencies.

2) The monitoring mechanisms should perform in creative ways such as developing alliance networks for integrity, improving integrity, and devising a transparency assessment system. Assessment should link to budget distribution from central government. More monitoring systems should be created and implemented, such as Independent Monitoring Committee, Local Ombudsmen, Local Youth Council, Local Integrity Watch, and Integrity Report Cards.

Lastly, for further action, the strategy and indicators should be used as a tool and standard for creating and building integrity among and within local administrations. Evaluating and

following up the results frequently would allow the program to proceed smoothly and effectively and eventually achieve the goal of instilling honesty and integrity in Thai society.

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CONFLICT BETWEEN SOCIETIES AND COMPANIES IN THE CONTEXT OF OWNERSHIP

Agustiyara

ABSTRACT

The research aims to describe the agrarian conflict in Central Borneo and to analyze the agrarian conflict resolution practices in an appropriate way. Agrarian conflict in Central Borneo caused by various factors, First, inequality spatial planning of forestry and overlapping of ownership. Second, the expansion of oil palm plantation is increasing every year, and the government ambition to make oil palm plantation as the main commodity in Central Borneo. Every year there are so many conflicts, but in this research divided into four types, the conflict between community and company, community and community, company and state, and community and state. Conflict over the land and natural resource often occur where there is overlapping resource interest among groups, communities, and state. Therefore, the hypothesis is discussed by reference to find the sustainability way of oil palm plantation regarding the environment, social, and culture aspect. Second, the expansion of oil palm plantation without damaging forest zone, and third, to strengthen the spatial planning of forestry, operational regulation to support and protect land ownership.

Keywords: Agrarian Conflict, Ownership, Conflict Resolution.

INTRODUCTION

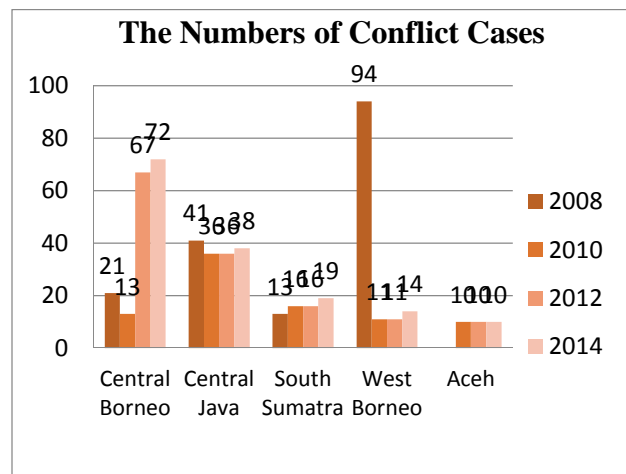
Conflict over the land and natural resources issues are often found among various factors. They may include: members of households, families, clans or ethnic groups, community, governments, and investors or corporations (UNDP, 2012). The agrarian conflict that occurs in current situation, no definite formulation to solve agrarian conflict in Indonesia, although the government announced that the government has found and resolve the conflicts, many conflicts that occur as a result of state political policy (Zweynert, 2015). The conflict over land in Indonesia usually arises between indigenous communities, industries and the state (Ruwiastuti,1997). Land tenure arrangements have undoubtedly influenced the way in which natural resources are controlled by the state and indigenous communities in Indonesia (Deddy, 2006). The term of land tenure means to set the rights which include the right to access, right to use, right to manage, exclusion, and divert, access refers to the right to enter certain areas. Usage or utilization means the right to obtain resources from the forest, (Schlager & Otsrom, 1992). The explanation indicates that research on agrarian and conflict analysis is necessary to

determine the cause of the agrarian conflicts that occurs.

The conflict caused by the states right to control unilaterally and land community control. State land is claimed to caused the protracted conflicts. Massive plantation conflict occurred and the Government's ambition to make palm oil plantation as the leading commodities (HUMA, 2013). The increasing of agrarian conflicts required the agrarian reform, conflicts caused by inequality of ownership, control and management of agrarian resources or inequality of the agrarian structure. Land access is regulated through a system of land ownership. Land tenure is a legal aspect or relations between indigenous people as individuals or groups associated with the land (Galudra, et al., Manual Penilaian Cepat Konflik Pertanahan, 2013).

According to the Center for International Forestry Research (CIFOR) 2015, states that Indonesia needs to have a conflict resolution, in resolving land conflicts between local communities and companies. Therefore, the business development that utilizes the large land plantations has great potential overlap to the residents and forest area. Palm oil plantation which is conducted by some companies in Central Borneo, such as PT SGM (Sawit Graha Manunggal) is part of big scale company of Bumi Borneo Prima (AEP Indonesia-Anglo Eastern Plantations) is the members of RSPO in Central Borneo. With the increasing the numbers of land conversion and land needs by the company will cause of land tenure conflict between community and company.

The conflict cases between communities and companies are increased annually, Agrarian disputes cause the loss of social welfare, property and live hoods. The dispute also interferes the performance of government and industrial efforts, especially in local government.



Source: Database HuMa, 2012 and BPHN 2015

Central Borneo has 72 conflict cases in 2014, it is become the highest numbers of agrarian conflicts during that years. Agrarian conflict that occurred in Sumatra and Borneo is one expansion result of Palm oil industry, one of the main factors of conflict is indigenous land disputes between local people and the industry owners in the local customs area (HUMAWIN, 2013). The rapid expansion of palm oil in Central Borneo can contribute to deforestation, peat degradation, biodiversity damage, burning and slash of forest area. Palm oil became the major contribute in economic growth for regional government income. In 2012, roughly 11 million hectares were planted for palm oil plantation (CIFOR, 2015). Most of the palm

oil was in Sumatra (64%) of palm oil plantation and followed by Borneo with (31%) of palm oil plantation.

The unsustainable expansion of palm oil plantation damaged forest area, wildlife and environment. Most of the palm oil industry had land dispute with land communities. The high numbers of conflict that occurs in Central Borneo is the reason of researchers to choose Central Borneo as a research area in 2015, there are three reasons why the research on agrarian conflicts in this study becomes important which are: *first*, the increasing of agrarian conflict cases in various years. *Second*, Central Borneo is the highest numbers of agrarian conflicts. *Third*, conflict resolution between community and company. Therefore, this research will discuss about how the settlement of conflicts in Central Borneo could be completed in case of conflict resolution between Communities and companies.

THEORITICAL FRAMEWORK

Concept of Land Tenure and Ownership

Land tenure is a right to organize usage patterns or divert resources. In regard to common-pool resources, collective-choice property rights include management, exclusion, and alienation, (Schlager & Ostrom, 1992), they defined as follows:

Management	The right to regulate internal use patterns and transform the resource by making improvements.
Exclusion	The right to determine who will have an access right, and how that right may be transferred.
Alienation	The right to sell or lease either or both of the above collective choice rights.

Sources: Schlager and Ostrom (1992)

According to Shlager & Ostrom (1992), they divide rights as follow: *First*, right of access is the right to enter a particular area. *Second*, right of withdrawal is right to uses of natural resources such as for fishing, harvesting fruit, water, slash, etc. *Third*, right of management is right to regulate the utilization of resources for the purpose in increasing production. *Forth*, rights of exclusion is the rights to refuse a person to gain access in utilize resources and make the rules of assignment to other people, institutions and other groups (Wunder, 2009). *Fifth*, right of alienation is right to sell or lease.

According to Larson (2013) rights is about de jure and de facto concept, de jure is the rules created and protected by the state (for example, proof of ownership which registered, concessions, contracts and regulations on forestry). De facto is the interaction patterns that are defined outside the scope of formal law. This includes customary rights, a set of rules and regulations

of society, and enforced by society, and which may be recognized or not by the state.

Management means the right to regulate their own usage patterns or divert resources. Management is divided into three terms of authority to make decisions, namely, (1) Determine how resources should be protected and used (rule-making). (2) define how to monitor and enforce compliance, and (3) resolve the dispute, (Agarwal & Ostrom (2008). According to Tchikangwa (2001), he divide into: (1) establish/protect the boundary, (2) formulate/implement the rules and regulations, (3) monitoring compliance, (4) resolve the dispute, (5) leading, and (6) estreat/sanction.

1. Private Rights

According to Larson state that private right is land that the proof of ownership held by individuals or companies (Larson, 2013). Private right is hereditary rights, land that is owned and authorized to uses for an indefinite period (Harsono, 2003). Property rights according to article 20 paragraph (1) UUPA is hereditary rights, wholly and the strongest of the land that can be owned by the people.

2. Customary Right

The participation of local communities in the resource management, for example has the autonomy to make local rules, shows towards better outcomes for biodiversity and livelihoods (Ostrom & Nagendra, 2006). According to Harsono (in Santoso, 2012), a customary right is a series of authority and obligation of

indigenous peoples, related to land located within the territory. According to Fitzpatrick in his research about best practice model for the legal recognition of customary tenure, to identify of tenure security allows a typological framework for developing legal responses to customary tenure. State legal intervention in a customary land system should be determined by reference to the nature and causes of any tenure insecurity (Fitzpatrick, 2005).

3. Common Right

Common right is based on agreement and Laws. It is said common property (*medeeigendom*) because there are some owners or a similar object (Angus, 2008). Common right system is contained in the official land including state land or private property (McKean, 2000). According to article 28 of Law No. 5 of 1960 about agrarian issues (UUPA), Common right (HGU) are special rights to use land that is not his own, the land is regulate directly by State for the agriculture, fisheries and livestock.

Based on understanding the definition of land tenure can be concluded that land Tenure refers to the contents are the nature of rights and security of rights which manage the natural resources that refers to the social relations and institutions which is regulating the access and land tenure, with using the opinion of (Schlager & Ostrom, 1992).

Concept of Agrarian conflicts (Societies and companies)

Agrarian conflict as stated by Christodoulou is "Agrarian reform is the offspring of agrarian conflict" (Christodoulou in Wirandi, 2000). Agrarian reform is the agrarian conflict that it come up from the reformation of the ownership or land control and known as the "land reform" which is develop into "agrarian reform" is a response toward the conflict situation on land issues.

According to Herrera & Passano (2006) state that divided into three types of conflicts causes of land ownership, the main of the conflict caused by, *First, The influence of politics*, almost every conflict occurs on land ownership. The potential to become a conflict when there is big changes over land tenure (which are really happening or presumed exits) land tenure. *Second, Legal aspect*, the main problem is that some actors do not know the legal rights, unknowing about the legal framework that governs access to some areas and utilize of natural resources in a manner opposite to each other. The organizations on the legal authority to set the same area can also cause the land tenure conflicts. *Third, Economic factors*, Land is a source of income and be a natural resource for plantation.

In conclusion, conflict may occur among individuals in organization, institutions, community, and society or among nations. It's considered to be endemic to all social relations and could be understood as a conflict about legitimacy and authority in any organization, roles and positions.

RESEARCH METHODS

Qualitative method is the main method in this research which used to carry out and analyze the data. Qualitative research involves the studied use and collection of a variety of empirical materials case study, personal experience, observation and describes the problematic moments, (Denzim, 2000). The research conducted is included the category of library research. Moreover the Data collection technique used by collecting various journal articles, documents, books that related to agrarian conflict over natural resources between community and company. It is useful to examine the ownership over the land, reflects an attempt to secure an in depth understanding of the land tenure phenomenon in question, (Flick, 2002). In this research, the researchers used explanatory qualitative research, focused on analyzes the agrarian conflict in Central Borneo. The problems of this research were related to the conflict between societies and companies in the context of ownership that occur in Central Borneo. In order to describe the issue, this research will utilize the secondary data and analysis the conflict resolution between society and company based on best practice. Data collection is done by describing the data to understand what is happening based on the data that has been presented (Bogdan & Taylor, 2007). The conclusion from the entire data of each variable by comparing the data obtained from the various sources to see the possible variations that occurs, based on findings could be conclude become the conclusions.

This research located in Central Borneo in the case of agrarian conflicts that occurs between community and the company. The reason for choosing this location of Central Borneo is one of the highest expansion areas for palm oil plantation and the numbers of agrarian conflict cases.

RESULT AND ANALYSIS

Agrarian Conflict Analysis in Central Borneo

Indonesia has recently become the biggest producer of palm oil in the world, with over six million hectares of palm oil plantations that can produce over 17 million tons of crude palm oil (CPO) (Pye, 2013). The demand of palm oil in the global market has encouraged the Indonesia government to stimulate the expansion of palm oil plantation, many facilities and incentives have been given to private investor to invest the palm oil sectors. While the policies that protect local communities and environment are lacking (Dewi, 2013). They cover more than seven million hectares and are managed by more than 600 companies and one million small farmers.

Historically, the entering of companies began from Mega Palm Oil Projects and new focus of development plants after the fall of Soeharto era in 1998. The area had been allocated to military controlled logging concessions, reflecting both the importance of the timber industry and security concerns. The first plans to develop the area with palm oil were drawn up under Megawati in West

Borneo for the expansion area. Under Susilo Bambang Yudoyono era, Central Borneo is an expansion area as palm oil corridor. The expansion of plantations occurs in large scale which reached five million hectares per year globally (FAO, 2010).

Master plan acceleration and expansion of Indonesia's economic development (MP3EI) 2011-2025 assert that, the economic corridors designed to produce a specific global commodity. Forestry and mining became the main establishment of the three fundamental problems that is the damage of the environment, the distribution of land tenure and natural resources are lame. The cause of agrarian conflicts, there are some differences of the actors before and after reformation era that involved in agrarian conflict as described below:

	Agrarian Conflict	
	Before Reformation Era	Reformation Era
The actors who involved	Central Government National Cooperation Military Community NGO (1990)	Central Government and local government Military National Cooperation Community NGO International Agency
Pattern	Centralistic, Central government as absolute controller	Spread and central government and local government as facilitators

Sources: Compiled From Various Sources

The entry of large scale companies has been shown since 1967, the first time,

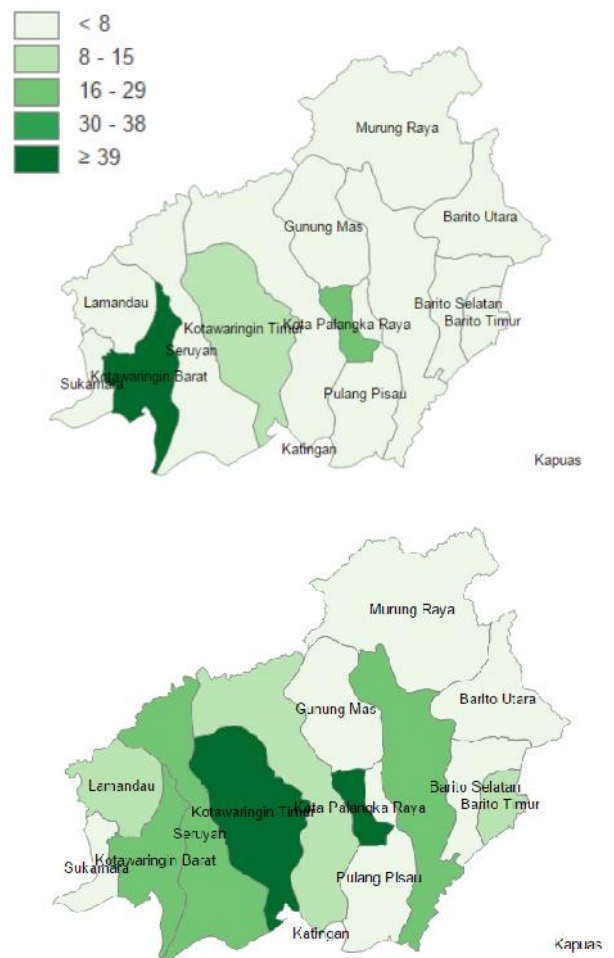
Indonesia invite foreign investors to start exploiting global scale of agrarian resources that exist in Indonesia (Mulyani, 2014). The corporation of palm oil plantation in Central Borneo began in 1992, its extent to increase palm oil plantation area. Based on the establishment of regional regulation No. 3 of 1993 about spatial plan in Central Borneo, The expansion of palm oil plantation even in peat lands area is conduct with large scale company and tends to be uncontrolled by the government. In the social perspective, Central Borneo has turned into a potential agrarian conflict region, such as the conflict with plantation corporations. The consequence of the palm oil expansion is the increasing the agrarian conflict over natural resources.

The widespread expansion of monoculture plantations such as palm oil in Borneo make reduces forest area drastically (Widiyanto within BHUMI, 2012). The development of palm oil plantation sector investment alleged to strengthen the pressure on land needs and the most vulnerable area is the forests. A massive plantation conflict that occurs indirectly triggered by the governments ambition to make palm oil as main commodities in Indonesia especially in Central Borneo.

The changing distribution of companies during last 10 years has increased rapidly. In one hand, the changing shows that the growths of companies are important for economic development in the local government, it could provide job opportunity to the local community and provides the income resource for local government. In the other hand,

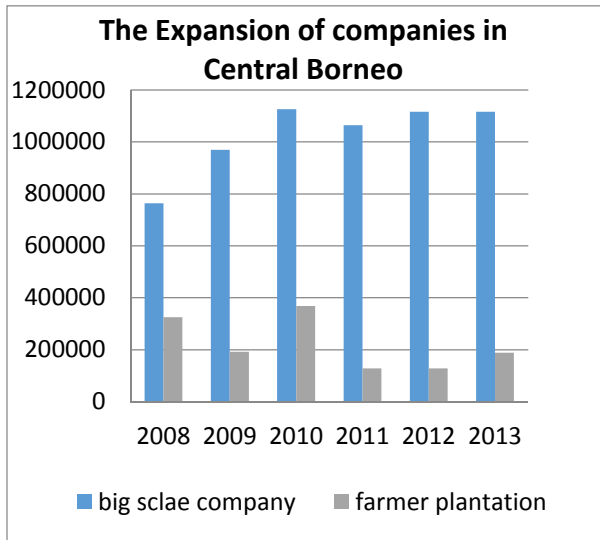
because of the growth of palm oil company is expansive with conduct land grabbing for land needs, it is caused by increased investor in palm oil plantations and the consequences of the increase of palm oil companies are the number of agrarian conflicts.

The distribution of companies in Central Borneo, 2003 to 2013

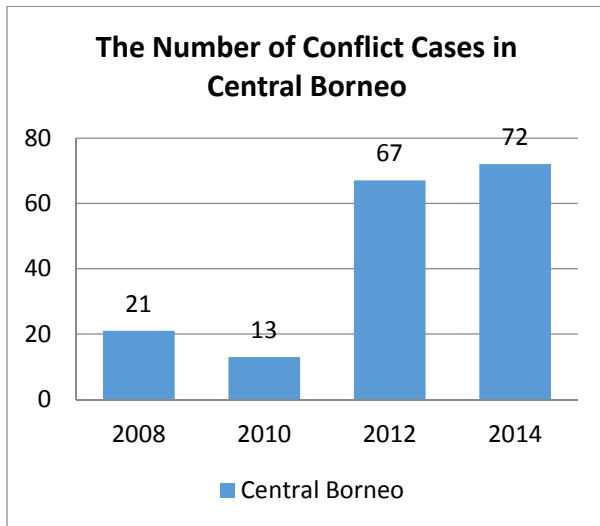


Sources: Badan Pusat Statistik, 2013

The comparison between the number of companies and the number of conflict cases in Central Borneo during certain years.



Sources: Compiled From Various Sources



Source: Database HuMa, 2012

In 2008, the growing number of companies and land expansion followed by the agrarian conflict in Central Borneo has increase until 2009. The agrarian conflict in 2010 was the most conflict Central Borneo,

but the increasing number of land expansion and the highest number of companies in 2010 was not followed by the number of agrarian conflict in Central Borneo. In 2010 the numbers of agrarian conflict has decreased from previous years, its caused by, *first*, in 2010 the President of Susilo Bambang Yudhoyono has appointed the Central Borneo Province to become pilot province of REED+ programs. The aim is to reduce emission from deforestation and forest degradation sectors and land use. *Second*, the Governor of Central Borneo has announced that the province has conducted moratorium policies to reduce deforestation. The moratorium made by the governor to address the issue of overlapping permits. According to WALHI of Central Borneo noted that, even though the moratorium has been issued by the government is still being conducted the land permits for land expansion by cooperation which issued by Regents. Meanwhile, the agrarian conflict in 2011 to 2013 continually increasing, the implementation of REED+ is still questioned, whether then implementation will reduce the conflict or the increasing numbers of conflict.

Each year's there are so many conflicts, but this conflict will divided into several part, *the first*, conflict between community with community, *the second*, community with company, *the third*, company with state, *and forth*, community with state. the conflict between community with community In Central Borneo, several conflicts affecting local communities and related to palm oil plantation have been reported about human right violation and land grabbing, in 2010 to

2014 Central Borneo was the most province of conflicts were found (KPA, 2014), the cause of conflict between community with community caused by the conflict of the customary village boundaries or the conflict over resources.

The cause conflict between community and company, *first*, Low wages and debts for palm oil plantation, The compensations paid by the company to the local communities are often very low and their promises not completely fulfilled, which can trigger further conflicts, *Second*, the majority of oil palm plantations are held by private companies gaining access to the land through the government, Private investors gain use rights to land (HGU: *Hak Guna Usaha* or exploitation and utilization right) through local and central governments that issue plantation permits, in practice these lands are often used and controlled by local people who claim customary land rights that are not fully recognized by the State (Clerc, 2008). *Third*, the past to grant customary lands of private investors without consideration for the local communities, palm oil plantation is established by private companies on customary lands, lands are actually used and controlled by local communities. *Forth*, claims of customary conflict over forest area, the high frequency which involved the companies have conflict of plantation and mining sectors. Perhaps almost all natural resources and agrarian conflict based on overlapping claims.

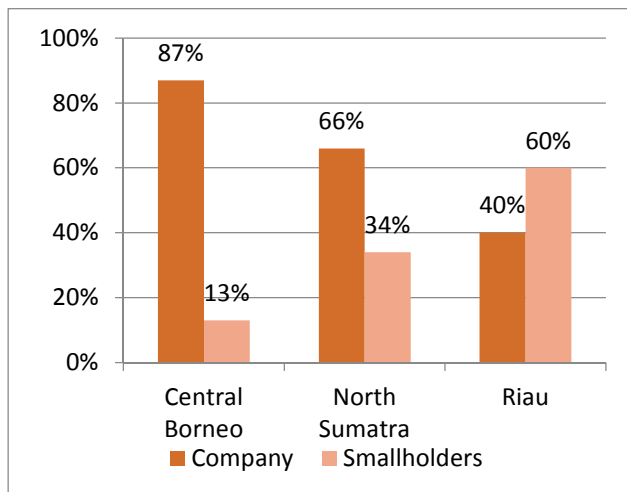
The conflict between companies with state caused by, *first*, less transparency of the local government related to business permits.

Second, less transparency of information and documents required related local government policies in term of land permits, including environmental impact analysis and conflict resolution associated with the palm oil plantations. *Third*, the company ignored the obligations contained in the legislation of the palm oil plantation, the permits requirements which given by the government such as, location permits, plantation permits and land use permits.

The conflict between communities with state caused by, *first*, Plantation area of palm oil for society not appropriate yet with the regulation, the community right of land tenure has not resolved properly in term of ownership. The conflict between communities with state mostly occurs in term of the boundary of forest use planning (Yuliana, etc al., 2004). The right and land use plan mainly related to conservation area such as National Park. *Second*, conflict occurs because of the Government continues to push high economic growth, either by expansion of palm oil plantation, its often claimed over community land or conservation of forest as palm oil commodities. Besides the expansion of palm oil plantation by companies, conflict also occurs over customary lands are not recognized by the state. *Third*, inconsistent governments about the regulation, to improve the natural resources management aspect such as, land tenure, forest spatial plan, forest management and forest use plan. *Forth*, interest factors, where the public has an interest to use and manage the land, while the forestry department has interest to maintain and manage the state forest. *Five*, The

conflicts related to plantations, forestry and mining (KPA, 2013). In the context of forestry, the conflict issues related to the ownership of rights in forest areas, conflicts arise because licenses without considering local conditions, resulting in indigenous people or the local community which losing their rights, generally, have not been formally certified (Mizan, 2013).

Palm oil ownership of Companies and Smallholders as Comparison to others Province 2008 to 2013

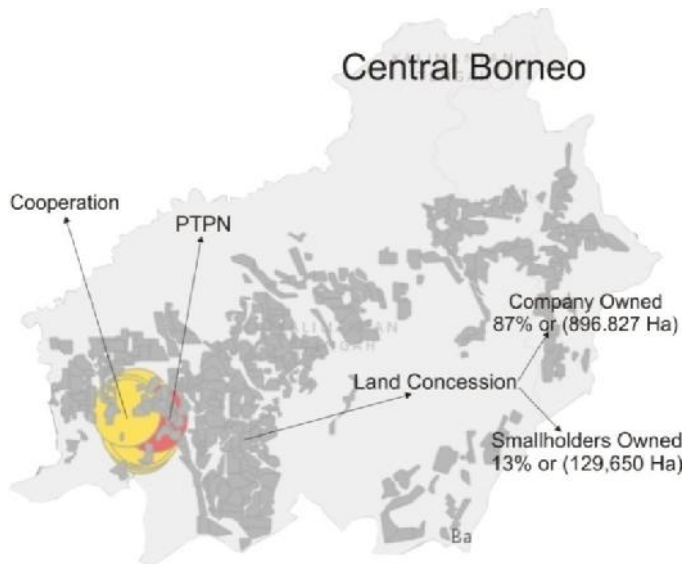


Source: CIFOR, 2015

Lot of peoples are enter in the dynamics of palm oil, whether as investors, workers, smallholders and former landholders (World Growth, 2011). The increasing numbers of smallholders and companies extent to increase palm oil plantation area. There has been booming of plantation in 2010 with dominated by big scale company rather than smallholders in Central Borneo, many of farmers would like to plant of palm oil plantation, but they

need access to the roads, mills, high quality planting materials, capital or credit, and land, its caused lot of people becomes workers in the company rather than individual smallholders in Central Borneo. Based on data shows that the increasing numbers of companies in Central Borneo significantly during 2008 to 2013 with 87% palm oil plantation which owned by company, the smallholders only 13% of palm oil plantation which owned by independent smallholders. As comparison to others region such as North Sumatra and Riau, palm oil plantation in North Sumatra with dominated by big company scale with 66% owned by company and 34% with owned by independent smallholders. Palm oil plantation in Riau Province as comparison to Central Borneo has differences of the increasing number of palm oil plantation with dominated by independent smallholders with 60% rather than owned by company only 40% of palm oil plantation or around 70%-80% of the concession of land managed by smallholders during last ten years in Riau Province. The increasing numbers of company in Central Borneo could not avoid from land conflicts are the most prominent issues raised in Central Borneo. The cause of the increasing numbers of palm oil plantation which dominated by company is the government has commitment to increase economic growth by giving the permits for palm oil plantation in Central Borneo, and the area was under big scale company plantation which run by the government or private cooperation. Central Borneo was the main region of expansion with dominated by company plantation.

MAPPING AGRARIAN CONFLICT BETWEEN COMMUNITY AND COMPANY



Sources: Based on Analysis and WWF (World Watch Forest), 2015

Land concession in Central Borneo are planned for palm oil plantation and the most concession conducted by the big scale companies, social conflict, including land rights and resources conflict is often associated with palm oil plantation expansion. Palm oil expansion is often over customary land and community land which lead to the conflicts. The larger of land expansion is company rather than the smallholders. Smallholders who retain control of their own land also retain control over their lives and livelihoods (Murray li in CIFOR, 2015).

The growing of companies/cooperation roles in all sector in the society show that shifting the role of the state. The involvement in agrarian conflict and natural resources, the

company becomes the most actors in the agrarian conflict. From the description of the parties involved in agrarian conflicts and natural resources above, the company becomes the party most often the actors the conflict.

Conflicts over natural resources and agrarian in general caused by two things, *First*, the inequality of land tenure (overlapping of land tenure), Countries and corporations that have control over the land that is dominant rather than the control of society in rural areas who lives in under poverty line.

CONFLICT RESOLUTION

The conflict resolution mechanism has been established through Governor's Decision No. 188.44/108/2012 concerning a mechanism to prevent, handle and resolve conflicts related to plantation businesses. Land conflicts and causes have been identified (Earth Innovation Institute, 2015). Based on Central Borneo Governor Decree No. 188.44 / 335/2010 about the teams Formation to Prevent, Control, Management and Business Interruption for Plantation in Central Borneo province.

Dispute resolution mechanisms developed by the Regional Government, both the Provincial Government and District Government (in this case is the Kapuas district), (Zakaria, etc al, within Kemitraan Partnership, 2015) dispute settlement mechanisms of agencies, Such as the Department of Plantations, and the Dispute

Settlement Mechanism by regional office of national land agency (BPN).

Governor regulates the indigenous land and community's rights on land and provincial level regulation on sustainable palm oil as follow: *first*, the rights of local communities, especially for customary or traditional land claims. *Second*, Responsibility of the company to comprehend the indigenous land claims and invests in job creation locally, supports for small farmers, and builds diverse local economy.

There are several technical issues currently preventing the recognition of rural land tenure are:

Clear evidence, such as a map, will be required to obtain formal recognition of land. With the competing claims over land, formal evidence is preferred by judges when the contested land claim is filed in the court. The National Land Agency (2012) reported that more than 80 percent of the land claims of rural people in Central Borneo have not been delineated and demarcated. Moreover, the regulations and programs to certify land are only carried out by the National Land Agency and some donors. Since the regulations and programs are aimed to cover nationally. Local people often are not aware of the opportunity which provided by the regulations such as the agrarian Law and Governor Regulation No. 13/2009, for example, local residents in Supang and Tanggiran villages (Kapas District) and Tumbang Koling village (Kotawaringin Timur District) do not realize that they can claim their individual rights.

Developing a map of traditional or customary land tenure, however, its challenging, the boundaries of customary claims between individuals or groups are usually marked by natural features such as a stone, tress, a river or certain plants. As communities are no longer ethnically homogeneous, the natural boundaries are no longer effective. The consultant company that won the bid for executing the national program on land certification does not understand the complexities of land tenure claims in Central Borneo.

The research institutes such as the Centre for International Forestry Research (CIFOR) have used community mapping techniques to document and facilitate local conflict resolution mechanisms. The CIFOR primarily became involved in this initiative because it sought to document local conflict resolution mechanisms and to involve the local community in the regional land-use planning process.

CONCLUSION

The increasing of agrarian conflicts between community and company that occurred in Central Borneo, it's caused by several sectors, forestry conflicts, Plantation conflict and Mining Conflicts, with 87% palm oil plantation owned by company, and smallholders only 13% of palm oil plantation owned by independent smallholders. The agrarian conflict in Central Borneo is caused by inequality of ownership (overlapping of ownership), spatial planning of forestry area and inequality of agrarian resources

management. The agrarian conflict that occurred in Central Borneo is one of expansion result of palm oil plantation.

The expansion of palm oil plantation even in peat lands area is conduct with large scale company and tends to be out of control by the government. There has been booming of plantation in 2010 with dominated by big scale company rather than smallholders in Central Borneo. The implementation of REED+ in Central Borneo has different implication of palm oil plantation particularly forest area and mainly as critical factor in Central Borneo Province.

Furthermore, the government of Central Borneo Province roles in order to held the conflict resolution between community and company, The procedure for land settlement and post conflict resolution are, *first*, Extension of management area between community and company, Accelerate the conflict settlement process and prevent the rise of new conflicts, *Second*, Improved land use practices and legal framework and practices of spatial planning and forest arrangements, *Third*, Improved transparency and regulatory changes, *Forth*, conflict resolution through the courts and mediation and *Five*, Community involvement in the decision making process through Musrenbang and socialization forum.

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Review public policies on flood management in Thailand during 1942-2012

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Abstract

The objective of this article is to review the public policies of flood management in Thailand from 1942 to 2012. This study is a qualitative study comprising a literature review and content analysis. The results of the study showed that public policies before 2011 emphasized economic and structural development, employment, safety, security and air defenses. There was no specific government authority directly in charge of disaster management. In 2011, public policies were set up for water management at the country level. Surface water and groundwater were efficiently managed and controlled with sufficient water provided to the public. All 25 water sources were efficiently managed under the concept of 2P2R. After 2011, public policies focused on water management at the country level with the concept of 2P2R (Prevention / Preparation / Response / Recovery). There was a specific government authority directly in charge of flood prevention and mitigation. All relevant authorities should exchange information.

Key Words: public policies, flood management, Thailand

Introduction

Disaster refers to an event that occurs naturally in an area, causing loss of life and property, affecting the environment and people's ways of life, causing an imbalance in the ecological system. It is an unusual condition in the environment caused by natural or manmade changes that can cause damage and negative effects upon the environment and people's health. Disasters may occur rapidly and cause sudden damage or it may take some time before their full effect is really felt and this may cause long term damage, depending on the nature of the disaster (Suwan, 2005: 615-631). Whichever the case, a disaster can lead to a state of emergency.

In the case of Thailand, there have been many severe natural disasters, especially floods, resulting in the loss of several billion USD (Learning Information System of Flood, 2012).

In 2011, Thailand suffered its worst floods in more than half a century. Caused by excessive and continuous rainfall from successive, powerful monsoons and subsequent, numerous dam breaches, the floods inundated more than six million hectares of land in 66 of the country's 77 provinces, and affected more than 13 million people from July through December 2011 (The World Bank, 2012: i).

Concerning disaster management in Thailand, there are still some problems about the data system, alarm system and responses to disasters as can be evidenced by the tsunami in six provinces in the south. The coordination of work between central government, provincial and local authorities is weak. Additionally, there are some other problems such as lack of knowledge and experience in rescuing people affected by the disaster, and the lack of prompt and accurate risk analysis. This results in misinterpretation as to the risks of disaster, causing slow response and

inappropriate management (Kamolvej, 2009: 343). Therefore, the authority in charge needs to work closely with not only other government authorities but also the private sector and communities. Since the affected areas of disaster are getting larger, there needs to be more authorities working on this issue in order to respond in a timely manner and to efficiently manage the disaster (Kamolvej, 2009: 358; Raungratanaamporn *et al.*, 2014: 658).

According to the above-mentioned problems, a study on the development and trends in flood management in Thailand needs to be conducted in order to identify the ways the disaster has been managed from 1942 to 2012 according to the public policies related to this issue. Flood management in Thailand is reviewed and analyzed in order to find appropriate policy for disaster management.

Objectives of the Study and Methodology

The objective of this article is to review the public policies of flood management in Thailand from 1942 to 2012.

This study is a qualitative study reviewing the related literature and context review, which consists of historical documents, laws, proclamations, acts, rules and regulations related to public policies and management in response to natural disasters focusing on floods from 1942 to 2012.

The data were then interpreted and categorized into the following three periods as related to flooding incidents: before 2011, floods in 2011 and floods after 2011. The reason for selecting the floods in 2011 was used as the criteria to determine the period of this study, due to the massive flooding that affected much of the country's economy and society and the impact of the change in the nature of management in order

to understand the relationship among the public policies, stakeholders and policy environment (Dunn, 1994: 70-71).

The study was analyzed using content analysis. The data were divided into different types, organized, defined and the components classified to find relationships among them. The content analysis was done in five stages: data processing, data presentation, summary, interpretation and data checking (Podhisita, 2011: 337), using triangular check.

Government Policy

The government policy collected and synthesized by the researcher from related research and document from Disaster Prevention and Mitigation Department, Ministry of Mineral resources, Thai Meteorological Department, Land Development Department, Department of Water Resources, Royal Irrigation Department and Department of Public Works and Town & Country Planning, which summarized as follows:

From 1980 to 1991, the soldiers were key persons in educating the public about disaster prevention. In 1997, PM Chuan Leekpai and the government announced in the Official Announcement: No. 2 Security Policy Section 2.4: To promote and support all knowledge and skill of the army special of engineering, science and technology, medical, nurse and discipline to develop and join of solving and economic plan and to produce the shortage positions for public health, the discipline in social, relieve public disaster in life and property, treatment resource, problem solving environment and coordination of private in other problems mentioned in the collaboration between government and private sector.

In 1996, there was a campaign to educate the public about disaster prevention, with support from the military in evacuation and

disaster mitigation. Department of Public Works and Town & Country Planning was assigned to be in charge of flood prevention in cities.

In 1997, the government of PM Chuan Leekpai supported the military development in the areas of engineering, sciences and technology, medicines, nursing so that it could play an important role in social and economic development. There was cooperation among public and private sectors in the areas of public health care, social security, safety, disaster mitigation, natural resources reservation, environmental protection, etc.

Based on the Cabinet Resolution dated February 29, 2000, the Department of Public Works and Town & Country Planning under the Ministry of Interior was assigned to build up constructions to prevent floods in 9 areas under the ten-year-plan, and to survey and design flood prevention system in the cities in 88 areas of 49 provinces under the five-year-plan.

Based on the Cabinet Resolution dated June 24, 2003, the Department of Public Works and Town & Country Planning was assigned to evaluate the implementation of flood prevention plans and to design the construction of flood prevention system in city areas of Samut Sakhon Province.

In 2004, the concept of community-based disaster risk management was implemented. Under this concept, several new projects were introduced such as "Mr. Warning" and "One Tambon One Search and Rescue Team (OTOS)"

In 2005, PM Pol. Lt. Col Thaksin Shinawatra government announced the policy No. 4 to manage natural resource and environment that the government would protect water resources from upstream to downstream, to support the community in the construction of the dike called maew (name of a hill tribe) dike to

delay flood water based on the King's projects which had main objectives to allow all people to fully make use of the biodiversity.

The government would invest in the sustainable water resource development from upstream, midstream to downstream so that people in every area can make use of it. The government shall also restore soil by stopping villagers from burning rice fields as it destroyed fertility of the soil. Chemicals use should be decreased or stopped. Faek (a special kind of grass) should be planted to cover the surface of the soil. Warning system should be well developed to reduce damages caused by disasters such as floods, droughts, earthquake and changes in atmosphere. Since then, the successive governments have followed this plan to prevent and reduce damages from disasters.

In 2008, PM Samak Sundaravej developed the natural disaster warning information such as flood, drought, tsunami and climate change and continued reduce the effect of people's suffer from disaster.

This point of view, the former government expedited the economics structure development plan to accelerate more than others but seldom disaster happen then private sectors, people and others were less interested in natural disaster. Sooner the climate and the world morphology changed made more problems of natural disaster as a few incident become more difficult to access sizable lost and damages only the first figure from former government stressed the responsible to the army role, then in 2007, defined the main responsible of Disaster Prevention and Mitigation Department and considered other private sectors came to join this role in 1997 of coordination with the government that reflexing involvement of each level and work styles that changed from only

government management into the cooperation between private sectors and government.

In 2011, based on the policies related to land management, environmental protection and natural resource management, the integrated water management system was used for efficient water management of the underground water and surface water in the 25 water basins of Thailand (based on the concept of 2P2R).

Based on the Prime Minister Office's order No. 193/2011, the Flood Relief Operations Center was established to be head office for disaster mitigation including evacuation, warning, providing foods and necessities to those affected by floods, watch climate changes, inform the public and manage all related works.

Based on the Prime Minister's order No. 17/2011, there were guidelines for problem solving in the areas seriously affected by the disaster (based on Section 31 of the Disaster Prevention and Mitigation Act 2007).

Based on the Prime Minister's order No. 20/2011, Royal Irrigation Department released water from eastern part of Rapeepat Canal to the Gulf of Thailand. Ridges of the following canals were raised so that they can contain more water: western part of Rapeepat Canal, Rangsit Prayoonsak Canal and lower part of Hok Wa Canal. After the crops had been harvested, Northern and Southern areas of Rangsit field were used to slow down the flow. 37 flow thrusters were equipped in Nakhonchaisri District, Nakhon Pathom Province and 14 flow thrusters were equipped in the irrigation areas of Samut Sakhon.

Based on the Prime Minister Office's order No. 253/2011, the Strategic Committee for Water Resources Management (SCWRM) was set up, according to Prime Minister Office's Regulation on Strategic Committee for Water Resources Management 2011.

In 2012, PM Yingluck Shinawatra assigned the Department of Public Works and Town & Country Planning to build ridges along southern part of Rangsit Prayoosak Canal, from Chulalongkorn Gate to Pak Klong Banmai Gate near Chao Phraya River) Royal Thai Government, n.d; Ministry of Industry, 2007; Rakkwamsuk and Worawattanasakul,2012: 5; Jentsantikul & Suttawet, 2014: 103).

When considering Thailand's contexts and theories that are related to politics and administration, Sementelli (2007: 499) explained regarding 4 theories that are related to disaster management, which are: theory of decision, theory of administration, economic theory and sociological theory. Such theories demonstrate that, in emergency situations, limitations in terms of decision due to incomplete information, lack of ability to anticipate and impossibility to comprehend every approach of practice as well as the democratic form of governance with representatives may cause politicians who are voted to become the representatives of such areas to have conflicts of interest) Simon 1976 cited in Bowornwattana 1998: 113(. The major elements of the formation of conflicts of interest are: (1(the fact that government officials have personal interests; (2(the official duties and responsibilities according to government positions or public positions for the practices which correspond to professional standards or standard of conducts that must be neutral; and (3) the intervention of forethought (Wannathepsakun, 2012: 121). Such reasons cause politics and administration to become inseparable, which leads to conflicts of interest (Wilson 1973 cited in Bowornwattana, 1998: 16-17). Thus, to reduce such problem, the administrative concepts should be separated from politics. Intervention must be lessened for efficient administration. At the same

time, the allocation of limited resources must be done thoroughly and fairly to reduce conflicts and distribution problems among victims. However, the sociological theory is the one that enables us to see the important things which are acquired from the learning of the past and which could lead to the improvement of policies and working processes that are increasingly uncertain. Working without enough understanding causes the management of situations to be inefficient (Williams, 2008: 1115-1117).

Result of the Study

The results were also divided according to the following periods:

1. Public policies before 2011

Geographically, Thailand is divided into six parts. The northern part consists of high mountains and plateaus. The northeastern part covers 170,000 square kilometers (one-third of the whole country). Most areas of the central region comprise lowlands with rich soil, while most of the eastern region is connected to the sea, with mountains and small hills. The west comprises ranges and plains along the valleys. Both sides of the southern part are next to the sea, with the Gulf of Thailand in the east and the Andaman Sea in the west (Chaiprajong, 2005: 16-17).

From the past to the present, there has been no master plan for the management of water resources. No primary agency is directly responsible. For example, economic and social development in the last five years (2006-2011) has shown that the country has no specific water management policy, but rather economic policies and those relating to the land, natural resources and the environment. Policy implementation is not as successful as it should be and water issues cannot be entirely solved. Meanwhile, research studies from the past to the present have not

resolved the issue of water management in an efficient way. Because most research has focused on the quantitative management of water resources (such as the allocation of water to various aspects of human need), water resources have not been fully integrated in operation from all sectors of society. As a result, water resources (surface water, ground water, and sea) in most parts of the country are in decline or are likely to decline. If this problem is not dealt with in a systematic correction, it may affect the consumers of the country in the near future. (Aquatic Ecology and Mathematical Modeling Center, Sea Water Section, 2012: 2) A disaster situation happens in Thailand and creates loss of life and property of citizens. Seven years ago (2002 - 2007) the possibility of flooding in Thailand was found to be likelier, with the problem occurring more regularly (National Committee of Disaster Prevention and Mitigation 2009: 2) despite the efforts of all agencies in fixing the problem, the management continued to focus on specific problems. Through the lack of care in the community concerning the upstream and downstream impact (Supharatid, n.d: 4), the management of current disasters has defined management framework.

Laws related to disaster management included the Civil Law on Disaster Prevention Act 1979, which focused on the duties of civil society on disaster prevention. The main content of this Act focused on the hierarchy of the authority so the disaster was managed in the same direction. This kind of management was applicable at that time as the disaster was not complicated and could be controlled by one public authority (Singhasem, 2011: 178-179).

In this period the government was the most reliable actor to educate people followed Strategic National Action Plan on Disaster Risk

reduction and traditional approach) McEntire 2007; Raungratanaamporn *et al*, 2014: 658).

Flood management by the government was not proactive. Since most disasters did not affect large areas, the responses from the government mostly concerned rehabilitation. Moreover, most disasters occurring before 2002 were natural disasters such as floods, landslides, and mudslides. At that time, the Royal Irrigation Department was the sole government authority in charge of disaster management. However, there were changes after government reform in 2002. The roles and duties of the departments in charge of water management were not integrated. Hence, water management was not done in an integrated, cooperative way. In addition, before 2007, there were many laws related to water management (Tingsanchali *et al*, 2003).

2. Public policies in 2011

During the year 2011, public policies were set up for water management at the country level. Surface water and groundwater were efficiently managed and controlled with sufficient water provided to the public. All 25 water sources were efficiently managed under the concept of 2P2R. In this year, there was a large flood which affected many parts of Bangkok and many provinces. After the flood, several factors were analyzed: the laws, the nature of the disaster, and the policies and disaster management of the public sector. Concerning the nature of the disaster, in that year there were five tropical cyclones which affected large areas. In terms of the law, there was the Disaster Prevention and Mitigation Act 2007. According to this act, the Department of Disaster Prevention and Mitigation is the main government authority directly in charge of disaster management in Thailand. The missions of the department include: setting up policies and

guidelines on disaster management and, with cooperation of related authorities, setting up a five-year master plan for disaster prevention and mitigation, and the evacuation and rehabilitation of those affected by floods, windstorms and mudslides. This five-year master plan shall be used as guidelines for flood management. According to this plan, the Department of Disaster Prevention and Mitigation is the main authority in charge of the activities and cooperation, and to set up the action plan and budget for 2010-2014 under the master plan so that all relevant authorities can follow (Singhasem, 2011: 178-179).

The ways the government managed the disaster in 2011 were not completely in accordance with the Disaster Prevention and Mitigation Act 2007 (Wungaeo, 2012). As a result, disaster management was slow and not done in a timely manner. Moreover, the authorities working on this issue did not follow the same direction, causing confusion and problems such as conflicts among individuals, and conflicts between central government and Members of Parliament (MP) in the provinces. Disaster management was done separately. Good decisions were almost impossible due to unclear communication and unreliable information. Another problem was that there was no public awareness on the issue. Moreover, the Department of Disaster Prevention and Mitigation was in charge of all 14 types of disaster while there was neither enough manpower nor resources.

Example situation in 2011

Kabir et al. (2011) explained this action of government to response the flood in 2011 as follows:

1) The Government also set up a National Committee to prepare a comprehensive

strategy for the country's rehabilitation to make Thailand better, safer and stronger.

2) The strategy is separated into three parallel phases, namely, the 3R's – Rescue, Restore and Rebuild. Immediate relief and rescue efforts include receiving donations, distributing relief assistance, providing medical care and temporary shelters and dispatching support personnel to the fields.

3) RTG also launched a financial package of THB 325 billion (USD10.3 billion) to assist people and business sectors affected by the floods.

In addition, Plans also put in place to provide skills training and financial support for the estimated 660,000 workers who were not be able to resume work as workplaces have been halted.

Shortly after the water receded, the Government started assessing damages and processing compensation under the THB 5,000 scheme for majority of the Government.

In addition, Panitchpakdi (2013: 5) summarized the key actors from government as follows:

1) Disaster Response and Mitigation Department, Ministry of Interior

2) Royal Irrigation Department, Ministry of Agriculture and Cooperatives

3) Ministry of Social Development and Human Security

4) Meteorological Department, Ministry of Information and Communications Technology

5) Military units (Army, Navy)

6) Special committees at the Office of the Prime Minister Level for major disasters

7) Ministry of Foreign Affairs

3. Public policies after 2011

The policies after 2011 focused on water management at the country level. Surface water

and groundwater were efficiently managed and controlled with sufficient provision of water to the public. All 25 water sources were efficiently managed under the concept of 2P2R (Prevention / Preparation / Response / Recovery). Upstream, midstream and downstream water sources were also efficiently managed.

After 2011, there was a specific government authority directly in charge of flood prevention and mitigation. All relevant authorities should exchange information. The Office of The National Water and Flood Management Policy is now in charge of information sharing with the Hydro and Agro Informatics Institute in order to utilize the information for making proper decisions regarding flood management and disseminating the information to the relevant authorities and to the public. The response to the disaster focuses on the preparedness and prevention. However, during the three above-mentioned periods, disaster management came from central authority as a single command.

Central government should play a key role in making strategic plan on flood management and set up guidelines for the stakeholders to follow. Even with political changes, flood management should be done continuously. Moreover, flood management should be done with consideration on the different characteristics of the communities. Some communities are located in the areas that are affected by rain while some are located in the areas affected by high tides. Therefore, the floods in different areas need different management strategies. The provinces and districts are key mechanisms in local administration on flood management. They are coordinators of central government and local authorities i.e. Provincial Administrative Organizations (PAO), Tambon Administration Organizations (TAO), Pattaya City Administration

and Bangkok Municipality Administration. The local authorities should have information about their own communities especially in the areas at risk of floods. Some areas in the communities have been changed, resulting in more challenges in flood management.

For example, some areas that used to be floodways were changed to be industrial areas, while some areas were changed to be houses or business areas. Some constructions in these areas blocked floodways, causing serious floods which are more difficult to manage. Private sectors also play an important role in flood management in the communities. They provide technical support, budget and other kinds of resources. The cooperation between private sectors and local authorities is necessary especially in emergency because the support from central government may not be provided in a timely manner due to bureaucratic ways of work.

During the 19th ASEAN Summit, there was the signing of an agreement to launch the ASEAN Coordinating Centre for Humanitarian Assistance: AHA Center in Jakarta, Indonesia to coordinate help among ASEAN member countries and assistance from outside the region in the case of disasters. Moreover, Thailand initiated the issuing of the statement of the ASEAN Leaders' Statement on Cooperation in Flood Prevention, Mitigation, Relief, Recovery and Rehabilitation. It was the first time that ASEAN clearly determined cooperation in terms of water management as well as reconstruction and restoration after disasters.

In addition, ASEAN gained cooperation from APG, a civil society organization which is the co-working group of seven international non-governmental organizations with the main objective to strengthen the work mechanisms between civil society and ASEAN for the development of countries in this region in various

aspects)ASEAN Department 2012: 023(. When considering the assistance at international level, it was discovered that, in 2011, countries worldwide offered help mainly in the stage of response and restoration.

Summary

The evolution of the public policies on flood management in Thailand can be summarized as follows: in 1942-2010, flood management by the government was not proactive. The management focused on rehabilitation after the floods. In 2011, due to the large flood, the government policies concerning flood management were changed to be more proactive. Disaster preparedness and prevention were given higher priorities. Hierarchy work was identified as a weak point of flood management according to the Disaster Prevention and Mitigation Act 2007. However, after the floods in 2011, a disaster management network was set up in several areas, with the cooperation of organizations/agencies from the government and private sectors and civil society at the international, national, provincial and local level. There was higher public awareness and cooperation from civil society and academic institutes. In 2011-2012, public policies and management were changed based on the lessons learned from the floods in 2011. A database on floods was developed and improved. The Office of the National Water and Flood Management Policy and Hydro and Agro Informatics Institute are the main authorities in charge of information gathering and information exchange among relevant authorities. They are also in charge of disseminating information to the public. In conclusion, since 2011, the flood management process has become more systematic, with the cooperation of the relevant authorities at all levels.

Discussion

1. Public policies before 2011

Public policies before 2011 emphasized economic and structural development, employment, safety, security and air defenses. There was no specific government authority directly in charge of disaster management. At that time, disaster management was not implemented proactively. The disasters occurring in this period were not serious and did not affect large areas. The result of the study is in accordance with "An Integrated Approach to Natural Disaster Management Public Project Management and its Critical Success Factors" by Moe & Pathranarakul)2006: 396, 410(which found that there were no master plans on disaster management in Thailand, no proactive activities (disaster forecasts, alarm systems), no specific authority in charge, a slow decision making process from the central government, unclear administration lines, slow response to disaster, slow mitigation process, transportation problems, no cooperation among relevant authorities/organizations at different levels, no participation from local authorities and non-international government (Kamolvej 2009; Wungaeo 2012).

2. Public policies in 2011

As regards public policies in 2011, there were clear public policies on flood management. Surface water and groundwater were efficiently managed. However, the government did not follow flood management in accordance with the Disaster Prevention and Mitigation Act 2007. As a result, disaster management was slow and confusing, and the authorities working on this issue did not follow the same direction. This is in accordance with the "Study on the Administration of Disaster Prevention and Mitigation Network: Case Study of Bangkok" by Anantanakorn (2005).

The study revealed that, in the case of disaster, the private sector and civil society usually reach the affected areas before the government sector. However, there were several problems in their work such as the conflicts among different organizations, low standards of work and exploitation of the victims. To solve these problems, the government should monitor the disaster management of civil society and set up guidelines and standards for them to follow. Another study on the “Social Network Cooperation in Flood Prevention in the Lower Ping River Basin” by Phromlert (2005) also revealed that there was a gap in work among the government and private sector and civil society, and also a gap in the work between district administration and municipal administration (Wungaeo, 2012).

3. Public policies after 2011

In this period, public policies on flood management continued to focus on the management of surface water and groundwater. After 2011, a specific government authority was made directly in charge of disaster prevention and mitigation. All relevant authorities were required to share information. The communities affected by the floods are also expected to participate more in flood management. “The Role of Community in Disaster Response: Conceptual Models” by Patterson et al. (2010: 127) also revealed that the role of the community is important in the whole process of disaster management starting from preparedness to response to rehabilitation. Relevant organizations should share common beliefs and goals in setting up the direction of the disaster management (Sabatier, 1988: 141; Dempwolf and Lyles, 2012; Reid and Smith, 2009; Macdonald, 2012; Wasserman and Faust, 1994).

Suggestions

1. In the process of policy setting, there should be participation among all stakeholders as it is necessary to get input from the people in the communities such as a community map, the areas that are usually affected by floods, the population and population density in the community, information about city plans, and management of irrigation dams, etc. These kinds of information are useful for policy setting and the decision making process for disaster prevention and mitigation and for the cooperation of all stakeholders at the international, national, provincial and local levels.

2. There should be a mechanism to raise public awareness on safety such as providing a handbook that explains the risks and severity of the disaster. The handbook should use simple, easy-to-understand language and should be available in various languages.

3. Good relationships among stakeholders should be promoted at the international, national, provincial and local levels so that they can build trust and follow the same directions in disaster management. This shall be acquired through drills and practices according to the plans because, through drills and practices, we can identify the weak points of the plans and challenges in implementation.

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Snapshot of Society Social-Economic Welfare based on Human Development Index in Polewali Mandar Regency, Indonesia

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Abstract

Welfare is a right that should be enjoyed by every citizen or every local community. Polewali Mandar an area has a variety of potential resources can be managed and used sustainably to support the improvement of people's welfare. Therefore, this research article aims to analyze and explain snapshot views from the public welfare indicators of the Human Development Index (HDI). The method used is descriptive-developmental ex post Facto. Secondary data obtained through documents, both from the Central Bureau of Statistics (BPS), Regional Development Planning Board (BAPPEDA), and the regional work units (SKPD) Polewali Mandar, as well as scientific publications. Data was analyzed by descriptive quantitative-qualitative. The result of the analysis is based Human Development Index (HDI) public welfare in Polewali Mandar showed an increase on three areas of development are analyzed. In the field of education seen their equity and expanding access to education; improving the quality, relevance and competitiveness of education; and strengthening governance, accountability, and public image of education. In the health sector there is an increasing level of health seen from the aspect of mortality, morbidity and nutritional status of the community. Similarly, in the economic field to create a decent life viewed from the contribution of public purchasing power is reflected in the GDP, and contributions every year tends to increase, in terms of the basic sectors, namely trade, hotels and restaurants, electricity, gas and water utilities, as well as agriculture.

Keywords: Welfare Society, Human Development Index.

INTRODUCTION

Welfare is a right that should be enjoyed by every citizen or every local community, state or nation. Therefore, the State has an obligation to promote, provide, or provide welfare to the public as governance objectives, development, empowerment, and public service. Similarly, Indonesia as an independent country, since its inception has been committed to the welfare of the people, as expressed in the Creation of the Constitution of 1945 paragraph 4 of that ... "Then instead of it to form a government of Indonesia which protect all the people of Indonesia and the entire homeland of Indonesia and to promote the general welfare, educating the nation and participate in the establishment of world order based on freedom, lasting peace and social justice".

In fact, changes in the system of government Indonesia centralized (New Order Era) to a decentralized system (Reformation Era) has so far not fully capable of prospering society.

It was marked by the high percentage of poor people or groups of people who live in substandard underprivileged. Nonetheless, the Central Bureau of Statistics (BPS) and report Haryanto (2012) states, in 2012, poverty has decreased from the previous year to 0.89 million, accounting for 12.49 percent down to 11.96 per cent of the the population of Indonesia.

Observing the data of poor people in Indonesia, it can be stated that the determinant factor for poverty not only in terms of government performance that can not afford the welfare of society, but also because there are other factors that cause this to happen. According Minarta et al. (2009: 232) that poverty is caused by the financial crisis is multi-dimensional, thus lowering the performance of the Indonesian economy. Therefore, the government seeks to tackle poverty with a variety of public policy. The impact of the policy is also apparently not able to overcome various problems that hinder the achievement of public welfare expectations. Even on the implementation of the policy, allegedly in some cases not effective because there are a number of underprivileged people who just do not get help, whereas the target for the poor.

Nonetheless, there is always optimism and step forward the government to continue working to alleviate poverty, among others, realized through program policies are formulated and implemented, such as the Direct Aid Program (BLT), or programs providing assistance consumptive to less fortunate people and program support productive, but the policy / program is apparently not been able to overcome the problem of poverty that exist. In fact, the implementation of these policies often would lead to new problems, such as the poor unfortunate, injuries, fainting, and even death at the time of the distribution BLT, because of overcrowding when the queue waiting for food rations. In other situations, there is the village chief who protested by citizens, because it is considered unfair determine the poor, so the poor people who did not get the BLT, and many other cases. That phenomenon shows how the state has not been able to function optimally for the welfare of the people.

When observed various problems faced by the people it is known that a number of indicators that can give an idea phenomenon occurs. One indicator is the economic growth of each region, as enshrined in the Gross Domestic Product, abbreviated GDP (read: Ismail, Akib and Jasruddin, 2015). GDP is a series of indicators that show the rate of growth and economic development of the region, including in Polewali Mandar West Sulawesi province.

Polewali Mandar an area has a community with the highest poverty rate in West Sulawesi. In 2008 to 2012, the poverty rate in Polewali Mandar still showed the highest rate, when compared with the level of poverty in other districts in West Sulawesi. While poverty each year has decreased, but the decrease is not significant, compared with other regions in the province of West Sulawesi, and in Indonesia (Central Bureau of Statistics, 2013). Along with the poverty phenomenon, the article results of this study to analyze and explain welfare community based on human development index (HDI) in Polewali Mandar.

LITERATURE REVIEW

Achievement levels of well-being is an orientation program every country in carrying out development. The experts, among others, Spicker (1995); Midgley, Tracy and Livermore (2000); and Thompson (2005) agree that the concept of welfare has four (4) basic meaning, namely as: 1) a good situation; 2) social services; 3) social benefits; and 4) planned process carried out by individuals, social institutions, communities and government agencies to improve the quality of life through the provision of social services and social security benefits. Based on these descriptions, Rofieq (2011: 103) states that "the welfare state" refers to a development model that is focused on improving the welfare of the community through the provision of a more important role to the state in providing social services to its citizens.

Based on the views of these experts, it is understood that the public welfare is one of the key objectives of each region, including Polewali Mandar. The level of welfare is assessed from three focus: Focus welfare and economic equality, the focus of social welfare; as well as the focus of cultural arts and sports. In this paper, the focus is the welfare

include development indicators contained in the Human Development Index (HDI). In other words, the welfare of the community based on HDI.

Human Development Index (HDI) is an ideal proxy for measuring the performance of a local government (Niswati, Mano, and Akib, 2015) in an effort to the welfare of society. The index is an overview of local government performance in three main areas, namely education, health and economic (Fadel, 2009; Law No. 25 of 2009; Dwiyanto, 2011; Risma, Mano, Akib, 2015). The performance of local governments in these three areas is none other than the performance of the public service or non-financial performance.

The Human Development Index is a picture of human development achievements are measured by progress in three areas, namely the economy, education, and health. Furthermore, HDI is measured on four components, namely longevity or life expectancy, literacy / literacy rate and the average years of schooling, as well as the purchasing power, namely the ability access the resources required to achieve the standard of living. HDI value of a country or region shows how much of a country or region has reached the target set, namely life expectancy of 85 years, education / elementary school (SD) for all levels of society (without exception), and the level of expenditure and consumption have reached decent standard of living. Therefore, the closer the HDI value of a country / region to 100, the closer or the right way to do to achieve their goals.

Education and health is part of the indicators in the Millenium Development Goals (MDGs). Millennium development goals is an ambitious agenda for reducing poverty and improving lives agreed by world leaders in order to implement the concept of sustainable development. Indonesia is one country that helped approve the millennium targets in 2015. In the health sector, the MDG goals and targets is to reduce child mortality by goals / targets reduced by two thirds the mortality rate among children, improve maternal health by reducing the target three-quarters the ratio of maternal mortality, combating HIV / AIDS, malaria and other diseases by inhibiting the target and begin to reverse the spread of HIV / AIDS. Furthermore, the economic field is the "ultimate weapon" to fix the joints of the main order of society. There are a variety of economic development strategies that have been carried out by the Indonesian government. In the reform era, the government implements economic development strategy that focusing aspect of "justice, then growth" strategy, known as "Equity to/ with Growth" (Hakim, 2003). The development concept is in line with the concept of people's economy, so that through the Law on Local Government expected the concept can be applied consistently and sustainably. Each region is expected to take the right decisions in order to increase people's ability to manage and use financial and economic resources owned, as well as trying to empower the economic activities of the people in the region.

RESEARCH METHODS

The method used is descriptive quantitative-qualitative *ex post Facto* to identify, analyze and explain the level of welfare community based on indicators of HDI in Polewali Mandar West Sulawesi province. Secondary data obtained through documents from the office of Regional Development Planning Board (Bappeda) and the regional work units (SKPD) Polewali Mandar, the Central Bureau of Statistics (BPS), and from documents provided by the informant / respondent (individuals representing the regional work units), including the data and information obtained from scientific publications or research reports on services / agencies, as well as from other sources of official and reliable. Data was analyzed by descriptive qualitative-quantitative (See the research report Akib et al., 2009a).

ANALYSIS RESULTS AND DISCUSSION

The article describes the results of this study snapshot views from the public welfare indicators of the Human Development Index (HDI). The assumption is that HDI is an ideal proxy for measuring the performance of local governments, including in Polewali Mandar West Sulawesi province. Similarly, it is assumed that the HDI is an indicator of the welfare of society. Therefore, the welfare of the community-based HDI analyzed in Polewali Mandar

include education, health, and economic (decent living). The results are presented systematically as follows.

Education. Education is one of the indicators of the HDI are very instrumental in improving the quality of human resources (HR) in Polewali Mandar. The indicators in the education sector is the average length of the school and the literacy rate. The status of education in Polewali Mandar, according to BPS 2014 is still relatively low. Furthermore, judging from the average length of the school both in the national and provincial level is still relatively low. Similarly, the average length of school in Polewali Mandar showed improvement, although still lower than the national average, namely by a margin of 0.79 point, likewise when compared with the achievements of the district in West Sulawesi.

The adult literacy rate has increased significantly, which is an indicator that describes the number of population aged 15 years and over who can read and write and understand simple sentences in everyday life. At the county level, the highest literacy rate is Majene, whereas the lowest was Polewali Mandar. The low average length of school and the literacy rate related to the educational facilities available (BPS of Polewali Mandar, 2014). Therefore, it will be analyzed indicators of education based on the three pillars of education development policies, namely: 1) equity and expand access to education, 2) improving the quality, relevance and competitiveness of education, and 3) strengthening governance, accountability, and public image of education.

Gross Enrolment Ratio (GER) who has contributed most is the level of Primary Schools / Madrasah Ibtidayah (SD / MI), with the achievements of 125.20 percent. Thus, SD / MI has a better performance when compared with the Junir High School or Madrasah Tsanawiah (SMP / MTs), because Polewali Mandar number of children attending primary at most compared to other school levels. While, APK / APM SMP / MTs is the smallest that is 97.87 per cent, while the level of Seniir High School or Madrasah Aliah (SMA / MA) has the highest contribution compared with other levels. The number of continuing study rates (AM) Junior and sehir high school as a result of public awareness of the importance of education for the future of their children. In addition, there are also students who continue their education beyond Polewali Mandar.

To be able to see the quality of education used some measures, namely: 1) the percentage of decent teacher (% GL) views of human resource education, 2) infrastructure owned. The percentage of good classrooms (RKB%) and the percentage of libraries (% Perpus) that support teaching and learning. Ideally, %GL, RKB% and %Perpus is 100 percent, meaning that all schools have good classrooms and has a library. Conditions are getting close to 100 means the better.

The quality of education can also be viewed and internal students themselves, the number of graduates (AL), the repetition rate (AU), and dropout rates (AL). Just as %GL and infrastructure, then ideally AL is 100 percent, meaning all students pass the highest level of all, and the closer to 100 percent better. Instead, the AU and the APS ideally is 0 percent, meaning there is no repeat of students and dropouts.

GL Score was highest in high school level is 94.27 percent. While the conditions at the primary level is very small due to the increasing diploma teachers from Diploma-II degree. In the framework of compulsory education nine years hence %RKB at the lowest level is 63.35 percent of elementary school, junior high school next to the achievement of the lowest 81.48, while the highest are at the greatest level of SM (94.27 percent). To that end, the priority initiatives should be done at the elementary level for the program compulsory 9 year basic education can be achieved.

In order to improve quality at the primary level, provide library. Data show that the SD had a library of 46.91 percent. Seen that libraries in Polewali Mandar still minimal. It is based on existing data that Level SMA library is only 42.37 percent ownership. Conditions at the junior level slightly larger than the SMA level, namely 45.45 percent.

Figures graduates (AL), the largest occurred in BC level is 53.35 percent and the smallest at the junior level is 27.57 per cent. The same thing for the AU level SM is the largest (0.58 percent), while AU primary level is 4.93 percent. AU magnitude elementary level is due to the importance of students still in school to learn to read and write, so there

will be literate. Conversely, for the junior high level APS showed the greatest value (0.21 percent) compared to the SMA level of 0.08 percent.

Efficiency. To view the internal efficiency of education, the coefficient of efficiency (KE), "last number" (AB), the average length of study (RLB), and the input of graduates (TML). Ideally, to KE and AB is 100 percent, meaning there are no students who repeat and drop out of school, so the cohort of 1,000 students will take place graduates of 1000. Thus, when the KE and AD perilously close to a value of 100, then the condition of school more efficient. RLB and TML should the primary level is 6 years for elementary level has six levels and when the level rises every year within six years of primary school student will graduate. For Junior and senior high school (SMP/SMA), RLB and ideal TML is 3 years, since junior and SMA has 3 levels. Thus, when the RLB and TML closer to 6 or 3 years, then the condition of school more efficient.

There are 4 types of indicators of internal efficiency of education. Internal efficiency can only be applied to schools that have a system level, ie elementary, middle and SM. For KE, the elementary level (93.20 percent) were the most efficient, because it has a value close to 100 percent. For SMP and SMA respectively, ie 80.17 percent and 86.28 percent. Although the value of KE level of SMA and SMP smallest, but it turns AB elementary level is no different from other education higher, ie 9.95 percent respectively (elementary level), 7.71 percent (junior level), and 6, 02 percent (level SMA). This means there is no difference in the students hang on the three levels of education.

To RLB primary level there is no significant difference between the three levels of education, namely respectively 6.10 (elementary level), 3.03 (junior level) and 3.02 (senior level). RLB elementary level exceeds 6 years (6.10 years) for students graduating is not timely due to the students who repeat, so there are some students who graduate within 6 years, 7 years old and 8 years old, as well as at the level of SMA and SMP. Thus, there is no difference in the efficiency level between junior/SMP and SMA. To TML primary level was also no significant difference between the three levels of education, namely respectively 6.23 (elementary level), 3.13 (junior level) and 3.12 (senior level).

The third success of the education indicators used to assess the development of education programs. While the equalization indicators used to assess the distribution of education that can be achieved. Quality indicators used to assess the quality of education achieved and the efficiency indicators used to assess the internal efficiency of education. Thus, to produce education with equity, quality and efficiency, each indicator are given different weights, as adapted to the measurement of the most important or the most influence.

Equitable educational value is the sum of five (5) indicators equalization after being given due weight. The value of quality education is the summation of four (4) quality indicators (% GL, RKB%, % Perpus, and AL) by two (2) indicators AU and APS, since both indicators are considered negative or reducing the quality of after being given due weight. Efficient educational value is the sum of four (4) internal efficiency indicators after being given due weight. Each type of indicator is determined to have a degree or the same interests, so it can be summed into one value. Thus, the value of the success of the education program is the total value of equity, quality, and efficiency, then divided by three (3). Except for the kindergarten level because it can not be calculated efficiency indicators, the value of education program's success is the sum of the value of equity and quality, then divided by two (2). The maximum value for each indicator and the success of the development program of education is 100, except in certain cases can occur more than 100.

Indicators of education more equitable, more quality, and more efficient can be seen from the value of the sum of the four levels of education, where education is more evenly exist at primary school level is indicated by the highest value, ie 101.34. Conditions equalization at the junior level better than the SMA level is 91.71. Qualification to the most excellent is the level of SMA with the value 66.92 and still under 100. It is also reasonable for the level of SMA better location, area of the city, within easy reach, and the infrastructure is quite favorable than elementary level whose location they last which are difficult to reach.

According to the location, which is distant elementary level and sometimes difficult to reach or in remote areas, it is natural for the most elementary level inferior to the value of 50.52.

Table 2
The achievements of the value of Polewali Mandar,
Academic Year 2012-2013

NO	INDICATORS	EDUCATION			
		EQUALLY	QUALIFIED	EFFICIENT	SUCCESSFUL
1	SD + MI	101,34	50,52	79,05	76,97
2	SMP + MTs	87,97	55,15	80,37	74,50
3	SMA + MA	91,71	66,92	80,33	79,65
AVERAGE		93,67	57,53	79,92	77,04

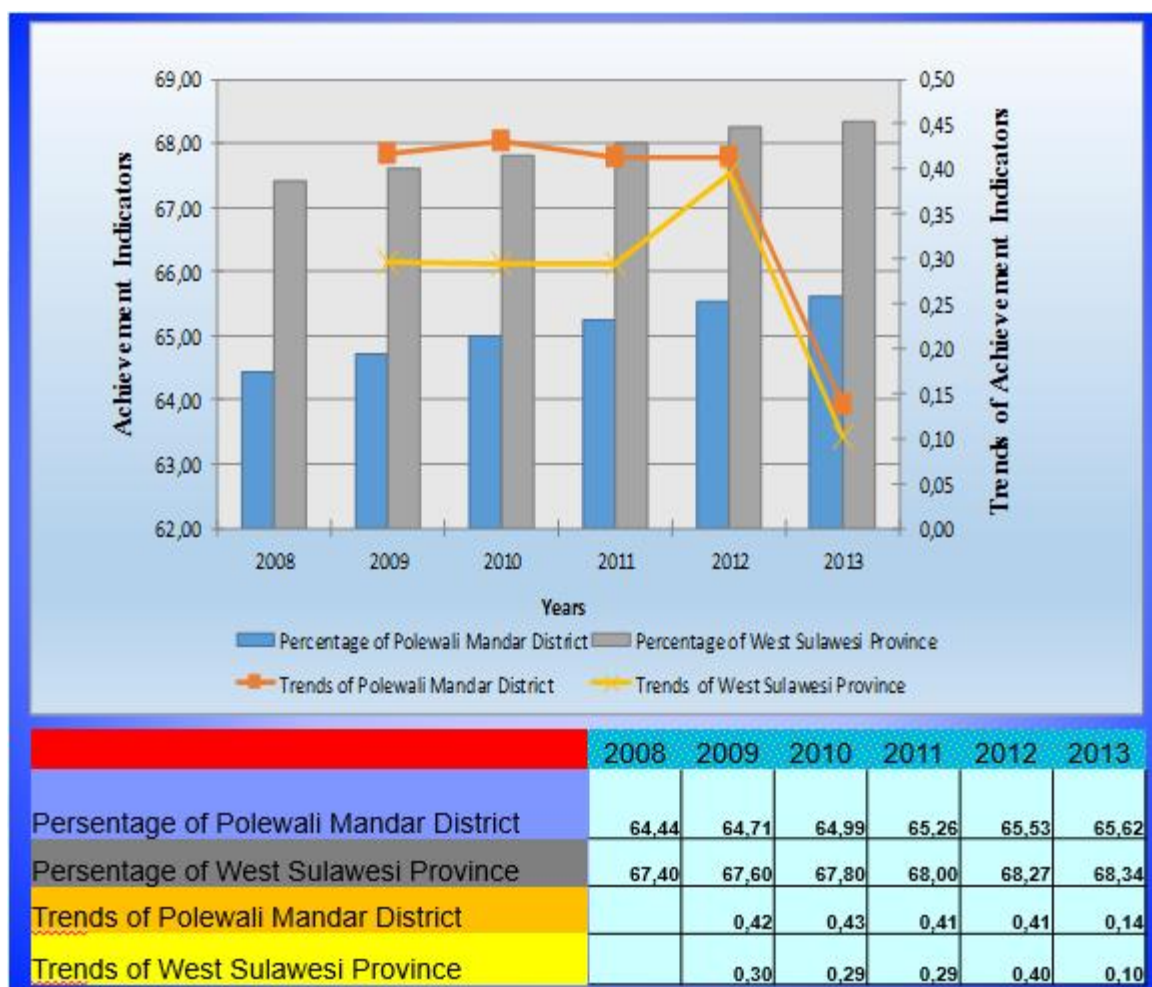
Source: The processed data from the Department of Education, 2015.

The most favorable conditions is an efficient education and third level of education turned out to be almost everything close to the value of 100, then approached efficient. Efficiency at the junior level at 80.37, SMA levels of 80.33 and 79.05 at the elementary level. Seeing the achievement or success of a number of indicators for each level of education, it can be said that the level of performance or success SMA has the most superior (79.65) when compared to the primary level (76.97) and junior (74.50). Therefore, the performance level of SMA superior to primary and secondary education. SMA most superior level performance for region SMA rate more favorable when compared with other education purposes.

When each indicator averaged to any development strategy of education, the education of equitable highest occupied portion, namely 93.63, while the lowest quality education, namely 57.53. Therefore, in order to be successful education needs to be improved in efficiency, because it only reached 79.92 and quality improvement, which only reached 57.53, whereas equitable education in order to be maintained and improved.

Health. Indicators used in the field of health is life expectancy. Life expectancy is a number that reflects the average years of life lived by someone since they were born. The indicator will be higher if their health status is good.

Graph 1.
Life expectancy compared Polewali Mandar
with the achievements of West Sulawesi province Years 2008-2013



Source: BPS, Processed Data, 2015.

Percentage of life expectancy at the level of West Sulawesi and Polewali Mandar level has increased. However, seen from a comparison of the current year to the previous year (2008 to 2013) became increasingly more volatile, whereas in Polewali Mandar decreased. Then, seen from the comparison of life expectancy districts in West Sulawesi province, that the districts most low-level achievement is Polewali Mandar, while the highest level of achievement is Mamasa.

To support the required increase in life expectancy indicators are interlinked with each other, the situation Mortality, Morbidity, and Community Nutrition Status. The mortality rate is an indicator of health status, where high mortality rates show a low degree of public health, otherwise a low mortality rate shows a high degree of health.

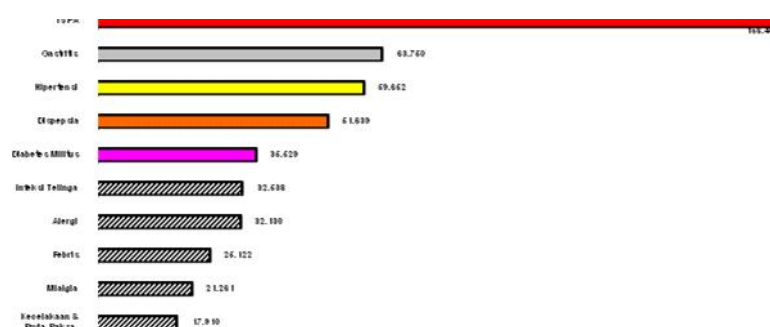
The increase in the infant mortality rate (IMR) in the district in West Sulawesi province in 2009 until 2013 is very varied. In 2010 all counties experienced a decline of IMR. Whereas in 2011 the inverse of the previous year, the IMR has increased significantly, including in Polewali Mandar. Judging from the IMR contribution to Polewali Mandar is highest. There are several factors that affect infant mortality, among others, accessibility or availability of health facilities, improvement of health services of skilled medical personnel, and people's willingness to change traditional patterns of behavior to the norms of modern life in the health field.

The maternal mortality rate (MMR) maternal indicates the success of efforts to improve public nutrition and maternal health efforts and public participation in the use of health services by the facilities and competent personnel. Childbirth is not done by a competent medical personnel will result in neo-natal mortality, as well as possibility if pregnant women do not conduct regular inspections. The availability of health infrastructure may also result in

the neo-natal deaths. In Polewali Mandar, MMR is still high, yet lowest among districts in West Sulawesi, namely from 2011 to 2013 has decreased (Health Office Polewali, 2014). This happens because the cross-sectoral cooperation that seeks as much as possible to reduce MMR below the national target. The cause of MMR is bleeding, hypertension, and other factors.

Morbidity. One indicator of the increase in mortality is due to the presence of some diseases that are still frequently attack or infectious or non-infectious in society. Based on the report Recording System and Integrated Services Puskesmas (SP2TP) during 2012 and 2013 obtained the top ten results of existing disease, which Gastritis ranks first as a common disease at the health center. In 2014, data showed ten largest existing disease at the health center, which ranks first ISPA which is a disease most commonly found in health centers.

Graph 2
Ten biggest disease in the district health center
Polewali Mandar 2014

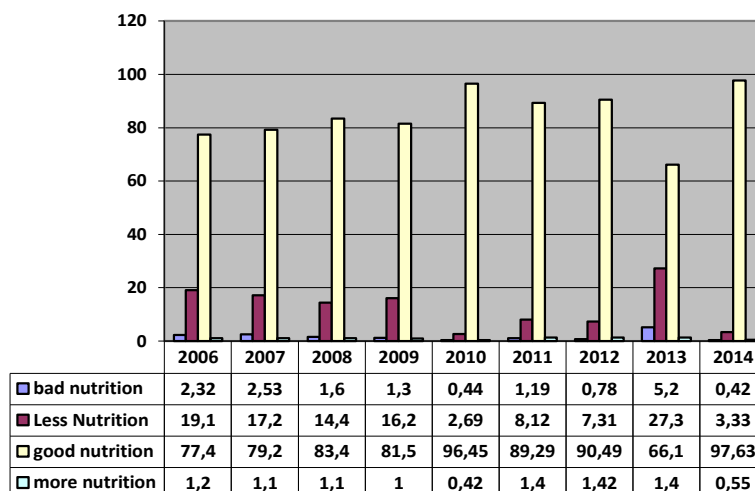


Source: Report of STP health office Polman 2014

In 2014, a prominent characteristic of the disease is still around 61.64 percent dominated by non-communicable diseases such as: gastritis, hypertension, dyspepsia, diabetes mellitus (DM), ear infection, myalgia and 'deer accident and force. Meanwhile, infectious disease or infection is respiratory infections, skin diseases and allergies Febris approximately 38.36 per cent. Lifestyle, habits and irregular eating patterns is a trigger factor high morbidity rate due to non-communicable diseases. It is the same as the previous year in which morbidity is dominated by non-communicable diseases. Despite the accident and forced Ruda is a tenth of the prominent characteristics of the disease, but actually these diseases also need to be taken seriously interested parties to resolve it.

The nutritional status of a person is also very closely related to health problems in general, since it could directly worsen the infection can also cause health problems individually. Based on the monitoring of nutritional status Toddlers in 2009 obtained information that the nutritional status of approximately 16.2 percent and malnutrition by 1.2 percent. To more clearly based on the results of monitoring the nutritional status nutritional status of children from years 2006-2012 can be shown below.

Graph 3
Nutritional status of children Polewali Mandar
Year Period 2006-2014



Source: Nutrition Program report in 2006-2014

Polewali Mandar is still the region with the very weight status in matters of Community Nutrition. In 2014 the number of cases of malnutrition were found in 75 cases and all of them received treatment (100 percent).

Economics. One Polewali Mandar government's efforts to improve the quality of human development in the region is to provide equal access to citizens to take advantage of the resources needed in order to work (trying) to live a decent (BPS Polewali, 2013). Humans (people) can live well at the time were able to obtain something that is required to have a decent income anyway. The greater the income, the greater the amount of goods and services available to support the creation of a decent life.

One component of HDI concern is the ability of purchasing power. Purchasing power explain how large amount of goods and services able to be purchased by the public with the amount of money spent on consumption. To ensure comparability both over time and between regions, the purchasing power of a particular commodity is measured by the public. According to the United Nations Development Product (UNDP), to measure the purchasing power of the population can use the GDP (Gross Domestic Product) capita adjusted real (adjusted real GDP per capita), but due to data limitations, the calculation of the index purchasing power of people is done by using spending per capita adjusted real (Ismail, Akib, Jasruddin, 2015).

Data growth in real spending per capita in Polewali Mandar show that, from the year 2008-2013 has increased significantly. While household spending relatively good society. According Susenas 2013, that portion of the population to food expenditures amounted to 54.63 percent, better than the share of expenditure on food in West Sulawesi province level is only reached 52.41 percent.

Labor force participation rate (LFPR) Polewali Mandar-year 2013 to decline, reaching only 65.73. Whereas in 2011 LFPR reached 72.10. This is because they are not active in economic activity is their school, household work, retired or doing other activities. Because not all absorbed in the world of work, the result unemployment. In 2013 the open unemployment rate in Polewali Mandar reached 3.23 percent. Of the 100 residents who fall into the category of the labor force, there are 3 of them are unemployed.

Judging from the aspect of employment of the population, a large part of the population in Polewali Mandar working in the agricultural sector. It can be seen from the contribution of the GDP every year, where the role of the agricultural sector or the highest contribution rate, when compared with other sectors. Furthermore, other sectors that play a role are: 1) trade, hotels and restaurants, 2) the services sector, 3) financial sector, leasing

and business services, 4) Transport and Transportation, 5) Manufacture and Processing, 6) Buildings, 7) of electricity, gas and water supply, and 8) mining and quarrying.

Economic activity in Polewali Mandar showed relatively rapid growth, although the growth in each year have a fluctuating condition. By sector of economic growth, the visible presence of the base sector or sectors that were most responsible when compared with other sectors. Of the nine major sectors (see the GDP Polewali Mandar, in Ismail, Akib, Jasruddin, 2015) only three (3) sectors that are at the base sector. The basic sector whose role is trade, hotels and restaurants, then electricity, gas and water supply, and the next is the agricultural sector. The aspects of the development trend will have a positive impact on poverty reduction, where the trend of poverty in Polewali Mandar every year decline.

Based on the results of the analysis, appear to have a positive contribution to the economic development of HDI improvement in Polewali Mandar, as well as a major indicator of the welfare of society. In other words, visible public welfare snapshot-based HDI in Polewali Mandar.

CONCLUSIONS AND RECOMMENDATIONS

Based on the description and discussion of the results of the analysis can be concluded as follows:

1. The field of education shows that the average rate of the old school and literacy in Polewali Mandar each year has increased. However, when compared with districts in West Sulawesi province, then Polewali Mandar an area that is the lowest level of contribution. The low average rate of old-school looks through a weakness in the input, process and output of education are still relatively low. Educational aspects assessed were: 1) equity and expanding access to education, 2) improving the quality, relevance and competitiveness of education, and 3) strengthening good governance, accountability, and public image of education.
2. The health field indicate that the indicator of life expectancy in Polewali Mandar lowest compared to other districts in West Sulawesi province, whereas the contribution of the number of hospitals and health facilities is the most complete. Aspects of supporting that describes the degree of public health in Polewali Mandar are: a) Mortality situation, b) Morbidity and c) Nutritional Status. The level of achievement of these aspects are very high.
3. Economic Affairs show that the creation of a decent life based on the purchasing power, as is evident in the GDP in Polewali Mandar, its contribution each year has increased, although the development trend of previous years fluctuated and in 2013 experienced a significant decline. Indicators GRDP Polewali Mandar most plays are trade, hotels and restaurants, then electricity, gas and water, and the last is the agricultural sector. The agricultural sector in 2013 is no longer a sector basis in Polewali Mandar.

Based on the conclusion, made several policy recommendations as follows:

1. In the field of education, need to be done: a) strengthening / revitalization institutional function on an ongoing basis to build synergy actor role in implementing programs and policies in the field of education, as well as more active action for the vision-mission and objectives to be achieved in the strategic plan service provision based education performance in Polewali Mandar can be achieved in an efficient, effective, and quality, b) development of education aimed at improving the quantity and quality of education facilities, improvement of the quality of learning, improvement of education management, and development of school education by encouraging community participation and cooperation / partnership with business and industry, c) Facilitate the accessibility of education for all the people of the remote, outer, and backward (rural) to reduce the number of illiterates and literacy rates are increasing (letter), especially for those aged 15 years and over.
2. In the field of health, needs to be directed and developed: a) support from the government in improving the quality of basic health services to citizens, such as: provision of human resources medical and paramedical personnel are professional, b) the support of the government in revitalizing the functioning and the role of each puskesmas

- (health care unit forefront) in cooperation with the community in tackling health issues, c) needs to be synergy functions and roles of the actors, the government together with the private sector and communities in providing and improving the quality of health services.
3. In the economic field, should be directed to: a) economic actors with the community effort to develop the business / creative economy supported by the local government through the (instrument) policy, by giving space / opportunity for the public to work and strive in the secondary sector and tertiary, so that the potential of available resources utilized and marketable as a source of revenue to improve its purchasing power, b) facilitate public access to conduct productive business activities in various sectors of economic activity, both the base sector and other economic sectors in favor of increasing the GDP, c) build synergistic cooperation (collaborative partnerships) between government, private, public and press in turn accelerate economic development based on local competencies in Polewali Mandar Regency.

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Career Mobility and Gender: A Descriptive Study of Selected DepEd Teachers in Iligan City

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ABSTRACT

Census finding discloses that in the Philippines, teaching is a woman-dominated profession. There are more female school teachers than male, both in the public elementary and secondary schools. Though teaching is a female-dominated profession, the highest occupational ranks and the highest paying positions are still occupied by male administrators.

The study is an attempt to investigate if gender is a factor in the career mobility of the DepEd teachers in Iligan city. A total of fifty-seven male and female respondents in the elementary and secondary levels were included in the study.

The study shows that the male respondents occupy higher ranks than the female respondents. Interview data reveals that economic reasons, family responsibilities and childcare are the topmost priorities of the female respondents. Furthermore, women in the study are more constrained than men in pursuing a post – graduate degree. The burden of being a wife, a mother, and a career woman are among the factors that hinder married female respondents in their career mobility. It is also found out that certain physical attributes and qualities explain why women are considered less suitable and desirable for a certain task or assignments.

Findings also indicate that female respondents have generally less traditional views than the male respondents toward gender roles. Likewise, the idea that men and women have definite biological and personality characteristics is evident in the study. This leads to sex-role stereotyping which deters their career mobility. The study also confirms that *palakasan* and *padrino* system still holds true in the Department of Education (DepEd) in Iligan City.

Key words: Gender, Career Mobility, Teaching Profession, Traditional Roles, Gender Role Performance, Administrative Positions, DepEd, *padrino*, *palakasan*

Introduction

Education is a very potent factor in the advent of modernization. It opens doors and offers more opportunities for men and women in Philippine society. It gives women more access to paid work and economic securities. Education also makes women realize that they are no longer bound by norms and practices that severely restrict their mobility and career options in life. With sufficient education, women want equality in all things. They want to achieve and develop their capabilities. They want to show to the world that they can be equal to their male colleagues.

Filipino women today are highly visible in the bureaucracy both in the private and public sector. Women in the Philippines now find themselves in almost all professions and social positions. According to a report of the World Economic Forum (WEF), sixty-nine (69%) percent of firms in Southeast Asia are at least partially owned by women, the highest rate in any country. The Philippines ranks second in women's ability to reach corporate leadership position all over the world (Holtz, 2014).

According to the Global Gender Gap Report (2014) for the World Economic Forum (WEF), the gender gap for economic participation and opportunity now stands at sixty percent (60%) worldwide, having increased by four percent (4%) from fifty six percent (56%) in 2004 when the forum first started measuring it. Ooredoo which is one of the partners of the World Economic Forum says that Nordic Nations remain the most gendered-equal societies in the world. In Asia and the Pacific, the Philippines remains the highest-ranked gendered-equal country, followed by New Zealand and Australia (Accessed on March 15, 2015).

In the Philippines, in terms of statistics the percentage of licensed professional women is 63.7%, as opposed to licensed professional men at 36.3%. Teachers accounted for the highest percentage at 44%, with teaching considered a female dominated profession. Furthermore, among those with academic degrees, 56.2% were females and 43.8% males. Similarly, among those with post baccalaureate courses, women outnumbered male at 56.3 % than males at 43.7%. Census findings show that more women are enrolled in education courses and there are more female teachers. Data revealed also that in school year 2008-2009, 89.58% of the public elementary school teachers are female; only 10.42% of the population, however, are male teachers. Likewise, in public secondary schools, 77.06% are females while only 22.94% are male teachers (Webmaster, 2014).

In spite of the on-going changes in Philippines society, only few women were able to hurdle to the top. Even in a female dominated position such as education, the highest occupational ranks and highest paid positions are still occupied by male administrators. According to CHED Chairperson Patricia Licuanan, the Filipino women's gain in higher education do not necessarily translate to social and economic advancement, as the work force continues to be dominated by men (Quismundo, 2012).

With high educational qualification as prerequisite to career advancement, women have indeed, opened up for themselves to a wide array of professional choices and work arrangements. The question of where women should be, however, is far from settled.

Objectives of the Study:

The purpose of this study is to investigate if gender relations is a factor in the career mobility of selected DepEd teachers in Iligan City. It also analyzes the effects or influence of the following factors in the pace and extent of their career mobility like;

1. respondents' career background, in terms of their educational attainment, sex, age, civil status, work experience, length of service, position/rank and school location currently serving;
2. the role and influence of their parents/members of the family in their career choice;
3. respondents' perception and attitudes about traditional and non-traditional gender roles and;

4. respondents' attitude towards gender role performance.

Methodology:

The sampling was purposive in nature. Fifty-seven (57) elementary and secondary teachers of the Department of Education in Iligan City are the respondents in this study. To obtain the necessary data, an open-ended questionnaire was administered personally. The same questionnaire also served as guide for an interview session with the respondents. In the conduct of the interview, the objectives of the study were explained to the respondents. A descriptive method including percentage distribution was used for the presentation and analysis of the study.

Findings

A. Profile of Respondents

A Total of fifty-seven (57) DepEd school teachers in Iligan City were included in this study; 24 males and 33 females. Of the total number of respondents there are 13 males coming from the elementary level and 11 from the secondary. Whereas, there are 18 female elementary teachers and 15 from the secondary level. The uneven number of male and female respondents suggests that there are more female public school teachers in the country as compared to male. DepEd records showed that 423,549 or 86.3% of 491,338 teachers in the public elementary and high schools all over the country are women. Male teachers, on the other hand, totaled 67,789 – 36,658 are in the primary level and the remaining (31, 436) are in the secondary level – or 13.7 % of the total, as furnished to the Philippine Daily Inquirer in Esplanada's article (June 28, 2009).

Table 1 shows that majority of the respondents are married representing 79% of the total sample.

Table 1. Gender and Civil Status of Respondents

Civil Status	Male		Female		Total	
	No.	%	No.	%	No.	%
Single	5	20.8	7	21.2	12	21.0
Married	19	79.2	26	78.8	45	79.0
Total	24	100.0	33	100.0	57	100.0

Table 2 shows that the respondent age are clustered around the 31 – 50 age groups. Male respondents have a higher percentage at 87.5% as compared to female (60.6%). Male respondents are slightly older than the female respondents at 41.13 average age as compared to the female average age of 40.3.

Table 2. Age Distribution of Respondents

Age	Male		Female		Total	
	No.	%	No.	%	No.	%
21 - 30	2	8.3	8	24.3	10	17.6
31 - 40	8	33.3	10	30.3	18	31.6
41 - 50	13	54.2	10	30.3	23	40.3
51 - 60	1	4.2	5	15.1	6	10.5
Total	24	100.0	33	100.0	57	100.0

Average Age:

Male - 41.3

Female - 40.30

Table 3 shows respondent distribution in their length of service with the DepEd. What is striking in the findings, however, is that average age is not proportional to the respondent's length of service. This suggests that most of the respondents are still new in the service as public school teachers. It was found out that majority of them were former private school teachers prior to their entry to the public school. When interviewed, 5 of the male respondents were from the corporate world before their teaching careers. Three were employees of the National Steel Corporation, 1 a former bank employee and another one from a chemical company in Iligan that has since closed. The rest of the males are former private school teachers. This is also true with the majority of the females. Respondents admitted that their previous service in private schools is a plus factor why they were hired in the DepEd. Accordingly, being in the (DepEd) is already a promotion on their part, because the salary they receive is much higher and the workload is comparatively lighter. As reported by the

Philippine Universities and College Guide, teaching in a public school gives more security of employment than teaching private schools. One becomes an employee of the government, thus entitling him/her to security of tenure. When it comes to salary, the public school system offers more benefits, except for larger private schools.

Table 3. Respondents Length of service

Years in Service	Male		Female		Total	
	No.	%	No.	%	No.	%
1 - 5	5	20.8	10	30.3	15	26.3
6 - 10	12	50.0	10	30.3	22	38.6
11 - 15	3	12.5	2	6.1	5	8.8
16 - 20	3	12.5	6	18.2	9	15.8
21 - 25	-	-	4	12.1	4	7.0
31 - 35	1	4.2	1	3.0	2	3.5
Total	24	100.0	33	100.0	57	100.0

Average length of Service:

Male - 9.7

Female - 11.8

A total of 26 respondents are assigned in the barrio/hinterland schools; this is because they are still new in the service. Others were re-assigned as head teachers or school-in-charge even if they occupy lower ranks. Interviewed respondents from the city's coastal schools disclosed that they were formerly assigned in faraway barangays for almost three years (the shortest duration) prior to their city assignment.

Table 4. Current Position/Rank of Respondents

Position/Rank	Male		Female		Total	
	No.	%	No.	%	No.	%
Teacher 1	13	54.3	22	66.7	35	61.4
Teacher 2	4	16.7	4	12.1	8	14.0
Teacher 3	3	12.5	6	18.2	9	15.8
Head Teacher 1	1	4.1	-	-	1	1.8
Master Teacher 1	2	8.3	1	3.0	3	5.2
Principal 1	1	4.1	-	-	1	1.8
Total	24	100.0	33	100.0	57	100.0

Table 5. Respondents' Educational Attainment

Education	Male		Female		Total	
	No.	%	No.	%	No.	%
Bachelors w/ MA units	10	41.8	20	60.6	30	52.6
MA (CAR)	5	20.8	5	15.1	10	17.6
Master's degree holder	7	29.2	8	24.3	15	26.3
Ph.D holder	2	8.2	-	-	2	3.5
Total	24	100.0	33	100.0	57	100.0

Findings also reveal that males (58.2 %) possess higher educational qualification (at least Completed Academic Requirements for MA; or Master's degree or a PhD holder) as compared to females (39.4 %). Table 4 shows males occupying higher ranks than those of their female counterparts. This can be attributed to their higher educational attainment. It means that educational preparation is necessary and an advantage for occupying higher ranks and even administrative positions. Formal education, according to Jocano (1988), is the surest way to acquire a well-paying job in the future and consequently, better status and wealth. Mahtab (2011) stressed also that

education is widely recognized as a gateway and an opportunity to better economic security and opportunity.

Table 6. Percentage Distribution of respondents Rate of Promotion

Rate of Promotion	Male		Female		Total	
	No.	%	No.	%	No.	%
Slow	17	70.8	28	84.8	45	79.0
Fast	7	29.2	5	15.2	12	29.0
Total	24	100.0	33	100.0	57	100.0

When asked to rate their pace of promotion, both male and female respondents considered their promotion slow (Table 5). In fact, one respondent answered that she was never promoted in her 34 years of service in the public schools. Only 7 (29.2 %) of the male and 5 (15.2 %) of the female considered their promotion fast. The findings are understandable since available items in the Department of Education (DepEd) are relatively few. This study further identifies that promotions are rare in the DepEd. And if there are promotions it is usually kept to the barest minimum. The present economic condition in the country heightens the problem of the availability of more slots (items)/ or additional budget for re-ranking and promotion in the Department.

As reported by the Philippine Education Sector Assessment 2011 Executive Summary (July 2011), investments in our education sector are less compared with other countries in Southeast Asia. Although the Philippine government has been allocating the largest share of the national budget to education, the country continues to have the lowest percentage in terms of allocation for education, as a ratio to the country's Gross Domestic Product. As a result, the quality of basic education has greatly deteriorated. The country ranks among the poorest performers in East Asia and the rest of the world in terms of quality standards.

When interviewed the following reasons surfaced why their pace of promotion is slow:

1. No vacant or available item/position

"This is inherent in the system. Position and evaluation are rare or seldom because of the absence or slow release of items."(According to one male and three female respondents).They further added that the huge personnel population of the DepEd is a cause for the delay and slow promotion because many are vying for few items especially in the Master Teacher rank."

2. Loss of interest

- A. "I am not interested because there are many requirements no time to reconstruct my credentials."(According to two male and three female respondents).
- B. "I did not apply or attempt to because it is useless, I am still new in the service." (in an interview with a female respondent)
- C. "I tried submitting all my credentials but until now nothing happened **gikapoy na ko og hulat** (I am tired of waiting), it's a waste of time and effort." (as lamented by five of the females respondents)

3. Not able to meet criteria for promotion

- A. "I have not completed my MA." (one male and eight female respondents). When asked why, one of the female respondents stated health reasons "I could not cope with the demands of paper works." The three female respondents could not afford the tuition fees because they have no extra budget for it, especially the thesis writing pace.
- B. "I was not promoted because I did not accept my transfer to another school." (male respondent)
- C. "I had less number of training/seminars attended." (three male and one female respondents)

4. Padrino/Palakasan system

"I am not influential with the promotion staff. I have no connection with the higher officials and most especially I always abhor this kind of promotion because I prefer to be promoted through merit system. I finished my MA several years ago but even now I am nailed in my Teacher 2 rank."(In an interview with a female respondent)

5. Favoritism/subjectivity in evaluating performance

"The teacher 2 item was not given to me because of a senior teacher in our school who is not a Master's degree holder. Instead the item was given to her by our principal

because she will be retiring soon.” (As disclosed by a female respondent during an interview)

For those who considered their promotion fast, they attributed it to their educational qualifications, length of service, number of trainings and seminars attended. Of the mentioned respondents, two male and one female added that they have connections who helped them expedite their promotion. Because of the desire to upgrade their present situation, Andres (1985:5) mentioned that the **lusot** or **lagay** system is rampant when it comes to processing papers for promotions. It cannot be denied that many Filipinos get employed or promoted because of the **lagay** or **pakikisama** system. Getting a job or promotion in the Philippines is not always a question of skills and capabilities. In some instances, it becomes a question of how much you are willing to pay for the position. He who gives the highest “grease” money or **lagay** gets the job or promotion. And those who have less money resort to the **pakikisama** or **palakasan** system. With the latter, all the aspirant has to do is to approach an influential person (someone who is rich, in high position or politically powerful or better still, someone who has all three) he knows very well to recommend him to the recruiting or promoting officer. Nevertheless, respondents still believe that educational attainment, trainings and seminars are usually held to improve the teaching competencies and career advancement of teachers (see Table 15).

When asked who influenced them in their choice of career and profession, findings reveal that the traditional role of parents as the financier of a child’s education greatly influenced the choice of career and profession. It shows that 54.2 % of the male and 60.6 % of the female respondents have been influenced by their father and mother in their choice of careers. Others say that they were influenced by their sisters, brothers, aunts and uncles in their career choice. This is because in Philippine culture, according to Zaide (2010:64), the family was the basis of society in ancient Philippines. Family ties then as they are today, were close and strong. This notion was also pointed out by Agoncillo (1990:7) that Filipino parents exercise almost absolute power on their children. Furthermore, Agoncillo added that it is unthinkable for a Filipino to do something important without consulting his parents.

The findings further suggest that this is a consequence of the closer relationship of the child to his/her family and conventional roles of the parents in the child’s needs including education. Or it can be said also that due to their (respondents) gratitude to the parents and the belief that it is the parents who support their studies and needs, children are obliged to follow the advice of their parents in choosing a career or a profession. Jocano (2007) totally supports the importance of family to the Filipinos. He added that the family constitutes the core unit of the Filipino social system and the central concern of every Filipinos is the welfare of the family since it is the only secure place in this fragile world of social realities. And it is therefore a source of economic, social and psychological support for all its members.

In an interview with the respondents, the following reasons were identified as motivators in taking up teaching as a profession.

1. **Economic pressures**

- A. “My brother advised me to take up education and become a teacher because teaching is more stable in terms of income. Companies retrench employees from time to time but schools always hire teacher.” (according to a male respondent)
- B. “I worked before in a bank but it closed shop so I became jobless and took up Education units, besides I have relatives who are teachers occupying administrative positions. I believed they could help me, which certainly materialized (a male respondent)
- C. “Being a farmer’s son, I was encouraged to take up teaching because this is the most affordable profession.” (as said by a male respondent)
- D. “During my high school days I was a working student of my English teacher so she advised me to take up education and promised to help pay my tuition.” (female Respondent)
- E. “My parents could not afford a nursing course. Teaching was a very respectable and popular job in our barrio.” (female respondent)

2. **Employment purposes**

- A. “I was encouraged to take up teaching because male teachers are few and hope to be employed immediately.” (male respondent) “My mother was a teacher, I hope that I can occupy her item when she retires (from a male and female respondent)
- B. “I want to take up criminology but my height does not qualify me to but my father said that it’s a dangerous job, so I ended in teaching.” (lamented by a female respondent)

- C. "I decided to take up BSEED because I realized that in terms of employment opportunities this course offers greater choices. Even in the remotest barrio, you can be employed as long as there is primary school (female respondent)
3. **Role playing activities**
- A. "I loved gathering my playmates and I acted as the teacher during our play (classroom scene)." (as revealed by a male and two female respondents)
- B. "I joined a catechism class in my high school days wherein I was assigned to teach to a grade one class." (female respondent)
- C. "I was always assigned to check our test papers and most of the time write our lessons in the board to be copied by my classmates. Xerox or photocopying machines was not popular in our time (female respondent)
4. **Motivation by teachers**
- A. My church's Sunday school teacher assigned me to teach the young kids in our church, I loved children... I am delighted by them." (female respondent)
- B. I idolized my teacher and said that someday I will become like her."(from a female Respondent).
- C. My Math teacher (a born again Christian) inspired me to take up teaching instead of an engineering course. He said that teaching is a missionary work and the noblest profession." (from a male respondent).
5. **Peer encouragement**
- A. "My friend and I have the same NCEE result; she took up education since she is my best friend, thus, was the reason why I ended in teaching." (female respondent)
- B. "I was the chairman of a student organization during my high school years and earned much popularity and experience. My friend told me that I would become a good teacher so I took up a teaching course." (male respondent)

The respondents who chose teaching because they love children and other laudable reasons should be appreciated for their noble intentions. Unfortunately, some of the respondents entered the profession with the wrong reasons. They got into teaching because preparation in college is less expensive and easier compared to other courses. The education courses are the most secure and most stable jobs and a stepping stone to an administrative position. Majority of them said that teaching is not their first choice of career but were only forced or dictated by their parents and siblings. One traditional Filipino value pointed by Jocano, as cited by Manauat in her study, is **pakikialam** or meddling to be informed with what is happening with their loved ones and in their personal affairs.

On the other hand, family background such as parents' occupation and income as an index of one's socio-economic status also serves as a related factor influencing the respondent's first steps towards obtaining an occupation or employment or one's choice of career.

B. Perceptions and Attitudes about Traditional and Non-Traditional Gender Roles

This section discusses the attitudes, opinions and beliefs of respondents about gender and occupational roles. At the same time, this also identifies how men and women are judged by different standards, which gives rise to stereotypes about appropriate roles and occupations for both men and women.

1. Role Expectations

A large number of male respondents 17 out of 24 or 70.8% said that household chores are joint activities of both husband and wife. The response of the male respondent conforms with the survey conducted in the US in 2007 as cited by the National Healthy Marriage Resource Center that majority of the husbands in the survey believed that spouses should take care of a greater share of the housework when their wives are employed. The same study found that women, even if they are employed full time, perform the bulk of routine housework and childcare. This further affirms the findings in this study that only 9 out 33 female respondents or 27.3 % said their husbands help them in the daily tasks in the home but the bulk of the workload falls on their shoulders. Fifteen (15) or 45.5% female responded that they are the one who usually do the task at home. The findings conforms with Branch in her article in Duke Journal of Gender Law and Policy that although it may be true that more women than men would prefer to care for the home and family, even in the absence of cultural pressure, not all women desires such a role which is also true in the findings of the study see Tables 7 and 8. While 21 % of the total respondents (5 male and 7 female) said their mother and members of the family are in-charge of the household chores because they are single. Out of the 33

female respondents only five or 8.8 % revealed that their husbands are the primary caretakers of the home because they are jobless or self-employed. The rest of the respondent answered that their in-laws help them.

The findings suggest that despite changes taking place in the Philippines, the wife's role expectation have remained basically the same as in previous generations where the wife is really a housewife. This implies that the employment of the wife does not change the pattern even among educated individuals. As pointed out by the Encyclopedia of Children's Health , on the home front, married working mothers, even those husbands espoused towards an egalitarian philosophy, still find themselves saddled with most of the housework and childcare responsibilities. It cited the book of Arlie Hochschild "The Second Shift" that the task performed most often by men, such as repairs and home maintenance chores, can often be done at their conveniences, as opposed to women's duties, such as cooking which must be done on a daily bases and at specific times, giving women less control over their schedules. Looking back at Table 5 where female teachers occupies lower ranks and their lower educational qualification as shown in Table 4 suggests that household and family responsibilities attributed for the findings.

According the Shakeshaft, women are still responsible for the majority of child-care and homemaking. She added that women's responsibilities for family life slows their progress because of both external expectations and internal accommodations. Furthermore she said that these responsibilities inhibit the ability of women to perform their jobs as school managers, and such responsibilities make women undesirable candidates for administrative positions, which is also the findings of this study. (See also tables 11, 12 and 13 for more supporting evidences.)

Thuo Karanja J.K enumerated some barriers to women in educational leadership. 1. Culture and socialization structure where society is highly patriarchal. 2. Workload expectation for educational leaders and parenting expectation for women. 3. Male dominance in educational leadership is also seen as barrier as men are likely to use this leverage to perpetuate the status quo by recruitment of male with same leadership dispositions, attitudes and philosophies. 4. Internal barriers include women's own decision not to apply for promotion, fear of failure and competitiveness.

Findings of the study reveal also that majority of the respondents (14 or 58.3% male and 28 or 84.8 % female) do not have any house help. This is because hired help are almost out of the question since they entail extra maintenance costs, which are beyond the resources of the household. The fact remains that teachers in the Philippines basically thrive on a hand-to-mouth existence.

It is no wonder why majority of the male respondent answered that household chores is a joint activity of both husband and wife. Or maybe the male respondents tend to agree with Fisher (2011:139) that men and women are like two feet- they need each other to get ahead and the world is changing in ways that can profit from women's skills as well as those of men. On the other hand, the study also implies that housekeeping takes up so much time of the female respondents suggesting lesser time is devoted to professional growth like taking a post degree courses. This also corroborates with the article written by Mylene Hega, the secretary general of MAKALAYA, a women workers network (March 2003) women's larger responsibility and the family impedes to use their educational training and skills and even pursue it because of remunerative work.

Table 7. The rightful place of a woman is in the home to take care of the Children and Husband

	Male		Female		total	
	No.	%	No.	%	No.	%
Yes	4	16.7	5	15.2	9	15.8
No	20	83.3	28	84.8	48	84.2
Total	24	100.0	33	100.0	57	100.0

Table 8. Women who stay at home with the children are better mothers than those who work outside the home

	Male		Female		Total	
	No.	%	No.	%	No.	%
Yes	10	41.7	7	21.2	17	29,8
No	14	58.3	26	78.8	40	70.2
Total	24	100.0	33	100.0	57	100.0

Tables 7 and 8 display statements pertaining to the traditional roles of women as wife, homemakers and mothers, majority of the respondents believed that the role of women is changing. The children are better off if a mother stays at home and doesn't have a job is no longer viable today. While it is true that some of the respondents still cling to the stereotyped notion of the rightful place of a woman (based on their responses where a handful of them agree to the statements). Karambaya and Reilly (1992) said that society nowadays has made conscious effort to talk about the importance of equal opportunity, to eliminate overt discrimination, and to raise social consciousness about women. Lacar (1991) added that the non-traditional lifestyle is more acceptable now than they were before. The findings of the study also supports the statement of Cohen (2013) that the number of employed mothers have increased dramatically since the 1960s and especially in recent years, as more families require two incomes to support the needs of their family in a declining economy.

2. Gender Preferences

Table 9. Percentage Distribution of respondents as whether they have been bypassed for promotion or further training because of their sex

	Male		Female		total	
	No.	%	No.	%	No.	%
Yes	4	16.7	1	3.0	5	8.8
No	19	79.2	31	94.0	50	87.7
Undecided	1	4.1	1	3.0	2	3.5
Total	24	100.0	33	100.0	57	100.0

As gleaned from Table 9, majority of the male (79.2 %) and female (94 %) were not bypassed of a promotion or further training because of their sex. However, 16.7 % of the respondents (4 male and 1 female) said yes. When asked to describe or specify the incident the lone female respondent said “**grabe gyod** (it's too much) I was qualified but the item was given to my contender who possesses no educational qualification **dili gani kabalo mo- Iningles** (don't know how to speak good English). The rank/item was given to her because she is a close relative of our supervisor. I feel betrayed and bypassed. I wrote a letter of complaint but nothing happened. **Sa ako kalagot na mild stroke gud ko** (because of my anger I suffer a mild stroke), too much **palakasan** in the public school.”

Only one response is related to gender as disclosed by a male respondent “**lalaki man gud ko di ko close sa ako principal nga babae, gihatag niya ang item sa babae nako nga co-teacher** (I am male and not close to our lady principal, she gave the item to my female co-teacher).” Findings of the study suggest as agreed by the majority of the respondents that sex related cases is not a deterrent for promotion.

Table 10. Percentage distribution of the respondents' choice for a teaching position if limited to male/female candidate

Preference	Male		Female		Total	
	No.	%	No.	%	No.	%
Male	18	75.0	13	39.4	31	54.4
Female	2	8.3	15	45.5	17	29.8
Undecided	4	16.7	5	15.1	9	15.8
Total	24	100.0	33	100.0	57	100.0

In Table 10, male respondents (75 %) prefer male rather than female applicants/candidates for a teaching position. Only 8.3% of the male chose female. While a large number of the female respondents (45.5 %) tend to favor persons of the same sex in the teaching position it is difficult to conclude because 15.1 percent of them were undecided.

The male respondents' reasons for choosing male as a teacher are as follows; first male respondents have a desire to increase the male population of teachers (half of them gave that reason). As elaborated by one male respondent:

“Male teachers are fast diminishing we want to put in more men to increase the male teacher population. It is also a way of attracting more males to enter into the teaching profession.”

Second, the idea that male sex is superior was expressed by four of the male respondents.

. . . “Male can be moved anywhere without any **“kuskus balungos”** (complaints). Men are more work-oriented, they do not complain and they can adapt easily to any situation and conditions. They are well-rounded, can do heavy jobs. We need them for electrical and carpentry woks. They can be assigned in the hinterland schools. And most especially we need more Boys Scout Masters or coordinators and sport coaches.”

Third, the cultural concept of sex-role stereotyping is very strong. This is evident in an interview with three of the male respondents

“Men are less in personal necessities, not always absent because of menstrual cramps and other biological and health reasons. Males could not be pregnant and they don’t have maternity leaves. Women are too **“mahinhin”** (slow footed), and too moody if they are pregnant which would affect their teaching competencies. If I have to choose between a male and a female applicant, I would give the position and item to the male applicant because he is the head of the family and really needs the job.”

Furthermore, they added that males are good teachers because they talk less, have more output and a very good disciplinarian. On the other hand, the two males who chose a female applicant want to promote equality in the teaching profession. At the same time, women are more dedicated to their work, unlike men who are always **“bulakbol”** (gallivanting).

For the undecided male respondents, they reason out that the choice must be situation-based vacant station; problems and conditions will be taken into consideration and the acceptability of the person to the teachers and the community.

Among the female respondents, they prefer males because:

1. They can be assigned to faraway places (schools) especially in a locality where transportation is difficult. They can still survive if the vacant position is in the hinterland.
2. They are easy to approach and can be convinced to do things the way you like it.
3. They are active, energetic, task-oriented and are supportive of school projects, especially in the physical improvement of the school. They can carry heavy or manual work compared to women teachers.
4. They don’t have menstruations; no mood swings and no biological excuses.

The female respondents who chose a female teacher cited the following reasons:

1. Females are more responsible, diligent, resourceful , more serious and committed to their work.
2. They are motherly and very patient with their students.
3. It is easy to establish a good and harmonious relationship with the same sex.
4. Females are manageable, obedient, innovative and creative. They are also noted for their honesty and reliability.

However, one undecided female respondent gave the following reasons:

“There are so many things to consider before making a choice. I will choose the one who has a good attitude and behavior. I will select the one who is most qualified and has leadership potentials. I do not consider gender as a criterion in the selection provided that one will meet the qualities. Gender does not matter; it is the performance that counts much.”

Table 11. Percentage distribution of respondents’ choice of superiors (immediate boss)

Preference	Male		Female		Total	
	No.	%	No.	%	No.	%
Male	13	54.2	9	27.3	22	38.6
Female	3	12.5	10	30.3	13	22.8
Undecided	8	33.3	14	42.4	22	38.6
Total	24	100.0	33	100.0	57	100.0

Looking at the findings in Table 11, responses for this statement is a “tug-of-war” for both male and female respondents, particularly those who prefer a male boss (38.6 %) and the undecided

respondents (38.6 %). Only 3 or 12.5 % of the male and 10 or 30.3 % of the female respondents prefer a lady boss. When asked why they prefer a male boss, male respondents say:

1. A male boss is always firm and consistent in their decision-making. (according to five respondents)
2. They are approachable and not so strict and has a better understanding of the complexities of interpersonal relationships, e.g. less prone to intrigues and “**tsismis**” (gossips) and do not talk a lot. (Two respondents)
3. Not emotional, more calm and has restraint (one respondent)
4. A male boss can easily understand their problems and shortcomings because they belong to the same sex. They could discuss things and other important matters anywhere. (three respondents)
5. They are strong in mind and in deeds, speaks his mind without the dictates of others and not fickle-minded.(one respondent)
6. And lastly one male respondent said that the attributes of being “sure-fire” appears more potent on a male boss.

On the other hand, female respondents identify the following reasons for their preference of a male boss.

1. A male boss is not as meticulous unlike a female boss, who means a program or project can be easily pushed through because they are practical. A female boss is so meticulous to the extent of going into the smallest details which is irrelevant and time consuming. (one respondent)
2. Working relationship with a male boss is smooth and harmonious because they do not entertain gossips; do not talk too much; easy to deal with and will listen to suggestions. (two respondents)
3. A male boss is consistent and firm in his decisions; have the guts to insist on his decisions; have the stability in making decisions. Most of all they don't play favorites (favoritism). (three respondent)
4. Unlike the woman boss who is very strict and not very “**kuti**” (stringent) male bosses are more understanding. They don't nitpick and are less bossy. (three respondents).

The male respondent who chose a female boss answered that female boss is sensitive and very particular in the academic and physical aspect of the school which is necessary in education. They said that they could easily communicate with a female boss. Majority of the respondents said that their responses are based on their experiences working with a male and female school administrator.

The case of the Deped teachers is not isolated. A recent study published by the National Academy of Sciences conducted by business-school professors from Columbia University, Northwestern University and the University of Chicago, in an article published by Will Yacowicz on March 18, 2014, found out that when equally qualified male and female candidates apply for a job, the managers of both sexes are twice as likely to hire men than women.

The findings support the contention of Sto. Tomas (1991), former chairperson of the Civil Service Commission, that a lady boss is even a worst administrator especially in decision-making. She further explains that a woman gets to the top by working usually as hard as her male counterparts and, once she gets there, she expects her fellow women to go through the same route. No wonder that both male and female respondents answered that a woman boss are strict, bossy and overly meticulous.

C. Attitudes Towards Gender Role Performance

Taking care of babies is not necessarily a mother's job. However biological function has dictated it and the family has continued it. Thus it is acquired by force of tradition. Similarly, no law in nature requires the father to be the principal provider. Necessity forced it on him (Mendez et.al, 1984:13).

It is neither an economic nor a biological imperative that women be chiefly responsible for childcare. Nevertheless, this responsibility has been an integral part of the role of female in all known societies; no society has ever assigned this role chiefly to males (Saxton, 1996:312).

The Philippines, as a patriarchal society, commonly believes that men and women have different roles to play. This patriarchy, according to Sobritchea (1992), is deeply entrenched in all its social, political and economic institution and the appropriate roles played by men and women had been embedded in the cultural construction of masculinity and femininity. In turn, this, according to her, has

greatly emphasized the significance and value of men's work over women's work which is often relegated with lesser weight and importance.

Evans (1994) compares sex role stereotyping to shame. She said that society's shame is not only rooted in the "dysfunctional" family. It is reinforced by our position in a "dysfunctional" society that historically has considered women less worthy of men. Womanhood is the weaker sex is maybe a lie, but it's no joke. Society's view of women seems to be predicted on the following myths: 1. Women are naturally passive and submissive. 2. Women aren't capable of making decisions. 3. Women are too emotional and thus too often ruled by their feelings. 4. Women don't think logically.

The study identifies that sex role stereotyping is very strong in the Philippines as reflected in the results. The idea that men are strong, firm, risk-takers, decisive, logical and women as emotional, talkative, indecisive, and weak is very evident in the perceptions and attitudes of the respondents towards gender. As shown in Tables 12, 13 and 14 where a large number of the male respondents tend to favor the statements while almost all of the females displayed a high degree of disagreement. Males claim of strength and ability to be too limited and that physical risk is too great for a female administrator to handle. The trend of the study displayed management/ administration as a stereotyped masculine area and many men still regard the male sexes as better administrators.

Table 12. Women administrators are less assertive and more passive than male administrators and most of the time is usually weak and indecisive

	Male		Female		Total	
	No.	%	No.	%	No.	%
Yes	19	79.2	3	9.1	22	38.6
No	5	20.8	30	90.9	35	61.4
Total	24	100.0	33	100.0	57	100.0

Table 13. In every field, even in professions where women are the majority, it is the men who are administrator because they think logically

	Male		Female		Total	
	No.	%	No.	%	No.	%
Yes	14	58.3	6	18.2	20	35.1
No	10	41.7	27	81.8	37	64.9
total	24	100.0	57	100.0	57	100.0

Table 14. The table below shows the percentage distribution of respondents' response if they are less likely to accept directives and evaluation from a woman boss

	Male		Female		Total	
	No.	%	No.	%	No.	%
Yes	9	37.5	10	30.3	19	33.4
No	11	45.8	19	57.6	30	52.6
Undecided	4	16.7	4	12.1	8	14.0
Total	24	100.0	33	100.0	57	100.0

Table 15, reveals that educational attainment and hard work count much in the career mobility and advancement of the respondents. The gender issue, however, was cast aside. A high level of agreement was expressed by the respondents. In the study of Mai Shoua Khong (2010) among married Hmong American women shows that in Laos, education and employment were restricted to sons who were more valued than daughters. Education nowadays serves as a way to free the minds of the Hmong women and to explore many opportunities. Education to them became a great resource that opened doors and introduced possibilities that perhaps would be otherwise closed and soon forgotten because of family responsibilities. Mahtab (2011) also stressed that investing in human capital through education is one of the most effective means of reducing poverty and a way to encourage sustainable development.

Table 15. Education and hard work are means of social mobility and advancement not gender

	Male		Female		Total	
	No.	%	No.	%	No.	%
Yes	19	79.2	30	90.9	49	86.0
No	5	20.8	3	9.1	8	14.0
Total	24	100.0	33	100.0	57	100.0

Conclusion

The study described and analyzed the effects or influence of the pace and extent of the career mobility of fifty seven (57) male and female teachers in DepEd, Iligan city. The presentation of data is basically descriptive. The collection of data was done through the use of an open questionnaire and interview schedules.

The following were the major findings of the study. Male respondents occupy higher ranks than females. This is because the former have higher educational qualification compared to the latter. As to their age the respondents are concentrated in the 31-50 age bracket. Based on their average age, women are younger than the men. Their average length of service is not proportional to their average age. This is because majority of them were first employed as private school teachers, while others worked in companies.

The findings tend to suggest that the respondent's income is far from the ideal even if combined with that of the spouse. Given this situation, majority of the married respondents claimed that they don't hire any house help. As a result the sole responsibility of taking care of the home and children falls in the hands of the wife even if she is also busy with her teaching task. Though male respondents help in the household chores, interview data shows that economic reasons and family responsibilities constrain women from pursuing a post-graduate course. The burdens of being a wife, a mother, a homemaker and a career woman are obstacles faced by the married female respondents.

Majority of the respondents were influenced by their family (mostly parents) in their choice of career. They added that teaching is not their first career option but were only forced to because of the economic status of the parents.

Study also reveals that the traditional notion that males are superior to women in many aspect of life, still colors the consciousness of the respondents. Women are considered less desirable because of some physical limitation and behavioral traits. Although there are indication that some are gender sensitive, the majority (more on the male respondents) still continue to favor the males in the recruitment of teachers; the same with the choice of immediate boss and other gender statements that were asked.

Female respondents have generally less traditional views than males toward gender roles. Perhaps this might be due in part to the women's growing awareness of sex-role stereotypes and their struggle for gender-equality in everyday life. The continued preference for male and the desire to increase/attract male teachers in the profession are facts that cannot be denied in this study.

Although certain positive changes had occurred today in our society, this study found out that the unusual manner of attaining higher ranks is still based on the traditional mechanism of promotion -- the patronage, padrino and palakasan systems. Interview data indicate that some respondents been victims of these bad practices.

Furthermore, findings also reveal that even in an area dominated by women such as DepEd, traditional norms and practices that pose as stumbling block to women still exists. It can be presumed that the same thing happens more so in a male dominated institutions.

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**INFLUENCE OF MOTIVATION, COMPETENCE AND COMPENSATION
TO PERFORMANCE
(Case Study On Investment Board and Integrated Licensing
West Java Province)**

By: Marthalina¹

ABSTRACT

The research aims to determine how much influence the motivation, competence and compensation to the performance of civil servants in the Investment Board and Integrated Licensing of West Java Province.

The sample used in this research is a level III civil servants who numbered 68 people. The techniques used in this sampling is to use sampling with sampling nonprobability saturated. Statistical methods of data analysis using Equation Model (SEM) which produced a model independent variable influence to variable dependen through the relationship between dimensions.

The result is a model of the influence of motivation, competency and compensation are each affects the performance of individuals with moderate effect, partially affect the performance of individuals with strong influences and jointly affect individual performance with a very strong influence.

Based on the analysis results of this research concluded that (1) motivation, competency and compensation provide positive and significant impact on the performance of individuals with moderate and strong dominant category. (2) motivation, competence and partial compensation provide positive and significant impact on the performance of the individual with the dominant category is very strong and powerful. (3) motivation, competency and compensation jointly provide positive and significant impact on the performance of individuals with very strong category. (4) Efforts to improve the performance of civil servants in category III Investment Board and Integrated Licensing of West Java province is to increase the motivation, competence and compensation together from each civil servant.

Keywords: motivation, competencies, compensation, performance of individual

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I. INTRODUCTION

1.1 Background

One task of the government is the implementation of good public services. Licensing is a form of public service that is essential in governance. In the service function, civil servants and the public will interact directly and in the process the public can directly feel and assess how the performance of the civil service and government officials. In the implementation of governmental functions, permitting an indicator to assess whether a government has reached a state of "good government" or not.

Licensing is the bureaucracy is one of the problems that constrain the third after education and health in West Java. This was stated in RKPD West Java province in 2015 that the third point focuses on the increased competitiveness of labor, industry and access to regional economic growth. Having regard to the conditions of global and national economic development in RKPD West Java province in 2015, a scenario of economic growth in West Java is projected to grow in the range of 6.2 to 6.8 percent with inflation in the range of 6.3 to 7.3 percent.

The poverty rate will gradually decline predicted and in the range from 6.8 to 5.9 percent. In line with the poverty rate, unemployment rate will also have a downward trend in the range of 8.0 to 7.5 percent. Quoted from the site www.kemitraan.co.id, the positive conditions that will occur in West Java is supported by index hospitality investment in the first rank with a value of 9.33 (scale of 1-10) among all provinces in Indonesia with the rate of economic growth per capita 9.75 percent.

Based on BPS data of West Java province in the period 2012-2013, a significant decrease in the number of workers in agriculture and at the same time an increasing number of workers in the field of industry and services. For the number of workers in trade and other relatively stable. This means that there has been increased employment in the industrial and service sectors that has displaced people in West Java jobs that previously the majority are farmers now shifted to workers in industry and services.

This condition is inversely proportional to economic equality in West Java which is inseparable from the development of economic growth, inflation, the GDP per capita, and the Gini index. Based on BPS data of West Java province in February 2014, the pace of economic growth in West Java in the period 2012-2013 decreased by 0.15%, followed by rising inflation as a result of rising fuel prices. This condition requires the government to think an extra order of competition need to be coupled with the ease of investment and licensing services that people's income increases.

Positive conditions this would not be fully in line with the expectations of society and the business world that still complain about the service process of licensing by the government who do not have the clarity of procedures, complicated, non-transparent, the process time of uncertainty and high costs to be incurred primarily related to costs is not official.

Chairman of the Indonesian Young Entrepreneurs Association (HIPMI), West Java, Yedi Naidoo through newspapers Media Mind argues to this day the regional government still has to improve related rules and implementation concerning the establishment of a business license, the lack of incentives for entrepreneurs, and lack of socialization certification for MSMEs and labor. Yedi explained, based on the facts on the ground, the establishment of a business license is still relatively complicated and convoluted. In addition, the cost was not small. Not to mention, their extortion practices that are still happening today. Taxation policy 1 percent of the turnover of newly assigned rendered ineffective if it is not accompanied by the addition of incentives for businesses.

This situation was ironic when seen with the high potential area of West Java as the most friendly investment and economic growth exceeded the national average it is inversely proportional to the quality of public services caused by lack of budget allocation. Services considered to address the problem has not been optimal, West Java Provincial Government on 3 November 2014 has made changes and downsizing at some of the regional organization structure (OPD), which is one form of optimization of performance in the Provincial Government of West Java. Structural changes in the Agency Licensing Services Integrated (BPPT) and the Coordinating Board of Investment (BKPM) to Board of Investment and Integrated Licensing (BPMPT) West Java, which is based on the publication of the Regional Regulation No. 4 of 2014 which civil servants are expected to work better and professional.

Changes in the structure of the WTO into a Board of Investment and Integrated Licensing of West Java Province is evidence of the seriousness of the West Java Provincial Government in addressing important and strategic role BPMPT function as the starting gate to investment and economic growth through the business world. Based on the data the authors obtained in court on March 24, 2015, the number of civil servants at the Board of Investment and Integrated Licensing of West Java province about 132 (one hundred and thirty-two) which consists of 15 (fifteen) PNS group IV, 82 (eighty-two) level III civil servants, and 35 (thirty-five) level III civil servants. In this study the authors were interested in seeing the influence of motivation, level of competence and compensation for civil servants in category III.

This research refers to Max Weber's theory cited by (Giddens, 1986) which defines social stratification as a classification of persons belonging to a particular social system into layers. PNS group III can be categorized as a middle class which is quantitatively more than any other class of civil servants so that from the side of the opportunity has great potential to continue to develop a career and competence within an organization. PNS performance within an organization can be improved in several ways, for example through education, training, provision of adequate compensation, creating a positive work environment, welfare provision and the provision of a good motivation. Through these processes PNS expected to further maximize the responsibility for their work because it already be equipped by education and training related to the implementation of the work.

In addition to providing motivation and increased competence, one form of business establishments who excel in retaining employees is to provide welfare through appropriate compensation for employees. The provision of this compensation will create peace, morale, dedication and loyal attitude towards the agency will ensure the achievement of goals or objectives predetermined agencies.

Award motivation is basically the rights of employees and the obligation of institutions to support the contribution of employees to improve performance and achieve the intended purpose. Based on the information that the author got from Head of Sub Division Officer and the Public Investment Board and Integrated Licensing of West Java Province Capital Dra.Teti Rachmawati, MAB on March 24, 2015, turned out to be a common problem on the employees are behaving work and work performance of civil servants. Still found civil servants who present late without permission, go home early without permission, do not come to work without a permit, and no duty or official orders and subject to disciplinary punishment in PP 53 in 2010.

Motivation to work has contributed in fulfilling the needs of individual civil servants, if an employee has a good motivation in carrying out its duties, the achievement of the targets would be a good employee. Based on information obtained from several employees who were interviewed by investigators between Mr. Erik Diyan Nurdiyansyah, S. STP as the staff at Sub Division Officer and General and Mrs. Artanti Kusumaningsih, S.E. as the staff at Sub Division of Finance Investment and Integrated Licensing of West Java province on March 24, 2015 said that there are still some employees whose performance declines as influenced by the lack of motivation, including the problem of physiological needs which include salaries are insufficient. This is because the need is more and more while the salaries and benefits paid still cannot compensate for the daily needs of employees. Lack of respect for the employees according to the information that researchers can still

hampered by the lack of recognition given by the leadership to employees. This can be seen by the employees there are some people who are less active or do not care to give an opinion or feedback when meetings or activities.

It is then used as an excuse for researchers to take a title of research confirming that affect the performance of work motivation. From this statement is reinforced by the opinion of Victor Vroom in the book (Winardi, 2004) which states that:

“the relationship between the motivation of a person doing an activity with a performance that will be obtained, that is, if motivation is low do not expect the results of work (performance) would be good. when motivation is low, then the performance of the employees will shrink as if their ability is low.

Referring to the above theory, the motivation is something that is needed by an employee, the higher the motivation to work it will create morale will be better and will result in the increase of performance will be given by the employee to the institution where they work. Based on information provided by the Head of Sub Division Officer and the Public Investment Board and Integrated Licensing province of West Java Province Dra. Teti Rachmawati, MAB on March 24, 2015, one of the problems why employee performance decline this is due to a problem with the skills, achievement of employment and attendance or punctuality at work.

This means there are employees who do not adhere to the rules applied by the Agency for Investment and Integrated Licensing of West Java Province. On the other hand the performance of employees rated as slow in carrying out the task due to the awareness and the level of competence of employees of the main functions is not optimal and the implementation of IBK (Instrument Performance-Based) for employees is still not implemented properly because the assessment instrument IBK handed over to the employee concerned so that the amount of the pieces do not fit.

Improved performance of civil servants has made various efforts by the government and one of them made a payroll system that is linked to performance appraisal system is expected to improve the performance of civil servants and cut the clay levies practices developed in the community. The Commission states that the Local Government Ombudsman is an institution or a government institution most committed illicit payments to public practice. Illegal charges to be highly developed due to the absence of strict sanctions and internal controls are weak. According to the Ombudsman Commissioner Budi Santoso that the regional government is in the first as a state agency or institution most committed

extortion. It was based on public and Ombudsman investigations conducted in the first half of 2013 were published on the site www.sinarharapan.co.id.

Members of the Commission II DPR Yasona H Laoly found illegal charges that occur due to mental problems and bureaucracy are most common in the area. In response to rampant illegal levies that still exist in society, the West Java provincial government has tried to create governance and regional economic development better to achieving the vision and mission through bureaucratic reform program.

The implementation of the remuneration policy in West Java province has been conducted since 2010, which is stipulated in West Java Governor No. 119 of 2009 on Guidelines Performance Measurement In Granting Additional Income For civil servants and civil servant in the Environment Government of the Province of West Java Governor Regulation is a follow up of the policy minister in the form of a Circular Letter of the Minister of State Apparatus Empowerment Number: SE / 28 / M.PAN / 10/2004 dated October 10, 2004 concerning Settlement of Civil Servants.

Differences in the cost of standard employee benefits large enough lead to reduced levels of inter-group happens to employee welfare. Perceived weakness associated with providing these benefits is the amount of allowances both structural and functional is relatively larger than the amount of their basic salary received. According to Rusli, this phenomenon shows that the award given to the performance and competence of the employees are still lacking. Therefore do not be surprised if many civil servants see more oriented to the pursuit of office rather than showing work performance and increase competence.

The unmet needs minimal civil life will have an impact on the activities of counter produkris in the form of additional income either in hours or after work hours. Even sometimes these conditions gave rise to the practice of bribery, collusion and corruption, which of course makes the performance of civil servants slumped and became in the public eye. It happens almost every government agencies at both central and local, either province, the city and district.

Gratification Director of the Corruption Eradication Commission (KPK) Supradiono Giri stated remuneration for civil servants (PNS) is required in order to prevent corruption. According to the Commission www.solopos.com sites prove a better salary then the efficiency and performance of civil servants also becomes better.

According to (Edwin B. Flippo, 2007) Improved well-being do such as through the provision of benefits, bonuses, facilitation work, lifting positions. Additionally (Hani Handoko, 2003) argues that welfare is compensated with the intent to provide fringe benefits to

employees for the execution of the work and to motivate them to achieve the desired performance. Jensen and Mecling in the book (Harianja, 2002): allowances or incentives are used to encourage employees to improve the quality and quantity of work. The allowance beneficial for both employers and employees. If the benefits received are not associated with job performance, but is private, then they will feel injustice that can lead to dissatisfaction which in turn can influence behavior, such as absenteeism and decreased work performance ".

Viewed from a variety of the above problems, it can be understood that the performance of civil servants is an accumulation of various supporting elements such as motivation, the level of competence and compensation policy. Based on this background, the researchers interested in conducting research.

1.2 Problems

Issues to be raised in this paper is the issue of public services that are common between the government, private sector, and the community is that of how the performance of civil servants in providing public services to the community. In this study the authors wanted to know about how much influence the motivation, competence and compensation jointly to the performance of civil servants in the Investment Board and Integrated Licensing of West Java province and how the efforts of the Government of West Java province in order to improve the performance of civil servants at the Board of Investment and Licensing integrated West Java Province.

II. RESEARCH METHODS

Based on research purposes, according to (Sugiono, 2012) this type of research is an explanatory research is research that tries to explain why a phenomenon or a social phenomenon may occur. This research often linking the phenomenon to other phenomena. This study aims to connect the patterns are different, but have relevance as well as produce a pattern of relationships cause - effect. According to (Bambang and Lina, 2010) states that in an explanatory research, has actually contained explorative and descriptive research.

Placement theory (Creswell, 2010) in quantitative research uses theory at the beginning of the study proposal. Because the goal is to test or verify a theory by testing the formulation of the problem and hypotheses derived from the study of the theory is taken. According to (Sugiono, 2012) hypothesis in this study using associative hypothesis, namely

temporary answer to the formula associative problem, which question the relationship between two or more variables.

Researchers will analyze the data which is the primary data gathered from the questionnaire answers, the questionnaire is the result of the answers by the respondents. Respondents in this study is a level III civil servants at the Board of Investment and Integrated Licensing of West Java Province who were sixty-eight (68) persons. Researchers will be analyzed and processed by means of SEM (Structural Equation Modeling).

III. LITERATURE REVIEW

a. MOTIVATION

Is the famous theory of motivation theory of Maslow in (Mangkunagara, 2010) which is seen as a pioneer of the theory of motivation. The theory of motivation developed in the 1940s was essentially revolves around the notion that humans have five levels or hierarchy of needs. Is as follows:

1. Theory of Needs

- a) The need is defined as a discrepancy or contradiction between the reality experienced by the impulse that is inside.
- b) Abraham Maslow's hierarchy of human needs above reveals physiological needs (basic need), security and comfort (safety and security), ownership (belongingness), self-esteem (esteem), and self-actualization (actualization).

2. Maslow's Hierarchy of Needs

- a) The need for physiological, namely the need to eat, drink, physical protection, breathing, sexual. This requirement is a requirement lowest level or the most basic needs.
- b) The need for a sense of security, namely the need for protection from threats, dangers, conflicts, and the environment.
- c) The need to feel ownership, namely the need to be accepted by the group, affiliated, interact, and the need to love and be loved.
- d) The need for self-esteem, which needs to be respected and appreciated by others.
- e) The need to actualize themselves, namely the need to use the abilities, skills and potential. The need to argue and express ideas, assessment and critique of something.

b. COMPETENCE

According to (Wibowo, 2011) states that:

competence is an ability to execute and do a job or task that is based on the skills and knowledge as well as supported by work attitude adopted by the job. Competence in relation to the effectiveness of the organization will determine how efforts to accomplish the goals of the organization concerned. As a guideline in the operationalization of the variable employee competence, there is a theoretical view of the characteristics of competence put forward by Spencer cited (Wibowo, 2011), namely:

1. The motive is something that consistently thinks or wants the person who caused the action.
2. Nature is the physical character and consistent responses to situations or information.
3. The concept itself is covered attitudes, values, or self-image.
4. Knowledge is information that people have in their specific field.
5. Skills is the ability to do certain physical or mental tasks.

c. COMPENSATION

According to (Handoko, 1993) the amount of compensation reflects the size of their work among the employees themselves, their families and communities. While compensation according to Keith (Kadarisman, 2012) given organization exists in the form of money unisex nonmonetary.

Compensation under (Handoko, 2001) is a stimulus for the employee to achieve a certain level of performance as well as a builder and maintainer expectations of employees who are stimuli that are offered to employees to perform work pursuant to or higher than the standards that have been set. If employees view their compensation is inadequate then the achievement, motivation and job satisfaction they can drop dramatically. Therefore, the compensation program is very important to be considered seriously because compensation can improve or degrade performance, job satisfaction, and employee motivation. According to Dessler cited by (Lies, 2009) compensation has three components as follows:

1. Payment of money directly (direct financial payment) in the form of wages, incentive or bonus / commission.
2. Payment indirectly (indirect payment) in the form of benefits and insurance.
3. The non-financial rewards (non-financial rewards), such as flexible work hours and prestigious offices

Some local governments provide benefits solely on a cash basis that are equally regardless of how the performance of the individual. This has caused not achieving optimum

performance level for a number of employees as regards good or bad performance benefits received money remains the same.

d. PERFORMANCE

Performance by (Marwansyah, 2012) is a person's achievement or performance with respect to the tasks assigned to him. There are three levels of performance by (Sudarmanto, 2009), namely:

1. The performance of the organization; the achievement of results (outcomes) at the level of the organization or unit of analysis. Performance at the organizational level is associated with organizational objectives, organizational design, and management of the organization.
2. The performance of the process; a performance on stage in the process to produce a product or service. Performance in this process is influenced by the purpose of the process, process design, and process management.
3. Individual performance / work; an achievement or effectiveness of the employee or employment levels. Performance at this level is influenced by the purpose of the work, design work..

The performance of an employee or an employee in an organization or institution work, influenced by several factors, both internal factors, namely from the employees themselves as well as external factors, namely on the environment or the work organization itself.

Performance (Performance) by (Sudarmanto, 2009) is the output of work invaluable required by workplace organization invaluable to consist of work, work behavior, and personal qualities to do with the work in general, the dimensions of the performance can be grouped into three types , ie work, work behavior, and personal qualities associated with the job " .

Wirawan states that there are three dimensions of performance are:

1. Work Results

According to Dawn and Heru (2010: 139-140) "The performance criteria based on the results of the work is focused on what has been achieved or generated, rather than how something is accomplished or produced". The results of one's work according Sedarmayanti workers (2011: 259-260) is a management process or an organization as a whole, where the results of the work have to be shown the evidence is concrete and measurable "

2. Work Behavior

According to Dawn and Heru (2010: 139-140) "The performance criteria based on work behavior is focused on how the work is carried out, and it is vital for jobs that require inter-personal relationships". Work behaviors according Sedarmayanti (2011: 259-260) is related to the execution of the work, work performance, efficient execution of the work. "

3. The personal nature of that has to do with work

According to Dawn and Heru (2010: 139-140) This criterion focuses on an employee's personal characteristics, such as loyalty, reliability, communication skills, and leadership skills. The properties are often assessed during the appraisal process. These criteria focus on the types of on how a person, not what was accomplished or not accomplished person in his job.

table 3.1

Variable Operational Definition Motivation, Competence, Compensation and Individual Performance

Variable	Subvariable	Indicators
1	2	3
MOTIVATION (X1) Maslow (1943)	1. Basic need	1. The necessities of life.
		2. A guarantee of treatment and health
		3. Want to flourish
	2. Safety and security	1. The right as a human being
		2. Fear of being fired from a job
		3. Security and safety
	3. Belongingness	1. A good leader
		2. The treatment of undifferentiated
		3. A harmonious relationship
	4. Esteem	1. The promotion and class
		2. Provision of appropriate bonus
		3. Providing a decent salary
	5. Actualization	1. Getting the opportunity to be able to show the ability and creativity in public
		2. Getting awards and recognition
		3. Improving the competence of self
COMPETENTION (X2) Wibowo (2011:325-326)	1. Motif	1. Satisfaction with salary
		2. Satisfaction with the work atmosphere
		3. Benefits area
		4. Allowances overtime
	2. Innate	1. Consistent duties
		2. Consistent obey the rules

Variable	Subvariable	Indicators	
1	2	3	
	3. Self Concept	3. Loyal to the leader	
		1. Be honest in word and action	
		2. Attitude in providing services	
	4. Knowledge	3. Attitude in the mix	
		1. Formal Education	
		2. Education expertise	
		3. Training of the field of the task at hand	
	5. Skills	4. Training internally	
		1. The initiative in carrying out the task	
		2. Creative problem solving	
	COMPENSATION (X3) Gary Dessler (2003)	1. Direct	3. The error rate duty
			1. Salaries
2. Indirect with Job		2. The incentive / bonus / commission	
		1. Allowances	
3. Reward Nonfinancial		2. Insurance	
		1. Flexible working hours	
INDIVIDUAL PERFORMANCE (Y) Wirawan (2012)	1. Work Results	2. Office of Prestigious	
		1. Quantity results	
		2. Quality of results	
		3. Accuracy in carrying out the work	
		4. The speed in carrying out the work	
	2. Work Behavior	5. The number of workplace accidents or errors employee to do the job.	
		1. Friendly to customers	
		2. Discipline of work	
		3. Accuracy in work	
		4. Professionalism	
		5. Cooperation	
	3. Personal nature of the existing relationship	6. Leadership in teamwork	
		1. Knowledge	
		2. Skills	
		3. Honesty	
		4. Cleanliness	
		5. Initiatives	
		6. Craft	
7. Patience			
8. Attitude to work			
9. Morale			

IV. ANALYSIS OF RESULTS AND DISCUSSION

Effect of Motivation (X1), Competence Employees (X2) and compensation (X3) Against Individual Performance (Y)

4.1. Assessment Model FIT

Rate fit model aims to assess whether the data collected in the form of the questionnaire was appropriate or suitable model. Based on the SEM analysis output using the software LISREL 8:54 for windows obtained values are used as references in testing the model as a whole. Those values are a measure of whether a categorized models have a relationship or not. In a fit model will be known how the relationship between the dimensions of the independent variable and how the influence of the independent variable to variable dipenden. The results were as follows

Tabel 4.1
Indikator Goodness Of Fit (GOF)

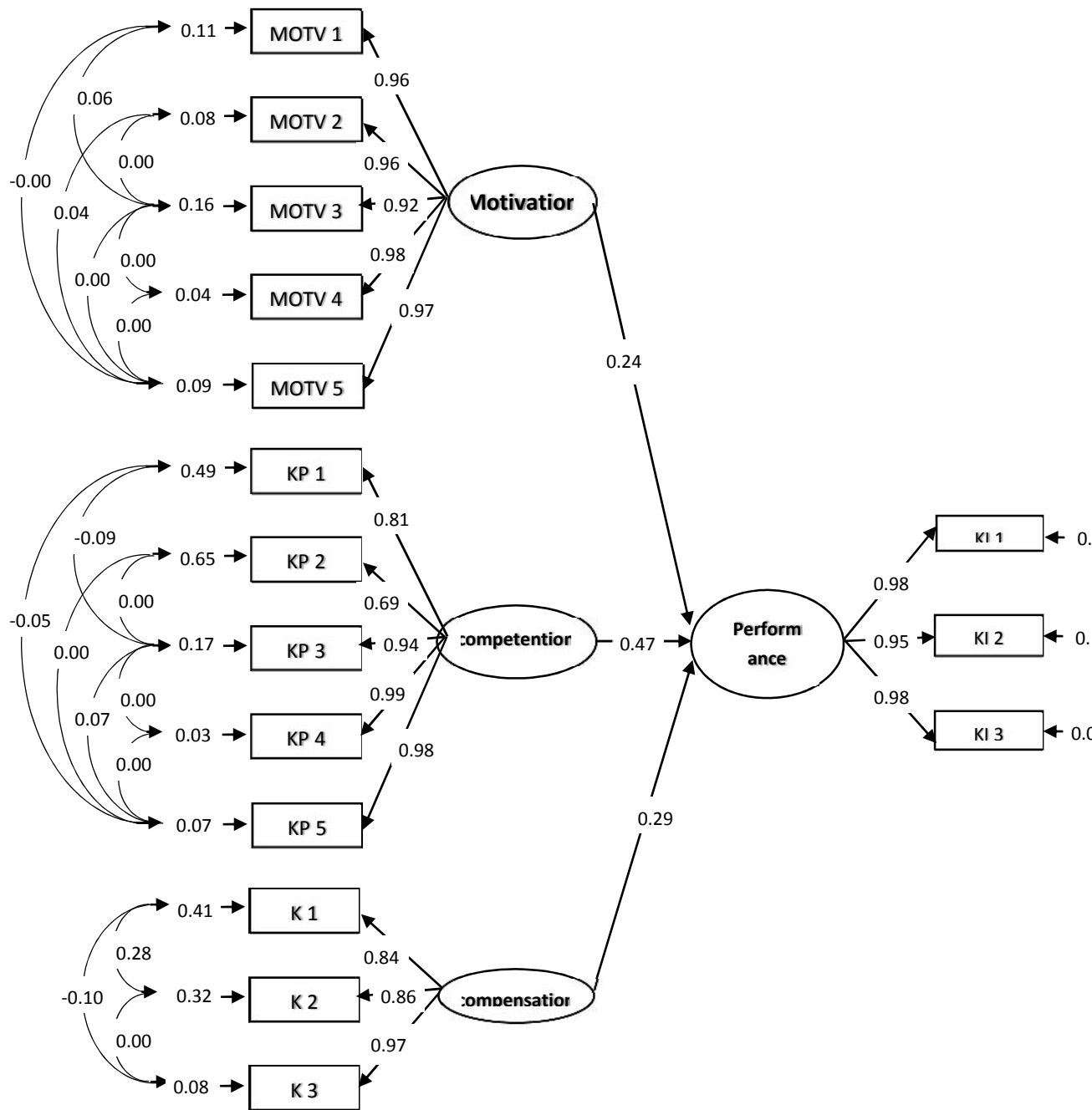
Fit Measure	standard Relationships	Research result	level of Compliance
χ^2/df	0 χ^2/df 2	1.340	Fit
RMSEA	0 RMSEA .008	0.071	Fit
Confidence Interval (CI)	close to RMSEA, left boundary of CI= 0.00	(0.034 ; 0.10)	Fit
NFI	0.90 NFI 1.00	0.96	Fit
NNFI	0.90 NNFI 1.00	0.98	Fit
CFI	0.90 CFI 1.00	0.98	Fit
GFI	0.90 CFI 1.00	0.77	Not fit

Sumber: *Structural Equation Modeling dengan Lisrel 8.8 (wijayanto, 2008)*

Based on Table 4.1 it can be seen that the size of the GOF that has been studied, gained 6 GOF appropriate indicators. Value Chi-Square / Degrees of Freedom (χ^2 / df) which is the ratio between the value of chi-square with degrees of freedom (χ^2 / df) is 1.340, so it can be concluded that by relying on the complexity of the model, then the level of concordance model can be said to be appropriate

Value Root Mean Square Error of Approximation (RMSEA), on the model of this study was 0071. It identifies that the appropriate level of fitness model, while the CI also indicates that the value of RMSEA has good accuracy and identify that the appropriate level according to the model, then NFI, and CFI NNFI have the appropriate level of fitness and GFI have a level of conformity that were not appropriate.

Based on the coefficient values above which meet the requirements of the suitability of a model, it can be concluded that in general the model obtained in this study have a good level of Conformity.



Chi-square = 131.36, *df* = 89, *p-value* = 0.01381, *RMSEA* = 0.071

Source : Output of research data LISREL 8:54 version for windows

Figure 4.1

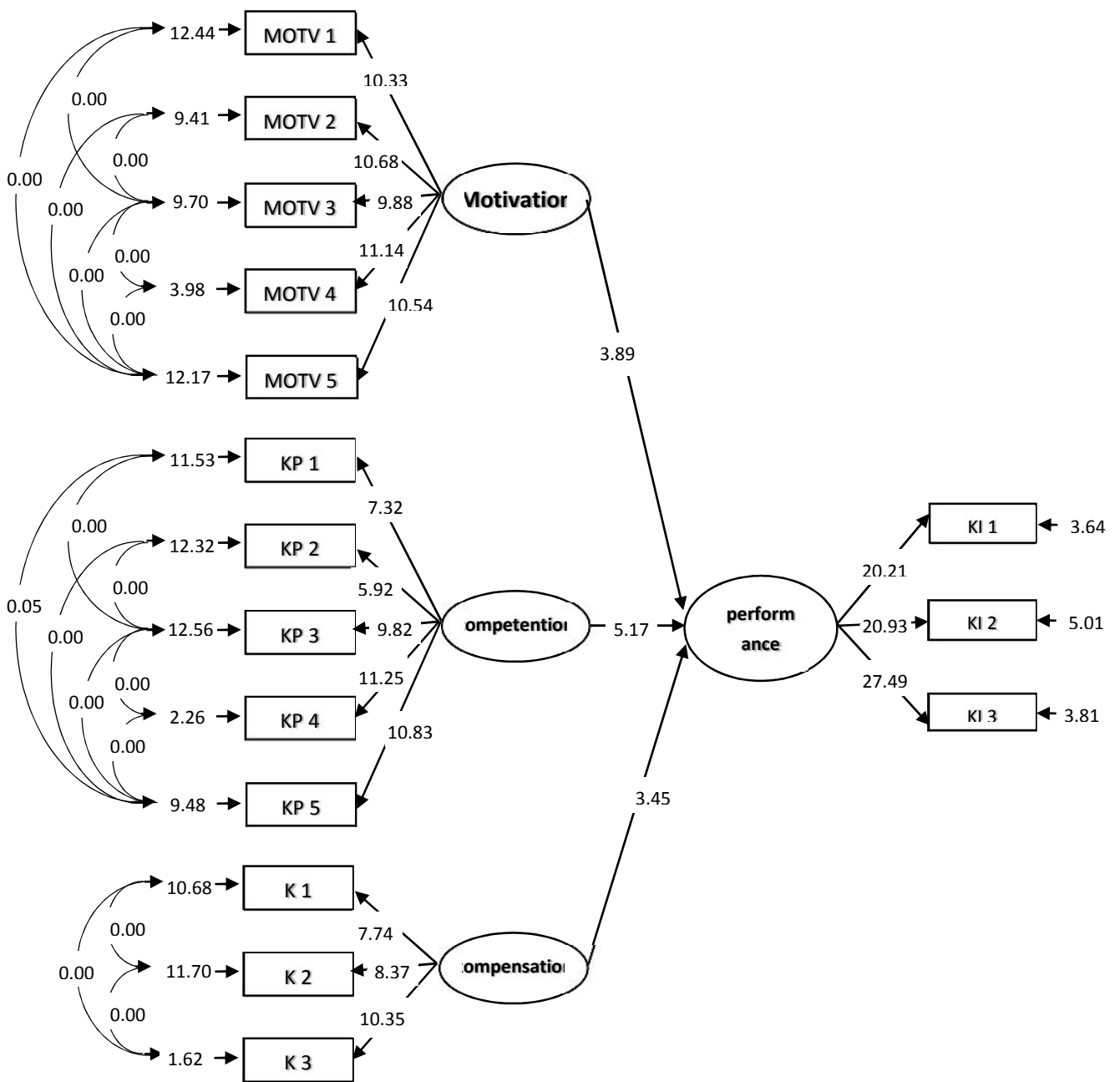
Model Research influence of motivation (X1), Competence (X2) and compensation (X3) jointly against Individual Performance (Y) Based on Standard Solution

Based on Figure 4.1 it can be seen that the influence of motivation (X1), Competence (X2) and compensation (X3) jointly against Individual Performance (Y) has a validity value of 0:24 for the variable motivation (X1) to Individual Performance (Y),

amounting to 0:47 to variable Competence (X2) on the Individual performance (Y) and 0.29 for the variable compensation (X3) on Individual performance (Y). If the independent variable (motivation (X1), Competence (X2) and compensation (X3)) affects variable dipenden (Individual Performance (Y)) has a maximum value is 1:00 then 0:24 influenced by variables motivation (X1), 0:47 influenced by variables Competence (X2) and 0:29 influenced by variable compensation (X3). The motivation variable (X1), Competence (X2) and compensation (X3) significantly valid and reliable influencing variables Individual Performance (Y).

Variable motivation (X1) can be determined that the dimensions of self-esteem has a value of relationship models the highest rate of the variable motivation (X1) which directly affects variable Individual Performance (Y) with the value of the relationship models of 0.98 and variable Competence (X2) can be determined that the dimensions knowledge has the highest value of relationship models to variable Competence (X2) that directly affect individual performance variable (Y) with grades of 0.99 model relationships. While in the variable compensation (X3) can be determined that the dimensions of non-financial rewards have the strongest relationship value models to variable compensation (X3) that directly affect individual performance variable (Y) with the value of each model relationship 0.97. Another dimension value model relationships are weaker when compared with the amount of other dimensions in the variable motivation (X1), Competence (X2) and compensation (X3). Based on the above results can be seen that the performance of individual civil servants in category III Investment Board and Integrated Licensing of West Java province in general is influenced by motivation variable (X1), Competence (X2) and variable compensation (X3)

The results of the above study shows that in doing a job, level III civil servants in the Board of Investment and Licensing unified West Java Province considered that variable compensation is as the most dominant variable affecting the level of performance of a person with knowledge is as the largest capital for someone to be able to work with professional and better provide services to the community.



Chi-square = 131.36, df = 89, p-value = 0.01381, RMSEA = 0.071

Source : Output research data LISREL versi 8.54 for windows

Figure 4.2

Model Research influence of motivation (X1), Competence (X2) and compensation (X3) jointly against Individual Performance (Y) Based on the T-Value

Based on Figure 4.2 it can be seen that the Competence motivation (X1), Competence (X2) and compensation (X3) influence the Individual Performance (Y) together with the value of the t-value of 3.89 for the variable motivation (X1) to variable Individual

Performance (Y), 5:17 to variable Competence (X2) to variable Individual performance (Y) and 3:45 for variable compensation (X3) to variable Individual performance (Y). Third t-value is greater than t-table value is 1,996, which means that all of the indicators of each dimension of the variable motivation (X1), Competence (X2) and compensation (X3) can be said to be valid because the value of the t-value is greater of t-table (1.996) at the 5% significance level.

4.2. Structural test

The goal in assessing the structural model is to ascertain whether the effects hypothesized in model conceptualization idukung by empirical data obtained through the survey. This structural test can be seen in the Multiple Linear Regression equations Structural Equations at 8:54 LISREL output for windows. The results were as follows:

structural Equations

$$KI = \text{Motivation} + 0:28 \quad 0:47 \quad 0:29 \quad * \quad * \quad KP + K, \text{ Errorvar.} = 0.059, R^2 = 0.94$$

$$(0,072) \quad (0,091) \quad (0,083) \quad (0,015)$$

$$3.89 \quad 5.17 \quad 3.45 \quad 3.92$$

Tabel 4.2

Results Effect of motivation (X1), Competence (X2) and Compensation (X3) Against Individual Performance (Y)

Ha	Eksogen Variabel	Endogen Variabel	Estimates	T-value	conclusion
H ₇	motivation	Individual Performance	0.28	3.89	fit
	Competence		0.47	5.17	fit
	Compensation		0.29	3.45	fit

< 0.10, t – values > 1.668

< 0.05, t – values > 1.996

< 0.01, t – values > 2.652

source: Output research data LISREL versi 8.54 for windows

Based on Table 4.2 it can be seen that the value estimates or value of the relationship model of the variable motivation (X1), Competence (X2) and compensation (X3) to variable Individual Performance (Y) have a relationship model is very appropriate for all of the indicators of each dimension of the variable motivation (X1), Competence (X2) and compensation (X3) valid or factor loading value 0.28 for motivation variable (X1), 0:47 to

variable Competence (X2) and 0:29 for variable compensation (X3) which, when added up all three are worth more dari 1.00 meaning greater than 0.50 and the value of the t-value greater than t-table (1.996) at the 5% significance level.

Tabel 4.3
Value Regression Equations Motivation (X1), Competence (X2) and compensation (X3) on Performance (Y)

Squared Multiple Correlation for	R ²
Performance	0.94

source : Output research data LISREL versi 8.54 for windows

Based on Table 4.3 it can be seen that the value estimates value the coefficient of determination R² or above is 0.94, which means that 94.0% variance Individual Performance (Y) explained or influenced jointly by the motivation variable (X1), Competence (X2) and compensation (X3), while the remaining 6.0% is explained by factors other than motivation (X1), Competence (X2) and compensation (X3). This suggests that the motivation variable (X1), Competence (X2) and compensation (X3) together have a very strong influence on individual performance variable (Y).

The above research has proven that all the research hypothesis is accepted. This proves that the validity and reliability studies have been consistent and theories used in the study and be in accordance with the facts on the ground. This research has also produced a fact that the independent variable for example motivation, competence or competence can only affect the variable dipenden ie individual performance level III civil servants with influences that are or tend to be weak. To combine two or three independent variables that can affect the value of variable dipenden stronger.

4.3 EFFORTS IN IMPROVING PERFORMANCE OF CIVIL SERVANTS IN THE INVESTMENT BOARD AND INTEGRATED LICENSING

Based on the research described in the previous section, the following is a summary of the research results that can represent simply how the conditions of motivation, competency and compensation that affect the level of performance level III civil servants in the Investment Board and Integrated Licensing province of West Java which is then to strategic steps could be taken in order to improve the performance of civil servants in Group

III to provide professional service to the community. Summary results of this study as well as a response from the working hypothesis and the null hypothesis of the study as follows:

1. The governing board awarded both orally and in writing to the civil servants who are considered outstanding and have the opportunity to improve compensation and responsibilities in the work. This effort is taken based on the results of research that motivation is most needed by PNS group III in the Board of Investment and Integrated Licensing of West Java province is a self-esteem that the fourth level in the pyramid needs Maslow in (Mangkunagara, 2010) in addition to giving awards, head of the organization can provide trust and motivation to level III civil servants to be able to actualize themselves in developing the idea, the opportunity turns of thought and creativity in completing the task.
2. The governing board shall provide opportunities and support both morally and in the form of facilities for the spare time of level III civil servants who seek to improve their competence through continuing education pathways such as undergraduate, postgraduate and undergraduate level to the three that are considered appropriate to the needs or expertise in the field current job. In addition to providing opportunities and support through education, leaders of organizations can also provide an opportunity for civil servants to participate in training to improve the skills and knowledge corresponding to the needs in the field of work. This effort is taken based on the results of research that to improve the performance of civil servants Group III in the Board of Investment and Integrated Licensing of West Java province, PNS group III assumed need to increase knowledge that can be achieved through education and training are considered in accordance with the field work in order to build competence.
3. The governing board and all civil servants in the Board of Investment and Integrated Licensing of West Java province should be able to cooperate well create a comfortable working environment and conducive and maintain the good name of the organization in good standing in the eyes of society and fellow SKPD in West Java province. This effort is taken based on research results indicate that non-financial rewards such as flexible working hours or flexible and conducive working conditions and compensation are considered prestigious is the highest value for the level III civil servants at the Board of Investment and Integrated Licensing of West Java Province.
4. Increase significantly the performance of individuals can be done by providing the motivation, the opportunity competent and compensation together. This was done in view of the importance of providing the motivation, the opportunity competence and provision of appropriate compensation to improve individual performance level III civil

servants, if the leadership only provide motivation alone without giving competence or provide motivation without compensating the individual performance level III civil servants in the Investment Board Integrated Licensing and West Java province likely will not increase.

V. CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusion

Variables Motivation, Competence and Compensation jointly provide positive and significant impact on the performance of civil servants Individual Group III on Investment Board and Integrated Licensing of West Java province with a very strong category.

5.2 Recommendations

Once the researchers conducted an analysis of the influence motivation, competence and Compensation for Performance of Civil Servants in the Board of Investment and Integrated Licensing of West Java province, making observations and collecting data and facts are factual in the field, it can be given suggestions to drive the performance of civil servants as follows :

1. The governing board shall give an example of the value of good leadership to all civil servants in the Investment Board and Integrated Licensing of West Java province to provide motivation to civil servants in the organization and provide opportunities for civil servants who want to increase personal awareness of knowledge and skills through education path;
2. Continuous improvement organization system to proactively keep abreast of the needs and dynamics of the community, especially related to the need for public business licensing and investment from both local and foreign investors;
3. Plan with mature strategic agenda of activities and achievements of the organization so that implementation can walk right on target which is accompanied by close supervision so that it becomes an organizational system that is more dynamic in accordance with the needs and functions of public service and not a rigid organizational change;

4. Increase the number of users at once personal or energy utilization of information technology in the public service for a wide range of advice and other infrastructure supporting the effectiveness and efficiency of public services to the community so that the implementation of the service in the form paper office lest such electronic filing system, sms gateway and groove inspection file online can be accomplished more optimal.
5. Optimizing disciplinary apparatus through an orderly apple in the morning with the adoption of the culture of shame came late by way of a boss or leader sets the example came earlier than subordinates.

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Improving the Academic Performance of Students in the Fiscal and Financial Management Course at Nakhon Pathom Rajabhat University

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Abstract

After a new curriculum was officially implemented by the Public Administration Program at Nakhon Pathom Rajabhat University (NPRU) in 2012, there were many changes made, including in the Fiscal and Financial Management subject. This course in the old curriculum was studied by the third year students when they already had basic knowledge about economics, so they could understand fiscal and financial concepts fairly easily. The purpose of this study was to answer the following questions: 1) How does from the performance of second year students differ from third year students? 2) What are the factors that support the successful study of Fiscal and Financial Management? 3) How can the instructor improve the academic performance of second year students studying Fiscal and Financial Management in the

future? This study utilized the concepts of action research to collect both quantitative data (from test results) and qualitative data (from focus groups) from 380 students in the second year and the third year of the Public Administration Program at NPRU. Results showed that the second year performance was lower than the third year as a result of a combination of factors. However, even the performance of the third year students was impacted by large class sizes and other negative factors and became a focus for improvement. In addition, it was shown that basic factors such as student motivation, a productive classroom environment, and responsible study habits are necessary for students to understand this rather challenging subject. These factors were focused on, by the students and the instructor, in the second half of the term. As a result of quite low midterm

passing rates and focus group feedback, the instructor made significant, student-centered changes in the second half of the term. Preliminary results from the final exam indicate that the changes made by the students and by the instructor in the second half of the term were successful.

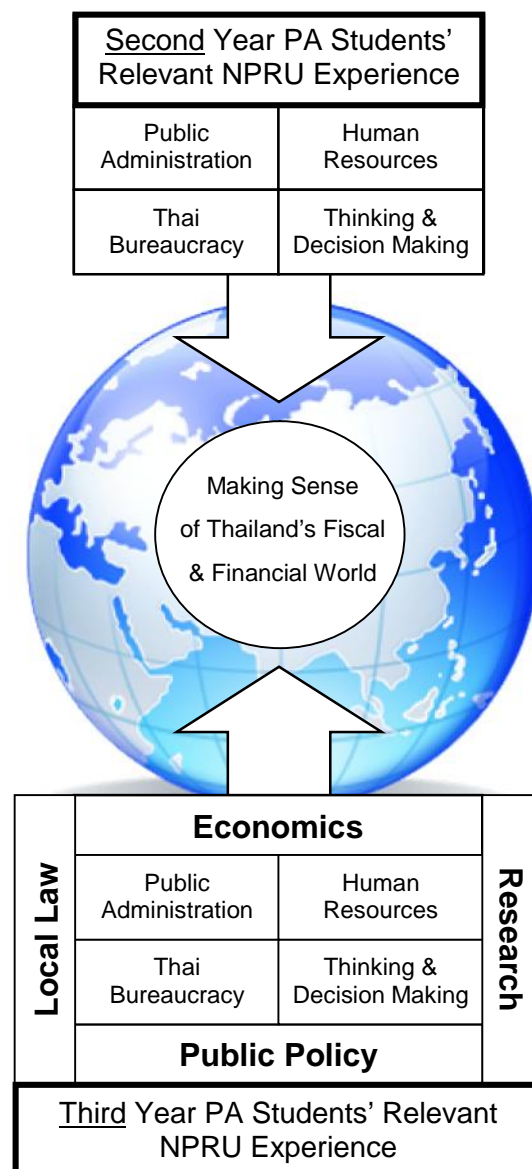
Keywords: Curriculum, Public Administration, Fiscal and Financial Management

Introduction

Nowadays, education is more important for Thai people because Thailand is developing and better jobs are available. In addition, Thailand joined the ASEAN Economic Community (AEC) in 2015 so there are more opportunities and challenges for Thai people. For students who are graduating, there is more competition for good jobs. To help students be successful in the AEC, many Thai universities are trying to develop their curriculums including Nakhon Pathom Rajabhat University. In 2012, the Public Administration Program revised its curriculum so that students can have on-the-job training for their entire fourth year.

As a result, the timing of many courses had to be changed and condensed. One of these courses is Fiscal and Financial Management. This subject is concerned with fiscal policy, monetary policy, taxation, expenditure, public debt, and government policies for development. Public Administration (PA) students must know about these topics so that they can be effective in government jobs in the future. Students at other Thai universities. Other universities must also study this subject in the third year. This course in the old curriculum was studied by the third year students when they already had basic knowledge about economics, so they could understand fiscal and financial concepts fairly easily. However, in the new curriculum, second year students have to study this course before they study economics, so it is difficult for them to understand basic concepts like supply and demand. In the first term of 2013, there was an overlap between the old curriculum and the new curriculum, so both second and third year students had to study Fiscal and Financial Management in the same term

with the same instructor. This created additional challenges because the large number of students studying the subject in the same term required joining smaller student groups to create much larger class sizes than usual, up to 94 students in one class. I was concerned about students' comprehension, motivation, and performance and, as a result, decided to undertake this research. The purpose of this study was to answer the following questions: 1) How does the performance of second year students differ from third year students? 2) What are the factors that support the successful study of Fiscal and Financial Management? 3) How can the instructor improve the performance of second year students studying Fiscal and Financial Management in the future?



*Figure 1.1: Making sense of Thailand's fiscal and financial world - a comparison of the different perspectives of second and third year Public Administration students due to the differences in relevant NPRU experience. Adapted from *Comprehension and Learning: a conceptual framework for teachers* (pp. 1-12), by F. Smith, 1975, New York: Holt, Rinehart and Winston.*

Figure 1.1 is a diagrammatic representation of the impact students' prior university experience has on how they make sense of the world, specifically Thailand's fiscal and financial world, and it highlights why the second and third year students have different perspectives in relation to this course.

Third year students who were studying Fiscal and Financial Management had a reasonable amount of prior knowledge. They had more experience with other subjects, including Economics, Public Policy, Local Law, and Research, so they could interpret and understand the new concepts more easily. Unfortunately, the second year students had much less prior knowledge and less experience, so they struggled to make sense of the financial world of Thailand, specifically as it relates to fiscal management for effective public administration. While I could try to increase their background knowledge, I could not create a year's worth of experience for the second year students.

Literature Review

According to Lin S. Norton (2009), there are two main classifications commonly used for concepts of teaching: information transmission and support of students' learning. The first is where instructors consider themselves to be knowledgeable about their subjects, and they transmit what they know to their students. This can also be considered content-oriented or teacher-centered. In contrast, the second type of teaching has the instructors as facilitators rather than transmitters. They support the process of active students determining meaning and acquiring knowledge themselves rather than simply receiving it from instructors. Learning-orientated and student-centered are other terms for this process of learning support.

These concepts are related to how the Fiscal and Financial Management subject is taught. I use both teacher-centered and student-centered methods for this subject. When I transmit the background information about the economy of Thailand, I teach by using PowerPoint slides, followed by some exercises for the students after finishing each

chapter. However, in 2013, in the second half of the first term, I focused more on giving case studies for students to discuss in groups in the class in a learning-oriented process (see Figure 1.4 in the Conclusion).

I initially avoided case studies in this term due to the second year students and the change in the curriculum. Case studies are more difficult for second year students for two reasons. The first reason is that they lack the basic knowledge about general economics so I must spend more time in the information transmission stage. This, in turn, allows less time for student-centered activities. The second reason is that they are less able to participate in these discussions because they do not understand the subject as well as the third year students and also do not have other related background knowledge that the third year students have already acquired. Overall, this is detrimental to the second year students' motivation because simply receiving information from me is less enjoyable than the student-centered activities. This reduced motivation makes them less likely to pay attention, which also reduces their understanding

of the subject. In contrast, the third year students can more actively participate in the discussions and understand the key concepts for use in their future careers.

Motivation is critical to the learning process. Without motivation, it is very difficult for students to learn. There are four factors that can affect the motivation of students according to Keller (1983): relevance, interest, expectation, and satisfaction. Student's motivation can be increased if they consider the work to be relevant or if they are interested in it. Likewise, if they expect to succeed and/or feel satisfaction in their achievement, it can be motivating. Unfortunately, students can also be demotivated if they have problems with the work, if it is too hard, if they cannot meet the expectations, or if they have had a bad experience before.

These factors are of concern in relation to my students. In terms of relevance, I can explain to second year students how fiscal and financial management is very relevant to their future work. However, because they have not had any work experience, it may be

difficult for them to imagine and it is not very motivating. It is a little more motivating for third year students, who are about to start their first internships in a government office or business, as they can see more directly how knowledge from this subject will help them in their jobs. In addition, if the class is too difficult for second year students, it may de-motivate them because they do not expect to succeed. Students who received low scores on the first test (a large majority) may also have been de-motivated because they did not feel satisfied with their performance. Finally, my ability to make the class interesting with extra activities was limited by the large class sizes and the time needed to teach extra background information to the second year students. Therefore, student motivation was a big challenge in the first term of 2013 and this research study was able to directly impact the learning experience of my students.

Frank Smith (1975) said that students try to make sense of the world by relating all of their experience to the theory of the world in their heads, which is what they have been developing and testing since they were born.

This theory is what students bring with them to school: their expectations, their attitudes, and their beliefs. When they want to make sense of what they are learning, they will use this prior knowledge because it is their foundation for learning. As they continue to learn, they will integrate the new experience with the old and their foundations will grow. However, just as the summary of their experience allows them to interpret new events, a lack of experience might distort the process and interfere with comprehension and learning.

Research Methods

1. The study and related research:

1) This study focused on quantitative and qualitative data from 203 second year and 177 third year students in the Public Administration Program at Nakhon Pathom Rajabhat University studying Fiscal and Financial Management.

2) Concepts from action research were used in order to deal with a problematic situation and improve student learning.

2. Research tools:

Test #1	Number of students	Max (out of 5)	Min	Arithmetic mean	Comparison of mean scores	Percentage difference
Second year	203	4.0	0	1.83		
Third year	177	4.5	0	2.22	+ 0.39	+ 21%

The research was done in two stages. In the first stage, the scores on the Fiscal and Financial Management test #1 and the midterm examination were used to compare the performance of second and third year students. I used the first test and the midterm examination in order to be able to make any necessary changes in the second half of the term to improve the learning process and increase the achievement of the students. The scores on the final examination were used in the second stage of the research to assess the effectiveness of the changes made in the second half of the term.

3. Information collection methods:

There were three methods of data collection: compiling test results; gathering student input from focus groups in class; and observing the second and third year students in the classroom while studying Fiscal and Financial Management in the first term of 2013.

Quantitative Research Results

Test #1, the midterm examination and final examination results were analyzed to find the maximum, minimum, and mean scores. They were also compared to show the difference in performance between the second and third year students. The midterm and final were additionally categorized to show the percent correct and equivalent grade ranges. Finally, the midterm and final results were graphed to show a clearer picture of overall results.

Table 1.1: Scores of the second and third year Public Administration Program students on the Fiscal and Financial Management test #1

Table 1.1 shows the total results for test #1 taken by five groups of second year students and five groups of third year students. When I evaluated these results, two important points were clear.

First, the mean scores for both second year and third year were below the passing score of 2.5 (50% of 5). This was, of course, a matter of concern. Test #1 was taken after the students finished the first two chapters. The questions were about fiscal and financial management in terms of the basics of public finance and how the government can manage the budget to give welfare to the people. If the students could not pass Test #1, they had failed to grasp the basics of the course.

Secondly, the performance of the third year students was better than the second year students in terms of both the maximum and the mean. The mean score of the third year students was 21% higher than the mean score of the second year students. This is a significant difference though not unexpected, considering the difference in the knowledge base between the two years.

Table 1.2: Scores of the second and third year Public Administration Program students on the Fiscal and Financial Management midterm

Midterm	Number of students	Max (out of 35)	Min	Arithmetic mean	Comparison of mean scores	Percentage difference
Second year	203	25.5	6.5	16.03		
Third year	177	27.0	6.5	16.88	+ 0.85	+ 5%

Table 1.2 shows the total results for the midterm taken by five groups of second year students and five groups of third year students. Like test #1, the mean scores for both groups were below the passing score of 17.5 (50% of 35). Again, the performance of the third year students was better than the second year students, though the difference was much smaller at only 5%. Because the midterm was a much more significant test and the scores were quite low, I carried out additional analyses of the results.

Table 1.3: Scores of the second year Public Administration Program students on the Fiscal and Financial Management midterm categorized by range

Midterm scores	Percentage correct	Equivalent grade range	Number of third year students (out of 177)	Percentage of third year students
31.5 - 35.0	90 - 100%	A	0	0%
28.0 - 31.0	80 - 89%	A	0	0%
24.5 - 27.5	70 - 79%	B - B+	7	4%
21.0 - 24.0	60 - 69%	C - C+	23	13%
17.5 - 20.5	50 - 59%	D - D+	48	27%
0 - 17.0	Below 50%	E	99	56%

according to percentage correct and equivalent grade

In Table 1.3, the ranges of midterm scores, percentage correct and the equivalent grades can be seen. Importantly, the table also shows the number and percentage of second year students who achieved those ranges. It was very troubling to see that only a total of 11% achieved a C or higher, while 29% received a D or D+. Even more disturbing was the fact that 60% of second year students failed the midterm.

Table 1.4: Scores of the third year Public Administration Program students on the Fiscal and Financial Management midterm categorized by range according to percentage correct and equivalent grade

Table 1.4 shows the same ranges as Table 1.3 but with the

Midterm scores	Percentage correct	Equivalent grade range	Number of second year students (out of 203)	Percentage of second year students
31.5 - 35.0	90 - 100%	A	0	0%
28.0 - 31.0	80 - 89%	A	0	0%
24.5 - 27.5	70 - 79%	B - B+	4	2%
21.0 - 24.0	60 - 69%	C - C+	18	9%
17.5 - 20.5	50 - 59%	D - D+	59	29%
0 - 17.0	Below 50%	E	121	60%

numbers and percentages for the third year students. Their performance was slightly better, with a total of 17% achieving a C or higher. However, 27% still earned a D or D+ and a majority, 56% of third year students, also failed the midterm.

Table 1.5: Comparison of the percentage of second and third year Public Administration Program students achieving percentage correct ranges on the Fiscal and Financial Management midterm

On the positive side, the differences between the second and third year students were smaller than on test #1. This could indicate that second year students were starting to build their understanding of the subject. In addition, more third year students earned grades of B, B+, C, or C+ on the midterm and fewer third year students received grades of D, D+, or E in comparison with second year students. However, the scores were still poor, so I analyzed them further to get a clearer picture.

Percentage correct	Equivalent grade range	Percent of second year students	Percent of third year students	Percentage difference
90 - 100%	A	0%	0%	-
80 - 89%	A	0%	0%	-
70 - 79%	B - B+	2%	4%	+2%
60 - 69%	C - C+	9%	13%	+4%
50 - 59%	D - D+	29%	27%	-2%
Below 50%	E	60%	56%	-4%

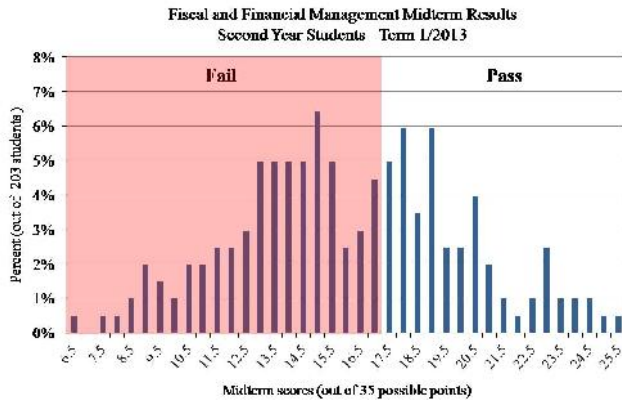


Figure 1.2: Midterm examination scores achieved by second year students analyzed by percentage with failing scores highlighted

In Figure 1.2, the graph shows the percentage of second year students achieving scores ranging from 6.5 to 25.5. When the failing scores are evaluated more closely, it can be seen that most of the failing students received 13-15.5 points. A student with 13 points would need to improve their performance by 35% to earn 4.5 additional points and a passing grade which might be difficult to do. On the positive side, the majority of the scores were not at the bottom of the range.

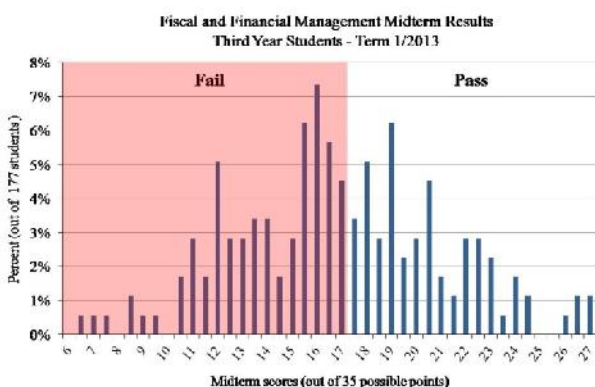


Figure 1.3: Midterm examination scores achieved by third year students analyzed by percentage with failing scores highlighted

Figure 1.2 can be compared to the third year students' scores and percentages in Figure 1.3. Percentages were used in these two graphs rather than the number of students to make comparisons easier (203 second year students versus 177 third year students). It can be seen that a higher percentage of third year students were close to passing with 15.5-17 points. A student with a score of 15.5 would only need two additional points, or a 13% improvement, to pass the test. Therefore, although 56% of the third year students failed the midterm, almost 24% were within two points of passing.

Qualitative Research

Qualitative Research Methods

After seeing the low scores on the first test and the midterm exam, I decided to organize focus groups to understand the students' challenges and brainstorm with them about ways to help them improve for the

second half of the term. I also wanted to know the factors that support the successful study of Fiscal and Financial Management from the perspective of the students, especially from the students who did better on the exams. My goal was to find new ways to motivate and teach the students so they could understand the subject better in the second half of the term and have a better chance of passing the course. In addition, my intention was to be student-centered by encouraging students to analyze their own performance and results and directly participate in the problem-solving process.

I wanted to involve all students in this process rather than just taking a representative sample of students. Therefore, I conducted the focus groups with each section. As previously mentioned, the class sizes were large so, in each class, I separated the students into three groups. I was teaching a total of six sections which meant I spoke to a total of 18 focus groups. I also decided to talk to them during class time as their time outside of class was limited and it was too difficult to coordinate

everyone's schedules to arrange another time.

The criterion for separating the groups was the combined score of test #1 and the midterm which was a total of 40 points. The three groups were those with the highest scores (over 25 points), the middle scores (20-25 points), and the lowest scores (less than 20 points). I wanted to see if students with similar scores had similar learning strategies and ideas for improvement. I believe that the behavior of the students, both inside and outside the classroom, affects performance and test scores. Therefore, I was interested in what they did in class, after class, and at home in their free time that affected their understanding of this subject.

In order to gather this information, I spoke with each group for 30 minutes. The other groups also listened as I spoke with each group so they could learn from each other and share ideas. The questions that I asked them to consider and discuss were about past behavior as well as brainstorming for future improvement.

Past Behavior Questions:

- How has their classroom behavior affected their understanding of the subject?
- When did they read the course textbook after class?
- How did they study for the exams?
- How much time did they study outside class?
- Why are their scores low or lower than they would like them to be?

Brainstorming for Future Improvement:

- How can they change their classroom behavior to improve their understanding and performance in this course?
- How can they increase their understanding of this subject outside of class?
- How can they study more effectively and get higher scores?
- What can the instructor do to motivate them and support their learning process?

I made notes during and after the focus group discussions

of students' comments. Later, I compiled the data from the six sections; analyzed the feedback from the highest, middle, and lowest groups; summarized the main ideas; compared the second and third year students' responses; and drew conclusions.

Qualitative Research Results

The following is a summary of the main ideas from the focus groups.

Student Motivators

- Third year students were going to have their first internships at the end of the term, working in a government office or other business for 100 hours during the break before the second term. Therefore, they were more motivated to increase the knowledge that could help them in their internships.
- Second year students with low grade point averages were afraid of getting a grade of D in this course and having to leave the university. At the end of their second year, they cannot continue studying if their

GPA is lower than 1.8. This motivated them to improve their performance in the second half of the term.

Negative Effects on Student Motivation (both second and third year)

- Large class sizes negatively affected student motivation because of limited teacher-student time, limited activities, and increased noise. The largest section had 94 students.
- Students disliked studying with combined groups. For example, 54/69 had to study with 54/72. The groups were different levels, for example, 56% of 54/69 students passed the midterm versus only 29% of 54/72 students. They also had different overall characteristics and classroom behavior so they did not always study effectively together.
- The schedule of some sections could have a negative effect on student motivation. Two of the sections studied late in the day, from 15:40 to 17:20. Students were tired at the end of the day and some were worried about being able to get public transportation home. These factors reduced their attention in class. In addition, another section studied on Monday morning from 8:30 to 11:20. Many students went home to stay with their families on the weekend and their homes were sometimes quite far from the university. They were often late to class on Monday morning because of transportation delays and traffic congestion. When they were late to class, they missed the introduction and background explanation of the chapter and, consequently, struggled to understand the remainder of the material.
- The second year students also had limited time outside of class because they were

studying many subjects. They had eight subjects which meant they had less time and energy for this subject. In contrast, the third year students only had five subjects so they could spend more time studying outside class.

Third Year Factors for Successful Study

- Successful third year students prepared for examinations by reviewing in small groups in the library and doing the exercises in the book for each chapter.
- The third year students could understand the course relatively well because they had already studied Economics.
- From the instructor's classroom observations: Overall, the third year students paid attention better in class than the second year.

Third Year Challenges

- Their scores were lower because they did not have enough time to

study. They had to participate in many activities in the Public Administration Program (Democracy Exhibition, ASEAN parade, and freshman orientation) so some of them did not have enough time to do exercises and other class work.

Second Year Challenges and Ineffective Learning Strategies

- They had not studied Economics yet, so they could not understand Fiscal and Financial Management concepts very well.
- They did not have other basic knowledge related to the course.
- For examinations, many second year students did not read the recommended additional materials related to the course that would increase their background knowledge, like newspapers, economic textbooks, public policy books, and so on.

Challenges for Both Second and Third Year Students

- Most students did not read enough books for the examinations.
- They did not do the assigned exercises because the instructor did not check the assignments and did not give any points for them.
- In the first term of 2013, students had to take many midterm exams on the same day so they did not have enough time to study for each subject, including Fiscal and Financial Management.
- Some students only studied right before the midterm exam in front of the exam room.
- Students felt they did not have enough time to finish the midterm exam. This term, I changed the format of the test because of the large number of students. Last term, there were 40 multiple choice items, with five choices for each item, and one essay question. This term, there were 70 multiple choice items, with five choices

for each item. Students had one hour to complete the test. The feedback received was that students thought they could get higher scores on the exam if they had more time.

Comments from Highest, Middle, and Lowest Scoring Groups

- Highest scoring groups: Some students reviewed notes and read books before going to bed before the examinations. Other students did more exercises and participated in tutorials with their friends.
- Middle scoring groups: They read fewer books for the examinations and did not do the exercises for each chapter.
- Lowest scoring groups: They did not read books for the examinations and did not pay attention in class. Some students played games on their phones or talked with friends during class.

How can they change their classroom behavior to improve their understanding and performance in this course?

- Pay better attention in class.
- Do not talk with friends or play on their phones.

How can they increase their understanding of this subject outside of class?

- Study more at home.
- Do the chapter exercises.
- Tutor with friends.

How can they study more effectively and get higher scores?

- Do exercises to help them review each chapter and understand the topics.
- Prefer group work in class and out, rather than individual work, so they can share ideas and help each other.
- Do case studies in groups so they can understand better by working together instead of having more lectures.
- Would like higher scoring students to tutor lower scoring students.

What can the instructor do to motivate them and support their learning process?

- Speak more slowly and explain each chapter more.
- Give more examples in the class for each chapter.
- Give a worksheet for students to do before studying the next chapter.
- Give points for completing the exercises to motivate and reward the students
- Give more time for exams and reduce the number of choices per item from five to four.
- Take the students to see public sector management firsthand, such as by visiting a municipality.
Unfortunately, this term we could not go outside the class because of the large class sizes.

Conclusion

The purpose of this study was threefold. My goal was to answer the following questions and, in the process, ideally

improve the course results for all students. For the first question, “How does the performance of second year students differ from third year students?” the answer could be found from both the test scores and the academic behavior of the students. The second year performance was lower than the third year as a result of a combination of factors: their limited background knowledge; their higher workload of eight subjects and, therefore, their more limited free time to study; their reduced attention in class; and, in general, their poorer study habits. However, even the performance of the third year students was impacted by large class sizes and other negative factors and became a focus for improvement.

In terms of the second question, “What are the factors that support the successful study of Fiscal and Financial Management?” the answers were gathered from student brainstorming and feedback as well as the consideration of the instructor. Basic factors such as student motivation, a productive classroom environment, and responsible study habits are necessary for students to understand this rather

challenging subject. These factors were focused on, by the students and the instructor, in the second half of the term.

For the final question, “How can the instructor improve the performance of second year students studying Fiscal and Financial Management in the future?” I thought about the students’ feedback carefully, focusing on student-centered group activities in class to increase students’ understanding, and instituted the following changes in the second half of the term.

To reinforce important concepts and serve as examples from the chapters as requested by the students, I gave case studies with group work to the students so that they could share knowledge with their classmates and work out their own answers. Some groups were then chosen to present their results in front of the class for everyone to consider and discuss. The case studies were quite successful in engaging the students, increasing attention in class, and deepening their understanding of the topics. The positive cycle can be seen in Figure 1.4 below.

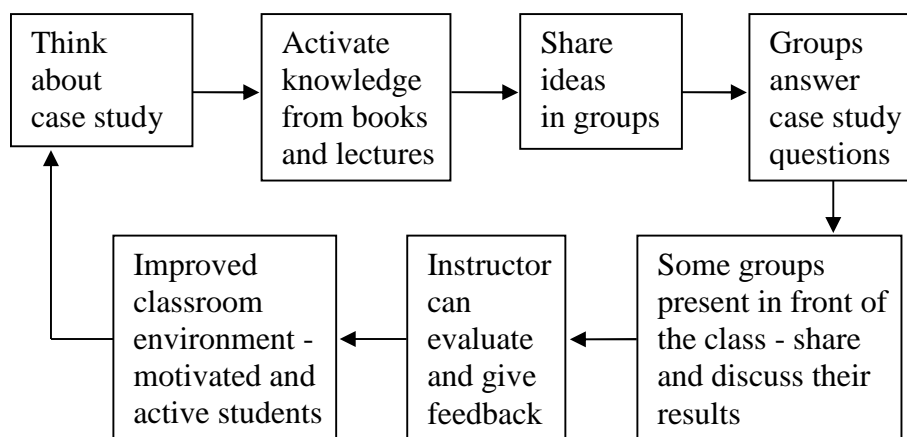


Figure 1.4: Positive cycle of student-centered case studies with group work

I also gave more economic background as well as the current news about the economy of Thailand. Then the students participated with group work in class to exchange ideas. To increase student motivation, I gave extra points when students could answer questions in class. Moreover, they could get rewards when they got the highest score in the class on an assignment.

As students requested, in the second half of the term I spoke more slowly and explained each chapter more. Before the midterm exam, I spoke more quickly because I was trying to cover all of the material plus have time for extra explanations for the second year students and manage the large class sizes. I taught chapters 1 to 5 and

reviewed the exercises with students after finishing each chapter.

After the midterm exam, I used five new strategies to increase students' understanding. I had students: 1) do more exercises after finishing each chapter and for which they were given points; 2) do a group report about public finance; 3) review each chapter in class with me before studying the next chapter; 4) complete writing assignments in class after finishing chapters; and 5) write conclusions about each chapter in their notebooks. After I used the new strategies, students understood the concepts better than in the past. They can adapt and share knowledge with their classmates. I was also stricter in terms of classroom behavior in order to improve the learning environment for all students. Finally, I gave 90 minutes for the final exam, which is 30 minutes more than the 60

minutes for the midterm, and the number of choices for each exam item was reduced to four instead of five.

Some negative factors were identified in the qualitative research that were outside of the instructor's control, such as large class sizes, combining of groups, number of subjects being studied, exam schedules, and so on. Unfortunately, no changes could be made for these issues in this term, though they should be considered for future terms.

From the quantitative and qualitative results, I was able to conclude that both second and third year students needed significant improvement in their performance, supported by their own efforts as well as mine. However, the second year students would need much more effort in the second half of the term to pass the course.

Suggestions

1. We should study using student-centered methods in the class to share ideas together and motivate the students more.
2. Instructor should invite a mayor or other government officers to give firsthand

knowledge and real world experience to students. This could help motivate students and help them understand the importance of the subject.

3. Students should read or watch the news before studying this subject so they will understand the Thai economic situation and government policies better.
4. In their second year, students should study Economics in the first term and Fiscal and Financial Management in the second term. If they study Economics first, they can understand Fiscal and Financial Management better in the following term.
5. When changes are made to a curriculum, it would be helpful to have input from instructors who teach the subjects. Subsequently, the curriculum should be evaluated for effectiveness by students and teachers and it would be beneficial to correct any problems. The curriculum could also be evaluated by recent graduates who can give feedback on the important

things that they learned that they use in their jobs or areas where their education was lacking.

6. Class size should be considered carefully, especially for more difficult subjects. If the class size is too large, the time for individual teacher-student or even teacher-group interaction is limited. It can also reduce the types of activities that can be done in class or outside class. This has a detrimental impact on student motivation, learning, and performance as can be seen in the lower scores of the third year students this term. Their performance has been worse than students in previous years, most likely due to the large class sizes.
7. The number of subjects that students are studying should be considered by all teachers when assigning homework and other assignments.

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STRENGTHENING CAPACITY BUILDING EFFORTS TO DEVELOP BUSINESS “KOPERASI”

(Study On “ Koperasi Wanita Al-Firdaus” Village Damarsi Buduran subdistrict of Sidoarjo)

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Abstracts

“Koperasi” and small business is a business that can survive from the monetary crisis, yet there are also “Koperasi” that are not able to survive in the crisis, so they could no longer active. Thus we need a strategy to strengthen the capacity building of “Koperasi”, so that “Koperasi” could develop their business. The research objective was to determine how to strengthen the capacity building of “ Koperasi Wanita Al-Firdaus” Village Damarsi Buduran subdistrict of Sidoarjo.

The method employed in this research is descriptive qualitative. The data used primary, secondary data and source data from informants. Techniques of data collection using interviews, observation and documentation. Analysis of the data with data reduction, data presentation, and conclusion. The validity of the data include credibility, transferability; dependability; confirmability focus of the research is human resource development, strengthening organizational and institutional reforms.

The results of research on the development of human resources find that the training done by the Department of Cooperatives is good enough, but there has been no regeneration of the board. Strengthening the organization include organizational network communication and incentive systems has made the effort to strengthen the organization. Changes in policies or regulations to support institutional strengthening. the Institutional strengthening efforts have been done by “Koperasi Wanita Al Firdaus”, however attention because it has not regeneration stewardship.

Keywords : Capacity Building, organizational development

INTRODUCTION

Indonesian economic system known to exist three main pillars that support the economy. The three pillars that include State-Owned Enterprises (BUMN), Private Owned Enterprises (BUMS), and Koperasi. Koperasi is synonymous with populist economic system is believed to be an alternative to resolve the social problems of the Indonesian economy.

Koperasi as people’s economic movement based on the principle of “kinship and mutual assistance”. Principle of mutual assistance is the reflection of humans as social beings, who always need other people to meet their needs.

Koperasi as one of the nation’s economic actors have different characteristics compared with other economic actors. Characteristic that distinguishes it is the Koperasi built based on the principle of kinship, meaning that Koperasi have an accent like a family in its implementation. Not profit or expected benefits but the main members of the Koperasi prosperity. Koperasi as a cornerstone of the economy of Indonesia which consists of individuals or legal entities with the bases Koperasi activities based on the principle of cooperation as well as people’s economic movement based on family principles.

Its development, Koperasi in Indonesia is considered quite fast, but many Koperasi are not able to survive so it is not active. There are several factors that cause Koperasi are not able to survive, for example, the lack of expertise in managing the Koperasi, the level of participation of members, the Koperasi venture capital is relatively low, and increased competition from enterprises or other financial institution. The following data is the development of Koperasi in Indonesia:

Table 1. The number of Koperasi in East Java per October 31

NO	Years	Aktive Cop.	Non-Active Cop	Total
1.	2012	25.462	3.710	29.172
2.	2013	26.802	3.710	30.512
3.	2014	27.044	3.177	30.221

Source: *Dinas Koperasi dan UKM East Java 2015*

The table shows, the growth of Koperasi ranged from 15% to 20%. But the Koperasi that includes inactive Koperasi category is also quite large, it should be a concern of the government. Some of the results of case studies on Koperasi shows that the presence of Koperasi is not only benefit the members of the Koperasi but has also been instrumental in employment and provide a level of prosperity.

Women's Koperasi is the most appropriate forum for women entrepreneurs commonly called productive groups in improving its business (Harsosumarto, 2007: 8). The existence and development of women's Koperasi in Indonesia has attracted the attention of government, because the Koperasi shows the development of good performance, in terms of organization and effort.

Women's Koperasi have become an integral part of the economic life of the community, developing into a container in

supporting the local economy and has been instrumental as well as employment which gives a better level of welfare for the community where the Koperasi is located.

East Java Provincial Government has great expectations in the construction sector of the economy of Koperasi and UMKM, it is proved by the program in the form of funding from the Regional Budget (APBD) amounting to Rp. 25,000,000 (Twenty Five Million) earmarked for achievement KOPWAN, KOPWAN as providing motivation to develop.

Women's Koperasi (KOPWAN) assessed more rapidly and consistently in implementing the principles and values of Koperasi. This can be observed in terms of quantity as the increase in the number of members, business volume and an increase in the SHU. Meanwhile, if viewed from the quality of management, women's Koperasi is more consistent and have a positive impact on improving the welfare of the family. The role of KOPWAN in the empowerment of women, among others, provide training, business consulting, skills improvement both in terms of technical businesses such as organization, management, administration or accounting business, and enhance the quality of products, access to productive resources, market information, business opportunities, also increase in education, health, increase women's awareness of their rights in the workplace as well as family, social, legal, and political. Women's Koperasi generally have activities oriented to meeting the needs and solving problems both consumptive women, the productive and reproductive health.

One of the Women's Koperasi that is developing is a Women's Koperasi "Al-Firdaus" established in 2009. The Koperasi is located in the Damarsih Village Buduran District of Sidoarjo regency by the number of initial members of 25 people, which now has

approximately as many as 158 members. During the period of its activity the Koperasi has been awarded two consecutive relief obtained from East Java provincial budget in 2010 and 2013.

The Koperasi has developed enough in quantity and quality for an increasing number of members, business volume and an increase in the SHU (Business Profits). Koperasi provides access to finance for women, especially for women who have a business. This Koperasi operational activity of implementing a system of "Joint liability" since 2010. "Joint liability" system is a member of the Koperasi form groups, consisting of 15 members and a maximum 30 members, it serves as an internal control structure in order to timely loan repayment for a loan individuals in the group are borne by all group members.

Need optimization efforts in order to improve the ability of Koperasi institutions that are expected to have an impact on the member's welfare. Many options can be used in efforts to strengthen the Koperasi institutions, one of which is to improve the institutional capacity of Koperasi through capacity building strategy. In general, the concept of capacity building can be defined as the process of building the capacity of individuals, groups or organizations that are reflected through the development of abilities, skills, potential and talent and mastery of the competencies so that the organization can survive and be able to overcome the challenges of change.

Grindle (1997: 12) explains: "*Capacity building is intended to encompass a variety of strategies that have to with increasing the efficiency, effectiveness, and responsiveness of governance performance.* Institutional capacity building can be seen from several ways, according to Grindle there are three dimensions that can be seen through *capacity building* strategies are: 1.

dimensions of human resources development, 2. dimensions of strengthening organization, 3. institutional reform.

Described by Grindle, in the context of human resource development, attention is given to the procurement or provision of professional and technical personnel. The activities carried out include education and training (training), salaries/wages, working conditions and environment settings and proper recruitment system. In connection with the strengthening of the organization, the center of attention is paid to the management system to improve the performance of the functions and tasks of the existing and setting microstructure. An activity to do is arrange the incentive system, the utilization of existing personnel, leadership, communication and managerial structures. And with regard to institutional reform, need to be given attention to changes in the system and the institutions that exist, as well as the influence of the macro-structure. In this context, the activity needs to be done is to change the rules of economic and political system that no policy changes and the rule of law, and reform the institutional system that can drive the market and the development of civil society. Based on some of the understanding that the development of capacity in an organization can be considered as a destination and can also be considered as a process. As a destination, for example: strengthening the quality of a decision within an organization and their involvement in the process, such as clarity of objectives of an organization. The focus is on the organization's mission, the analysis of external factors, structure and activity. Therefore, the criteria relates to the effectiveness of the mission that has been assigned to the right which has been met. Thus, the core organizational capacity development is a goal is the achievement of the organization's mission.

While the development of organizational capacity as the process is a process of adjustment to the organizational changes and improvements to the internal system of organization that enables organizations to face challenges with the based support organizational resources so that the organization can live sustainably. By using the strengthening of institutional capacity, it is expected the organization or body that can implement institutional strengthening. While in KOPWAN "Al-Firdaus" which is expected to have an impact on the welfare of members and the first expected to contribute to the economy in Indonesia.

Based on the background of the problems described above, it can be formulated research problem formulation is as follows: "How is Strategies of Strengthening Institutional Capacity of Women's Koperasi Al-Firdaus Damarsi village Buduran subdistrict of Sidoarjo regency?"

LITERATURE REVIEW

Management strategies can be defined as the art and science in formulating, implementing, and evaluating the cross-functional decision – making which enables an organization to achieve its objectives (David, 2006: 5)., Glueck and Jauch (2007: 75) explains, management strategies are a number of decisions and actions that lead to the formulation of a strategy or a number of effective strategies to achieve the target changes.

The strategy has three important roles in filling management purposes (Grant, in Rangkuti, 1999: 21), namely: 1) strategy as a decision support strategy as an element to achieve success. The strategy is a form or theme that gives unity relationship between the decisions taken by individuals or organizations. 2) strategies as a means of coordination and communication One of the important role

the strategy as a means of coordination and communication is to give equality of direction for the company 3) Strategy as a target concept of the strategy will be combined with the mission and vision to determine where the company is in the future. Goal setting is not only done to provide direction for the preparation of the strategy, but also to shape the aspirations for the company. Thus, the strategy can also serve as the company's target.

Koperasi

Koperasi etymologically derived from the word cooperation, consists of word *co* means together and *operation* means working or trying to. So cooperation means working together or joint venture for mutual interest. Koperasi generally understood as an association of people who voluntarily unite to fight for the improvement of their economic welfare, through the establishment of a democratically controlled enterprise.

According to Hatta in Revrisond Baswir (2000: 2). Koperasi is an association of people, usually have the limited economic capacity, which through a form of business organization supervised democratically, each contributing an equivalent to the necessary capital, and are willing to bear the risks and receive the rewards are well worth the effort they did.

The definition of Koperasi in Indonesia is contained in Law No. 25 of 1992 on Koperasi which states that the Koperasi is a business entity consisting of persons or legal entities with the bases Koperasi activities based on Koperasi principles, as well as people's economic movement based on the principle of kinship. A significant element of Koperasi, namely: 1) the Koperasi is a business entity, 2) Koperasi can be established by a person or legal entity Koperasi as well as Koperasi members concerned. 3) Koperasi is managed by the Koperasi

principles. 4) The Koperasi is managed based on the principle of kinship.

The purpose of Koperasi, as stipulated in Article 3 of Law No. 25/1992 on Koperasi, which is to promote the welfare of members in particular and society in general as well as help build national economic order in order to realize an advanced society, equitable, and prosperous based on Pancasila and the Constitution of 1945. Based on these descriptions can be concluded that the purpose of the Koperasi are: 1) To promote the welfare of members of Koperasi, 2) To promote the welfare of the community, 3) Establish national economic order.

Capacity Building

In theoretical studies about public management, capacity development is one of the basic concepts developed rapidly since the early 1990s, especially in line with the formulation of the carrying capacity (*resource*), both environmental degradation, inefficiency and ineffectiveness of development and its kind. *Capacity building* provides a good hope in particular within the framework of realizing the goal of governance, namely in order to increase the effectiveness and efficiency of public management toward the realization of the objectives expected before serving theoretical studies on *capacity building* in advance elaborated understanding of *capacity* or capacity itself.

Capacity building has the characteristics of a dynamic and continuous and covers a long period. *Capacity building* is defined as an internal process, but can be stimulated by external actors. *Capacity building* should ideally be *demand driven*. External parties should be a *catalyst* and *supplementary*, as well as focusing on capacity building that exist and provide support to the methodology. While implementation should be

incremental and modular. When there is capacity at various levels, capacity building becomes multidimensional, and can be described as components, levels, strategies, and interventions (Milen 2001). Because it is not singular and dynamic, there is not one single answer how to increase capacity (Imawan, et.al, 2006). Further understanding of the capacity was also raised by Brown were cited by GTZ (2003: 9)

that: *“What Exactly is “Capacity” and how can it be measured? There is a multitude of concepts and definition about what exactly “Capacity” is Usually they are refer to the abilities of individuals or organizations to perform functions and to achieve stated objective. However, capacity means more than technical competence, or the availability of sufficient financial or material resources. The capacity concept includes how such “inputs” area being applied and used to produce certain out-puts, results and outcomes, may authors see capacity as something that is dynamic, multidimensional, and directly or indirectly influenced by contextual factors”*

Actually, what is meant by capacity and how its capacity can be measured? There are a lot of concepts and definitions of what is called the capacity are in fact. In general, they all refer to the ability of individuals and organizations in demonstrating the functions and how they achieve its intended purpose. However capacity meant something more than just competency is technical, or only the financial capacity shortly inadequate resources and other materials. The concept of capacity includes the like-where inputs are applied and used to produce the outputs, results and earnings. Ordinary also many writers see the *bahwa* capacity as something dynamic, multidimensional, and directly or indirectly influenced by contextual factors.

That definition underlines that capacity is very complex, not just focusing on the ability or technical competence but also about how to use or apply the source as "input" as qualified output. Further explained that: "*Capacity is the ability of an individual, an organization or a system to perform functions and to meet objectives effectively and efficiently. This should be based on a continuing review of the framework conditions and a dynamic adjustment of functions and objectives*". Capacity is the ability of an individual, organization or system in carrying out the functions and achieves goals effectively and efficiently. It should be based the ongoing review to various framework conditions, the dynamic adjustment of the various framework conditions, dynamic adjustment of the various functions and purposes. (GTZ, 2005: 11).

Grindle (1997: 12) explains that: "*Capacity building is intended to encompass a variety of strategies that have to with increasing the efficiency, effectiveness, and responsiveness of governance performance* (capacity development is an effort that is intended to develop a variety of strategies for improving efficiency, effectiveness, and responsiveness of government performance). Meanwhile, According Marison (2001: 42), see *capacity building* as a process for doing something, or a series of movements, changes in multi level within individuals, groups, organizations and systems in order to strengthen the adaptability of individuals and organizations so as to responsive to changes in the existing environment. According to Milen (2001: 142) *Capacity Building* viewed as a special task for the special tasks related to actors within an organization or system at any given time

In the capacity building has dimension, focus and types of activity. Dimensions, focus and type of these activities according to Grindle (1997: 1-

28), and Bappenas (2007) are: (1) the dimensions of human development, with a focus: professional personnel and technical capabilities as well as the types of activities such as: training, practice immediately, climatic conditions of employment and recruitment, (2) the dimensions of strengthening the organization, with a focus on: governance management to improve the success of the role and functions, as well as the types of activities such as incentive systems, equipment personnel, leadership, organizational culture, communication, managerial structure, and (3) institutional reform, with a focus on: institutional and systems as well as macro-structure, the types of activities: rules of economic and political, policy and regulatory changes, and constitutional reform. Correspondingly, Grindle (1997: 1-28) stated that if the capacity building into a series of strategies aimed at improving the efficiency, effectiveness and responsiveness, then the capacity building should focus on dimensions: (1) the development of human resources, (2) the strengthening of the organization, and (3) institutional reform.

Human resource development, attention is given to the procurement or provision of professional and technical personnel. The activities carried out include education and training (training), salaries/wages, working conditions and environment settings and proper recruitment system. In connection with the strengthening of the organization, the center of attention is paid to the management system to improve the performance of the functions and tasks of the existing and setting microstructure. Activities to do are arrange the incentive system, the utilization of existing personnel, leadership, communication and managerial structures. Institutional reforms need to be given attention to changes in the system and the institutions that exist,

as well as the influence of the macro-structure. In this context the activities that need to be done is to change the rules of economic and political system that no policy changes and the rule of law, as well as systems reforms institutional that can drive the market and the development of civil society (Grindle, 1997; Depdagri-Bappenas, 2000; Imbaruddin 2005; Soeprapto, 2007).

Dimensions and Capacity Development Focus

Capacity development is generally defined as an increase in the ability or competence of individuals, groups and organizations which include many components, resulting in the development of capacity, there are several dimensions and focus. Dimensions and focus are part an ongoing dynamic process. The dimensions and capacity development focus by (Soeprapto, 2003: 14) There are three levels, namely: 1) Rankings Individual, such as potential individuals, individual skills, work grouping and motivations of individual jobs within the organization; 2) Depth organizations, such as organizational structure, procedures and mechanisms work, decision-making processes within the organization, facilities and infrastructure arrangements, relationships and organizational networks; 3) Level System, such as the framework relate with regulations, policies and basic conditions that support the achievement of specific policy objectivity.

Capacity building has its own way to running activity that allows the development in an individual capacity, systems, or organizations, where such activities consist of some of the common steps. The stages or phases according Gandara (2008: 18) are: 1. Preparation Phase 2. Analysis Phase, 3. Planning Phase 4. Implementation phase. 5. Evaluation Phase.

RESEARCH METHODS

Types of research, including qualitative descriptive study with the intention to obtain a comprehensive overview and in-depth development model based Women's Koperasi *capacity building*. Theoretically, according to Denzin and Lincoln in Moleong (2011: 5) Qualitative research is research that uses natural background, with the intention of interpreting phenomena and done by involving a variety of methods.

The research location in the village Damarsi, Buduran sub-district, Sidoarjo regency at the Institute for Women's Koperasi Al-Firdaus. Researchers are interested in studying how Koperasi Wanita Al-Firdaus develop institutional capacity. The choice of location is done with consideration that KOPWAN Al-Firdaus is a Koperasi woman who has several times received a grant from the Governor of East Java. 2013 Women's Koperasi Al-Firdaus included in the category "HEALTHY".

The focus of research is the dimension, the focus and the type of the activity according to *Grindle (1997: 1-28)*, and are: (1) the dimensions of human development, with a focus: professional personnel and technical capabilities as well as the types of activities such as: training, direct practice, condition work climate, and recruitment, (2) the dimensions of strengthening the organization, with a focus on: governance management to improve the success of the role and functions, as well as the types of activities such as incentive systems, equipment personnel, leadership, organizational culture, communication, managerial structure, and (3) institutional reform, with a focus on: institutional and systems as well as macro-structure, the types of activities: rules of economic and political, policy and regulatory changes, and constitutional reform.

Withdrawal informants technique in this study with the sampling method is *purposive sample* is informant drawn with consideration of the intended person will know and be able to provide necessary information in the study. *Purposive sample* is a sampling technique with a certain considerations (Sugiyono, 2009: 85).

The key informant was the Chairman of KOPWAN AI-Firdaus: Hj. l'anatus Sholihah; KOPWAN Secretariat and members of KOPWAN AI-Firdaus. Documents related to the research focus among other Statutes and Bylaws KOPWAN AI-Firdaus, Annual Report KOPWAN AI-Firdaus, the Work Plan of KOPWAN AI-Firdaus, regulations set KOPWAN AI-Firdaus and photos of activities.

Data Collection Techniques, hereinafter described by Sugiyono (2009: 225) that the collection of data can be obtained from the observation, interviews, documentation, and joint/triangulation. In this study, researchers used data collection techniques by observation, documentation, and interviews.

Data Analysis Techniques, according to Bogdan and Biklen in Moleong (2011: 248) data analysis is the effort made by working with the data, organize data, sifting sort them into units that can be managed, synthesizing it, search and find patterns, identifying what is important and what is learned, and decide what can be told to others. So in this study in accordance with the form of data analysis methods of Miles and Huberman.

Data analysis methods used in researching the institutional capacity of KOPWAN AI-Firdaus is a method developed by Miles and Huberman (2014: 8). Where qualitative data analysis is done in several stages: Condensation Data (*Data condensation*), Presentation of data (*Data display*), inference or verification (*Conclusion drawing or verification*).

RESULTS & DISCUSSIONS

Based on the findings in the field of research done on the site as well as documentation of the photo documents owned by KOPWAN AI-Firdaus Damarsi Village Buduran District of Sidoarjo, relates to objects, focus and objectives of research studies and techniques of interviews with key persons and informants.

1. Human Resources Development (HRD)

Human resources development for employees is a process of learning and practicing a systematic way to improve their competence and their performance on the job now and prepare for roles and responsibilities that will come (Ruky, 2006: 227). Institutional capacity development in KOPWAN AI-Firdaus through the development of human resources is quite good, there are accounting and accountancy training conducted by the Dinas Koperasi. Training aims to increase the ability of KOPWAN especially the ability of existing human resources. Training is able to deliver good results in the management of the Koperasi.

According Ruky (2006: 227) the purpose of development is to improve the level of effectiveness of employee performance in achieving the result set. Personality development is the development of knowledge, skills development, changing attitude. Human Resources Development aim to improve the quality of professionalism and skills of civil servants in carrying out its duties and functions optimally. By developing employee skills intended as any attempt of the leadership to increase the job skills of each employee so that in carrying out its duties more efficiently and productively. Therefore, organizations need to continue to develop human resources, due to investment in human resource development is the expenditure aimed at

improving productive capacity of human beings.

One manifestation of human resource development is could be training, training is one kind of learning process to acquire and improve skills outside the education system prevailing in a relatively short time and with a method that is more about practice than theory (Sastradipoera, 2002: 46) , In accounting training provided by the Dinas Koperasi, trainees are taught how to keep the books in the correct format, they will be taught until they understand exactly how to do the bookkeeping.

Training helps employees understand a practical knowledge, to enhance the skills, skills, attitudes needed by the organization in order to achieve objectives. In addition to human resource development training to do with regeneration or replacement trustee. With the regeneration it is expected that the change towards a more modern and advanced. Because regeneration is expected to provide encouragement and new shades to keeps the organization running. Although considered quite trivial but regeneration impact of the extraordinary survival of the organization.

However, circumstances are very necessary so the attention is on the development of human resources through the regeneration or replacement of management is in KOPWAN Al-Firdaus. During this KOPWAN standing has never been a change of the board at all. Although the organization is considered trivial regeneration is needed, it is necessary even if just to relieve boredom or renew a state in KOPWAN.

Substitution of administrators at KOPWAN Al-Firdaus hindered by the absence of cadres willing to become administrators or supervisors. They considered the caretaker or superintendent of Koperasi is very tiring but did not provide results comparable to

the work being done. The fact that even things like this to worry about, the presence of Al-Firdaus KOPWAN is threatened with bankruptcy, because of the absence of members and others who want to be the successor cadre of administrators or supervisors of Koperasi. Implementation of regeneration usually have general guidelines for how the processes and mechanisms of electoral administrators and supervisors. These guidelines must already be included in the Statutes and Bylaws or special regulations of each Koperasi. These guidelines must not conflict with the values of the Koperasi, good common values, democratic values and the independence or the value of helping yourself and helping others.

The results appear institutional capacity development in KOPWAN Al-Firdaus through human resource development has been good enough in the field of training, there is training conducted by the Department of Koperasi. In terms of KOPWAN recruitment system provide facilities for prospective new members who wish to join the Koperasi. While the development of human resources through the regeneration of the board or superintendent during this KOPWAN standing had never been there.

1. Strengthening the Organization

Organizations must continue to establish itself in the framework of the institutional strengthening. so as to support the achievement of organizational goals. The organizational system must be built in order to ensure that every activity and process is done in the right way. Organizations must continue to develop nets in order to improve the strength of the organization.

Strengthening Women's organizations in the Koperasi Al-Firdaus is done with a form: the communication network of organizations and incentives

include salary / bonus for administrators or members. In the communication network of organizations definitely need other organizations to interact and to develop the organization, as well as KOPWAN AI-Firdaus also have a network of communication with other organizations, one of which is with the Dinas Koperasi Sidoarjo. KOPWAN AI-Firdaus interaction with the Department of Koperasi to report financial activity KOPWAN each month with the format which has been granted in accordance with the Dinas Koperasi.

Form of interaction carried out by AI-Firdaus KOPWAN is consistent with the theory of communication expressed by Claude E. Shannon and Warren Weaver (1949) in the book "The Mathematical Theory of Communication", as quoted by Wiryanto says, "Communication is a form of human interaction mutually influence one another, intentionally or unintentionally, and not limited to the form of verbal communication, but also in terms of facial expressions, painting, art and technology." (Wiryanto, 2004: 7). From the definition and understanding of communication that have been raised, it is clear that human communication can only occur if someone who conveys the message to others with a specific purpose, meaning communication can only occur when they are supported by their components or elements of communication which are the source, message, media, receiver and effect. This is consistent with KOPWAN doing delivering messages to the Department of Koperasi to the shape in the form of a monthly report KOPWAN AI-Firdaus. The communications network is defined as the exchange of messages through a certain path. The communications network of this organization can be considered as an exchange of messages through a particular path within an organization.

There are several views of the many elements that support communication

occurs and the establishment of effective communication. an outline of the communication has been amply supported by the three main elements that the source, the message and the recipient, while there is also the added feedback and environment in addition to the three elements that have been mentioned. Communication occurs in KOPWAN AI-Firdaus occur both internally and external to the organization. So we call it the organization as a communication network.

Communication happens already meets some of the elements of communication such is the source, the message and the recipient. Sources are KOPWAN AI-Firdaus, the message in the form of monthly reporting KOPWAN AI-Firdaus, while the receiver is Dinas Koperasi Kabupaten Sidoarjo.

Communications made by KOPWAN AI-Firdaus has been running well since this is in accordance with the functions of communication, according to Effendy (1993; 35), he argued that the communication functions are: 1) Inform (to inform) has done KOPWAN provide information as outlined in the form of monthly financial reports to the Department of Koperasi in accordance with the format specified by the Dinas Koperasi related. 2) Educate (to educate) is KOPWAN can present the report to the Office of Koperasi so that the Department of Koperasi to get information from KOPWAN AI-Firdaus financial situation in KOPWAN AI-Firdaus. 3) Entertaining (to entertain) is a useful addition communication to convey communication, education and influencing also serves to convey entertainment or entertain others. 4) Affects (to influence) is affecting the function of each individual communication, of course, trying to influence each other's way of thinking communicant and further seeks to change attitudes and behavior communicant in accordance with what is expected. (Effendy, 1993: 36).

While communication purposes intended by KOPWAN AI-Firdaus according to the researcher's analysis is in conformity with the purpose of the communication itself, it is as stated by Effendy declared communication has the following objectives: 1) Attitude change, 2) Opinion change, 3) behavior change, 4) social change.

There is a strengthening of the organization through incentives in KOPWAN AI-Firdaus with provisions that have been set on the AD/ART KOPWAN AI-Firdaus. Heidjrachman and Husnan (1992: 161) say that the incentive remuneration is intended to provide a different wage or salary. So the two employees who have the same office can receive different wages due to different performance. But this theory does not correspond to the existing situation in KOPWAN AI-Firdaus. The incentive system in KOPWAN AI-Firdaus performed with the following conditions, the distribution of 50% of SHU returned to members, and 50% for compulsory savings, principal, and others. In addition there penyisian Rp. 450.000, - (Four Hundred Thousand) each month are distributed to the board and chairman of the joint responsibility of 7 (seven) people who shared each year end.

Sarwoto (1983: 144) The incentives are as a means of motivation can be given stimulants or driving restrictions given by accident to a worker that arise within them a greater passion for achievement for the organization. This is consistent with the purpose of the incentive given to the board and chairman of the joint responsibility KOPWAN AI-Firdaus to provide motivation to arise the spirit to work and contribute to the organization where he worked.

Incentives are basically a form of compensation given to employees whose number depends on the results achieved in the form of financial and non financially. It is intended to encourage employees to

work harder and better so that achievement can be increased, which in turn the company's goals can be achieved.

Incentives as a means of motivation that encourage employees to work with an optimal capacity, which is intended as an extra income outside the salary or wages that have been determined. The incentive is intended to meet the needs of employees and their families. Term incentive system is generally used to describe plans for the payments of wages are linked directly or indirectly with the varying standards of employee performance or profitability of the organization.

Compensation and incentives have a very close relationship, which is a component of incentive compensation and both were very decisive in achieving the goals and objectives of the organization as a whole. Incentives can be formulated as an adequate remuneration to the employee whose performance exceeds the standards set. Incentives are a motivating factor for employees to work better so that employee performance can be improved. In the opinion of the experts of the above can the authors conclude, that incentive is a boost to a person in order to work properly and be more able to reach the level of higher performance so that it can raise morale and motivation of an employee, so someone can function well if in him there is motivation, the problem is how also create morale and motivation, because even if the motivation is formed if not accompanied by his passion then still the employee will not work as expected. In principle the provision of incentives for both parties. KOPWAN AI-Firdaus has only external relations with the Dinas Koperasi, and even then only ranging about financial reporting alone. The incentive system KOPWAN AI-Firdaus has its own incentive

systems and rules already are in AD/ART have been made by mutual agreement.

2. Institutional Reform

Reform institutions in KOPWAN AI-Firdaus include changes in policy or regulations, policies are actions or activities that intentionally done or not done by a person, group or government in which there are elements of the decision takes the form of elections among the various alternatives there are for achieve the intent and purpose. Policies or rules that exist in KOPWAN AI-Firdaus stated in the AD / ART, the process of the formation of AD/ART through a series of processes that require a lot of consideration and opinion, this is in accordance with the opinion of Federick (2008: 7) which defines the policy as a series of actions/the proposed activities of a person, group or government in a particular environment where there are obstacles (difficulties) and opportunities for the implementation of the policy proposals in order to achieve certain goals. This argument also shows that policy ideas involve behavior that has the intent and purpose is an important part of the definition of policies, however, because the policy should indicate what is actually done rather than what is being proposed in some activities on a problem.

The existence of policies or rules that there is certainly not always relevant, MKA is need for changes if needed to replace or add to an existing policy, in order to achieve all the objectives of the organization. In a change of policy in which there are elements of the decision in the form of election efforts among the various alternatives that exist to achieve the intent and purpose. During the operation of KOPWAN AI-Firdaus changes in policy or regulation has been done several times, change is because of various reasons and is likely to be decided. For changes in policy or

regulations in KOPWAN AI-Firdaus, who has recently done is regulations on exit / entry of members. Stated that "members who have declared themselves out of Koperasi then the concerned members cannot get back into a member of the Koperasi". The regulation is a decision of a joint agreement KOPWAN members and administrators.

Decision (*decision*) is the result of making a choice among several alternatives, while the term decision-making (decision making) refers to the process that occurs until a decision was reached. The decisions that may involve public purposes, may also involve policies to achieve that goal. In this case KOPWAN AI-Firdaus gives it the rule to achieve the objectives and purposes of the organization.

Based on the discussion of AI-Firdaus KOPWAN no rules contained in the AD/ART KOPWAN AI-Firdaus, which contains the rules and provisions which have been agreed. AD/ART set the rules of economics, politics KOPWAN AI-Firdaus. Rules of the game with in democracy processing with the principle of kinship. Although considered a social organization, KOPWAN AI-Firdaus still adopt and follow the economic principles it includes KOPWAN key to success in managing the AI-Firdaus Koperasi.KOPWAN AI-Firdaus also made policy changes aimed to keep KOPWAN continuity.

CONCLUSION AND SUGGESTION

Strengthening the institutional capacity of women's Koperasi of AI-Firdaus Damarsi village Buduran District of Sidoarjo Among them is: Human Resource Development, Strengthening Organization and Institutional Reform.

Institutional capacity development in KOPWAN AI-Firdaus through human resource development has been good enough in the field of training, there are

some times training conducted by the Dinas Koperasi, but on the development of human resources through the regeneration of the board or supervisor during KOPWAN's standing has never been a change of the board at all. It is necessary to get attention because it may threaten the survival of KOPWAN.

In terms of organizational strengthening of communication network covering the organization and incentive system then KOPWAN AI-Firdaus has made a series of efforts to strengthen their organization but the number is very small incentive. While in the communication network of organizations KOPWAN AI-Firdaus perform external communication with the Dinas Koperasi

In the AI-Firdaus KOPWAN there is a rules contained in the AD/ART KOPWAN AI-Firdaus, which contains the rules and provisions which have been agreed. KOPWAN AI-Firdaus also change policies or rules. So that the change in policy or regulatory change is expected keterlangsungan KOPWAN will be run in accordance with what is expected.

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JOURNALISTIC WRITING SKILLS OF THE PUBLIC SECONDARY STUDENTS IN ILOCOS SUR

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Abstract

This study was undertaken to assess the level of journalism skills of the students of public secondary schools in the province of Ilocos Sur. Specifically, it aimed to determine the following: a) the profile of the respondents in terms of age, sex, year level, religion, type of elementary school graduated from, presence of elementary school publication, membership in an organization/s, parents' educational attainment, position in the editorial board, attendance in journalism seminars/trainings and awards received as a publication staffer; b) the significant difference between the levels of journalism skills of the different groups of respondents; c) the predictors that affect the level of their journalism skills; d) the weaknesses of the respondents in editorial writing, news writing and feature writing.

Descriptive-correlational research design was utilized with a questionnaire as the instrument of gathering pertinent data. It consists of two (2) parts: Part I, elicited information on the profile of the respondents; and Part II – are the topics that were developed by the respondents in writing editorial article, news article and feature article respectively.

Findings reveal that most of the respondents are female, 14-16 years old, Roman Catholic, graduates of public elementary schools with school publication, have attended institutional journalism seminar/training, recipients of institutional award. The respondents' level of journalism skills along news writing and editorial writing is "Poor" and their level in feature writing is "Very Good." Membership in sports organization and type of elementary school graduated from showed significant effects on the journalism skills of the respondents. Their grammar errors are mostly in subject and verb agreement. The use of transition words was very poor. There are prepositions that were inappropriately used in the sentences. Spelling was also a problem in their articles.

With these results, the publication advisers with the support of the administration should provide seminars, lectures or even training-workshop on journalism. The publication adviser should provide student-journalists more trainings and workshops in newswriting and editorial writing to further enhance the skills of the publication staff in these two genres.

Key Words: Journalism skills, editorial, news and feature

INTRODUCTION

The students play a vital role and are considered as the best human resource in a

school publication. Without them a school publication will not succeed. The best way to improve the school publication to attain

quality paper is to select publication staffers who are committed, dedicated, sincere, and a prolific writer. It is believed that writing demands a great deal of skills and conventions such as writing readiness and grammatical rules for the students to become proficient and effective writers. Besides that, teachers too face great challenge to teach these skills and conventions as students may at times find them confusing and difficult to understand and write effective writing in English.

OBJECTIVES

This study was conducted to determine the level of journalism skills of the students from the public secondary schools in the Province of Ilocos Sur.

Specifically, it sought to answer the following questions:

1. What is the profile of the respondents in terms of the following:

- a. age,
- b. sex,
- c. year level,
- d. religion,
- e. parents educational attainment,
- f. type of elementary school graduated from,
- g. presence of elementary school publication,
- h. membership in school organization
- i. position in the Editorial Board,
- j. attendance in journalism seminars/trainings,
- k. number of years in publication, and
- l. awards received as a publication staffer?

2. What is the level of the journalism skills of the respondents in terms of the following:

- a. editorial writing;

- b. news writing; and
- c. feature writing?

3. Are there significant differences on the level of journalism skills of the respondents between and among the schools in the Divisions of Ilocos Sur?

4. What are the significant predictors (socio demographic factors) that affect the level of journalism skills among the respondents?

5. What are the weaknesses of the respondents along editorial writing, news writing and feature writing?

METHODOLOGY

Descriptive-correlational research design was utilized with a questionnaire as the instrument of gathering pertinent data. It consists of two (2) parts: Part I, elicited information on the profile of the respondents; and Part II – are the topics that were developed by the respondents in writing editorial article, news article and feature article respectively. Rubrics were used to assess their articles.

To evaluate the students' articles in editorial writing, news writing and feature writing the researcher based her rating system on the following norms as indicated in the rubrics. Rating Scale for the Raw Score in Editorial, News and Feature:

Rating Scale	Descriptive Rating
3.26-4.0	Very Good (VG)
2.51-3.25	Good (G)
1.76-2.50	Poor (P)
1.00-1.75	Very Poor (VP)

452 students from the three (3) school divisions of Ilocos Sur, namely: Ilocos Sur, Vigan City, and Candon City were the respondents of this study.

PRESENTATION, ANALYSIS AND INTERPRETATION OF DATA

Table 2 presents the Profile of Respondents

Student-Related Factors	f	%
AGE		
17-19	8	1.8
14-16	337	74.65
11-13	107	23.7
Total	452	100
SEX		
Male	131	29
Female	321	71
Total	452	100
YEAR LEVEL		
Fourth Year	198	43.8
Grade 9	130	28.8
Grade 8	59	13.1
Grade 7	65	14.4
Total	452	100
RELIGION		
Roman Catholic	362	80.1
Non-Roman Catholic	90	19.9
Total	452	100
FATHER'S EDUCATIONAL ATTAINMENT		
Doctorate Degree	1	.2
Master's Degree	2	.4
With Master's Unit	11	2.4
College Graduate	136	30.2
College Level	90	20
Vocational	28	6.2
MOTHER'S EDUCATIONAL ATTAINMENT		
With Doctorate Units	1	.2
Master's Degree	2	.4
With Master's Unit	19	4.2
College Graduate	152	34.1
College Level	88	19.5
Vocational	23	5.1
High School Graduate	114	25.3
High School Level	28	6.2
Elementary Graduate	16	3.5
Elementary Level	5	1.1
No Schooling	1	.2

Total	451	100
TYPE OF ELEMENTARY SCHOOL GRADUATED FROM		
Public	426	95.5
Private	25	5.5
Total	451	100
PRESENCE OF ELEMENTARY SCHOOL PUBLICATION		
With	323	72.9
Without	120	27.1
Total	443	100
POSITION IN THE EDITORIAL BOARD		
Staffer	71	15.9
Cartoonist	10	2.2
Science	2	.4
Sports	6	1.3
Literary	11	2.5
Photojournalist	4	.9
Feature editor	13	2.9
News editor	22	4.9
Section editor	12	2.7
Managing editor	12	2.7
Associate editor	28	6.3
Editor-in-Chief	16	3.6
Non member (plain student)	239	53.6
Total	446	100
NUMBER OF YEARS IN PUBLICATION		
7-8 years	1	.2
5-6 years	3	.7
3-4 years	72	16.1
1-2 years	124	27.7
0 years (non staffer)	247	55.3
Total	447	100

As presented in the table, majority of the respondents (337 Or 74.65) are at 14-16 age range; while a great number of respondents (8 or 1.8%) are 17-19 years of range.

As regards sex, it is indicated in the table that majority of the respondents(321 or 71%)are female while a great number(131 or 29 %) are male.

As to year level, a great number of respondents (198 or 43.8%) are fourth year, and 59(13.1%),Grade 8.

As regards religion, it is indicated in the table that great majority of the respondents(362 or 80.1 %) are Roman Catholic and there is 1(.2%),Protestant and 1 Adventist.

As to father's educational attainment, the table shows that a great number(136 or 30.2%), are college

As for mother's educational attainment, the table shows that a great number of the respondents (154 or 34.1%)are college graduates (154 or 34.1%). One (1 .2%) has doctoral units and another with no schooling .

Almost all of the respondents (426. Or 94.5%) (426 or 94.5%) came from public school while 25 (5.5%), graduated from the private schools.

As presented in the table, majority of the respondents (323 or 72.9%), are from schools with publication while a mark percentage of the respondents (120 or 27.1%) are from elementary schools without a publication.

As for the position in the school paper, majority of the respondents (239 or 53.6%) are non-members while the rest hold various positions in the school paper (71 or15.9%).

As for the number of years in the publication, majority of the respondents (247 or 55.3%) do not have experience in publication since mostly are non-staffers. There is one (.2%) who has been in the school publication for 7-8 years.

Table 4 presents the item mean ratings on the level of journalism skills of the students along Editorial Writing.

Variables	Mean	DR
Lead/Introduction	2.35	Poor
Research	2.49	Poor
Opinion	2.77	Good
Structure	2.57	Good
Ending	2.26	Poor
Grammar/Spelling	1.82	Poor
Over-all Mean Rating	2.37	Poor

As a whole, the level of journalism skills of the students along editorial writing is **"Poor"** as backed up by the over-all mean rating of 2.37. Taking the indicators of editorial writing singly, the level of skills of the respondents is ("Poor") as evidenced by the following; lead (2.35), research (2.39), ending (2.26), and grammar/spelling .Only in opinion(2.77) and structure(2.57) are where the respondents posted a **"Good"** level of skills as shown in the table.

The editorial writing of the respondents contains lead that needs to be more interesting. The article contains less than the required amount of research about the issue at hand. The article contains several grammar and spelling errors. The article contains several grammar and spelling mistakes. The ending has a minimal success with call to action. Getting a rating of "Good" for opinion means that the article has an opinion that could be stated more clearly using more appropriate words. When it comes to structure, the article is structured in an effective way. Evidently, respondents' articles revealed their difficulties in writing a good lead, insufficient knowledge toward the topic and poor grammar as backed up by the rating "Poor" in these three criteria.

Table 5 shows the item mean rating on the level of journalism skills of the students of public secondary schools in the province of Ilocos Sur along news writing.

Variables	Mean	DR
Headline	1.97	Poor
Supporting Details	2.44	Poor
Facts	2.74	Good
Lead	2.20	Poor
Grammar/Spelling	1.71	Very Poor
Over-all Mean Rating	2.21	Poor

As a whole, the table shows that the level of journalism skills of the respondents along news writing is "Poor" as reflected in the over-all mean rating of 2.21. Taking the indicators in news writing singly, the level of

skills of the respondents is “Poor” as evidenced by the following; headline (1.97), details (2.44), and Lead (2.20). They were rated “Good” in details (2.44) and “Very Poor” in grammar/spelling as supported by the mean score of 1.71.

The article has a headline that does not describe the content. Most of the details in the article are clear but do not correlate on the topic well. Lead sentence is not clearly connected to the article. Moreover, the article is missing one of the 5 W’s., It is also evident in their articles that there were several spelling or grammar errors.

Parker (1993) supported this view when he stated that writing could be a torment to students. In addition, Pearsall and Cunningham (1988) and Emmons (2003) advocated that writing is definitely “hard work”. Therefore, it is evidently true that writing poses a number of problems to the students, as it is a skill that is difficult to master.

Table 6 below presents the item mean ratings on the level of journalism skills of the students of public secondary schools in the province of Ilocos Sur along feature writing.

Variables	Mean	DR
Idea	3.62	Very Good
Organization	3.20	Good
Voice/Tone	3.65	Very Good
Presentation	3.41	Very Good
Convention	2.87	Good
Over-all Mean Rating	3.35	Very Good

As reflected on the table, the journalism skill level of the respondents along feature writing is “Very Good” as supported by the mean rating of 3.35. Taking the indicators of feature writing singly, it shows that their level in the following components namely; idea(3.62),Voice/Tone(3.65) and presentation(3.41) is “Very Good”. The respondents show a “Good” level on organization (3.20) and convention (2.87).

Their articles display a thorough understanding of the feature format and

provide a high a degree of accurate and appropriate information. Their articles also manifest that most of the paragraphs have a clear focus on the topic and include facts that support the topic ideas. The tone, sense of audience and purpose are sophisticated and effective. It also shows that their work has a high degree of clarity and support. Their articles applied grammar, usage, spelling, and punctuation with considerable accuracy and effectiveness

Hedge (1990) agrees that extensive reading and more exposure to the language can help improve students’ writing performance. Furthermore, writing needs three things; experience, observation and imagination. This evidently shows that students write best when they have the experience or knowledge about the topics they are familiar with. Moreover, the observation and experience they have in the language enable them to compose and write proficiently and effectively.

Table 8 presents the summary of the Analysis of Variance (ANOVA) tests for significant differences on journalism skills

Journalis m skill	Mean Percentage Rating			F value
	Candon	Vigan	Ilocos Sur	
Editorial	61.96 ^a	60.98 ^a	57.75 ^a	1.23
News	55.39 ^a	53.55 ^a	55.94 ^a	0.60
Feature	71.10 ^a	69.97 ^a	64.37 ^b	5.49 ^{**}
Over-all	61.98 ^a	60.31 ^a	43.48 ^b	23.04 ^{**}

****Significant at 0.01 level.**

Means across the rows followed by the same letter are statistically the same, as determined by Tukey HSD post hoc tests.

As a whole, the over all level of Journalism skills of the respondents between and among schools divisions along editorial writing is “Good” with a total percentage of 60.23 as reflected on the table. Among the respondents in the three divisions, those from Candon City and Vigan City were rated “Good” on the level of journalism skills along editorial writing with a mean rating of 61.96 and 60.98, respectively. Ilocos Sur Division is “Good” with a mean rating of 57.75. The

respondents' article was focused on the topic "Bullying". Students are expected to have a wide knowledge on this topic because the information was massively disseminated before the opening of this school year. The issues about bullying that had been spread through media had somehow given the respondents knowledge on it. It's evidently shown in their articles that they have enough researches and facts, only they are not properly substantiated with sensible opinion. Another contributory factor to their "Good" performance is the structure of their articles. Their articles did not manifest ideas that flow logically and with a powerful presentation as what editorial article should manifest.

As a whole, the level of Journalism skills of the respondents between and among the schools divisions along News Writing is "Good" with a total percentage of 54.96 "Good" rating was recorded in all divisions, with mean rating of 55.39 (Candon City), 53.55 (Vigan City), and 55.94 (Ilocos Sur). The "Good" performance of the respondents along news writing could be due to poor headline and lead. News is a very intricate article to write. First, the article itself must have a good headline as it tries to catch the attention of the reading public. In writing a headline, a writer has to follow some conventions and styles. Headlines are never called titles; they must show what the news is all about. Due to these conventions and styles in writing a news story, though the article is good in general, the headline may affect the entirety of the news article. Lead on the other hand is even more complex to write. If a writer is not aware and knowledgeable of the different rules and styles of writing, a lead, then, of news article will not be effective. As evidently shown in the respondents' news articles, writing a good headline and a good lead were their weakness. Most of their errors lie in the headline and in the lead, thus contributing to their "good" performance.

As a whole, a mean rating of 66.77 ("Good") was obtained by the respondents as their level journalism skills level along feature writing. A "Good" rating was recorded in all divisions, with a mean rating

of 71.10 (Candon City), 69.97 (Vigan City), and 64.37 (Ilocos Sur). This result obtained by the respondents could be attributed to their familiarity with the topic. The topic itself that was developed by the students featuring a place they have gone to could have been a great factor in achieving this "Good" rating as the students were able to treat and expose the topic well. Aside from the fact that feature is a personal essay, respondents were freer to explore and express what they feel and see in the place they had been to in the past. As clearly manifested in their outputs, they were not limited in their descriptions of the place and did not bother themselves for any restrictions in writing except that they showed some weakness in organizing their ideas. The respondents showed various styles in presenting a feature article due to the fact there was no restrictions unlike writing news and an editorial article. Thus, respondents were free in expressing their thoughts without following rigid rules in writing. Moreover, Hedge (1990) agrees that extensive reading and more exposure to the language can help improve students' writing performance. Furthermore, writer needs three things and they are experience, observation and investigation.

Feature writing skills of the respondents from Candon City (mean percentage rating, 71.10%) and Vigan City (mean percentage rating, 69.97%) are statistically the same (no significant difference, $p > 0.05$).

There is a significant difference on the feature writing skills of the respondents from Candon City and Ilocos Sur divisions ($p < 0.05$). Candon City respondents have better feature writing skills (mean percentage rating, 71.10%) compared to the respondents coming from the Ilocos Sur division (mean percentage rating, 64.37%).

There is also a significant difference on the feature writing skills of the respondents from Vigan City and Ilocos Sur divisions ($p < 0.05$). Vigan City respondents have better feature writing skills (mean percentage rating, 69.97%) compared to the respondents coming from the Ilocos Sur division (mean percentage rating, 64.37%).

On the summary of the journalism skills rating among the three divisions, it is noted a "Good" rating (55.25) along with the following mean ratings; Candon City (61.98), Vigan City (60.31), and Ilocos Sur (43.48). The over-all mean rating is 55.25 ("Good").

The "Good" rating obtained by Candon and Vigan City Divisions is a result of a higher scores they got in Editorial writing where both of them rated "Good". This has become an edge over Ilocos Sur Division that was rated "Good" in editorial writing. Taking it as a whole, the over-all journalism skills rating is "Good". This rating has a strong implication. Respondents' articles did not follow some rules. In writing, aside from correct grammar and structure, there are conventions to be followed in order to come out with a good article. For example in writing a news article, one criterion is the lead. When a student is not aware of these rules, the article will just be plain article. Their satisfactory performance may also be due to poor grammar as it was shown in their articles for news, editorial and feature respectively. The respondents consistently showed "Poor" rating in grammar in all three areas namely news, editorial and feature. Thus, this criterion affected the over-all rating of the articles.

There is no significant difference on the over-all journalism skills of the respondents from Candon City and Vigan City divisions ($p < 0.05$). Vigan City respondents have an over-all journalism skills (mean percentage rating, 60.31%) compared to the respondents coming from the Candon City division (mean percentage rating, 61.98%).

There is also a significant difference on the over-all journalism skills of the respondents from Candon City and Ilocos Sur divisions ($p < 0.05$). Candon City respondents have better journalism skills (mean percentage rating, 61.98%) compared to the respondents coming from the Ilocos Sur division (mean percentage rating, 43.48%).

There is also significant difference on the over-all journalism skills of the respondents from Vigan City and Ilocos Sur divisions ($p < 0.05$). Vigan City respondents have better journalism skills (mean

percentage rating, 60.31%) compared to the respondents coming from the Ilocos Sur division (mean percentage rating, 43.48%).

Significant predictors (socio demographic factors) that affect the level of journalism skills among the respondents?

Journalism skill	Regression F value	Model Significant Predictors	Coefficients
News writing	9.101**	Constant	63.402
		Membership in Academic org	7.703
		Position in the Editorial Board	1.698
		Type of elem School grad from	-14.474
Feature writing	7.584**	Constant	66.491
		Institutional Award	7.612
Editorial writing	4.770**	Constant	7.827
		Mother's educ'l attainment	2.313
		Year level	3.483
Over-all Journalism skill		Constant	76.193
		Membership Sports org	-16.356
		Type of elem school	-19.901

**Regression is significant at 0.01 level.

The table above shows the different models for the variation of news writing skills among the respondents. Model 3 shows that membership in academic organization, position in the school publication and type of elementary school graduated from have significant effects on the news writing skill of the respondents.

This model shows that the feature writing skill of the respondents tends to become higher if they have received an institutional award. This may be due to the fact that students who receive awards are most likely the students who excel in academics. For this reason, school publication advisers chose them to become members of the school publication. These honor students tend to demonstrate a higher ability in writing as evident in their

composition writing in their respective classrooms.

This model means that the editorial writing skill of the respondents tends to become higher with the mothers' educational attainment and their year level, meaning, the higher the educational attainment of their mother and of their year level, the higher their editorial writing skill is. The table clearly implies that among the predictors that have bearing on the journalism skills of the respondents are mother's educational attainment and their year level. Respondents whose mothers are college graduates show higher skill in writing an editorial. This could be attributed to different reading materials at home or other media such as television and internet. Most parents with higher educational attainment explore their children to more reading materials. The accessibility of media and gadgets at home could also be another factor. They get informed and this can be utilized in their articles.

Year level as correlated to their journalism skills, shows that the higher their year level are, the better writer they are in editorial writing. It holds true in many situations. Most of the key positions in the editorial board are occupied by the senior and junior students. Since their first year in high school or even during their elementary, they had attended several seminars and trainings in journalism. When they reached their senior year, they become more experienced in writing articles. Their experiences in joining competitions in journalism have increased their knowledge in writing an editorial. As they get older, their opinions which are necessary in writing an editorial are more matured and substantial compared to the respondents who are in the lower year level.

This model means that the journalism skills of the respondents tend to become lower if they are members of sports organization. Since the coding for type of elementary school is 0 for private and 1 for public schools, the model predicts lower journalism skills for respondents who studied in public elementary schools. Students who have inclination on sports manifested lower level of journalism skills.

There is no scientific explanation for these except the fact that sports inclined individuals tend to be less creative in writing. Their essays are not substantiated well as shown in the articles of the respondents who are members of sports organizations.

The journalism skills of the students coming from the private schools tend to be higher than the writing skill of the students who come from public schools. This could be due to the fact that most private schools require their students to speak the English language in their campuses. In this way, students are taught to be grammar conscious. This serves also as a training ground for them to learn the second language. Number of students in a classroom is also a great factor. Admittedly in private schools there are fewer student in one classroom compared to public schools whose classrooms are crowded. Their writing activities could be facilitated well in private schools. With their fewer numbers, their compositions are checked and critiqued right away.

The weaknesses of the respondents in editorial writing, news writing and feature writing.

In editorial writing, the respondents were poor in writing a lead and ending. Their articles also manifested that respondents had insufficient knowledge on the topic. Their grammar and spelling on the other hand were poor.

In writing a lead or an introduction for an editorial article, the lead should be interesting because if not it would not sustain the interest of the readers. Obviously, respondents unaware of this, just wrote an introduction that is convenient for them..

Their insufficient knowledge of the topic is due to their unawareness of the issue about bullying. It would not be easy to write an article if a writer is not equipped with necessary information that would validate his/her idea. Though editorial influences and molds public opinion, the writer must at least be knowledgeable on the topic at hand.

Their grammar errors are mostly in subject and verb agreement. This seems to be very basic in grammar but most of the time violated the subject and verb agreement

rules. There are subjects with intervening words before their verb that do not have appropriate verbs. The use of transition words was very poor. Their sentences which have relations to the following sentences that would have been more effective if there are appropriate transitions to introduce these ideas. There are prepositions that were inappropriately used in the sentences. Spelling was also a problem in their articles. There were words that are very common yet misspelled.

The respondents' news articles were rated poor in headline, supporting details, and lead. It was also manifested in their articles that they were very poor in grammar.

The headline of a news article should capture the readers' attention and accurately describes the content. Most of the common errors the respondents committed were writing a headline that did not describe the content. There are facts unnecessary written in the headline. Some of the articles also did not have headlines. They directly wrote the details of the news.

The supporting details of their articles were not clear and were not relevant to the topic. They wrote opinion in their news which violated objectivity because a news story must not carry the personal opinions of the writer.

Their lead, on the other hand, was not clearly connected to the article. But the glaring error is most of the respondents wrote a crowded lead. Lead of a news is the first paragraph of the news story that contains the 5 W's and 1 H but it doesn't have to put all the 5 W's and 1 H because it would make the lead crowded, the respondents were not able to identify the most important facts in the story. The information given to them required the respondents to write a "Who" lead but what they did was to start their news with where lead which is less important.

Since the purpose of the news is to inform, the news writer must strive for simplicity and clarity. Sentences should be short. This was the handicap of the respondents-to express their ideas clearly and simply. There were sentences that were supposed to be expressed in active but they chose to write them in passive and this affected the overall presentation of the news article.

The respondents' feature articles were generally very good, but still, the respondents have to work on organization and convention. A feature story, just like news story, has interesting information to tell. The information, therefore, must be organized with high level of effectiveness. Their articles had not achieved a high level of effectiveness because there are parts of their feature article that needed to be rearranged, like writing the most important to the least important or vice versa. Though respondents were rated good in convention for their feature articles, still, they have to work on grammar, spelling and punctuation. The most common errors the writers committed were the correct usage of conjunctions especially in connecting clauses. Instead of using 'and' since the ideas are co-equal they used 'but'. Because of the presence of modern gadgets in communication sometimes the way they communicate through text messages are carried in writing. Most sentences in their feature articles were not punctuated.

Conclusion

Based on the findings of the study, the conclusions were drawn;

Most of the respondents are female, 14-16 years old, Roman Catholic, graduates of public elementary schools with school publication. They have attended institutional journalism seminar/training and recipients of institutional award. There are more nonmembers (plain student) of the Editorial Board.

The respondents' level of journalism skills along news writing and editorial writing is "**Poor**" and their level in feature writing is "**Very Good**."

The overall level of journalism skills of the respondents in the three divisions in the Province of Ilocos Sur is "**Good**". However, the level of journalism skills of the respondents from Vigan and Candon City is "**Good**" and those from the Division of Ilocos Sur is "**Poor**."

The following socio demographic factors are significant predictors of the respondents' journalism skills.

- a. Institutional awards received came out to be a predictor of the overall journalism skills of the students in the province of Ilocos Sur.
- b. Mother's educational attainment and year level of the respondents show significant effect on the editorial writing skills of the respondents.
- c. Membership in sports organization and type of elementary school graduated from have significant effects on the feature writing skills of the respondents.

Recommendations

On the basis of the findings and conclusions of the study, the following recommendations are hereby forwarded:

Since the overall level of journalism skills of the respondents is "Good" only, the publication advisers with the support of the administration should provide seminars, lectures or even training-workshop on journalism so that the publication staff will be equipped on the different dynamics of campus journalism.

The publication adviser should provide student-journalists more trainings and workshops in newswriting and editorial writing to further enhance the skills of the publication staff the two genres.

Students' compositions can be utilized as training grounds and vehicles for them to write effectively and creatively. Writing exercises should be given more during classroom sessions. Giving them topics that are within their experiences and limits would enhance writing ability further.

Since respondents were found to be "Very Poor" in grammar and spelling, teachers are encouraged to conduct remedial activities on these identified weaknesses. Grammar as a foundation of good writing apart from having ideas should be taken as a vital content in teaching language. More drills and exercises on grammatical rules should be provided to employ mastery on the learners in classroom sessions.

Teachers must be sent to seminars or conferences and other in-service trainings to update themselves with the latest trends or innovations in language teaching particularly on journalism writing.

A parallel study should be conducted to address other concerns of the students on journalism skills most especially on other

factors affecting the journalism skills of students.

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DISCOURSE COMPETENCE OF STUDENTS IN STATE UNIVERSITIES AND COLLEGES (SUCs) IN ILOCOS SUR, PHILIPPINES

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Abstract

One of the pressing problems in the educational system today is the deterioration of quality education particularly on English proficiency provided and observed among learners. Regardless of grade or year level, it is an observable fact that most students could hardly express themselves fluently in English.

This study aimed to determine the level of discourse competence of students in State University and Colleges in Ilocos Sur, Philippines; S.Y 2014-2015. Students' level of discourse competence was analyzed along phonology, vocabulary, syntax, coherence and rhetorical organization. It also looked into the profile of the students, teachers and school. The quantitative-qualitative method of research was employed through the use of triangulation: questionnaire, interview and classroom observation. Data were analyzed statistically through the using: Frequency and Percentages, Mean and ANOVA.

Majority of the respondents are female mostly reside in rural areas whose parents are high school graduates and most are unemployed. The teachers have high educational attainment with sufficient trainings/seminars; rendered 21 years and above in teaching with 4-6 preparations of subjects. The discourse competence of the students in State University and Colleges in Ilocos Sur, Philippines was Fair. Recommendations are forwarded as follows: there should be a follow up study relative to such competence in other year level and other courses to test if other significant variables would influence the discourse competence of the students. Teachers must employ various teaching strategies to give students more time to study and to use linguistic inputs. Teachers should master the art of questioning and should encourage students participation in extra-curricular activities to enhance their discourse competence.

Key Words: discourse competence, State Universities and Colleges

INTRODUCTION

One of the pressing problems in the educational system today is the deterioration of quality education provided and observed among learners. Regardless of grade or year level- whether elementary, high school or college, it is an observable fact that most students could hardly express themselves fluently in English during recitations or during interactions inside the classroom. This scenario is not only observed in oral discourse but also in written discourse. It has always been the observation of the researcher that most of the students do not answer essay questions during quizzes or examinations even if the questions require personal or self-explanatory responses.

An article by Gonzales (Inquirer, 1998) then Secretary of Education, noted that 20% of the country's 5 million high school learners cannot express themselves well in oral and written English and enter college with this linguistic handicap. He said that the youth are ill-equipped for life in a world where communication skills are crucial to growth if not survival.

In the study made by Pascasio (1981), she described learners' performance in college as follows: a) they are unable to read and comprehend lectures and in their assigned readings; they can hardly express themselves orally as well as in written; and c) they do fossilization of grammatical features not following standards of college level English. She further stressed that college outputs are of remedial and repetitive in nature which brings frustrations on the part of the teacher.

Though efforts have been made to improve the quality of education in the Philippine setting, as reflected in the major curricular reforms such as Program for Decentralized Education Program (PRODED) in 1994 and Secondary Education Development Program (SEDP) in 1995, still Filipino learners performed poorly. Papa (Inquirer, 2005) witted the scores obtained in the National Achievement Test (NAT) and the High School Readiness Test (HSRT) from 2002 to 2004 due to poor

reading skills. This phenomenon could translate into the continued floundering of high school and elementary learners into college as revealed in the scores of 32% to 38%.

To equip the learners with skills essential for their development is of utmost consideration. One of the learners' skills that need to be developed is their language ability. If their skills are developed and enhanced, surely, learners will survive in the language in and out of the classroom. Likewise, the learners must also become aware of the social meaning of language forms that entails the ability to vary their own speech to suit different circumstances. In addition, effective communication style in the classroom is beneficial. The learners benefit by understanding better what their instructors wish to convey and will be better motivated.

The instructors are benefitted, too, because the knowledge that they effectively communicate creates confidence and dispels anxiety. Hence, teaching and learning become a more satisfying collaborative experience. Successful communication relies on good exchange of ideas between the teacher and the students. Most classroom activities effectively prevent this from happening as tasks form an "interface" between the teacher and the students. Establishing effective communication in the classroom is therefore vital. If language learners fail to master the linguistic forms of the language at a certain stage, they will not attain a level of language proficiency that is beyond the minimal competence level in the target language.

OBJECTIVES

This study determined the level of discourse competence of second year education students of the State Universities

and Colleges (SUCs) in Ilocos Sur, School Year 2014-2015.

Specifically, it sought to answer the following questions:

1. What is the profile of the respondents in terms of:

- A. Student-Related Factors
 - a. sex,
 - b. place of residence,
 - c. parents' educational attainment,
 - d. parents' occupation,
 - e. language spoken at home, and
 - f. exposure to mass media;

- B. Teacher-Related Factors
 - a. educational attainment,
 - b. number of years in teaching English,
 - c. number of preparations,
 - d. number of English training programs attended,
 - e. academic rank,
 - f. methods of teaching;

- C. School-Related Factors
 - a. adequacy of instructional materials, and
 - b. school environment?

2. What is the level of discourse competence of the students along the following:

- a. phonology,
- b. vocabulary,
- c. syntax,
- d. coherence, and
- e. rhetorical organization.

3. Is there a significant relationship between the level of discourse competence of the students and the following:

- a. student-related factors,
- b. teacher-related factors, and
- c. school-related factors?

METHODOLOGY

Quantitative-qualitative method of research was utilized to determine the discourse competence of the student-respondents from the three State Universities and Colleges (SUCs) in Ilocos Sur. A survey method was used in the gathering of data through questionnaires which determined the respondents' profile in terms of student-related factors, teacher-related factors and school-related factors. Classroom observation and interview were also administered to assess the level of students' discourse competence. The second set of questionnaire was answered by the teacher-respondents on their professional factors, methods of teaching, and the adequacy of instructional materials.

To assess the discourse competence of the respondents along phonology, the researcher utilized the sample test she made. The said test consisted of 10 questions answered by the respondents and 15 sentences consisting of words with critical vowel and consonant sounds. The Discourse Assessment Criteria or Rating Scale (see Appendix H) was used to evaluate the students' phonological competence.

Rating Scale	Descriptive Rating
5.00 – 4.51	= Very Good
4.50 – 3.51	= Good
3.50 – 2.51	= Fair
2.50 – 1.51	= Poor
1.50 – 1.00	= Very Poor

Out of 872 students, 275 of them were chosen through stratified random sampling from three (3) State Universities and Colleges, namely: Ilocos Sur

Polytechnic State College, North Luzon Polytechnic State College and University of Northern Philippines.

PRESENTATION, ANALYSIS AND INTERPRETATION OF DATA

Problem 1. What is the profile of the respondents in terms of student-related factors, teacher-related factors and school-related factors?

A. Student-related factors

Table 1. Profile of the Student-Respondents

Socio-demographic Factors	f	%
Sex		
Male	76	27.6
Female	199	72.4
Total	275	100
Place of Residence		
Rural	223	81.1
Urban	52	18.9
Total	275	100
Parents' Educational Attainment		
Father		
Doctoral Degree	1	.4
Master's Degree	2	.7
College Graduate	57	20.7
Did Not Finish College	58	21.1
High School Graduate	93	33.8
Did Not Finish High School	24	8.7
Elementary Graduate	23	8.4
Did Not Finish Elementary	17	6.2
Total	275	100
Mother		
Master's Degree	2	.7
With Master's Unit	2	.7
College Graduate	60	21.8
Did Not Finish College	60	21.8
High School Graduate	89	32.4
Did Not Finish High School	20	7.3
Elementary Graduate	32	11.6
Did Not Finish Elementary	10	3.7
Total	275	100
Parents' Occupation		
Father		
Professional	90	32.7
Skilled	164	59.6
Unemployed	21	7.7
Total	275	100
Mother		
Professional	140	50.9
Skilled	117	42.5

Unemployed	18	6.5
Total	275	100
Language Spoken at Home		
English	56	20.4
Tagalog	111	40.4
Iloko	266	96.7
Others: Itneg	16	5.8
Exposure to Mass Media		
Books	223	81.1
Magazines	154	56.0
Newspapers	161	58.5
Radio	197	71.6
Television	244	88.7
Internet	186	67.6

As presented in the table, majority of the student-respondents (199 or 72.4%) are female. All of them are from the rural areas of Vigan City, Candon City and municipality of Sta. Maria. Most of their fathers and mothers are high school graduates. Majority (164 or 59.6%) are skilled workers and most of the mothers of the respondents (142 or 51.6%) are unemployed. Majority of the respondents (266 or 96.7%) are using Ilocano at home, followed by Tagalog (111 or 40.4%), English (56 or 20.4%) and other dialect such as Itneg (16 or 5.8%) and (244 or 88.7%) are exposed to television, followed by reading of books (223 or 81.1%), listening to radio (197 or 71.6%), using the internet (186 or 67.6%), reading newspapers (161 or 58.5%) and reading of magazines (154 or 56%).

B. Teacher-related Factors

Table 2. Profile of the Teacher-Respondents in Terms of Professional Factors

Professional Factors	f	%
Educational Attainment		
Doctoral Degree	3	33.3
Master's Degree with Doctoral units	3	33.3
Master's Degree	1	11.1
Bachelor's Degree with M.A. units	2	22.2
Total	9	100.0
Number of Years in Teaching English		
21 years & above	4	44.4
16-20 years	2	22.2
11-15 years	0	0
6-10 years	0	0
0-5 years	3	33.3
Total	9	100.0
Number of Preparations		
7-9	1	11.1
4-6	6	66.7
1-3	2	22.2
Total	9	100.0
Number of English Training Programs Attended		
10 or more	6	66.7
7-9	1	11.1
4-6	2	22.2
Total	9	100.0
Position/ Academic Rank		
Associate Professor I to V	1	11.1
Assistant Professor I to IV	3	33.3
Instructor I to III	5	55.6
Total	9	100.0

Based on the table, majority of the teacher-respondents (6 or 66.6 %) finished either a Doctorate Degree or Master's Degree with units in the doctorate, followed by Bachelor's Degree with MA units (2 or 22.2%) and Master's Degree holder (1 or 11.1%), Four (44.4%) have served for 21 years and above and 3 (33.3%) have been in service for 0-5 years and only two (22.2%) have been teaching for 16-20 years. (6 or 66.6%) have 4-6 preparations, two (22.2%) with 1-3 preparations and only one (11.1%) with 7-9 preparations.

On Number of English Training Programs Attended. Majority of the teacher-respondents (6 or 66.7%) have attended 10 or more training programs in English. There are two (22.2%) teachers who have attended

4-6 training programs and only one (11.1%) has attended 7-9.

On Position/Rank. It is noted that out of nine (9) teacher-respondents, majority (5 or 55.6%) are Instructors, three (33.3%) are Assistant Professors, and only one (11.1%) is an Associate Professor.

On Methods of Teaching Table 3 shows the overall assessment of the respondents on the level of use of teaching methods is "High" as supported by the mean rating of 4.11.

Table 3. Level of Use of Teaching Methods of the Teacher-Respondents as Assessed by Themselves and by the Students

Methods	UNP	ISPSC	NLPSC	As a whole	
	Mean	Mean	Mean	Mean	DR
Lecture	4.60	4.45	4.71	4.59	Always
Discussion	4.67	4.64	4.78	4.70	Always
Inductive	3.79	3.9	3.90	3.86	Often
Deductive	4.09	4.17	4.16	4.14	Often
Inductive-Deductive	3.79	4.08	3.98	3.95	Often
Reporting	3.43	4.38	3.97	3.93	Often
Activity	3.92	4.27	3.97	4.05	Often
Inquiry	4.21	4.28	4.62	4.37	Always
Second Language	3.69	4.00	3.86	3.85	Often
Content-Based	3.66	3.94	3.57	3.72	Often
Overall	3.98	4.21	4.15	4.11	High

<u>Norm:</u>	<u>Item DR</u>	<u>Overall DR</u>
4.21 – 5.00	Always	Very High
3.41 – 4.20	Often	High
2.61 – 3.40	Sometimes	Fair
1.81 – 2.60	Rarely	Low
1.00 – 1.80	Never	Very Low

Taking the items separately, the "discussion method, lecture method, and inquiry method" are used "Always" with mean ratings of 4.59, 4.70 and 4.37 respectively. Other methods are used "Often" like deductive method, activity method, inductive-deductive method, reporting method, content-based method, inductive method, and second language approach with a descriptive ratings of 4.14, 4.05, 3.95, 3.93, 3.72, 3.86 and 3.85, respectively.

This shows that college instructors are still more inclined to use discussion and lecture methods which are still the most widely used methods in the schools.

4.21-5.00	Very Highly Adequate	Very High
3.41-4.20	Highly Adequate	High
2.61-3.40	Satisfactorily Adequate	Fair
1.81-2.60	Fairly Adequate	Low
1.00-1.80	Not Adequate	Very Low

C. School-Related Factors

The overall assessment of the respondents on the use of instructional materials was “High” as shown by the mean rating of 3.74.

As a whole, the overall assessment and perception of the respondents on school environment is “Good” as supported by the grand mean of 4.14.

Taking the respondents by school, UNP had the highest overall mean of 3.61, followed by ISPSC (3.52) and NLPSC (3.45); all described as “Good.”

Table 4 shows the Adequacy of Instructional Materials

Items	UNP			ISPSC			NLPSC			As a whole	
	Mean	Mean	Mean	Mean	Mean	Mean	Mean	Mean	Mean	DR	
Adequacy of Instructional Materials											
Books	3.94	4.08	4.05	4.02					Highly Adequate		
Journals	3.52	3.58	3.44	3.51					Highly Adequate		
Guides	4.07	4.23	3.95	4.08					Highly Adequate		
Workbooks	3.63	3.81	3.40	3.61					Highly Adequate		
Modules	3.66	4.24	3.48	3.79					Highly Adequate		
Handouts	4.15	4.21	4.05	4.14					Highly Adequate		
Newspapers	3.30	3.59	3.27	3.39					Satisfactorily Adequate		
Encyclopedia	3.39	3.69	3.17	3.42					Highly Adequate		
Teaching aids	3.93	4.19	3.67	3.93					Highly Adequate		
Charts	3.49	3.82	3.11	3.47					Highly Adequate		
OVERALL	3.71	3.94	3.56	3.74					HIGH		

Norm:
Statistical Range Item DR OverallDR

The level of adequacy of instructional materials of the three SUCs in the province of Ilocos Sur is “High” as backed up by the overall mean of 3.74. Hand-outs got the highest mean of 4.14 with a descriptive rating of “Highly Adequate” while newspapers got the lowest mean of 3.39 although still described as “Satisfactorily Adequate.”

Table 5 Mean Ratings on the Perception of the Student-Respondents On their School Environment

School Environment	UNP	ISPSC	NLPSC	As a whole	
	Mean	Mean	Mean	Mean	DR
STUDENTS' PERCEPTIONS TOWARDS ENGLISH SUBJECT					
English subject is difficult to understand	3.11	3.24	2.48	2.94	Often
English subject is interesting	4.50	4.73	4.37	4.53	Always
English subject is meaningful	4.58	4.72	4.46	4.59	Always
English subject promotes creative thinking	4.66	4.79	4.67	4.71	Always
English subject promotes world understanding	4.63	4.63	4.57	4.61	Always
English subject is boring.	4.34	4.04	4.32	4.23	Never
OVERALL	4.30	4.36	4.15	4.27	VERY GOOD
STUDENTS' PERCEPTIONS TOWARDS ENGLISH TEACHERS					
The English teacher is punctual	4.55	4.58	4.71	4.61	Always
The English teacher is good-tempered	4.67	4.51	4.73	4.64	Always
The English teacher is polite	4.74	4.69	4.71	4.71	Always
The English teacher is rational	4.63	4.65	4.71	4.66	Always
The English teacher has	4.78	4.71	4.83	4.77	Always

good human relationship					
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On Students' Perception Towards English Subject. The students' overall perception towards the subject is "Very Good" (4.27). Taking the respondents by school, ISPSC posted the highest mean score of 4.36, followed by UNP (4.30), both with a descriptive rating of "Very Good" while NLPSC posted the lowest mean score (4.15/ Good).

The table further shows that the students rated Item 4 "English subject promotes creative thinking" with the highest mean of 4.71 described as "Always" while they gave Item 6 "English subject is boring" the lowest mean of 1.75 with a descriptive rating of "Never." This would only mean that students enjoy learning English.

On Student's Perception Towards English Teachers. The data reflect that students perceive their instructors as "Very Good" as indicated by the overall mean of 4.65. Taking the respondents by school, NLPSC registered the highest mean score of 4.68, followed by ISPSC (4.65) and UNP (4.62), all described as "Very Good."

Table 6 also shows that the English instructors are perceived to be "Always" interested in teaching their subject of specialization as reflected by the mean rating 4.81; they are experts and with good human relationship with mean of 4.79 and 4.77, respectively described as "Always." This was also emphasized by Bloomfield (1966) when he said that there is a need for teachers to have mastery of the language. He claims that the prime requisite to teacher preparation is the mastery of the language to be taught.

On Students' Perception Towards Classroom Atmosphere. The table presents an overall mean of 4.12 on the students' perceptions towards classroom

atmosphere which is described as "Good." Among the school- respondents, ISPSC posted the highest mean score of 4.25 described as "Very Good," followed by UNP (4.17/Good) and NLPSC (3.93/Good).

This finding implies that generally, classrooms are conducive to the teaching-learning process. Also contributing to a good attitude towards classroom atmosphere is the mean rating of 4.40 given by the respondents on the Item "the classrooms can accommodate all the students even big classes," "classrooms are conducive to learning" with a mean of 4.24, and "classrooms are with good lighting system" with a mean of 4.22. The least mean rating 3.64 is given to Item "the English classroom is free from outside distractions."

On Students' Perception Towards Co-Curricular Activities. It can be gleaned from Table 6 that the student-respondents seldom participate in English co-curricular activities as supported by the overall mean of 3.52 described as "Good." Taking the respondents by school, UNP, ISPSC and NLPSC posted a descriptive rating of "Good" with a mean score of 3.61, 3.52 and 3.45, respectively.

It is noticeable in this portion that even though students showed a "Good" attitude towards co-curricular activities related to the English subject, there were only few who participate in essay writing and join English clubs which got the lowest mean of 2.69 and 2.83, respectively.

Problem 2. What is the level of discourse competence of the students along phonology, vocabulary, syntax, coherence, and rhetorical organization?

Table 6 presents the level of competence of students in phonology, vocabulary, syntax, coherence and rhetorical organization.

	UNP	ISPSC	NLPSC	As a whole	
	Mean	Mean	Mean	Mean	DR
PHONOLOGY	3.13	3.86	3.94	3.64	Good
VOCABULARY	2.75	2.86	2.84	2.82	Fair
SYNTAX	2.63	2.84	2.82	2.76	Fair
GRAND MEAN	2.84	3.19	3.20	3.08	Fair
COHERENCE	3.04	2.72	2.71	2.82	Fair
RHETORICAL ORGANIZATION	2.82	2.75	2.73	2.76	Fair
GRAND MEAN	2.74	2.73	2.72	2.73	Fair

Norm: **Statistic Range Descriptive Rating**

4.51-5.00	Very Good
3.51-4.50	Good
2.51-3.50	Fair
1.51-2.50	Poor
1.00-1.50	Very Poor

The table above shows that students' overall discourse competence is at "Fair" level except for phonology with 3.64 as Mean rating described as "Good". This means that most of college students in SUCs in Ilocos region can at least express themselves using English language although based on findings when it comes to pronunciation and proper enunciation of words many Ilocanos found to have a hard tongue producing critical vowel and consonant sounds.

Problem 3. Is there a significant relationship between the discourse competence of the students and the following: a. student-related factors, b. teacher-related factors, and c. school-related factors?

Table 7 Correlation Coefficients Showing the Relationship Between the Students' Discourse Competence and the Student-related Factors

Legend: ** - Correlation is significant at 0.01 level
* - Correlation is significant at 0.05 level

Student-Related Factors	DISCOURSE COMPETENCE					
	Phonology	Vocabulary	Syntax	Coherence	Rhet. Org.	Overall
Sex	-.079	-.022	-.020	-.037	.023	-.028
Place of Residence	-.034	-.013	-.025	-.013	-.011	-.011
Parents' Educational Attainment						
Father	.005	.060	.064	.082	.073	.058
Mother	.024	.113	.098	.100	.083	.095
Parents' Occupation						
Father	-.010	-.079	-.091	-.050	-.094	-.074
Mother	-.073	-.091	-.117	-.088	-.098	-.106
Language Spoken at Home	.007	.057	.013	.029	.043	.038
Exposure to Mass Media	.000	.111	.118	.124*	.128*	.117

Among the student-related factors, only exposure to mass media has a significant relationship with coherence ($r=.124$, $p<.05$) and rhetorical organization ($r=.128$, $p<.05$). This finding implies that the discourse competence of the students is not affected by their personal characteristics particularly sex, place of residence, parents' educational attainment and parents' occupation and language spoken at home.

Table 7 shows that there is no significant relationship between the discourse competence of the respondents and the teacher-related factors. This means that teacher's educational attainment, number of years in teaching English, number of preparations, number of English training programs attended, academic rank and methods of teaching do not affect the discourse competence of the student-respondents.

Table 8 Correlation Coefficients Between the Students' Discourse Competence and the Teacher-Related Factors

Legend: ** - Correlation is significant at 0.01 level
* - Correlation is significant at 0.05 level

Teacher-Related Factors	DISCOURSE COMPETENCE					
	Phonology	Vocabulary	Syntax	Coherence	Rhetorical Organization	Over all
Educational Attainment	-.332	-.321	-.513	-.369	-.347	-.364
No. of Years in teaching English	-.621	-.621	-.556	-.618	-.620	-.617
No. of Preps	.378	.392	.080	.330	.359	.286
Number of English training programs attended	-.468	-.471	-.350	-.453	-.462	-.468
Academic rank	-.215	-.214	-.229	-.221	-.218	-.192
Methods of Teaching	-.136	-.141	-.029	-.119	-.129	-.118

Table 8 shows that there is no significant relationship between the discourse competence of the respondents and the teacher-related factors. This means that teacher's educational attainment, number of years in teaching English, number of preparations, number of English training programs attended, academic rank and methods of teaching do not affect the discourse competence of the student-respondents.

Table 9 Correlation Coefficients Between the Students' Discourse Competence and the School-Related Factors

Legend: ** - Correlation is significant at 0.01 level
* - Correlation is significant at 0.05 level

School-Related Factors	DISCOURSE COMPETENCE					
	Phonology	Vocabulary	Syntax	Coherence	Rhetorical Organization	Overall
Adequacy of Instructional Materials	.040	-.003	.041	.002	-.006	.011
Students' Perceptions Towards English Subject	.030	.000	.026	-.009	-.023	.008
Students' Perception Towards English Teachers	.107	.087	.124*	.120*	.117	.124*
Students' Perceptions Towards Classroom Atmosphere	.121*	.091	.126*	.094	.081	.116
Students Perceptions Towards English Co-curricular	.212**	.103	.165**	.133*	.146*	.172**

Table 9 displays the correlation between the school-related factors and the respondents' level of discourse competence. It is clearly shown in the table that adequacy of instructional materials and students' perceptions towards teachers did not show significant relationship with the discourse competence of the students. On the other hand, it can be gleaned from the table that relationship exists between the students' perceptions towards English teachers and syntax (.124), coherence (.120) and their overall performance (.124). This implies that students who have positive perceptions towards their English teachers tend to have a better discourse competence as far as syntax and coherence are concerned.

There is also a significant relationship between the students' perceptions toward classroom atmosphere and phonology (.121) and syntax (.126). This means that students tend to have better performance in phonology and syntax when their classroom atmosphere is good.

It is also noted that students' perceptions towards English co-curricular activities is highly significant with phonology (.212), and syntax (.165) and highly significant in their overall performance (.172). This implies that students who are actively joining or participating in English co-curricular activities such as debate, quiz bowl and public speaking tend to have better discourse competence than those students who are not engaging in any English co-curricular activities. This could also mean that students can develop their confidence particularly their communicative/discourse competence through constant exposure every time they join English co-curricular activities.

Conclusion

Based on the findings of the study, the following conclusions were drawn: Most of the student-respondents are female. All of them are from the rural areas of Vigan City, Candon City and municipality of Sta. Maria. Most of their fathers and mothers are high school graduates.

Most of the teacher-respondents of the SUC's in the Province of Ilocos Sur are either Doctoral Degree holders and Master's Degree holders with doctoral units, teaching English for 21 or more years, and with 4-6 preparations. Majority of the teacher-respondents have attended 10 and above seminars or training programs in English. Moreover, most of the teachers belong to Instructor I to Instructor III. The methods of teaching primarily employed by the teachers are the discussion and lecture. Meanwhile, instructional materials was perceived to be at "Highly Adequate" level. On School Environment, the overall assessment and perception of the respondents is "Good." The student-respondents had generally "Fair" discourse competence in all areas such as phonology, vocabulary, syntax, coherence and rhetorical organization. Finally, the discourse competence of the respondents is significantly related to exposure to mass

media, teacher-related factors and school-related factors.

Recommendations

Based on the findings and conclusions drawn in this study, the following recommendations are hereby forwarded:

There should be more student talk in the classroom to allow for more interaction and exchange of ideas from students. Teachers must employ various teaching strategies to give students more time to study and use the linguistic input.

Since the result of the students' discourse competence is only at "Fair" level, teachers are encouraged to give more exercises or activities to students that would develop their mastery in the pronunciation of critical vowel and consonant sounds, proper stress and intonation, subject-verb agreement, correct usage, use of conjunctions, transitional devices, and idiomatic expressions to further develop their skills in phonology, vocabulary, syntax, coherence and rhetorical organization.

The teacher should use varied teaching strategies and methods aside from discussion and lecture whenever possible. Teachers should also learn or develop the art of questioning to provoke critical thinking in the students and to encourage them talk and express their feelings. Moreover, it is suggested that teachers should use simple, short and clear statements and/or questions and whenever necessary, questions should be re-stated or rephrased.

Teacher-training institutions should continually improve, update and enrich their English programs emphasizing the development of the discourse competence of the learners as well as the interpersonal and pedagogical value of language across curriculum.

Teachers should encourage the students to participate in extra-curricular activities in order to enhance their discourse competence. School administration should improve the admission, retention and specialization policies of the college.

A similar study on discourse competence in other school setting is recommended to determine if other significant variables (like other course/programs not only in education or in other year level) would influence the discourse competence of the students.

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POLICY IMPLEMENTATION OF SMALL BUSINESS EMPOWERMENT IN WAJO REGENCY- INDONESIA

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Abstract

Empowerment of small businesses nationwide impact on the existence of small businesses in Wajo regency that absorb labor in various fields of business, especially on businesses engaged in small industries. This study aims to determine business empowerment policy implementation in Wajo. The study was conducted with qualitative approach involving small businesses with a focus on implementation aspects of small business empowerment. Collecting data using in-depth interviews, participatory observation, and documentation. Data analysis using data reduction, data presentation, and conclusion.

The results showed that small businesses in Wajo not develop optimally, due to the policy aspects of the means of supporting the development of small businesses have not been able to encourage the growth of productive ventures. On the other hand policies on the business climate in terms of licensing and partnership seeks already well underway. Ease of availability of banking facilities give small entrepreneurs access capital, but is still constrained in terms of collateral.

Key Word : Policy Implementation, Empowerment, Small Business.

INTRODUCTION

Micro, Small and Medium Enterprises (MSME) is one important part of the national economy and development. The growth of the MSME sector currently looks encouraging. The role of the MSME sector and business activity since the economic crisis hit our country. Given MSME as a driver of the economy and national development should be conducted in an effort to empower small business sector. One of the government's efforts to empower small business is the issuance of a legal umbrella, namely MSME Empowerment Policy No. 20 of 2008.

Concern of the government to help small entrepreneurs in the form of actions empowerment of small businesses that are the majority of national economic actors in the middle to lower level, it is essential to get serious attention from the government.

One of the priority programs of the Cabinet Indonesia Bersatu is the development of small businesses that have been formalized in Government Regulation No. 7 of 2005 on the National Development Plan in year 2004-2009 of Cooperatives and MSME which is believed to be a motivator and a buffer for the national economy.

Government efforts to empower small businesses never ceases to make corrections from the policy side, namely the issuance of a new Law No. 20 Year 2008 on Micro, Small and Medium Enterprises (MSME). With the basic laws governing small businesses will have certainty and fairness businesses through programs empowering small businesses, like in other countries small businesses commonly referred to as family businesses obtain legal protection of local government and are allowed to gain access related with the

development of enterprises, Antonio (1999: 2)

Empowerment of small businesses nationwide also have an impact on the existence of small businesses that exist in areas such as small businesses in Wajo are labor-intensive with a variety of business sectors, the main business engaged in the silk weaving industry. Another impact is felt in the presence of a small business is the emergence of new generations as an entrepreneur who develops itself in the field of entrepreneurship. With the spirit and the willingness to cultivate the entrepreneurial community, as is done by entrepreneurs in Wajo with spirit as a city of trade, it is generally more likely to opt trying than those in other occupations.

On the other hand, Wajo District Government through the Department of Cooperatives, MSME, Trade and Industry has established a Strategic Plan based on the Long Term Development Plan Medium Year 2009-2014, which is one of operational technical documents in carrying out its duties and functions in serving the community, especially communities cultivate small businesses have the power to implement the program of small business empowerment, that is; 1) motivation employee Department of Cooperatives MSME, Trade and Industry is quite high, 2) presence of personnel who have the technical competence operations to foster MSME, 3) The commitment of the executive and legislative institutions, centers and areas to organize the SME sector, 4) support the rules relating to the empowerment of MSME, Strategic Plan, Department of Cooperatives MSME, Industry and Commerce.

The problem faced by MSME and also become a weakness is the lack of access to information, particularly information market (Isaac, 2005: 37). This is a constraint in terms of marketing its products, due to the limited access to market information which resulted in lower market orientation and lack of competitiveness at the global level. The lack of information about the market, making MSME can not direct the development efforts clearly and focus, so its development stagnant. This paper will discuss the implementation of policies empowering small businesses in the district Wajo by focusing on the silk weaving industry sectors. Based on the background of the problems above problem in this study can be formulated "Describing the policy implementation of small business empowerment silk weaving industry sectors associated with the growth of the business climate and partnerships in Wajo?"

FRAMEWORK THEORY

a. Policy implementation

policy program have been taken as an alternative solution must be implemented, which is carried out by administrative bodies and government agencies at lower levels. Sawicki (in Tangkilisan, 2003: 9) explains that: Implementation related to various activities geared to realize the program, which in this position the executive set out to organize, interpret and implement policies that have been selected.

Based on the above understanding, relating to the implementation of various activities geared to realize the program, which at this position is how to organize the executive set. An executive is able to organize the resources, units and technique that can support the implementation of the program in effectively and efficiently, as well as the

interpretation of the planning that has been made, and instructions that can be followed easily for the realization of the program implemented. Dunn (2003: 132) termed the implementation of the more special by calling the implementation of the policy is the implementation of control policy actions in a certain period of time. Related to factors affecting the implementation of a program policies, Cheema and Rondinelli (as cited in Subarsono, 2005) argues that there are several factors that influence policy implementation of government programs that are decentralized. These factors include:

1) Environmental conditions

Environmental is deeply influence policy implementation, which referred to the environment include the socio-cultural environment and the involvement of program beneficiaries.

2) The relationship between organizations

In many programs, the implementation of a program needs support and coordination with other agencies. It required coordination and cooperation for the success of a program.

3) Resource organizations for program implementation

Implementation of policies need to be supported by the resources both human resources and non-human resources .

4) The characteristics and capabilities of the implementing agencies

The definition of the characteristics and capabilities of the implementing agency is covering bureaucratic structures, norms and patterns of relationships that occur within the bureaucracy, all of which will affect the implementation of a program.

(Subarsono, 2005: 101).

b. Policy Micro, Small and Medium Enterprises

MSME in the economy of Indonesia is a business group that has the greatest number and proven resistant to a wide range of economic crisis shocks. Criteria businesses included in the Micro, Small and Medium Enterprises has been regulated in a legal umbrella. Based on Law No. 20 Year 2008 on Micro, Small and Medium Enterprises (MSME) there are several criteria used to define the terms and criteria of Micro, Small and Medium Enterprises. According Rahmana (2008: 48), several institutions or agencies even provide its own definition in the Small and Medium Enterprises (MSME), including the Ministry of Cooperatives and Small and Medium Enterprises (Menekop and MSME), the Central Statistics Agency (BPS), the Minister of Finance Decree No. 316 / KMK.016 / 1994 dated June 27, 1994. the definition of MSME given vary between one another.

According to the Ministry of State Minister of Cooperatives and Small and Medium Enterprises, that the definition of small enterprises including Micro enterprises is a business entity that has a net worth of Rp 200.000.000 (two hundred million rupiah , excluding land and buildings, and has annual sales of Rp 1.000.000.000 (one billion rupiah). Meanwhile, Medium Enterprises (ME) is a business entity owned Indonesian citizens who have a net worth greater than Rp 200,000,000 until Rp 10.000.000.000, not including land and buildings.

The Criteria for Micro, Small and Medium Enterprises (MSME) according to Law number 20 year 2008 (UU No.20 Tahun 2008) are classified based on the amount of assets and turnover is owned by a business that is (in Indonesia currency) :

1. Micro Business Maks.50 Million Max. 300 Million

2. Small Business > 50 Million - 500 Million > 300 Million - 2.5 Billion

3. Medium Business > 500 Million - 10 Billion > 2.5 Billion - 50 Billion

c. Empowerment

Conceptually empowerment comes from the word "power" which means power. The Webster and Oxford English Dictionary (as cited in Sumaryadi, 2005: 98-99) provides two meanings of to empower namely: (a) to give power or authority to is give power to direct or delegate authority to other side, (b) to give ability or to enable is to provide the ability to give empowerment. This view holds that empowers means dividing the power of the people or groups in power to those who do not have it for a balance between rulers and ruled, so the outfit conditions not occur. The idea of empowerment, will not be separated from the concept of "power" itself. However, the concept of power here is not merely leads to power, but also on the strength, ability or potential more from within the person or group who are empowered.

Empowerment can also be interpreted as a goal and a process. For the purpose, empowerment is a state to be achieved, such as the people who have the power or authority and empowerment that leads to independence according to the types of power mentioned earlier.

In empowerment, engagement parties empowered so important that the purpose of empowerment can be achieved to the fullest. Programs that include the community, possess a number of purposes, namely that the aid effectively because in accordance with the will and recognize the abilities and needs, and increase empowerment (empowering) Persons empowered with experience designing,

implementing and accountable efforts to improve themselves and the economy (Kartasmita, 1996 : 249).

According Sennet & Cabb (as cited in Suharto, 1998: 209) This powerlessness is caused by several factors such as the lack of economic security, lack of political access, the lack of access to information and technology, lack of financial support as well as lack of education and training ". Theorists such as Seeman (1985), Seligman (1972), and Learner (1986) are summarized by Suharto believes that "powerlessness experienced by a group of people is a consequent of the internalization process resulting from their interactions with society. Groups of people who are less empowered considered themselves weak and powerless because they are think like that ". Seeman call it with alienation, Seligmen call it powerlessness and Learner termed it the surplus powerlessness.

Based on the review at above references, the nature of the development and empowerment of small businesses aimed at: (a) foster and enhance the ability of small businesses into the business a strong and independent, and can develop into a medium-sized business, (b) increase the role of small businesses in the formation of national product, the expansion of job opportunities and businesses, increase exports, and increased and equitable distribution of income to manifest itself as the backbone and strengthen structures

The government's policy for the development of MSME in the long term aims to improve potency and active participation of SMEs in the process of national development, especially in economic activities in order to achieve equitable development through the expansion of employment and income generation. Goals and fostering small

businesses are to increase the number of medium entrepreneurs and to create enterprises more strong and independent. So that economic actors can play a role in the national economy.

As for government policy related to the development of MSME, which are:

a. Capital assistance.

In general, the capital of SMEs are still weak, this contributed determines the success of development strategies and development in the field of capital, including how the government and the community to implement the concept of capital to help SMEs. Law No. 23 of 1999 (UU No.23 Tahun 1999) About Bank Indonesia answering these issues where there is some activities conduct by Bank Indonesia in assisting the development of small businesses one of which is Small Business Loan (KUK).

b. aspects of Partnership

Partnership refers to Mohr and Spekman (1994) is a strategic relationship that has been deliberately designed or constructed between companies to achieve the intended purpose, mutual benefit and mutual dependence is high. The partnership that the company will make an impact in terms of access to technology and new markets, offer products / services more broadly, economies of scale in research and product together, access to knowledge and a variety of risks (Powell as cited in Mohr and Spekman, 1994: 63) , The impact experienced by the company is gaining access to new technologies. This is especially true on a partnership between the companies that have different levels of technology. In addition to impacting on the acquisition of and access to technology, the partnership will essentially impact on access to new markets. This is especially true for companies that partnered to different

industries or complementarities and partnerships at the international or global level.

c. Institutional Aspects of Business Financing.

Interest institutional program is to facilitate, accelerate and expand small businesses access to productive resources to be able to take advantage of available opportunities and potential of local resources and adjusts its business scale in accordance with the demands of efficiency. Support system is built through development support institutions / business development service providers are affordable, the spread and quality to improve the access of small businesses to markets and productive resources, such as human resources, capital, markets, technology, and information, including a boost intermediation financial institutions for small businesses

The purpose and benefits of the research are: 1) To determine the policy implementation of small business empowerment weaving industry sector in Wajo. 2) To determine the potential development of the silk industry enterprises in Wajo. While the benefits of this research are: 1) Helping to benefit the development of science, especially the science of public administration with regard to small business empowerment policies silk weaving industry in Wajo. 2) Contribute empirical findings in the field of the study of public policy related to policy implementation of small business empowerment through various groups of observers in the field of empowerment in society, 3) Provide input for regional government in optimizing the empowerment of small businesses that have been made, so that it can be felt benefits the small entrepreneurs silk weaving industry in the area of Wajo.

RESEARCH METHODS

This research use descriptive research type with qualitative methods, which described how government policy in terms of policy implementation empowerment of the silk industry in Wajo. This study took place in the district of Tempe and Tanasitolo with the consideration that the two districts are populated more entrepreneurs weavers be compared to other districts, making it possible to perform more in-depth research will be widely available for comparison and data obtained.

The focus in this research is about the empowerment of small business policy implementation weaving industry in Wajo. These aspects are the focus of this research is; 1) the business climate; 2) partnership seeks; 3) institutional strengthening. The type of data that will be collected through this study include: 1) primary data, 2) secondary data. While the source of the data that is; businessman weaving silk obtain capital support from financial institutions. Data collection techniques in research methods: a) Observation b) Interview.

The data were then analyzed; a) To review all available data from various sources, such as interviews, observations that have been in written in the remarks field, and documentation, b) Presentation of data. Data that has been reduced and classified by group problem under study, so that the possibility of drawing conclusions (verification). c) Verification (conclusion). Researchers draw conclusions based on the theme of finding the meaning of the data collected. The analytical method used by the researchers in this study is intended to get a clear picture of the phenomenon of silk weaving Wajo employers in responding to the problem of their business development.

RESULTS AND DISCUSSION

1. Geographic Wajo Regency

Wajo regency with its capital Sengkang, located in the middle of South Sulawesi province with a distance of 242 km from the provincial capital, elongated in the direction of East Sea, with its geographical position between $39^{\circ} 3' - 4^{\circ} 16' 53''$ latitude and $119^{\circ} - 120^{\circ} 27'$ BT. Capital City Wajo Sengkang dubbed the trading city whose population is happy in the world of commerce. This is evidenced by the appearance of actors engaged in wholesale business that serves traders from the surrounding district, as Soppeng, Bone and Sidrap. The traders from other districts usually buy merchandise directly in Makassar, but lately traders more like shopping in the City Sengkang is because the price of the merchandise equal to Makassar, there is even the price is below the price sold in Makassar.

2. Small Business Empowerment Policy Implementation Silk Weaving Industry in Wajo

Government Wajo in empowering small businesses can not be separated from the mechanisms and commitments that have been outlined by the central government with reference to the Law Empowerment Policy of Small Business No. 20 of 2008, then describes in the form of Regional Regulation Wajo District No. 6 of 2008 about Organization and work procedure of the Regional Office of Wajo previously established by Regional Regulation number 15 of 2001 about the establishment of organizational structure and working procedures of the Department of Cooperatives MSME, Trade and Industry. In carrying out the work program of each agency still refer to the Strategic Plan have been made before, namely Strategic Plan of

the Department of Cooperatives MSME, Trade and Industry Wajo Regency Year 2009-2014 based on the Law No. 20 of 2008 (UU No.20 Tahun 2008) about the empowerment of MSME.

Direction of government policy in the area of small business development is essentially devoted to the pursuit of high economic growth areas, employment, increased competitiveness and included business development that is friendly to the environment. Therefore, the Government Wajo in developing small business is always guided by the Law Small Business Empowerment, as the researcher outlines as follows:

1. Fostering a conducive business climate, aimed at providing equal opportunities to the people and businesses in developing its business, including access to productive resources. More emphasis on regulatory aspects addressed. Various regional regulations have been implemented by the Regional Government with regard to the empowerment of small businesses which are separating a few department. formerly Department of Cooperatives, MSME, Trade and Industry become one department, and then split into two departments, namely the Department of Industry, Cooperatives, MSME became one department and the Department of Trade became the Department of Trade and Markets Management and add again one department that related with empowerment of MSME, namely the Department of Licensing.
2. Increase access to financial resources, which is a classic

problem. In relation to the capital, the government Wajo cooperation with various financial institutions, both banks and financial institutions non-banking financial institutions. In addition through the banking system, the government is also encouraging the utilization optimization SOE profits. The government also continued to allocate part of the budget for the retrofitting of small businesses through cooperatives, to provide support in serving the needs of funding for small businesses. Financial support is a stimulant for small businesses to simplify operational processes in running the business, such support is also a big push from the government to small businesses as a pillar of the economy can be run with the maximum. As for financial support made by financial institutions, both banks and non bank institutions provide credit facilities in the form of capital credit in the amount of Rp 50.000.000 to Rp 1.000.000.000 which have the potential business activities to be developed.

3. The study conducted showed that the greatest obstacle of small businesses is a limited market. With such a limited market, is certainly difficult to expect MSME to develop marketing and capitalization of capital independently. As a result, MSME stagnated and only a few are able to achieve large scale, because this issue affects the size of a small business product marketing, both in the domestic and international markets.
4. One of fostering regional business development undertaken by the

Government of Wajo is doing promotional activities for small businesses in various forms of promotional activities, whether carried out at home and abroad with the hope to increase turnover and profits of the employers. The research findings, obtained information that forms of promotion have been followed by several small businesses, both at the district, provincial, national, and international, namely in the form of exhibition, Mission / Contacts Trade and Business Meeting. Forms of business promotion is most often followed by businessmen from Wajo is the sale in the form of an exhibition held by MSME at the provincial level, both the exhibition in the framework of exhibition development, and exhibitions conducted by government and private agencies.

Based on the Wajo Central Bureau of Statistic In 2013, the condition of small business period 2013 to 2014 showed a positive development. During this period, the contribution of small businesses to the gross domestic product averaged 56.04 percent. By sector activity small businesses dominate agriculture, construction, trade, hotels and restaurants. These sectors are the sectors most labor-intensive. The ability of the business sector in creating added value are very different from one group to another and reflect the characteristics of their respective businesses. BPS data in 2013 showed that of the total 43.22 million units of small businesses in 2013 increased by 1.61 percent, and the number is the largest part businesses in Wajo.

For industrial activity has yet to show a meaningful contribution in supporting the economy in Wajo. Most of the existing industries are located in the district of Tempe and Tanasitolo, the industrial base is in the field of clothing (silk). As the largest silk producer in the province of South Sulawesi, Wajo well-known as "silk manufacturers". Location marketing is Makassar up out of the country. Nevertheless, the activities of the silk industry has not shown a meaningful contribution to the regional economy, particularly the industrial sector. This is understandable because the network marketing directly to the provincial capital and local economic impact that can be felt is its impact on other sectors, especially the trade and transport.

Given the market share of silk fabrics Wajo not only marketed in Sengkang and Makassar, but also to several cities in Java, such as Cirebon, Pekalongan, Solo and Yogyakarta. In fact it has become the export product and the target of many well-known designers. The price also varies, which is determined by the motives and quality fabrics. This proves that one of the industrial centers, especially centers of the weaving industry is labor-intensive and became one of the mainstays that contribute positively to regional revenue Wajo. When the center is managed by the weaving industry development model integrated industrial centers in the form of area equipped with supporting facilities of business, then it is possible, especially in the field of local revenue centers of the weaving industry makes one of the largest regional income in Wajo.

Based on the research findings have been analyzed previously, then the next is described further in the discussion of the research that the government in this case

the agencies involved in the problem of small business empowerment in control in implementing policies empowering small businesses will have an impact on the business development of weaving when the government able to facilitate all the support needed by small entrepreneurs engaged in the weaving business including; a) the provision of business location and strategic market, b) the reduction or elimination of charges and other levies on the private sector, c) encourage the formal sector to help small entrepreneurs, d) granting business permits fast and cheap, e) development of business in the form of education and skills training, f) marketing assistance, production and management, g) eliminating bureaucratic and administrative barriers, h) access to infrastructure, and i) access to other economic resources.

While the pattern of development of silk weaving region centered at a township name Sempangge not give color or characteristic as silk weaving the development of industrial estates, industrial park craft bag in Sidoarjo. While Wajo has always been known as the largest producer of silk fabrics in Indonesia and even in foreign countries that should already have a complete silk department industries. The government's policy in building silk industries area still half-hearted, the government should build settlements silk market in the specific area that is equipped with various facilities in it that could give appeal to a seekers sarong that made from silk, such as houses of the village artisans and sellers of silk sarongs. Even employers in the region are woven want inns or cafés can be occupied for the rest of the visitors.

One of the weaknesses in the silk business development in Wajo is a partnership issue that has not been felt by employers, so that prices can be pushed around by people who

have the capital, the main raw material supply in the form of a seasonal play. Silk raw material imported from Enrekang and Soppeng, while for spinning and weaver was done in Wajo, because only Wajo people who have the skill to weave silk than other regency.

Financial institutions and state enterprises, as institutions that facilitate the provision of capital in the form of loans is expected to ease with do not prioritize the collateral or guarantees, but the business cycle and behavior of entrepreneurs is committed to conducting its business activities. Things that are needed by small businesses, namely, a) convenient and adequate access to credit and other input factors, b) low-interest loan

CONCLUSIONS AND RECOMMENDATIONS

Judging from the policy implementation program empowering small businesses weaving silk, particularly infrastructure development program has not developed its full potential, due to the policy aspect settlement means silk in the village Sempangge not been able to encourage economic growth entrepreneurs silk weaving. This is because the facilities provided by the Government relating to inadequate weaving business activities as expected by employers weaving. On the other hand policies to expand the business climate in the aspects of the partnership, the banks are already well underway. Marketing silk still faces a complicated chain, but the business promotion policy has been implemented through various times in exhibitions both at national and international levels.

All the agencies concerned with the empowerment of small businesses should be the leading sector in the field of small

business empowerment, and so we need a policy on mapping potential locations of the program will be selected by taking into account the linkages between the concept of the region as well as aspects of Human Resources that promote aspects of the business climate and increase the growth of entrepreneurial insight. To better accommodate the interests of small business development, it is necessary to issue regulations more special area set up mechanisms for the management of small businesses ranging from the mechanism of the establishment of a business license, the arrangement location of the business, the growth of the business climate, the partnership seeks, institutional strengthening business financing in order to build synergy and connectivity between the government and entrepreneurs.

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Maintaining the Safe Zone: Spiritual Potential and Green Policy

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Abstract : The simple concept of life in Indonesia is unity. Visible unity today is we have reached a point in history where we are in grave danger of destroying Earth's life sustaining capacity with a spiritual crisis capable of inflicting disharmony relationship between humans and nature. We can see the proof evident are in the differences in point of view that is not communicated properly which can lead to conflict of stakeholders nation in making environmental policies in Indonesia. In order to resolve such environmental issues, Indonesian must examine and reassess their underlying attitudes and beliefs about the earth, and their spiritual as well as physical responsibilities toward the planet. Spiritual ecology and Green government is a direct response to the mounting calls for a paradigm shift in the way humans relate to the natural environment. This Paper offers a new set of solutions by proposing a compelling new synthesis of environmental protection in Indonesia based on Green government with examining reviews beliefs and values to see how they relate to nature in a multitude of diverse approaches under the rubric of spiritual ecology. The implementation of Green government in Indonesia must be addressed with making a model of governmental affairs division of ecologically oriented towards green forms of government added the principle of the division of government functions that implement the money follow function correlated with the principles of ecological function characteristic. Thus, ecological renewal and sustainability necessarily depends upon spiritual awareness and Indonesia government attitude of responsibility.

Keywords: Spiritual ecology, Green government, disharmony, sustainability, government

Introduction

Policy is an instrument of government, not only in the sense of government which concerns only the state apparatus, but also governance that touch the management of public resources.¹ This means that a policy which contain provisions or government decisions are considered to be able to bring about positive impacts to the lives of its citizens. Bridgemen and Davis (2004: 4-7) explains that public policy has at least three dimensions are intertwined, namely as an objective, as the selection of the legal action or lawfully (authoritative choice), and as a hypothesis. ² Public policy is a means to an decision, meaning that public policy is concatenation of government action designed to achieve certain results expected by the public as a government constituent. Selection policy actions are legal or authoritative because it was made by institutions that have legitimacy within the government system. Policies are made based on the theory, models or hypotheses about cause and effect. Policies always rely on assumptions about the behavior. Policy always contains incentives that encourage people to do something.

In relation to public policy and the government's role in it of course subject to the conditions and situations that exist in real terms. As we know that in every country, the government's role in leading

the organization into a nation are very important. The role of government in the country, including in Indonesia at least consist five important things are:

1. Keeping the sovereignty of the nation
2. Making public policy
3. The provision of public services
4. Guard sustainability of the country, as well as
5. Maintain harmony and dynamics of the nation. ³

In connection with the government on the fourth point which is preserving the regions of the country, the government needs to be proactive in guarding, maintaining, and preserving the country's territory. Proactive in the sense that in public policy-in the national, regional, and local always be pro-environment. Long-term public policy, having regard to the importance of the environment in a holistic manner. Proactive in the sense that a policy consistently run pro-environment, so it is not distorted in its implementation because of the influence of those who have short-term interests, which in turn will destroy the environment. ⁴

As we know that the term environment Literally translates to "Life Environment", but in reality is more widely referred to as (Environment). The environment is not only to discuss the man and his environment but also animal (fauna) and plants (flora) with its environment in an effort to realize the

¹ Edi Suharto, PhD, *Kebijakan Sosial sebagai Kebijakan Publik*, Bandung,: Alfabeta, 2007 ,page 3.

² Ibid, page 5

³ Sadu Wasistiono, *Pengantar Ekologi Pemerintahan edisi revisi*, Bandung : IPDN Press, 2013, page 162

⁴ Ibid

livelihood or biosphere. According to Emil Salim (1982: 14-15), giving the opinion that the environment means any property, the state conditions, and the effect that there is in the room were occupied and affect living things, including human life. In this case the space limit in the sense of the environment can be very broad, but for practical purposes can be limited space environment with factors that can reach humans e.g. natural factors, political factors, economic factors, social factors and others. The environment also be interpreted everything around an object affect each other.⁵

The opinion was reinforced in the Law of the Republic of Indonesia Number 32 of 2009 on the Protection and Management of the Environment in article 1, paragraph (1) that "The environment is a unity with all things space, power, state, and living creatures, including humans and their behavior, affecting the nature itself, the continuity of livelihood, and welfare of human beings and other living creatures. But in fact people are less able to translate the importance of the environment."⁶

In years past, economists increasingly realize how important implications caused by a variety of environmental problems. Against the successes of economic development efforts. Attitude that is not responsive environmental conditions in people's lives, causing damage and environmental degradation also can decrease the rate of economic growth

⁵ F. Gunarwan Suratmo, *Analisis Mengenai Dampak Lingkungan*, Yogyakarta : Gadjah Mada University Press, 1995, page 3

⁶ Regulation Number 32 year 2009 about Environment

because of the high cost burden born by developing countries such as Indonesia due to the level of productivity of natural resources are diminishing health-related problems.⁷

Research Methods

In this paper, the method used to analyze this issue is as follows. there are three aspects related to data management and data analysis proposed by Levine (1985), Wolfe (1992), and Huberman and Miles (1994), which are summarized as follows:

1. A system that ensures high-quality accessibility to the data.
2. Documentation of any analysis that is Carried out; and
3. Retention and protection of the data and related analysis of documents after the study has been completed.

According to Miles and Huberman are measures of data analysis is divided into three phases:

1. Data Reduction

In qualitative research, data reduction does not necessarily refer to quantifying the nominal data. Qualitative Data needs to be reduced and transformed in order to make it more readily accessible, understandable, and to draw out various themes and patterns. Data reduction acknowledges the voluminous

⁷ Michael P. Todaro dan Stephen C. Smith, *Pembangunan Ekonomi Edisi Ke Sembilan*, Jakarta : Erlangga, 2006,page 562

nature of qualitative data is in the raw. It directs attention to the need for focusing, simplifying, and transforming of raw data into a more manageable form.

In qualitative research, data reduction measure does not necessarily refer to the nominal data. Qualitative data needs to be reduced and altered to make it more accessible, understandable, and draw out various themes and patterns. Data reduction recognizes the bold nature of qualitative data in the raw. Directing attention to the need to focus, simplify, and transform raw data into a form that is more easily managed.

2. Data Display (Data Presentation)

The notion of a data display is intended to convey the idea that the data are presented as an organized, compressed assembly of information that permits conclusions to be drawn analytically. Displays may involve; tables of the data; tally sheets of themes; summaries or proportions of various statements, phrases, or terms; and similarly reduced and transformed groupings of data.

The idea of the display data is intended to convey the idea of the data presented organized, compressed assembly of information that enables analytical conclusions to be drawn. Displays may involve data table; theme tally sheets; summary or the proportion of the various statements, phrases, or terms; and also reduced and changed grouping of data.

3. Conclusions and Verification

On the last analysis, we will discuss activity is conclusion drawing and verification. Throughout the research process, the investigator has been making various evaluations and decisions are informed about the study and the data. Sometimes Reviews These have been made on the basis of the material found in the existing literature (as the researcher spirals back and forth to the literature).

Conclusions and Verification. During the study investigators have made evaluations and decisions about the study of information and data. Sometimes this has been made on the basis of the material found in the existing literature (as researchers spiral back and forth to the literature).⁸

Sustainable Development Commitment

Damage to the environment is even a common problem found in all regions in Indonesia. In the review reports of environmental degradation and climate change in 2013 stated that environmental issues are still a chore for us together.⁹ A number of events and issues have become our common agenda to address and overcome the present and the future. Some actual issues and community concerns, including about floods, land and forest

⁸ Bruce L. Berg, *Qualitative Research Methods for the Social Sciences Fourth Edition*, Allyn & Bacon, Boston, 2001, page 35-36

⁹ Cited Kilas Berita : Penataan Regulasi Pengelolaan Sampah "Review Laporan Kerusakan Lingkungan dan Perubahan iklim tahun 2013 sebagai bahan penyusunan RPJMN Tahun 2015-2019" (26 Juni 2014) pada website Kementerian Lingkungan Hidup (www.menlh.go.id/review-laporan-kerusakan-lingkungan-dan-perubahan-iklim-tahun-2013-sebagai-penyusunan-rpjm-tahun-2015-2019/) accessed on Friday , 25 September 2015

fires, global warming, land degradation due to mining. Key Performance Index KLH is the Environmental Pollution Control, Environmental Degradation Control and Capacity Building.

Sustainable development will only be achieved if human needs and the capacity of the natural resources of renewable in equilibrium, over time, in other words sustainable development can be realized if management and utilization of natural resources for the benefit of people today can guarantee sustainability in the future. As it is known that the current economic growth is increasingly marked by the opening of land for industry resulting in a change of use of agricultural land into industrial areas of new industrial and residential areas.

Based on the Sustainable Development Goals, at the United Nations Sustainable Development Summit on 25 September 2015, world leaders Adopted the 2030 Agenda for Sustainable Development, the which includes a set of 17 Sustainable Development Goals (SDGs) to end poverty, fight inequality and Injustice, and tackle climate change by 2030.¹⁰ Mentioned on points to 12 i.e. Ensure sustainable consumption and production patterns are the target in 2020¹¹, Achieve the environmentally sound management of chemicals and wastes throughout all Reviews their life cycle, in

accordance with the agreed international frameworks, and Significantly reduce Reviews their release to air, water and soil in order to minimize Reviews their adverse impacts on human health and the environment. This means that by 2020, is expected to achieve environmentally friendly management of chemicals and all wastes throughout their life cycle, in accordance with the framework of internationally agreed, and significantly reducing their release into the air, water and soil to minimize the adverse impact on human health and the environment.¹² So to make it happen need to be implemented in a synergistic effort between the government and the public.

In Law No. 25 of 2004 on National Development Planning System elaborated further with the various laws and regulations each region in order to set the Long Term Development Plan and the Medium Term Development Plan. National Long Term Development Plan regulated in Law Number 17 Year 2007 on the National Long Term Development Plan for Years 2005-2015. In Chapter II regulates the General Conditions, the letter I found the chapter that speaks of Natural Resources and Environment. In it there is a recognition that: "the management of natural resources is still ongoing and still ignores environmental sustainability so that the environmental carrying capacity decreases and the availability of natural resources depleted".¹³ Furthermore, in chapter III, which speaks about the vision and mission of the National

¹⁰ Cited from :
<http://www.undp.org/content/undp/en/home/mgoverview/post-2015-development-agenda.html> accessed on Tuesday, 30 November 2015

¹¹ Cited from : <http://www.theguardian.com/global-development/2015/jan/19/sustainable-development-goals-united-nations> accessed on Tuesday, 30 November 2015

¹² Cited from :
<https://sustainabledevelopment.un.org/>
accessed on Tuesday, 30 November 2015

¹³ Constitution Number 17 year 2007 about RPJMN (Medium Term National Development Plan) Year 2005-2025, Chapter II alphabet I ,page 33

Development 2005-2025, set out eight missions, one of them is the mission points to six, titled "Realizing Indonesia beautiful and everlasting". The contents of the six missions to the following ..

Realizing Indonesia beautiful and sustainable is to improve the management of the implementation of development that can maintain a balance between the use, sustainability, availability and use of natural resources and the environment while maintaining the functions, capacity and comfort in life in the present and the future, through the utilization with a harmonious space for residential use. socio-economic activities, and conservation efforts; improve the economic utilization of natural resources and environmentally sustainable; improve the management of natural resources and the environment to support the quality of life; provide beauty and comfort of life; and to improve the maintenance and use of biodiversity as the basic capital development.¹⁴

Nowadays environmental problems quite often discussed. As is well known that the ozone layer is now dwindling. With the continued depletion layer, it is feared if this layer does not exist or disappear altogether from the universe. Without the ozone layer so many negative consequences that could befall living creatures on this earth, among others: the diseases will spread rampant, erratic weather, global warming, even the loss of an area due to be the melting of ice in the North Pole and South. The universe only waiting period demise alone. Indeed, many ways to be chosen to address this issue. Scientists provide inputs to address this

issue in accordance with a scientific background. The writers did not miss to participate in tackling the problems that have been widely reported in recent years.

For example, Causes and Impacts of Local Environment

1. Drought: drought is a shortage of water caused water sources can not provide the water needs of humans and other living beings. Impact: cause interruptions health, food shortages.
2. Flood: a natural phenomenon when the river can not accommodate the overflow of rainwater. It all can happen because of forage retaining flowing water is reduced. Impact: interruptions health, skin diseases, human activity is inhibited, a decrease in food productivity, etc.
3. Avalanche: is the erosion of land by the water run-off because of reduced water retention. Impacts: damage to residences, fields, rice paddies, disrupt the economy and transport activities
4. Beach erosion: soil erosion coastal plains due to sea waves. Impact: causing damage to dwellings and the loss of economic potential such as tourism activities.
5. Seawater intrusion: sea water (salt) filling the basement has been widely used by humans and not their custody sea water intrusion such as mangrove areas. Impacts: the shortage of

¹⁴ *Ibid*, page 40

fresh water, and damage the health.¹⁵

It also can be known about environmental issues and effects at the national level is as follows :

1. Fires: The process of forest fires can occur by natural or manmade. fire by humans is usually due to land clearing for plantation Impacts: counts the contribution of CO₂ in the air, loss of biodiversity, the smoke produced can damage the health and the smoke can affect other countries. Not only at the local but to neighboring countries were also affected.
2. Offshore oil pollution: the result of the exploitation of oil transported by tanker to a petroleum processing. Offshore oil pollution caused by leaking storage system or a sinking ship that caused a release of oil into the waters. Impact: The resulting waste can be spread depending on sea waves. Can have an impact to several countries, resulting in the closing of the sea surface layer that causes the penetration of the sun decrease cause impaired photosynthesis, oxygen binding, and can cause the death of marine organisms.¹⁶

Environmental problems not only at local and national levels. But all the environmental problems that occur at local and national levels also

contribute to the problem at the global level. Here are a few problems:

1. Global Warming: Global Warming is basically a phenomenon of global temperature increase from year to year because of the greenhouse effect caused by increased carbon dioxide, gas emission, methane, dinitroxide, and CFC so that solar energy captured in the earth's atmosphere. Impact on the biophysical environment: melting polar ice caps, rising sea water quality, the expansion of deserts, increasing rain and flooding, climate change, extinction of flora and fauna, fauna and pest migration. Impact on the socio-economic activity: disorders of the coast and the town beach, disruption to infrastructure functions as roads, ports and airports. A disturbance in the residential, agricultural productivity interruptions. Increased risk of cancer and disease

2. Ozone Layer Depletion: the influence of ultraviolet radiation stratosphere layer, CFCs decompose and liberate chlorine atoms. Chlorine will accelerate decipherments ozone into oxygen gas resulting greenhouse effect. Some of the other atoms that contain bromine such as metal bromide and halon also increase decomposition of ozone. Impact for living things: more cases of skin cancer melanoma which can cause death, increase the incidence of cataracts in the eye and eye cancer, hampering the immune humans (immune), decreased production of corn, the increase in air temperature and mortality in wild animals, etc.

3. Acid Rain: The process of industrial revolution resulted in the

¹⁵ Cited from : Himpunan Pemerhati Lingkungan Hidup Indonesia (Association Of Indonesian Environmental Observers) by <http://www.hpli.org/isu.php> accessed on Tuesday, 26 April 2016

¹⁶ *Ibid*

emergence of air pollution substances. The air pollution can react rainwater and dropped into acid compounds. Impacts: the corrosion process becomes faster, irritation of the skin, the respiratory system, causing acidification of the soil.

4. Population growth: population growth that follows growth world an environmental problem. Impacts: the population growth will lead to increased demands on natural resources and space.

5. Desertification: a desertification, lowering ability mainland. In the process of desertification productivity reduction process occurs gradually and land depletion upper part due to human activity and climate varied as droughts and floods. Impact: The impact initially but now local environmental issues already have global impact and caused an increasing critical land on the earth so that the catcher CO₂ becomes less and less.

6. The decline in biodiversity: is a multifaceted kind of living species. Not only represents the number in the region, including the uniqueness of species, genes and ecosystems is a natural resource that can be renewed. Impacts: since biodiversity is to own a great potential for good in human health, food and economic

7. Pollution B3 (Hazardous and Toxic Materials): material which has a chemical identified one or more of characteristic explosive, flammable, is reactive, toxic, different causes of infection, are corrosive. Impact: once only locally but is now among countries also do the exchange process and waste on the high seas.

And if it all happened so hazardous and toxic waste may be acute until the death of living creatures.¹⁷

Spiritual Potential Resolves Environment Crisis

In order to resolve natural crisis we can see in order perspective. Everyone has it spiritual potential for emerging field in religion, conservation, and academia recognizing that there is a spiritual facet to all issues related to conservation, environmentalism, and earth stewardship. We can use these as the nature protection which working in the arena of Spiritual Ecology further suggest that there is a critical need to recognize and address the spiritual dynamics at the root of environmental degradation. these are what we call with spiritual ecology.

Proponents of Spiritual Ecology assert a need for contemporary conservation work to include spiritual elements and for contemporary religion and spirituality to include awareness of and engagement in ecological issues.

Despite the disparate arenas of study and practice, the principles of spiritual ecology are simple: In order to resolve such environmental issues as depletion of species, global warming, and over-consumption, humanity must examine and reassess our underlying attitudes and beliefs about the earth, and our spiritual responsibilities toward the planet. U.S. Advisor on climate change, James Gustave Speth, said: "I

¹⁷ *Ibid*

used to think that top environmental problems were biodiversity loss, ecosystem collapse and climate change. I thought that thirty years of good science could address these problems. I was wrong. The top environmental problems are selfishness, greed and apathy, and to deal with these we need a cultural and spiritual transformation."¹⁸

The difference between this spiritually-oriented ecology and a religious approach to ecology can be seen as analogous to how the Inter-spiritual Movement moves beyond interfaith and interreligious dialogue to focus on the actual experience of spiritual principles and practices. Spiritual ecology similarly explores the importance of this experiential spiritual dimension in relation to our present ecological crisis.

The Engaged Buddhist teacher Thich Nhat Hanh speaks of the importance of mindfulness in taking care of our Mother Earth, and how the highest form of prayer is real communion with the Earth. Sandra Ingerman offers shamanic healing as a way of reversing pollution in *Medicine for the Earth*. Franciscan monk Richard Rohr emphasizes the need to experience the whole world as a divine incarnation. Sufi mystic Llewellyn Vaughan-Lee directs our attention not just to the suffering of the physical world, but also its interior spiritual self, or *anima mundi* (world soul). Bill Plotkin

and others are involved in the work of finding within nature the reconnection with our soul and the world soul. These are just a few of the many different ways practitioners of spiritual ecology within different spiritual traditions and disciplines bring our awareness back to the sacred nature of creation.

For that by basing itself on the theory of ethics biocentrism, Eco centrism, a theory of natural rights, and ecofeminism¹⁹, can be formulated several moral principles that are relevant to the environment as follows:

1. Respect for nature

Regardless of differences in viewpoint between anthropocentrism, biocentrism, Eco centrism, and ecofeminism, all theories of environmental ethics are equally recognize that the universe needs to be respected. Respect for nature is a basic principle for humans as part of the universe entirely. In other words, nature has a right to be respected, not only because human life depends on nature. But mainly because of the ontological fact that humans are part of nature, humans are members of an ecological community.²⁰

2. Moral Responsibility for Nature

Responsibility towards nature is not only individual but also collective. The principle of moral responsibility demanded of man to take the initiative, effort, wisdom, and concerted action significantly to maintain the universe and everything

¹⁸ Crockett, Daniel. "Connection Will Be the Next Big Human Trend", *Huffington Post*, Aug 22, 2014.

¹⁹ A. Sonny Keraf, *Etika Lingkungan Hidup*, Jakarta : Kompas, 2010, page 166

²⁰ *Ibid*, 167-168

in it. It means that sustainability and environmental damage are the joint responsibility of all mankind. The concrete manifestation is that everyone must work together shoulder to shoulder to protect and conserve nature and all its contents.²¹

3. Cosmic Solidarity

Humans can sense what is perceived by other living beings in the universe. Humans can feel sad and sick when faced with the heartbreaking reality in the form of broken and the extinction of certain living creatures. Humans feel what is happening because people feel a part of nature. The principle of solidarity and to encourage people to save the environment, to save all this natural life. Because of the nature and all life within it have the same value as human beings.²²

4. Caring for Nature

The principle of compassion and care is a moral principle in one direction, towards others, without expecting anything in return. Not based on considerations of personal interest, but solely for the benefit of nature. What is interesting here is more love and care about nature, human beings will increasingly develop into a mature human being, as a person whose identity is strong. Because nature is turned, not only in a physical sense, but also in terms of mental and spiritual. Humans are growing with nature, with the character and personality of a calm, peaceful, compassionate,

comprehensive insights natural area, such as the democratic nature to accept and accommodate difference and diversity.²³

5. No Harm

Human beings have a moral obligation and responsibility towards nature, most people will not want to harm nature unnecessarily. Obligations and the soldier's attitude could take the form of minimal form of not doing harm or threaten the existence of other living creatures. Of course it is said Peter Singer that humans are allowed to take advantage of all the contents of the universe, including animals and plants, to meet their needs. It must be based on the principle that takes into account the limits of reasonable.²⁴

6. Live simply and in harmony with nature

As expressed by the relevant Naess be "simple in means, but rich in the standard of living" and a high quality of life. With the statement emphasized that the value, quality, good way of life is not wealth, means, and standard material. This means that the patterns of consumption and production of modern humans should be limited. There must be a limit point that can be tolerated by a relatively natural. The problem is: where the cutoff point is it? who should determine the limits? Morally the answer is easy: the man himself. At this level will require a movement together in a communal changing lifestyles together. Clearly, as long as we accept that the environmental damage caused by

²¹ *Ibid*, page 169

²² *Ibid*, page 171-172

²³ *Ibid*, page 172-173

²⁴ *Ibid*, page 173-175

human behavior materialistic, consumptive, and exploratory, simple moral principle of life that must be accepted as a new lifestyle. As long as this principle is not accepted, it is hard to successfully save our environment.²⁵

7. Justice

In this case, the principle of fairness mainly talking about equal access to all groups and members of the community to participate in determining the policy management of natural resources and conservation of nature, and the share in the utilization of natural resources or the universe entirely. Thus, the principle of fairness has entered the territory of political ecology, where the government is expected to open up opportunities and equal access to all groups and members of the public in determining policy, particularly in the environmental field. As we know that natural resources not only provide economic life, but also determines the culture, way of thinking and way of being. That means broken or loss of natural ecosystems around the community will directly cause damage and loss of culture, and in other words extinction their existence as human beings.²⁶

8. Democracy

The principle of democracy here is particularly relevant in the field of environment, especially in relation to policy making in the environmental field that determines good or bad, damaged or not, whether or not the environment is polluted. This is a

moral and political principle be guarantees for pro-environmental policies. Conversely, there are very big concerns that political life is not democratic and political system that does not guarantee democracy, would be harmful to the environment protection efforts. In this regard, democracy in the environmental field is to ensure that individuals and communities have the right to fight for their interests in the environmental field, to participate in defining policies in the environmental field, has the right to obtain accurate information (related to public policy) in the environmental field.²⁷

9. Moral Integrity

This principle is closely related to the environment. Because as long as public officials have no moral integrity, thereby abusing his power for personal interests and his group at the expense of the interests of society, the environment predictably be easily harmed. Of course this does not mean we give and expect everything to the government. Insistence, advocacy, and public pressure from civil society, through NGOs, the press, universities, professional groups could be a trigger for the government to seriously incorporate the environment into agenda major development at the national level, and to make regulations relating to the environment as rules that apply to everyday life.²⁸

Degradation of environmental awareness is already happening

²⁵ *Ibid*, page 175-176

²⁶ *Ibid*, page 176-179

²⁷ *Ibid*, page 179-181

²⁸ *Ibid*, page 182-184

everywhere, because of a lack of assertiveness government to enforce the rules in maintaining their environment. Surveillance and law enforcement in the field of the environment is an important factor of environmental protection and management that will largely determine the success of environmental protection and management, as well as answering the public's expectations about the importance of environmental protection. Importance regulations on supervision and enforcement on environmental issues is firm and tight into a kind of formal guarantees of realizing a good governance in the environmental field. This in turn will ensure success in the protection and management of the environment. This means, the failure of supervision and enforcement of the implementation of the planning, utilization, control and preservation of the environment is tantamount to our failure to implement environmental protection and management.²⁹

In the end, the implementation of Green government in Indonesia is crucial needed with making a model of governmental affairs division of ecologically oriented towards green forms of government added the principle of the division of government functions. Ecological renewal and sustainability necessarily depends upon spiritual awareness and Indonesia government attitude of responsibility are solution of Indonesia natural crisis from outside and spiritual ecology is the personal answer which relate to Green government success.

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THE IMPLEMENTATION OF THE POLICY OF E-ID CARD SERVICES IN NGAWI REGENCY

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Abstract

The policy of e-ID cards in Indonesia Nationally have been established since the enactment of Presidential Regulation No. 26/2009 on Implementation of National Identity Card Based on Citizen Identification Number Nationally and Home Affair Minister's Regulation No. 9/2011 on Guidelines for Issuance of National Identity Cards Based on Citizen Identity Number Nationally. However, the implementation may not meet to the policies. This research seeks to explore and describe the implementation of the policy of e-ID card at the office of Population and Civil Administration (PCR) that most responsible for implementing the policy in local government. The research was conducted with a qualitative approach to the type of exploratory and descriptive research. Locus of research at the Office of Population and Civil Registration in Ngawi Regency, that is one of the Regencies in East Java province roomates declared to be ready to implement e-ID card program in September 2014. Reseach was conducted in 2016, with the range time of research focus is in 2014-2016.

The result Showed that e-ID card serving at The Office of Population and Civil Registration in Ngawi Regency, had been conducted quite well by meeting the policy. People's satisfying level due to the quality of e-ID card serving, also was high enough. There were few constraints, Including inadequation of e-ID card tools, disturbances of network connections, the delay of providing the e-ID card blank form, less data at neighborhood unit level, long distance of unable people to come to service counter, as well as the low awareness of the importance of the e-ID card. But the Office of Population and Civil Registration in Ngawi Regency had sought to Overcome few of these constraints.

It is concluded that the implementation of e-ID card policy at the Office of Population and Civil Registration in Ngawi Regency, has been able to be conducted quite well in meeting the policy. Few constraints that still occur, can be addressed properly. Based on these results, it can be assumed that the implementation of the policy of e-ID card program in other regencies that have characteristics similar to Ngawi (Sampang, Kediri, Kediri city, Mojokerto and Pasuruan that in September 2014 declared as the regions roomates ready to run the e-ID card program), may be well enough too. Some recomendation can be proposed, that are: 1) conduct training for officer; 2) increase providing of device and material related to e-ID card service; and 3) increase the socialization to all people until neighborhood unit level; 4) increase transportation vehicle; and 5) increase quality of digital communication network.

Keywords:e-Citizen card, e-ID cards, policy implementation, public serving, Regency of Ngawi

A. INTRODUCTION

Public services in the field of population administration in Indonesia is mplemented under the provisions of Law Num. 24 of 2013 on the Amendment of the Law Num. 23 of 2006 concerning Population Administration, and Regulation of President of the Republic of

Indonesia Num. 112 of 2013 On the Fourth Amendment to the Regulation of President Num. 26 in 2009 concerning Implementation of National Identity Card (KTP) Based on Population Identification Number Nationally. Then, there are provision changes laid down in Regulation of President num. 26 of 2009

Article 10, that reads Non Electronic ID cards remain valid for residents who have not obtained an e-ID card until no later than December 31, 2014. The issuance of e-ID card program was nationally launched by the Ministry of Home affair of the Republic of Indonesia on February 2011.

e-ID card program is motivated by bad condition in conventional ID card-making system in Indonesia that allowing a person can have more than one identity card. This is due to the lack of a unified data base that collects the data from the entire people in Indonesia. Through this program, it is expected to be reached an national integrated database in order to give better public services for the people of Indonesia.

ID card based on Population Identification Number here in after called as KTP electronic (e-ID card), has the specifications and formats with a special security system. E-ID card is a must-has to be owned by every Indonesian citizen since e-ID card program was organized by the Ministry of Home Affairs. However manual ID card can still be used as long as has not been issued the e-ID cards for the citizens. The period of validity of e-ID car is a lifetime, as stipulated in Article 64 paragraph 7a Law No. 24 of 2013 concerning the Amendment of the Law No. 23 of 2006 concerning Population Administration.

In the implementation of the issuance of e-ID card for all citizens of Indonesia, then The Ministry of Home Affair organize the e-ID card program nationally, which is divided into two stages. The first stage was started in 2011 and ended on 30 April 2012 that covers 67 million people in 2.348 districts and 197 regencies/cities. While the second stage, covered 105 million people spread across 300 regencies/cities in Indonesia.

The implementation of e-ID in Ngawi included in the implementation of the first stage in 2011. To get this e-ID card, citizens in Ngawi is free of charge. This policy is in accordance with the Local Regulation of

Ngawi Regency number 16 of 2014 concerning the revocation of Local Regulation of Ngawi Regency No. 10 of 2010 concerning Distribution and Reimbursement of Print cost of Identity Card and certificate of Civil Registry.

In the implementation of national e-ID program is, Ngawi including one of districts that is considered ready to publish e-ID card in province of East Java. However, in practice there are some indications of such problems, that are: the distance factor of several districts to the regency capitol that more than 30 km, less fast service time, unavailability of blank form of e-ID card (Sinar Ngawi, August 20, 2015), and the damage of computing equipment. The various problems of the implementation of publishing e-ID card, meet the result of research conducted by Kurniati (2015: 32) as following quote: "Besides plagued with problems of equipment, human resources support was felt lacking. So when there is damage to the tool or problems in the process of recording an e-ID card, not all operators Able to resolve Reviews These problems". And also meet to result of reseach by Nazaruddin (2013) that conduct research in regency of Hulu Sungai Utara, one of regencies in South of Kalimantan province.

The result of assesment that include Ngawi Regency as one of Regencies in Est Java Province which was assesed to be ready to carry out the e-ID card program, and the fact that there were some indications of problems in implementation, are the essential background for the need to do research about how the implementation of policies on e-ID card in Ngawi. Therefore, this study was conducted. This reasearh has objective and benefits as writted below.

Objective

The objective of this research is to investigate the implementation of policies on e-ID card in Ngawi Regency and find the

various constraints faced in the implementation.

Benefits

The research is expected to provide the following benefits:

- a. In the repertoire of the theory, the results of this research can be used as input in the development of science of governance, especially with regard to e-government and more specifically in the service of e-ID card, as well as expected to be reference for further research in the study related to the population administration
- b. in practical terms, the results of this research can be input for the Office of Population and Civil Registration of Ngawi Regency in the improvement of ID-card service for the citizens.
- c. In the policy level, the results of this research can be an input in the improvement of policies on e-ID card services, both nationally and locally.

B. METHODS

The study was conducted by Qualitative and descriptive approach because in this study will attempt to describe what happens qualitatively as in the empirical fact (Sugiyono 2007 and Nasir, 2011) in the implementation of policies on e-ID card in Ngawi Regency and the various of the constraint in the implementation. According to Nazir (2011: 66) explains that "descriptive research aims to create a description, picture or painting in a systematic, factual and accurate on the facts, nature and the relationship between the phenomenon investigated".

Locus of research at the Office of Population and Civil Registration in Ngawi Regency, that is one of the Regencies in East Java province that declared to be ready to implement e-ID card program in September 2014. Other regencies that have

characteristics similar to Ngawi that in September 2014 declared as the regions that ready to run the e-ID card program were Sampang Regency, Kediri Regency, Kediri city, Mojokerto City and Pasuruan Regency. Ngawi Regency was chosen as locus, because the location of Ngawi Regency is the farthest from capitol of East java Province and can be categorized as the low class among other regencies/cities ready to run the e-ID card program, so if the implementation of e-ID Card in Ngawi Regency is quite well and meet the provisions that govern it, we could say that the implementation of e-ID in othe ready regencies and cities also quite well and meet the provision that govern them.

Research was conducted in 2016, with the range time of research focus is in 2014-2016. Data collecting were conducted by this techniques:

- a. interview

in this study, interviews were conducted with several informants follows:

 - 1) Head Office of Population and Civil Registration of Ngawi Regency.
 - 2) Service operator particularly on e-ID card service in the Office of Population and Civil Registration of Ngawi Regency.
 - 3) People who come to the Office of Population and Civil Registration of Ngawi Regency to get e-ID card service.
- b. observations

observations made in this research were participant observation(Sugiyono,2014). In participant observation, researchers involved with the daily activities of people being observed.
- c. Documentation

Documentation technique was done through various archives, materials of official report that have relation to the research problem, the various legal which be base of the policies of e-ID card both national and local level, as well as a

variety of processes and procedures in the e-ID card in Ngawi Regency.

Qualitative method of Data analysis adopt the model of Miles and Huberman (Sugiyono, 2010) which includes the following steps: 1) data reduction; 2) data display; 3) conclusion. Some of the analytical techniques used in the presentation of the data (data display) in this research, including content analysis and triangulation analysis. Content analysis, was carried out on any policies related to the implementation of the e-ID card program, nationally under Regulation of President Number 26 of 2009 concerning Implementation of National Identity Card-based on Population Identification Number nationally and Minister Regulation number 9

of 2011 concerning Guidelines for issuance of Identity Cards by Parent Number of Population by National.

Operationalization of the concept as the focus of this research, is conducted with normative based approach, based on the result of content analysis of the policies in the Regulation of President the Republic of Indonesia Number 26 of 2009 concerning Implementation of National Identity Card-based on Population Identification Number and the regulation of Minister of Home Affairs No. 9 of 2011 concerning the Guidelines for Issuance of National Identity Cards based on Population Identification Number, nationally. Operationalization of the concept in this research, as in Table 1 below.

Table 1
Implementation of the concept of Policy Implementation Services e-ID Card

Concept	Dimension	Sub Dimension	Indicators
Implementation of policies on e-ID card (as stipulated in Regulation of President of the RI No. 26 of 2009 and Regulation of Minister of Home Affairs, num. 9 of 2011)	Issuance of Electronic Identity Card in mass program	- For citizen	- Procedure of issuance of ID cards Electronic in mass program for the citizen - Delivery of Electronic Identity Card - Storing of The Population Database (as stipulated in Article 3 of Reg. of MoHA 9/2011)
		- For foreigner (WNA)	- Procedure of issuance of Electronic Identity Card in mass production and publishing for a foreigner - Delivery of Electronic Identity Card - Storing of the Population Database (as stipulated in Article 3 of Reg. of MoHA 9/2011)
	Issuance of Electronic Identity Card regularly	- For citizen	- Procedure issuance of Electronic Identity Card abasis onregular for the citizen - Delivery of Electronic Identity Card - Storing of the Population Database (as stipulated in Article 5)
		- For foreigner (WNA)	- Procedure of issuance of Electronic Identity Card abasis onregular for a foreign - Delivery of Electronic Identity Card - Storing of the Population Database (as stipulated in Article 5 of Reg of MoHA 9/2011)
	Issuance of e-ID Card for residents who unable to come or report to the service counter		- Issuance of e-ID card for residents who can not afford to come / report to the service office (as stipulated in Article 7)

C. RESULTS AND DISCUSSION ON IMPLEMENTATION OF THE POLICY OF E-ID CARD SERVING IN NGAWI REGENCY, EAST JAVA PROVINCE

As the operationalization of the concept of this research as drawn in Table 1 above, the Implementation of the policy of e-ID Card Services will be observed in three dimensions: 1) the issuance of e-ID card in mass program; 2) Publishing E-ID card on regular program; and 3) Issuance of E-ID card for residents who can not afford to come /report to the office of population administration. Each implementation of the policies in all three dimensions, are discussed in each of the following sections. At the time the study was conducted, only the issuance of e-ID card regularly and issuance of E-ID card for residents who can not afford to come / report to the service office, which can be observed directly, because the issuance of e-ID cards in mass program had been completed.

The results showed that the implementation of policies on e-ID in Ngawi Regency on three dimensions is observed generally have been implemented as stipulated normatively. On the procedure of issuance of e-ID card in mass program, it is found the fact that the procedures have been done meet to the normative provisions that govern them. There are still about 13.5% of the citizens of Ngawi that have not been

published their e-ID card. On the **dimension of procedure of issuance of regular e-ID Card**, it is also found the fact that the policy has been implemented very well in accordance with the normative (well). On the **dimension of Issuance of E-ID card for residents who can not afford to come / report to the service office**, it is also found the fact that it have been has to do as the normative provisions govern them (properly).

From observations at dimensions of 1 (issuance of e-ID cards in mass program), it is found the the fact that the Office of Population and Civil Registration (Dispendukcapil) Ngawi Regency, East Java, recorded that more than ten thousands of the residents have not been recorded the individual data for issuance the e-ID, according to the provisions. From the total of the 681.573 people who are mandatoried to have an e-ID card, there are 73.062 people who have already recorded, and there are 18.973 people who have been recorded but have not been published their e-ID Card. These indicate that there are 10.72% of compulsory ID cards that have not been recording, and 13, 5% were not yet published his e-ID card.

The implementation of policies on e-ID card serving at the Office of Population and Civil Registration in Ngawi Regency, can be described completly as follows on table 2 below.

Table 2
Policy Implementation of e-ID Serving in Ngawi Regency

No	Dimensions / Category	Sub conclusions / summary of the characteristic dimensions	Analysis and conclusions
1	Issuance of e-ID card in mass program	Office of Population and Civil Registration of Ngawi Regency have been recorded and published the e-ID cards in mass program and have achieved 89.18% of the number of people required to have an e-ID card	Implementation of the issuance of e-ID cards in mass program by the office of Population and Civil Registration in Ngawi Regency, had been quite well.
2	Issuance of e-ID Card in regular program	residents who come to the e-ID Card service in regular program will be able to get the e-ID cards, if all the requirements (data) have been met. It can indicates that the insurance the e-ID Card in regular program, has been conducted well, as stipulated on the provision govern them.	Implementation of the issuance of e-ID card in regular program by the Office of Population and Civil Registration in Ngawi Regency, have been conducted quite well.
3	issuance of e-ID card for residents who can not afford to come / report to the service office	Officer of the Office of Population and Civil Registration in Ngawi Regency, went to the residents dwell and give service in data recording required to complete population database based on the characteristic of the residents.	Implementation of issuance of e-ID card for residents who are unable to come / report to the office of Population and Civil Registration in Ngawi Regency, have been conducted quite well.

Discussion of each of the dimensions/category is described in the section after this. In each of these dimensions is discussed the performance of each of the indicators / sub category and the results of triangulation analysis based on both of data sources and data collection techniques that include observation, interviews, and documentation.

C1. Implementation of the issuance of e-ID in Mass Program (for Indonesian citizens and foreigners)

Issuance of e-ID card in mass program is issuance of the new e-ID card, or replacement of ID card due to expire, move come, damaged or lost, together to all

people and simultaneously for data collection on population administration nationally in certain time organized in a crash program by Ministry of Home Affair. In is found the fact that the issuance e-ID card services in mass program in Ngawi Regency, just only have done for the citizen, since the issuance of e-ID card for foreigner in mass program has not been donem yet. Therefore, the description of the results of this research, just describes about the issuance of e-ID card in mass program for the citizen.

Issuance of the e-ID Card in mass program done by The Office of Population and Civil Registration in Ngawi Regency, have meet the provisions govern them as

stipulated on Regulation of MoHA No. 9 of 2011, such as the fact below:

a. Procedure for Issuance e-ID Card in mass program that had been conducted by The office of Population and Civil Registration in Ngawi Regency, as below:

- 1) Office of Population and Civil Registration
 - a) Published the list of citizen residents required to have an e-ID cards
 - b) Printed the summons / call letter based on the list of residents required to have an e-ID card
 - c) Delivered the summons printed to the residents to the village head or Urbanized sub-district head (Lurah) via Sub Office which have service area covered district area, or District Head, with assigning the minutes of hand over
- 2) Village Head and Urbanized Sub-District Head (Lurah)
 - a) Received the list of citizen residents required to have an e-ID and the prints of summons based on it, from the Head of District or the head of Sub-Office with district area covered
 - b) Made a Signature on the call letters that had been printed based on the list of citizen residents required to have an e-ID card
 - c) Arranged and made a call schedule for recording photographs, fingerprints, and signatures
 - d) Delivered call letter to citizen residents for recording photos, fingerprints and signatures through RT using a receipt.

3) Chairman of Neighborhood unit (CNU) (called as *Ketua RW* and *Ketua RT*)

Received the call letters and delivered to residents for recording photograph, fingerprints and signature, with assigning the note of receipt.

4) Citizen residents

a) Received a call letter from the CNU for recording photograph, fingerprints and signature in the service counter of e-ID card (or in the office of District)

b) Come to a service counter of an Electronic Identity Card (e-ID) for recording photograph, signature and fingerprints according to the call schedule, with bringing the call letter and the old conventional ID card for the resident who have had a conventional ID card.

b. Delivering e-ID card in issuance e-ID card in mass program by the Office of Population and Civil Registration in Ngawi Regency, as below:

1) Office of Population and Civil Registration (Sub Office of PCR) of Ngawi Regency received Electronic Identity Card (e-ID), which is personalized from the Ministry of Home Affairs (MoHA), and distributed to the Sub-Office of PCR with District area covered, according to the list and recapitulation of the list received.

2) Sub Office of PCR distributed to the Village Head or Lurah according to the recapitulation list received from the Office of PCR, then make carbon copies of the recapitulation list of e-ID card to the Head of District.

3) Village Head or Lurah Received e-ID card and a recapitulation list of e-ID card from the Sub Office of PCR and

made a notification letter to the CNU in order to inform citizens to perform matching of his fingerprints and to receive e-ID Card which had been printed by the MoHA.

- 4) CNU had received notification letter from the village head or Lurah, then informed the citizens to take the e-ID card which has been printed by MoHA
 - 5) Citizen residents received notification (call letter) and came to services counter of e-ID Card with bringing the call letter that have been signed and stamped for rechcking and re-matching the fingerprints on the e-ID card.
- c. Storing of the Population Database
Based on Regulation of MoHA No. 9 of 2011, the database of population that include the result of recording of photograph, fingerprints and signature and other data according to the resident had been stored into a database of population on-site service and recorded into the chip of e-ID Card. The local database then connected and sincronized with the data server at data center of MoHA.

Some constraints or obstacles encountered in the implementation of the issuance of e-ID cards in mass program in Ngawi Regency, as follows:

- a. Online connection network was slow, so the service e-ID card was often interrupted.
- b. operator did not have high skill in providing services of recording and validation of demographic data in mass program
- c. delay in providing of blank form of e-ID card and often have to spend long time in waiting the dropping of the blank for from the MoHA.

- d. the limited number of device for recording population database, then make the service takes a long time.

C2. Implementation of Issuance of e-ID Card in Regular Program

The issuance of e-ID cards in regular program, means as the publishing new e-ID Card, replacement due to expire, move come, damaged or lost, that can be done at any time after the crash program or mass program. Implementation of issuance of e-ID Card in regular program done by Office of PCR in Ngawi Regency, have been done meet to the provisions govern it, such as can be read on the Regulation of MoHA No. 9 of 2011. The fact of implementation, as described below:

a. Procedure for Issuance of e-ID Card in Regular Program

Citizen residents of Ngawi Regency that have been recorderd before (in any local or regional), can be report to the officer in service counter of e-ID card by filling out an application form and bringing the form of national identification number to the service counter. The form is completed with a photocopy of the family card, and migration/moving letter, and old e-ID cards for displaced resident. If old e-ID card is broken or lost, the requirement need the certificate of lost from the police office where the ID card has been lost. If the resident have not been recorded yet before, after submit the requirement, recording process should be done for the resident.

b. Delivering an e-ID Card

Printing and delivering e-ID card in regular program, can be done after residents bring the application form that includes:

- 1) number Population Identification
- 2) Photocopy of Family card

- 3) Letters moved and Electronic Identity Card for People displaced or Electronic Identity Card damaged for residents whose ID card is faulty or Letter loss of Police for residents who lost her identity card.

It takes short to middle time depend on number of person on the length of queue of the service counter.

- c. Storing of the Population Database
Based on Minister Regulation No. 9 of 2011, after Recording fingerprints and other population data in the issuance of e-ID Card in regular program, then done the storing of the population database. The results are stored into local population database in the place of service and recorded into the chip Electronic Identity Card. Population Database is also sincronized and stored in a national database of population at the data center of Ministry of Home Affairs.

Many constraints or obstacles encountered in the implementation of the issuance of e-ID card in regular program in Ngawi Regency, as follows:

- a. Printing e-ID card can only be served at the Regency level, there is no equipment at the district level so that the service is blocked.
- b. Blank form is not available in many number at service counter, so if the submission of e-ID card rise up unpredictable, the blank form will be lack
- c. low awareness of the important of e-ID card for people, so there are still many people who do not have e-ID card
- d. still found employees of the service counter, who go home before the the work hours exhausted.

C3. Implementation of Publishing Electronic Identity Card for residents who are unable to come or report to the Service Office

The terms of people who unable to come or report to the service counter, means as the people who have elderly or very old, physical disability, and critical or serious illness. This research found that Officer of the Office of PCR in Ngawi Regency, came to the hose of the people to provide publishing services of e-ID Card for them. So it can be concluded that the issuance of e-ID cards for residents who are unable to come / report to the office, has been implemented as normative provisions that govern it, such as stipulated on the Minister Regulation No. 9 of 2011 concerning Publishing guidelines Identity Card-Based Identity Number population Nationally Article 7. All activities start data recording, verification and validation, capturing and recording photograph, signature and fingerprint of the people until the publication of e-ID card, have been done directly in the shelter or house of residents who are unable to come or report to the service counter.

Few constraints or obstacles encountered in the implementation of the issuance of e-ID cards for residents who are unable to come or report to the service counter in Ngawi Regency, as follows:

- a. Data Collection from the neighborhood level less well, so the service of e-ID for residents who are unable to come or report to a service less than the maximum.
- b. the distance from service counter to the house of people who are unable to come or report to the service counter, is quite long or in remote area.

D. CONCLUSION AND RECOMMENDATION

From the discussions, it can be concluded that the implementation of e-ID card service done by The Office of Population and Civil Registration in Ngawi Regency (in East Java Province, Indonesia), has been conducted quite well according to the policies that govern them.

Some constraints still happen in implementation of e-ID card service, include:

- a. disturbance or unstability of Online connection network
- b. low skill of operator
- c. limited blank form of e-ID card and delay in providing them and waiting time of dropping the blank for from the MoHA
- d. the limited number of device for recording population database and printing device
- e. low awareness of the importance of e-ID card for people
- f. still found employees of the service counter, who go home before the the work hours exhausted
- c. Less Data from the neighborhood unit
- d. the long distance and remote area belongs to people who are unable to come or report to the service counter.

Some constraints or obstacles can be overcome quite well by the Office of PCR. But some obstacles that have more wide cover and higher cost, jus can be overcome by multi sector and multi level government in sincronized coordination.

Based on these results, it can be assumed that the implementation of policies on e-ID cards in several districts / cities which have almost identical characteristics (which in September 2014 was declared as an area that is ready to carry out services of e-ID) that are Sampang, Kediri, Kediri city, Mojokerto and Pasuruan, also quite well and meet to the provisions that govern them.

Some of the recommendations according to the conclusion, it can be proposed some actions, such as follows:

1. conduct training for officer related to the e-ID card service in providing excellent service to the people. This training includes attitude to face the community, physical performance, increasing the knowledge, speed, and accuracy in serving the e-ID card for the people
2. Increase providing of the devices and materials related to e-ID Card recording and printing, in order to increase the availability of the e-ID card device, quite well at each of the office of District in Ngawi Regency. If the devices have been available quite enough at the service counter of the office of each District, so people should not have to go to the Office of PCR located at the capitol of Ngawi Regency
3. Increase vehicle to raise mobility level of the officer to reach location even in the remote area
4. Increase socialization about the procedure and requirement related to the e-ID Card service. The socialization, need to be conducted until neighborhood unit level. People would get service faster and more accurate, if they know and prepare the requirement quite well
5. Increase device and bandwidth to raise the connectivity and digital communication from local network to national data center of MoHA.

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IMPLEMENTATION OF SANITATION CLINIC PROGRAM IN EAST LOMBOK REGENCY, PROVINCE OF WEST NUSA TENGGARA, INDONESIA

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Abstract

Public health can be influenced by environmental factors, behavior, health care, and heredity. The first three factors are easier to be found the solution rather than heredity. One of the efforts to improve the quality of the first three factors in East Lombok district has been implemented is the sanitation clinic program. Sanitation clinic program for the first time held in Indonesia by East Lombok Regency in 1995 which then have been followed by several other regencies in the province, then Province of East Java, South Sulawesi, South Sumatera, and South Kalimantan as well as other provinces in Indonesia. Although as a pioneer of sanitation clinic program, but the indicators of environmental health in East Lombok has not been good enough.

This research seeks to explore and describe the implementation of sanitation clinic program in East Lombok regency, especially in the district of Terara which is one of the most densely populated districts in East Lombok regency, and the constraints encountered in its implementation. The method used is qualitative explorative and descriptive research, with research locus in the District of Terara in East Lombok Regency. Data were collected by interview, observation and documentation.

It is concluded that the implementation of Sanitation Clinic Program (SCP) in Terara district, one of district in East Lombok regency, has not been implemented quite well and there are still many constraints encountered in its implementation. Some of the constraints include the budget for sanitation clinic program that is still limited and inadequate number of officers who are experts in the field of sanitation. It is recommended to conduct training and supervision of District Health Center (DHC) personnel in charge to SCP, so that the sanitation clinic program through the integrated efforts of environmental sanitation and the eradication of disease based on environment, can run well. And added enough budget to implement the program in accordance with the number of existing cases.

Keywords: Program Implementation, Sanitation Clinic, East Lombok Regency, Province of West Nusa Tenggara

A. INTRODUCTION

Health is a basic right for every individual and all citizens the right to obtain the same degree of health . Many factors affect the health (both of the individual and public health). Cited from Hendrik L. Blum (1974) in Soekidjo Notoatmojo, the factors are environmental, behavioral, health care, and heredity. Optimum Status of health can be achieved when these four factors together have been in optimum conditions.

When the one of the factors disturbed or not optimal condition, the health status will be shifted under optimum condition, too.

Based on the Regulation of Minister of Health Number 13 of 2015 concerning the Implementation of Environmental Health Services in District Health Center (DHC), on Article 2 which reads "Each DHC are obliged to implement Environmental Health Services, which is part of the comprehensive health care provided to patients ". According to the

regulation, so every DHC to carry out the public health service to the community in the district.

East Lombok Regency is one of the most densely populated district in the province of West Nusa Tenggara with the rate of population increase by 0.6% per year, and the total population of East Lombok district in 2014 amounted to 1,130,205 persons. This regency is the widest territory and highest population among 10 regencies in West Nusa Tenggara province. (CBS, 2014). There has been an increase in the construction of family latrine (water closet) and water supply each year in urban areas of the regency, but still not prevalently distributed. It influences the level of public environmental health still in low level, especially in rural areas. Regard to the time of starting the sanitation clinic program in 1995 that have more 20 years, and the environment health level still in low level, so it show that the result of the Sanitation Clinic Program (SHP) is not in good result. Although East Lombok is a pioneer of service activities sanitation clinic, but 85 of 192 total health workers in all health centers located in East Lombok regencies, in the field of sanitarian and public health, which is generally dominated by the nursing profession. This proves that there is still a low number of personnel who are experts in the field of sanitation and public health.

SCP is the development of program introduced by the DHC of Wanasaba in East Lombok regency of West Nusa Tenggara province in year of 1995. Furthermore, this program was followed by several DHCs in any DHCs in any onther provinces, formerly in East Java, South East Sulawesi, South Kalimantan, South Sumatra and South Kalimantan. Until 2004, the SCP program has spread throughout the provinces in Indonesia, has reached 23.4 % of all DHC in Indonesia (1,527 of 6521 DHCs in Indonesia (Aini, 2004 at the Department of Health, 2001).

Terara sub-district is one of the sub-district located in East Lombok regency, that consists of 10 villages with level of public health is still in low level. Although this district as the second district which has done the SCP after Wanasaba District, but still have many people with any diseases. There are many villages in low condition of sanitation because of the facilities and infrastructure to reach the village is still poor.

B. METHODS

This research is part of social research (Silalahi, 2006), that was be done with qualitative approach with inductive approach (Creswell, 2013). The specific method are descriptive and explorative method. According to social research methode, Ulber Silalahi in the book Social Research Methods (2006 : 11) says that the social research methods in a broad sense is a way and a systematic procedure and was organized to investigate a particular social problem with the intent to obtain information to be used as a solution to the problem. Creswell (2013: 4) explain about qualitative research, as cited below:

" Qualitative research is methods to explore and understand the meaning that the individual or group of people sejumlah ascribed social or humanitarian issues. This qualitative research process involves important efforts, such as asking questions and procedures, collect specific data and participants, analyze the data inductively from the themes that were particular to general themes, and interpret the meaning of data. The final report on this study has a flexible structure or framework. Anyone involved in this research form must implement a stylish perspective inductive research, focusing on the individual meanings, and found the meaning of the complexity problem ".

This research collects data, facts, and other evident in the subjects studied (social phenomenon) and analyze them to get deep understanding of the object of research to

find out what was going on. And then describe them to the report to have solution needed, and make inductive meaning to make wider solution to the similar condition of social phenomenon and problems.

Data collection techniques used are three techniques, namely :

1. Interview to the Chief of Medical Officer of East Lombok Regency, head of Disease Control and Environmental Health Development, 3 officer of the DHCs of Terara District that held responsibility in Community Sanitation, and 10 persons of Terara District who get the service of the Terara DHC
2. Observation by performing the direct observation of procedure and implementation of medical services in Terara DHC, especially in dicipline of the officer of DHC in SCP services, facility and infrastructures, and in location of the SCP services.

3. Documentation, that is done by collecting the documentation related the implementation of SCP in Terara District, the activities carried out by officers of sanitation clinic services.

Operationalization of the concept studied uses the concept of Hendrik L. Blum (that public health can be affected by environmental factors, behavior, health care, and heredity) and normative aspect regulated by the Ministry of Health of 2001 which says that "Service of sanitation clinic is a tools to address public health problems through integrated efforts of environmental health and disease eradication with elucidation, counseling and technical assistance from the attendant of DHCs. Clinical sanitation services not as a stand-alone unit, but as part of the DHC, working closely with other programs of related sectors in the working area of DHCs.

Table 1
Operationalization of Focus of Concept Studied

Focus of Concept studied	Category	Sub Category
Implementation of Sanitation Clinic Program	integrated efforts of environmental health trough elucidation, counseling and technical assistace	<ol style="list-style-type: none"> 1. Improvement of evironmental sanitation 2. Improvement of clean water quality 3. Improvement of family toilet 4. Improvement of environment cleanness
	Diseases Control through elucidation, counseling and technical assistance	<ol style="list-style-type: none"> 1. Improvement of healthful habit 2. Control of infectious diseases 3. improvement of disease eradication activities

C. RESULTS AND DISCUSSION

C1. Integrated Efforts Of Environmental Health

Integrated efforts of environmental health is the effort made by clinic sanitation staff in order to improve public health. This effort is done through elucidation, counseling and technical assistace of: 1) improvement of environmental sanitation; 2) improvement of clean water quality; and 3) improvement of family toilet/latrines. The complete result and

discussion about each of sub category, are described below.

From the discussion below, it can be shown that on the sub category improvement of environment sanitation, implementation of SCP has not been run well. On the sub category of improvement of quality of clean water, also can be shown that implementation of SCP has not been conducted well. And neither the result on the sub category of improvement of family

latrines/toilet. So it can be made sub conclusion that on the category of integrated effort on environment health, implementation of SCP in Terara District has not been conducted well by staff or officer of SPC with few constraints.

C1.1 Improvement of Environment Sanitation

From the research conducted, the improvement of environment sanitation in Terara District has not run well because of funding constraint. The local government of East Lombok Regency via District Head of Terara has not able to provide well the improvement of environment sanitation in Terara District. The limited funds owned by the region to implement environmental sanitation have an impact on society of Terara District that is unfulfilled on public sanitation. That is one of the causes of the low quality of sanitation in Terara District which should be able to be a role model for other district of East Lombok Regency, because Terara is the second district that run the Sanitation Clinic Program in East Lombok Regency, after the former of Wanasaba District. This limitation also cause the weak of technical assistace which can be tranfer to the society of Terara, especially in material and devices form related to the raising of environment sanitation quality.

The second cause is the limitation of human resources who have high expertise to conduct elucidation and counseling about environment sanitation to the community of Terara District. It is caused by the proffesional background of the staff of Sanitation Clinic Program are all from nurse education. They have little knowledge in environment sanitation and development of environment sanitation.

The effects of the limitations in Terara District are: 1) Still easy to find person who waste human garbage to the river; 2) easy to find environment with unpleasent smells, espesially in high density settelement; 3) easy to find garbage or trash scattered in

any settlement; 4) poor in providing garbage box or garbage dump in neighborhood.

C1.2 Improvement of Clean Water Quality

Water quality is important for everyday purposes, both for consumption and for other purposes. Some health problems often found in Indonesia are related to the water quality consumed by community in any purposes, ie for drinking, bathing, cooking and washing. In accordance with the drinking water quality targets for people in East Lombok regency is include 85 % people. This target was set by the Office of Health of East Lombok Regency for 2015. But it has not reached yet. So the spread of the disease due to the quality of water consumed by the people is still low, especially for people who are in the area Nearby river.

Improvement effort to raise the quality of clean water for people can be said that the last result is in low level. It is caused by limitation in fund to conduct elucidation, counseling, and technical assistance to raise awareness of the people to use clean water, to facilitate the people in providing the clean water for their families.

It is easy to found people use water from river directly to fulfill many daily uses, such as bathing, washing, and coocking. These indicate that the impact of the program, still in low level impact in dayly of people life.

C1.3 Improvement of Family toilet/latrines

As according to Hendrik L Blum (1974) in Soekidjo Notoatmojo (2007), there are four factors that can affect people's health, include environment, behavior, health care and heredity. These four factors are a major source of health problems, but the three factors are the esier factor to be improved by human. One of the efforts can be improved is improving the family latrine. The ideal conditions is at least one family one latrine.

The target of the Local Office of Health of East Lombok Regency on 2015 was 100% households with latrines. But in reality the target has not been reached yet. There are

still many people who use latrine in places that should not be used as latrines, such as river. It happens because many households do not have latrine for their family. Many people want to be provided their need of latrine for their family by local government. It shows the failure (unsuccessful result) of the effort in improving the family latrine. The effort done by SCP staff of DHC (in elucidation and counseling) can not change the awareness of people to provide their latrine as their need to get better health. And the technical assistance done, also can not provide mostly they need. The failure can be affected by the limitation of the SCP fund to conduct the elucidation, counseling, and technical assistance, and also the weak of SCP staff in conducting the elucidation and counseling.

C2. Disease Eradication

Eradication of the disease is one of the two main strategies in the implementation of the SCP, in addition to the integrated efforts of environmental health, to be able to address the public health problems. This is as stated in white book of Clinic Sanitation (2011) which reads "Clinic sanitation is a tool for the community to address public health problems through integrated efforts of environmental health and disease control with elucidation, counseling and technical assistance from the attendant of DHCs". In this research, the eradication of the disease as one of two categories as the focus of this study. There are three sub categories in this category (Disease control), namely: 1) Improvement of clean and healthful habit; 2) control of infectious diseases; and 3) improvement of disease eradication activities. All of the efforts at the three sub categories are conducted by elucidation, counseling, dan technical assistance.

Implementation of the three sub categories can be stated that they are not run properly in accordance with the purpose of the sanitation clinic. It happens because

some of the obstacles are faced, both from officials as well as from the patients or clients. So the spread of the disease based on the environment in the district Terara still high and the need for special treatment or action in order to reduce the amount of spread of disease in the community. Since the SCP conducted to the community, it should be able to reduce the number of patients who indicated disease based on the environment.

From the data and analysis below, can be shown that implementation of SCP in Terara District has been able to change clean and healthful habits of people. On the other hand, the conditions of sub category of control of infectious diseases, shows that implementation of SCP has reach the low level of success. Sub category of improvement of disease eradication activities, also shows the low level of achievement. So it can be conclude that on the category of disease eradication, implementation of SPC has not been conducted quite well or in low achievement.

It can be shown that 232 of 320 patients (72,5 %) at the DHC Terara during the month of January 2016, are the patients with diseases based on environment. The number of patients suffering from disease based on the environment shows that the increase of disease eradication has not been able to overcome the problem of infectious disease based on environment. Real counseling data got through the documentation technique, shows that there are 53 of 736 (4.8%) patients, have been implemented the advise stated by the staff or officer of SCP. It means that the success rate of implementation of SCP in Terara District is still considerably lower than 70%, the target to be achieved.

C2.1 Improvement of Clean and Healthful Habits

Clean living habits of society into something that should be improved, especially in people who are prone to

disease environments based environments such as rural and slum areas. Increase habits of cleanliness this is a task that must be carried out by the clinic sanitation.

SHP implementation in District Terara through elucidation, counseling and technical assistance of disease control, is expected to be able to the control of many diseases related to the environment. It is expected to improve public health. It accordance with Law No. 36 Year 2009 on Health on Article 162 paragraph 1, which says "environmental health held to realize the quality of a healthy environment".

Clean and Healthful habits for people in the District Terara, show the increasing condition, with evident such as positive response from the community through small things in daily life. Some of the daily better little things chaged, are the habit of washing their hands before eating, using of clean eating tools, and the consumption of healthy food menu. This indicates that the SHP officers/staff had success in running the elucidation and counseling about the importance of clean and healthy living habits. The strategy done are doing the elucidation and counseling to the schools both at primary and secondary school in Terara District.

C2.2 Control of infectious Diseases

Control of infectious disease is one of three sub categories that compose the category of disease eradication. The infectious disease meant here is the disease that easy to infect from one to others, that the infection or disease transmission strongly influenced by environment conditions. Some of the infectious diseases based on environment conditions, include Acute Respiratory Infections (ARI), pulmonary tuberculosis, diarrhea, malaria, Dengue Hemorrhagic Fever (DHF), food poisoning, intestinal worms, as well as health problems caused by chemical poisoning and pesticides.

Implementation of SCP is expected to overcome the problems in society of Terara District that has a number of patients suffering from disease based on the environment, in high quantities. There was 232 of 320 patients (72,5 %) at the DHC Terara during the month of January 2016, are the patients with diseases based on environment). The large number of patients with diseases environmentally based, shows an indication that the implementation of the SCP has not been able to overcome the problem of infectious disease based on environment.

C2.3 Improvement of Disease Eradication Activities

Terara eradication of the disease in Terara district generally has started to increase (according to informants from SCP staff), although for certain diseases is still high. The high number of disease patients is also found in some parts of Terara District, because of limited funds and the number of sanitation clinic staff / officer to reach them. But the action taken sanitation clinic officers in addressing diseases, particularly environmentally based disease problems, according to the community opinion, there has been no improvement. So that there is a difference of views between opinion of informan from SCP program actors and communities that receive their program.

From the counseling data documented, it was got the fact that there are only 53 of 736 (4.8%) patients who carry out the advice given by the SCP staff after the counseling session. Compared to the target to be achieved (70%), it can be said that the achievement of implementation of SCP in Terara district is still very low.

D. CONCLUSION AND RECOMMENDATION

D.1. Conclusion

The conclusion of this study is the implementation of clinical Sanitation Clinic Program (SCP) in Terara District through integrated efforts of environmental health and efforts to eradicate the disease with

elucidation, counseling and technical assistance still has not done well. And neither the achievement targets of SCP (has not been reached well). There are still many constraints encountered in SCP implementation. Some of the constraints include the budget for sanitation clinic program that is still limited and inadequate number of officers who are experts in the field of sanitation. Awareness of the people that just want to be provided their need by government, also contribute to the unsuccessful result of the SCP in Terara District.

Related to the concept of Blum (1974 in Notoatmojo, 2007), the result of this research shows that the District Terara can not work optimally in the fourth of health factors, namely environmental factors, behavior, health care, and heredity. So the effect of these is the low level of health indicator of Terara District. If the problems in these factors can be overcome, then the achievement of the District Terara will be able to compete with of another District in East Lombok, such as Montong Betok District that has already been Pilot district for sanitation clinic, and District Wanasaba that have already been able to overcome the problem of environment based diseases on their society. And the concept of Blum, is still proved quite well at this case of this research.

D.2. Recommendation

According to the conclusion, it is recommended some action, such as below:

1. Add the budget to conduct the SCP, adjusted to the number of cases in each part area of Terara District
2. Give training to the staff or officer in charge to the SCP, to increase the capacity
3. Add the medical profesional and public health officer at DHC, especially to conduct the SCP

4. Make Closed Supervision System to the staff in charge
5. Make good relationship to the informal leader in order esier to transfer awareness of value and clean and healthfull habit.

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ASSESSING THE DELAYED GRATIFICATION, IDENTITY ORIENTATION AND TRANSITIONAL PLANS OF ESGP-PA RECIPIENTS :IMPLICATIONS FOR POLICIES AND PROGRAM DEVELOPMENT

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Abstract

Governments in developing countries adopted the Conditional Cash Transfer (CCT) system to alleviate poverty and reduce the transmission of poverty from one generation to the next. In the Philippines, the ESGP-PA is the government's version of CCT. The DSWD provides for the health and education of children of extremely poor households. ESGP-PA provides cash grants for the educational expenses of the children of poor families. The ESGP-PA grant has immense implications to the lives of recipients and it is important to examine the psychological aspects to inform policy making and to assess the effectiveness of the program as perceived by the recipients. This study examined the delayed gratification, self-identity orientations and transitional plans of the ESGP-PA recipients enrolled in MSU-Iligan Institute of Technology (2014-2015). This study measured delayed gratification and self-identity orientations using standardized instruments and analyzed using descriptive and inferential statistics. Transitional plans were assessed qualitatively. Results showed that recipients had high levels of delayed gratification for achievement and moderate levels for food, money, physical and social interaction. They had higher personal and relational identity orientations than social and collective identity orientations. Relational identity ($r=-.329$, $p=.000$) and collective identity ($r=-.363$, $p=.000$) was negatively correlated with delayed gratification while money ($F=1.614$; $p=.004$) significantly influenced social identity orientation. The themes in the transitional plans of the recipients were to become successful, have good jobs, help their family, finish school and get a degree. They feared they would not reach their dreams, while financial difficulties and economic factors, hindered them from reaching their goals. In conclusion, ESGP-PA recipients' psychological well-being is positively and negatively impacted by the ESGP-PA program.

Key words: CCT, ESGP-PA, delay of gratification, identity

INTRODUCTION

Governments in various developing countries adopted the Conditional Cash Transfer (CCT) system as an effective tool to alleviate short-term poverty and reduce the transmission of poverty from one generation to another. In the Philippines, the ESGP-PA is the government's version of CCT under the Department of Social Welfare and Development (DSWD) that provides services for the health and education of the extremely poor households, particularly of children aged 0-18 years old. ESGP-PA award cash grants to satisfy the basic and higher order

needs such as food, shelter, healthcare, learning materials, education and etc. of the poor families provided that they comply with the set of conditions required by the program. This financial support from the government creates an impact to the lives of its member not only in financial aspect but as well as in their emotional and social aspects.

There are various factors that either hinder or encourage individuals to progress in their lives. The present study focused on the factors of self-identity, delayed gratification, and transitional plans of the

ESGP-PA recipients as indicators of persistence in the program. The findings of the present study were used as basis for programs and policies that would further the aim of the ESGP-PA program to maximize its effects in the lives of the recipients of the program.

Mischel and his colleagues (1988) developed a framework to explain the human ability to delay gratification. It was proposed that there is a “hot-and-cool” system that explains why willpower succeeds or fails. The cool system is cognitive in nature. It is essentially a thinking system, incorporating knowledge about sensations, feelings, actions and goals. While the cool system is reflective, the hot system is impulsive and emotional. The hot system is responsible for quick, reflexive responses to certain triggers. When willpower fails, exposure to a “hot” stimulus essentially overrides the cool system, leading to impulsive actions. Some people, it seems, may be more or less susceptible to hot triggers. And that susceptibility to emotional responses may influence behavior throughout life.

It was observed that delay of gratification was an important core component of successful personality adjustment (Mischel, 1990; Mischel & Ayduk, 2003, 2004; Mischel et al., 1996; Mischel et al., 1989, 1992; Mischel & Rodriguez, 1993; Rodriguez et al., 1989). A lack of delay gratification can be implicated in variety of addictive antisocial behaviors. At the interpersonal level, the ability to delay gratification seems to serve a long-term buffer against rejection and sensitivity the tendency to experience feelings of anxiety when anticipating being rejected by others (Carducci, 2009).

Self-identity can be seen as a person that has not one “personal self” but rather several selves that corresponds to widening circles of group membership (Tajfel, 1979). The concept of Self-Identity is explained through three (3) fundamental psychological

mechanisms that underlie it, which include: social categorization, social comparison, and positive distinctiveness. Social categorization involves the cognitive process where objects, events and people are classified into categories. By doing this individuals tend to exaggerate the similarities in his/her group and exaggerate the differences of other groups. In social comparison however, there is the tendency to compare one’s own social group to other groups. Distancing the self from groups that does not share the same beliefs and ideas – and focus more on the beliefs in the self group. Lastly, positive distinction, involves the motivation to show that the self’s in-group is preferable to an out-group.

Transitional Planning is anchored on Schlossberg’s Transition Theory (1984) where Schlossberg “believed a need existed to develop a framework that would facilitate an understanding of adults in transition and aid them in connecting to the help they needed to cope with the ‘ordinary and extraordinary process of living’” (Evans, et al., 2010). Transition refers to a passage from a life phase, condition, or status to another which involves both process and outcome of complex person-environment interaction (Chick & Meleis 1986). A process that involves three phases: ending, neutral, and a new beginning (Bridges, 2003). “The more the transition alters the individual’s life, the more coping resources it requires, and the longer it will take for assimilation or adaptation” (Schlossberg et al; p. 37, 1984). Anticipated Transitions include those that occur predictably, as expected like: going to college, changing majors, getting a job, getting married, among others. Unanticipated Transitions include those that are not predictable such as sudden death of a loved one, education interrupted by unanticipated career change, disruption in life caused by natural calamities or war.

In order for ESGP-PA recipients to succeed in their studies and complete their programs, it is hypothesized that they should

be able to delay gratification, such that it allow the recipients to suspend gratification of immediate wants and urges in favor of a greater reward which is a college degree. Moreover, it is also hypothesized that recipients who are in their adolescence is in the process of developing their own identities and it is important to determine whether their self-identity construal is related to delay of gratification. Lastly, the recipients are undergoing anticipated transitions as they are beginning college education, and it is of immense importance that they gain awareness of the challenges that they will face as they continue with the program. Knowing their fears, dreams and formulating their goals would assist them in the transition from adolescence to young adulthood.

The present study is the first that examined the psychological well-being of ESGP-PA recipients, and the findings of this study contributes to the body of knowledge on delay of gratification, self-identity and transitional plans. Moreover, this study aims to provide information on ESGP-PA recipients and their experience in college and results of this study was used to develop intervention programs that was directed at improving recipients personal, social and academic skills.

LITERATURE REVIEW

Delay of gratification refers to the capacity to delay the satisfaction of the desires, needs, wishes, impulses, whims and urges for a greater reward (Mischel, Ebbesen, & Raskoff Zeiss, 1972). The marshmallow test demonstrated that some children do not delay gratification and are immediately satisfied and gratified. On the other hand, it also depicted behaviors that characterized patience, self-restraint, self-control and strategies that distracted children from the attractive reward or item. Several years later, longitudinal studies that followed the children in the marshmallow test revealed that those who did wait and

was able to delay gratification were better students in adolescence, they manifested emotional restraint and mental regulation (Mischel, Shoda & Rodriguez, 1989).

Funder, Block and Block (1983) carried out a longitudinal study of preschool children wherein the children were tested using delay of gratification tasks using an experimental design at four years old. The researchers then measured the cognitive ability, personality factors and the situational environment of the participants in adolescence. The researchers hypothesized that personality characteristics such as ego strength and ego resiliency were linked to delay of gratification. Results indicated that girls who resisted the temptation the longest were resilient and rated as intelligent, proficient, practical and observant while boys were found to be predominantly higher in ego control, they were rated as insightful, observant, planning and consistent. Those who exhibited low control were easily stressed, uneasy, sulky and inconsistent.

In a similar study by Mischel, Shoda and Peake (1988), preschool delay behavior was hypothesized to be linked to the cognitive and social coping techniques used in delay behavior tasks. According to the researchers, effective delay emphasized the use of non-rigorous techniques and changing attentions and the production of thoughts that enhanced the ability to delay gratification. Moreover, the researchers used a longitudinal design in order to determine whether such management of delay behavior in delay tasks would still be the same after 10 years. The findings of the study reported that those who were willing to delay during preschool for a preferred reward anticipated the cognitive and social competencies of adolescents after a decade from the original delay tasks. The researchers reported that preschool children who were able to delay were viewed by their parents as scholastically and interpersonally competent.

Eigsti and colleagues (2006) aimed to determine whether preschool delay of gratification levels predicted mental regulation in adolescence and young adulthood. Mental regulation refers to the basic elements that allow the individual to direct and manage behavior in order to attain a certain outcome. The researchers tested the following hypothesis during preschool utilizing the delay of gratification task and the go/no-go task in adolescence and young adulthood. Preschool children at 4 years old participated in the initial delay of gratification tasks and was then tested again using the go/no-go tasks to the same participants after 10 years. Results showed that the stimulus preferred in the delay behavior tasks in preschool projected the performance of the individual in a mental regulation task in adolescence.

In effect, delay of gratification is an important object of study as it has been found to be linked to positive attitudes and personal characteristics such as resiliency, ego control, intelligence, adaptability, coping, and metacognitive skills. Moreover, children who were found to delay gratification in preschool was subsequently found to have better performance in high school, were more sociable, content and happy in adolescence, while those who were unable to delay gratification was reported to have poor emotional control, poor self-regulation and more likely to drop out of high school.

According to Baumeister and Muraven (1996), a person's identity, one's inner self, one's individuality and uniqueness have to be emphasized in order to adapt to the demands of modern life. At the same time they regard identity as a form of adaptation between person and context, the outcome of the interaction between what they call "the basic nature of selfhood" and the social and cultural context. They emphasize the influence of the broad, historical, and societal context upon the norms and criteria of what one's identity should be.

Cheek and his colleagues (e.g., Cheek, 1989; Cheek, Tropp, Chen, Underwood, 1994) have characterized identity as comprising three broad structural categories, each having significance for an individual's psychosocial functioning. Later, the fourth category – Relational identity – was added. Personal identity concerns one's personal values, ideas, goals, emotions, and subjective feelings of continuity and uniqueness. Social identity concerns the self in relation to others and one's public image, e.g., popularity, attractiveness, and reputation. Collective identity concerns the aspects of the self-concept that relate to social or demographical groups of affiliation, such as one's race, gender, ethnic background, religion, and feelings of belonging in one's community. Relational identity concerns the way we build our personal relationships with other people (Cheek, Smith & Tropp, 2002). These representations are relatively stable, trait-like self-descriptions that describe self-related individual differences in beliefs and goals (Leary, Wheeler & Jenkins, 1986). Individuals will vary in the importance they give to these aspects of identity when constructing their self-definitions (Cheek et al., 1994).

Research shows that individuals high in personal identity will tend to have such characteristics as sociability, autonomy, and a need for uniqueness. High personal identity is associated with making decisions and choices based on personal reasons or benefits. According to Sampson's (1978) concept of "identity mastery", to accomplish stability and continuity to one's identity, people will attempt to manage the aspects of the internal or external environment to maintain their sense of selfsameness. Individuals who place high importance on their personal identity will define their identity in terms of internally located characteristics and will attempt to manage the internal environment in order to maintain their sense of selfsameness. Having less of a need to

exercise external control, such individuals would be more stable across different situations. When social identity is a salient aspect of identity, individuals will be sociable, but there will be conformity and a fear of a negative social evaluation instead of autonomy (Schlenker & Weigold, 1990). High social identity is associated with making decisions and choices based on social reasons or benefits. Such individuals will define their identity in terms of externally located characteristics and will attempt to manage the external environment in order to maintain their sense of selfsameness. The implication of identity mastery for psychosocial functioning is that when social identity is a strong aspect of one's identity, identity is much more precarious than in the case when personal identity is the most important aspect of identity. Wade and Brittan-Powel (2000) argue that a collective orientation adds to the self-concept through a sense of belonging or group membership, thereby having implications for stability and continuity of identity of the quality associated with personal identity. Collective identity tends to be more salient in members of minority race groups with a collectivistic orientation (Cheek et al., 1994) and in the individuals who consider their ethnicity as a highly central aspect of their self-concept (Tropp, 1992). Collective identity has also been investigated for its relationship to self-concept and self-esteem in individuals from a variety of social or demographic groups (e.g., Hengst, 1997; Marmarosh & Corazzini, 1997; Wright & Forsyth, 1997). When collective identity is an important aspect of one's self-concept, and / or the group with which one identifies is perceived as valued, self-esteem is positively affected because of one's affiliation with a particular group.

There is wide concurrence that skills associated with becoming more self-determined (e.g., setting goals, problem-solving, decision-making, self-management) are important for a successful transition from school to adult life. Nevertheless, this

concurrence does not necessarily translate into increased instructional activities to promote the self-determination of students with disabilities. Individualized Education Program goals and objectives rarely include goals to promote self-determination (Agran, Snow, & Swaner, 1999; Wehmeyer, Agran, et al., 2000; Wehmeyer & Schwartz, 1998). Although self-determination is a valued transition outcome, it appears to receive little instructional emphasis.

METHODS

Research Design

This study is a multidimensional approach and analyzed through quantitative approach. The dimensions used in this study are psychological approach and social approach. A descriptive survey design was used to gather data from the participants. The information in this study was collected through self-administered questionnaires upon personal distribution of the researchers to the respondents.

Research Environment

The study was conducted at MSU-IIT, Iligan City, which falls under the Northern Mindanao Region, in the province of Lanao Del Norte. It is considered as a lone district with 44 Barangays and has a total land area of 813.37 square kilometers. It had a population of 322,821 inhabitants in the 2010 census. The majority of the populations are Muslims and Christians.

Respondents of the Study

The respondents of the study were 237 college students who were beneficiaries of the ESGP-PA enrolled in the second semester 2015-2016 in MSU-IIT, Iligan City. Seventy percent were female (166) and thirty percent (71) were male. Their ages ranged from 16 to 26 years old. They were identified

to be a resident of Lanao Del Norte, Iligan City (53.2%), Misamis Occidental (5.1%), and Misamis Oriental (1.7%). 75.1% of the respondents were Christians and 23.2% were Islam.

Sampling Criteria

Only 60% out of the 395 total ESGP-PA beneficiaries were included in the study. The inclusion was based on their willingness to participate during the conduct of the study.

Instruments

Previously tested scales and questionnaires were chosen as data collection instruments in the study. The following are the scales and the questionnaires that were used:

Delay of Gratification Inventory (DGI)

In order to measure the level of Delayed Gratification of the respondents, the researchers used the Delaying Gratification Inventory (DGI). The DGI is consists of 35 items which is composed of five domains of delay behavior, involving food, physical pleasures, social interactions, money, and achievement,. The questionnaire has 35 items, that to be answered by choosing one of the five scale; 1= strongly disagree, disagree, 3= neither agree nor disagree, 4= agree, 5=strongly agree. It has a reverse item which can be interpreted inversely such as item number; 3, 6, 9, 11, 12, 13, 19, 21, 22, 23, 24, 25, 27, 32, 33, 34, 35. According to the scale's psychometric properties, its internal consistency and test-retest reliabilities were strong for the DGI-35 composite ($\alpha = .88$, $r_{retest} = .88$) and subscale scores (average $\alpha = .77$, $r_{retest} = .76$).

Aspects of Identity Questionnaire-IV (AIQIV) (Cheek et al., 2002) is a 45-item objective inventory that measures the importance of four identity orientations in individuals' self-concepts: a) personal identity, or the importance of one's psychological traits and other personal attributes (e.g., My personal values and

moral standards), b) relational identity, or how individuals see themselves in the context of their intimate relationships (e.g., My relationships with the people I feel close to), c) social identity, or how individuals see themselves in more general interpersonal contexts (e.g., My reputation, what others think of me), and d) collective identity, or how individuals represent their various reference group identities (e.g., My race or ethnic background). Respondents filled in a blank space next to each item with a number from 1 ("not important to my sense of who I am") to 5 ("extremely important to my sense of who I am"). Higher scores indicated the larger importance of a peculiar aspect to one's identity. Cheek et al. (2002) reported internal consistency coefficients for four identity orientations from 0.72 to 0.92.

Transitional Plans Questionnaire

The Transitional Plans instrument used was a researcher-constructed questionnaire that used open-ended questions to measures their on-going planning process to ensure successful transition from college to graduation. The following questions were designed to assist them in developing a personalized plan gird to meet their specific needs.

1. What are your greatest dreams about your future?
2. What are your greatest fears about your future?
3. What barriers might get in the way of accomplishing your goals?
4. What kind of support do you think you need to help you accomplish your goals?
5. What will you do to accomplish your goals?
6. What can ESGP-PA do to help you to reach your goals?
7. What can your community or other agencies help you to reach your goals?

Procedure

Researchers coordinated with the institute's Office of Academic Affairs and ESGP-PA Coordinator in identifying the recipients of the program and who were currently enrolled in the institute for school year 2014-2015. Each recipient was approached and were given information about the present study and gave informed consent before completing the questionnaires. About 60% of the total number of ESGP-PA recipients were reached by the present study with a 100% response rate. The completed questionnaires were then tallied and scored and data was analyzed using descriptive and inferential statistics, while responses on the transitional plans questionnaire was analyzed using emergent themes and commonalities.

RESULTS

Delayed Gratification

The level of delayed gratification of ESGP-PA recipients across the following domains: achievement, money, social interaction, physical and food showed that generally, the respondents can moderately delay their gratification ($x=3.55$). Results revealed that the respondents highly manifest delayed gratification in terms of their academic achievement ($x=3.83$) and can moderately delay their gratification in the aspects of money ($x=3.74$), social interaction ($x=3.44$), physical ($x=3.40$) and food ($x=3.35$). The results implied that the ESGP-PA recipients are able to delay gratification especially when it was beneficial for them to do so, such that academic delay of gratification has the highest mean score.

Self-Identity

The level of identity orientations of the ESGP-PA recipients as a measure of their identity formation and construal of self was examined in this study. Results indicated

that the ESGP-PA recipients defined their identities based on personal identity orientation ($x=4.16$), other than relationships, social interactions and culture. Findings imply that the self-identity of the ESGP-PA recipients are based from their own personal differentiations and not heavily influenced by the other external factors. Although in some degree, aspects which are relevant to the respondent's life at present were considered important like religion, nationality, close friends, reputation and social behaviours.

Relationship between Self-Identity and Delayed Gratification

Table 1 presents the correlation between identity orientations and delayed gratification. Results showed a significant relationship between relational identity orientation and delayed gratification ($r=-.329$, $p=.000$) exhibiting an inverse weak relationship experienced by the respondents, wherein the lower the relational identity orientation the higher their delayed gratification. Also, collective identity orientation was negatively correlated to delay of gratification ($r=-.363$; $p=.000$). This would mean that the higher the feelings of collective identity the lower the delay of gratification. Findings imply that the respondents did not anchor their identities on others and do not depend on their relationships with their close friends and romantic partners. However, the recipients exhibited collective identity orientation in which they felt a sense of pride and patriotism for their culture and country. It can be deduced that the recipients have less relationships and interactions with other people who are not similar to them, hence they can delay gratification in terms of socializing but will not be able to delay gratification if they interact with people who shares their culture and religion.

Table 1. Correlation between Self-Identity and Delay of Gratification

Variables	<i>r</i>	Sig
Personal Identity Orientation	-.060	.433
Relational Identity Orientation	-.329*	.000
Social Identity Orientation	-.094	.216
Collective Identity Orientation	-.363*	.000

*Significant at $p < .05$

Multiple Regression between Delayed Gratification and Self-Identity

To determine which of the identity orientations predicted delayed gratification, a multiple regression stepwise analysis was conducted. The results indicated that relational identity orientation and collective identity orientation accounted for 32% and 36% of the variance of delayed gratification. Hence, it could be said that when an individual strongly identifies with relational and collective aspects of identity, the more they are likely to have delayed gratification. From this, it is implied that when one is concerned with one's personal and close relationships and identifies with one's culture and religion, the more they are able to delay gratification. Delay of gratification thus can be seen as a function of external factors rather than internal factors. This is in contradiction with existing literature on delayed gratification which says that delayed gratification is internally motivated and is therefore dependent on one's ability to persevere.

Table 2. Multiple Regression between Delayed Gratification and Self-Identity

Variables		Sig
Personal Identity Orientation	.020	.863

Relational Identity Orientation	-.323*	.010
Social Identity Orientation	-.145	.161
Collective Identity Orientation	-.369*	.002

*Significant at $p < .05$

Differences in Self-Identity Orientations in terms of Delayed Gratification

To determine which of the identity orientations impacted delayed gratification, a one-way ANOVA was conducted. Results indicated that relational identity orientation ($F=1.380$; $p=.049$) and social identity orientation ($F=1.394$, $p=.041$) were statistically significant. Thus, there is a marked difference among the identity orientations of the ESGP-PA grantee respondents. The relational and social identity orientations accounted for the differences in the mean scores of delayed gratifications. This implied that the ability to delay gratification is influenced by relationships with close friends and one's social behaviours.

Table 3. ANOVA of Self-Identity Orientation and Delay of Gratification

Variables	F	Sig
Personal Identity Orientation	.878	.689
Relational Identity Orientation	1.380*	.049
Social Identity Orientation	1.394*	.041
Collective Identity Orientation	1.102	.330

*Significant at $p < .05$

Differences in Delay of Gratification in terms of Social Identity Orientation

To determine which domains of delayed gratification influenced the social identity orientation, one-way ANOVA was carried out. Results indicated that of all the

measured domains, money ($F=1.614$; $p=.004$) was found to be significant and accounted for the differences among the delay of gratification variable. This would mean that having and spending money influenced the social identity orientation. Evidently, money happens to be an influential aspect on social identities, thus having money and being able to spend it can contribute to one's reputation and social behaviors being ESGP-PA recipients with an allowance received from the government greatly influenced their social identity orientation in terms of money.

Table 4. ANOVA between Social Identity Orientation and Delayed Gratification

Variables	F	Sig
Money	1.614*	.004
Social Interaction	1.366	.144
Food	1.345	.155
Physical	1.337	.160
Achievement	1.220	.242
Total	1.389	.127

*Significant at $p<.05$

Transitional Plans

Dreams

There was an overwhelming response when asked what their foremost dream was, this was directed at the future and were long term goals that the respondents' desired to accomplish. The dreams revolved around three areas, their personal dreams for themselves, dreams for their families and dreams of becoming in relation to their schooling. In terms of their personal dreams, the ESGP-PA grantee respondents wanted to become successful, have good, stable and financially rewarding jobs, and hopefully to practice their professions when they graduate. Their dreams for their families included helping their family, improving their family's economic status, giving back to their parents and making their parents proud of them. Lastly, their dreams in school were

inclined at completing their degrees, finishing school, graduating from IIT and doing academically well in school.

Fears

In the same way that the respondents were asked to identify their dreams, they were also asked to identify their greatest fears. The responses of the ESGP-PA grantee respondents were consistent with their dreams since their greatest fears revolved around of not being able to reach their dreams. Thus, they said that they were afraid of not becoming successful, not having a stable and financially rewarding job after graduation, not being able to provide and help their families and not completing their degrees or finishing school or graduating from IIT.

The respondents' fears revealed that in as much as they know what they want to be in the future, they are also aware that anything could happen along the way and hinder them from reaching their dreams. As such their fears of not being able to fulfil their dreams would mean that they failed to be the bearer of hope and progress for their families. This further imply that they are afraid and uncertain of what the future will bring for them especially about how to maintain their scholarships, whether financial support might be withdrawn, that there will be no jobs for them if and when they graduate and that the jobs available to them would not pay enough for them to provide for their families.

Planned Behavior

The ESGP-PA grantee respondents were also asked what type of behavior or what it would take them to be able to reach their goals in the future. The responses where focused on internal factors of the respondents such as hard work, perseverance, dedication and commitment to their dreams. Although they recognize that they receive a grant from the government being ESGP-PA recipients but their responses generally indicated internal locus

of control. They believed that it is through their own efforts that they would be able to accomplish the goals they have set for themselves. Hard work referred to hurdling all the academic rigor and demands of their schooling in IIT, while perseverance was more of being able to continue with their education and scholarship despite the difficulties they are facing. Dedication and commitment were more of becoming immersed in the program and in their roles as scholars and as the hope of their families. They are dedicated in the sense that they would be able to put everything on hold just to be able to realize their education while commitment to continuing with the program and not ever thinking of quitting or skipping the scholarship.

DISCUSSION

The results of the study showed that the respondents' degree of delayed gratification is moderate, however, in terms of the achievement domain it is high. This would mean that the respondents can moderately delay their gratification in terms of food, physical, social interaction, and money, while they can highly delay gratification for achievement. Specifically, the respondents could delay gratification when it came to tasks in school, improving themselves and putting in hard work, however, they were less likely to delay gratification when it came to eating food they really like, sticking to a healthy diet, doing tasks they do not like, waiting to take their turn, helping other people, and spending money when they get it.

The self-identity of the respondents were measured in terms of four orientations, the personal, relational, social and collective. It showed that the respondents had moderate personal and relational identity orientations and low social and collective identity orientations. This would mean that the respondents self-identity is anchored on their personal and relational identity orientations, such as their personal values, moral

standards, personal goals, hopes for the future and self-knowledge, as well as being a good friend, caring about close friends' family. The respondents were less likely to associate their self-identity to their popularity, physical appearance and attractiveness, being part of a family or their political issues. However, they did indicate that their religion, and pride in their country and reputation are very important.

Relational identity orientation is negatively correlated to delayed gratification. This would mean that higher relational identity orientation is associated with lower level of delayed gratification. Respondents who had high relational identity orientation were more likely to not delay gratification. Thus it could be said that being giving importance to one's relationships to close friends would be associated with lesser ability to delay gratification providing evidence on the assumption that friends do influence one's self-control.

Money was also found to be positively correlated with collective identity orientation, which meant that the higher the ability to delay gratification in terms of money, the higher the collective identity orientation. This is a novel finding, in that money had been associated with individualistic orientations, but this could be a function of culture and the unique Filipino psyche.

The transitional plans of the respondents were gathered as open-ended questions and were analysed using themes and categories. The dreams of the respondents were centred on the personal, family and school. Such that the respondents wanted to become successful, have good jobs, help their family, finish school and get a degree. While the group's fears were focused on the inability to reach their dreams, such as not finding a job after graduation, not being able to help their parents and not finishing their degrees. The barriers to their dreams were singularly that of the financial and economic factors, such that the scholarship was not

enough to cover their needs in school. The respondents also reported that they sorely need the moral, financial and spiritual support of their family, friends and community. The respondents also pointed out that they could only do hard work, be persistent, dedicated and committed to the achievement of their dreams. The ESGP-PA program have given them the opportunity to reach their goals, they were thankful of such opportunity although there were also responses that indicated discontent on how the program was managed and awarded. It would also seem that the respondents felt that there were little social support for them in terms of their community and other government agencies. They feel overwhelmed with the pressure of being a scholar and yet they feel that government agencies are not helping them and that their community is not at all supportive of their scholarship. Lastly, the respondents also reported that the government should be able to provide them jobs after graduation.

The respondents can delay gratification, but they do so poorly when it came to the enjoyment of spending money. It is evident that the grantees enjoy the financial rewards of their scholarships and that it influences their behaviour and way of thinking about their responsibilities towards the government and their families. Also, the respondents are highly shaped and influenced by their own personal values and standards and their relationships with significant others and these become part of their identity orientations and influence who they believe themselves to be. Lastly, they have positive and negative views about their scholarship and it influences their own understanding of the challenges and rewards of being an ESGP-PA grantee.

IMPLICATIONS FOR PROGRAMS AND POLICIES

1. The ESGP-PA recipients were able to delay gratification in terms of achievement

but not so much in terms of money. Thus it is recommended that they be given intervention programs that would enhance their skills in terms of working towards accomplishing their goals, as well as in the management of their finances.

2. The ESGP-PA recipients were found to be able to highly delay gratification in terms of achievement, this is important as it indicates that the recipients can be able to persevere and prove themselves when it came to accomplishing their tasks in school. Hence, adequate support should be given to the recipients in terms of recognizing their efforts and achievement as small successes help develop their confidence and ability to persist until graduation.

3. The ESGP-PA recipients were also found to anchor their identity orientation on their personal values, moral standards and thoughts and feelings about themselves and what they believe they are, as well as on their relationships with close friends and family. Healthy identity formation is the key to the development of any adolescent and it is recommended that the recipients be given programs that will strengthen their self-awareness and help them achieve a healthy identity.

4. The ESGP-PA recipients were found to identify with their religion and sense of pride in being a Filipino, this could be a valuable resource for MSU-IIT and the government in terms of challenging the recipients to do their best and complete their degree programs.

5. The ESGP-PA recipients' transitional plans were focused on being able to finish the program and graduate from MSU-IIT with their chosen degrees and to be able to have a stable and well-paying job in the future. This would indicate that the recipients are able to envision their futures and what they need to do to reach their goals. Primary of which is to be able to help their families and improve their way of life. It is recommended that the recipients be given the much needed support by other government agencies and

institutions to encourage them to persist and complete their degrees.

6. It is apparent that the ESGP-PA recipients seem to be burdened and has to contend with the pressure of being the beacon of hope of their families and be the object of scrutiny of their neighbors and communities. Thus, it is recommended that the recipients and their parents be given intervention programs that would empower the parents to provide the needed emotional and psychological support of their child as ESGP-PA recipients. Also, to involve both parent and child in a program or activity that would enhance their communication and relationship.

7. There was a brewing disappointment among the ESGP-PA recipients in terms of their scholarships and its provisions, it is recommended that the implementing agencies be able to provide dialogues and discussions about the ESGP-PA mechanisms and to address the questions and ill-feelings of the recipients.

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Improving Policy Model of Universal Health Coverage Policy : A Comparison Study between Indonesia and Thailand

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Thailand has been implementing UHC for almost fourteen years, and on the other hand, Indonesia entering the third year of UHC. Both of Thailand and Indonesia experienced the financial burden in implementing UHC Policy. The problem is more on the bulk amount of fund to cover the UHC from the annual budget which is accounted of the Annual National Gross Domestic Products (DGP), and become the burden for the National Budget allocated each year. Second, the quality of service is still in poor quality for Indonesian case and there is unequal distribution of government health facilities particularly in primary health care in Thailand. Third, the procedures of UHC for referral services is still complicated for the patients to get advance health care. Thus, by considering the Universal Health Coverage (UHC) Policy is an important health policy issue among ASEAN Countries, including Indonesia and Thailand, this research seeks to provide policy model of UHC in these 3 important aspects particularly in financial model, improvement quality service and simplify referral service of current situation. The analytical approach of this study is derived from a qualitative research methods. In this research, the qualitative model used the interview guide and focus discussion group to explore the information. FGD is conducted both in Indonesia and Thailand with the certain respondents and and key informen. The research results shown in the evaluation of UHC in both countries are still facing state financial burden for the health care, lack of health-care service facilities particularly at primary health units and the procedure of referral system needs to be symplified.

Keywords: Policy Evaluation, Policy Model, Universal Health Coverage.

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I. Introduction

1.a. Background

The implementation of Universal Health Coverage (UHC) both in Indonesia and Thailand began to take on a more definite shape for health service provision at large. Indonesia is one of several low- and middle-income countries aiming to improve their health financing systems and implement universal health coverage (UHC) so that all people can access quality health services without the risk of financial hardship⁴. Indonesia in 2014 marked a consecutive National Health Insurance as part of Universal Health Coverage (UHC) until now as its second year implementation. Even though the progress the Indonesian government has made since the rollout of the National Health Insurance Program (JKN) at the beginning of 2014, yet various issues remain such as health care infrastructure, health chain supply, drugs supply, sufficient and proper funding of the program⁵.

A research conducted by National Team for the Acceleration of Poverty Reduction⁶, found that the implementation of JKN needs to be accompanied by major reform in the health-care system, those are : health-care service facilities, human resources in health, cost of health care rates, drugs supply, and strengthening the referral system. Base on data of Indonesian Ministry of Health, strengthening primary health-care

service facilities is also essential for effective health services delivery. The number of primary health-care service facilities working with BPJS Kesehatan as of January 2014 was 15,861, including 9,598 public health centres and 6,263 clinics, doctors or dentists. This could potentially increase to 23,768 between 2014 and 2019. However, both the quantity and the quality of primary health-care facilities need attention. The number of health-care facilities with referral services is adequate at the moment but these services will need to expand by 2019. As of 1 January 2014, 1,701 health-care service facilities were working in cooperation with BPJS Kesehatan. These included 533 government hospitals, 109 specialist and mental health-care hospitals, 104 national armed forces hospitals and 45 national police force hospitals. A further 504 facilities could potentially be added to this list, including 56 government hospitals, 42 private hospitals, 396 specialist and mental health-care hospitals and 10 national armed forces hospitals. The referral system also needs to become more efficient and effective in delivering health services (MoH 2012)⁷.

Meanwhile Thailand, which has been implemented the Universal Coverage (UC) as part of Universal Health Coverage since 2002, has marked development of the health insurance system that can provide useful lessons for other lower- and middle-income countries. Universal coverage was achieved in Thailand in 2002, after the newly elected government introduced the “30-Baht for All Diseases Policy” in 2001. This 30-Baht policy extended health insurance coverage by establishing a

⁴ Institutional analysis of Indonesia's proposed road map to universal health coverage, Amanda Simmonds and Krishna Hort, 2013.

⁵ Universal healthcare coverage in Indonesia One year on, The Economist Intelligence Unit Limited 2015.

⁶ The Road To National Health Insurance (JKN), 2015, National Team for the Acceleration of Poverty Reduction/TNP2K.

⁷ *ibid*, page 14.

Universal Coverage Scheme (UCS) to cover about 45 million Thais who were not already covered by the Civil Servant Medical Benefit Scheme (CSMBS) and the Social Security Scheme (SSS), by requiring only a 30-baht (about US\$1) copayment per visit. The policy also implemented major reform toward demand-side health care financing and strategic purchasing of health services, with closed-end payment mechanisms. Instead of providing budgetary funding to public sector health care providers based on its size, staff number, and historical performance, the 30-Baht Policy introduced a capitation payment that pays providers based on the number of people under their responsibility (contracting unit) ⁸. Thailand's experience reforming its health care financing and coverage expansion can provide valuable lessons for many other low- and middle-income countries that are exploring options to improve the health coverage of their population.

However there are also some challenges of UHC implementation in Thailand. The UCS covers 75% of the Thai population, provides a comprehensive (and growing) package of services and deepening financial risk protection, and relies on general tax as its source of funding. In its first 10 years the scheme was adequately funded, aided greatly by GDP growth and strong political commitment.

1.2. Research Objectives

This research generally is an evaluation study on UHC both Indonesia and Thailand. This research

⁸ Health Financing Reform in Thailand: Toward Universal Coverage under Fiscal Constraints, Piya Hanvoravongchai, The World Bank, Washington DC, January 2013.

basically is the second year stage of evaluation study on UHC both Indonesia and Thailand. The results for the first year shows that there is tendency of overburden of public finance for both Indonesia and Thailand. Both of Thailand and Indonesia experienced the financial burden in implementing UHC Policy. The problem is more on the bulk amount of fund to cover the UHC from the annual budget which is accounted of the Annual National Gross Domestic Products (DGP), and become the burden for the National Budget allocated each year. Second, the quality of service is still in poor quality for Indonesian case and there is unequal distribution of government health facilities particularly in primary health care in Thailand. Third, the procedures of UHC for referral services is still complicated for the patients to get advance health care.

Thus, by considering the Universal Health Coverage (UHC) Policy is an important health policy issue among ASEAN Countries, including Indonesia and Thailand, this research seeks to provide policy model of UHC in these 3 important aspects particularly financial model, improvement quality service and simplify referral service of current situation.

1.3. Significance of the Study

Both Indonesia and Thailand still facing a lot of problem in this UHC Policy. Study by Mutiarin, et al⁹. shown that Thailand has one of the most complex health care systems in Asia,

⁹ Evaluation of Universal Health Coverage Policy : A Comparison Study between Indonesia and Thailand, Dyah Mutiarin, et. al. ICONPO VI, Philippine, 2015.

prior to reform, there were about six different health benefits schemes, targeting different groups of people with different benefit packages, compare to Indonesia which has started UHC Policy in 2014, and it only has one scheme of UHC Policy with two different category of participants.

The Evaluation of UHC in Indonesia and Thailand results in varies remarks, but most of the results have higher remarks in Thailand. The perception of respondents on implementation both UC and JKN are varies. It has 5 parameters in the measurement such as: 1. Standart of Procedures of public hospital, 2. Communication between agencies of UHC Healthcare, 3. Medical human resources readiness, 4. Convenient Facilities and infrastructure, and 5. Medicine sufficiency. In Thailand, the result shown that the most higher remark is in parameter Standard of Procedures of public hospital 4.68, while the lowest remark is in parameter Convenient Facilities and infrastructure is 4.35. In Indonesia the highest remark is in parameter Convenient Facilities and infrastructure 4.20, while the lowest is parameter Communication between agencies of UHC Healthcare 3.77 only. The quality of service in Thailand shows the better result compare to Indonesia. Continuous care services in Thailand has the highest result of 4.67, while the highest result of Indonesia in the same parameter has the result for 4.17.

Over all, Universal Health Coverage (UHC) in ASEAN countries

1.4. Conceptual Framework

a. Universal Health Care Policy

WHO stated that Universal health coverage is the single most

has been a crucial issue of how a country provides health care policy for their citizens at large. The access to quality health service, provision of heath services, benefit to health scheme, and institutional design are amongst the features of UHC in its implementation (Lagomarsino, 2012; Simmonds and Hort, 2013). Indonesia and Thailand as developing countries in ASEAN experience UHC with the same rationality face the same problems in healthcare. The problem of inequality and poor quality still remains as the basic problem for both UHC in Indonesia and Thailand (Prakongsai et al. 2009; Limwatananon et al. 2009; Pitayarangsarit, 2012; Harimurti et al.2013; Road Map toward National Health Insurance, UC 2012-2019; Simmonds and Hort, 2013).

Thus, the significance of the study of this research is to understand that both of Thailand and Indonesia experienced the financial burden in implementing UHC Policy. The problem is more on the bulk amount of fund to cover the UHC from the annual budget which is accounted of the Annual National Gross Domestic Products (DGP), and become the burden for the National Budget allocated each year. this research seeks to provide policy model of UHC in these 3 important aspects particularly financial model, improvement quality service and simplify referral service of current situation.

powerful concept that public health has to offer, attests to the increasing worldwide attention given to universal coverage—even for less

affluent countries—as a way to reduce financial impoverishment caused by health spending and increase access to key health services (Lagomarsino et al., 2012, 933). In his recent study Lagomarsino et al. (2012) observed nine low-income and lower-middle-income countries in Africa and Asia that have implemented national health insurance reforms designed to move towards universal health coverage.

In past decades, high-income countries pursuing universal health coverage have relied on various approaches. On the other hand, lower-income countries wishing to pursue coverage reforms have to make key decisions about how to generate resources, pool risk, and provide services (Lagomarsino et al., 2012, 933). In their recent study, some developing countries are attempting to move towards universal coverage. The nine countries are five at intermediate stages of reform (Ghana, Indonesia, the Philippines, Rwanda, and Vietnam) and four at earlier stages (India, Kenya, Mali, and Nigeria). These nine countries have launched ambitious national health insurance initiatives designed to move towards universal coverage, or have implemented incremental improvements to existing national insurance programs. The nine developing countries are creating hybrid systems, which is shown on below table.

Figure 1. National Level Schemes of UHC

	Year of reform	Revenue generation (sources of revenue ordered by proportion of contribution)	Risk pooling		Service delivery		
			Single	Multiple	Primarily public	Mixed	Primarily private
Intermediate-stage reform countries							
Ghana (NHIS) ⁵	2003	Value-added tax, investment income, formal-sector payroll contributions, household premiums	x				x
Indonesia* (BPJS) ¹⁴	2004	General government revenues, formal-sector payroll contributions		x			x
Philippines (PhilHealth) ¹⁷	1995	General government revenues, formal-sector payroll contributions, household premiums	x				x
Rwanda (Mutuelles) ¹⁸	2000	Donor funding, general government revenues, household premiums, formal-sector payroll contributions		x	x		
Vietnam (VSS) ¹⁹	2002	General government revenues, formal-sector payroll contributions	x		x		
Early-stage reform countries							
India* (RSBY) ²⁰	2008	General government revenues		x			x
Kenya* (NHIF) ²¹	2002	Formal-sector payroll contributions, household premiums		x			x
Mali* (Mutuelles) ²²	2009	General government revenues, household premiums		x	x		
Nigeria* (NHIS) ²³	2009	Formal-sector payroll contributions, general government revenues, household premiums, donor funding		x			x

For purposes of this table, we focus on the main national-level schemes. NHIS=National Health Insurance Scheme. BPJS=Badan Penyelenggara Jaminan Sosial (social security administrative body). PhilHealth=Philippine Health Insurance Corporation scheme. Mutuelles=community-based health+insurance schemes. VSS=Vietnam Social Security. RSBY=Roshniyo Swasthya Bima Yojna (national health insurance programme). NHIF=National Hospital Insurance Fund. *Countries that are working to expand existing pools to include new populations, or are merging existing pools to create one pool.

Table 1: Structure of health financing reforms in nine developing countries

Source : Lagomarsino et al, 2012.

This study found that each of the nine countries has had strongly rising incomes, with per-head income increasing by between 15% and 82% between 2000 and 2010 (data from World Bank world development indicators database), which the evidence suggests ought to lead to demands for improved access to care and reductions in household out-of-pocket health-care costs (Lagomarsino et al, 2012, 935).

Regarding the health policy, at least there are three demands that must be satisfactorily answered by the stakeholders, namely: 1.) good understanding about the politic process that affects the policy, 2.) the necessity to create a participative policy formulation system, 3.) that the result of the policy formulation must be able to

answer the real problem in the society.

Further, the decentralization policy in health sector has been fueled by new efforts at democratization through promoting accountability and introducing competition and cost consciousness in the health sector. The state's new role has shifted from being an implementer of health service delivery, to a regulator creating enabling environment (World Bank on Social Accountability: Strengthening the Demand Side of Governance and Service Delivery¹⁰, 2006) . World Bank in 2004 developed framework modified to illustrate the accountability mechanisms in a decentralized setting. This conceptual differentiation is important as it captures the re-positioning of actors, mandates and authorities in the decentralized service delivery system. The so-called *intermediate route of accountability* refers to client *voice* and the *compact* mechanisms relating clients to public officials and service institutions at the sub-national government level.

b. Health Care Policy Evaluation

Public policy particularly in health sector does not only deal with individual or segmented interests, but it deals more with common objectives, public interests, or citizens at large. The proposed course of action that constitutes policy is then implemented through subsequent decisions and actions.

Reviewing health sector policy could not be separated from the nature of public policy itself. Grindle (1980 p. 11) says that the activities of implementation is strongly influenced by a number of factors (a) the content of policy (b) the context of policy implementation.

Factors of policy content (content of policy) covers; (1) affected interests 2) type of benefit, (3) the desired extent changes, (4) location of decision making, (5) implementer programs and (6) affiliated resources. Whereas in the context of implementation the factors that influence are: (1) power, interests and strategies of the actors involved, (2) character-institutional characteristics in the regime, and (3) compliance and responsiveness.

Study that had done by World Bank¹⁰ shown that Indonesia's system is characterized by a mix of public-private provision of services, with the public sector taking the dominant role, especially in rural areas and for secondary levels of care. However, private provision is increasing. Health service utilization rates are generally low nationally. About 14 percent of the population used outpatient care in the month before the 2010 Susenas survey. Around 60 percent of outpatient visits occurred at private facilities (typically clinics/midwives and nurses) and the rest at public facilities, mostly at primary care level. Susenas data also show that the better-off used private facilities for ambulatory services: 69.5 percent compared to 51.6 percent among the bottom three deciles. Public facilities continue to dominate inpatient care, except for the top three deciles, a larger proportion of which use private facilities for inpatient care.

Mutiarin, et.al., found that with the official estimates indicate that

¹⁰ Universal Health Coverage for Inclusive and Sustainable Development, Country Summary Report for Indonesia, Puti Marzoeki, Ajay Tandon, Xiaolu Bi, and Eko Setyo Pambudi, Health, Nutrition and Population Global Practice World Bank Group, August 2014.

there are 76.4 million poor and near-poor beneficiaries of the 252.8 million total population in 2014, the National Health Agency/BPJS in Indonesia is managing formerly Jamkesmas to cover almost one third of the population. Based on the estimate that the government finance is targeted to cover 86.4 million with the PBI premium of Rp 19,225 per person per month, the central government's contribution to BPJS would equal to Rp 19.9 trillion. Since the government budget in 2014 was only Rp 44.9 trillion, it implies that almost half of the overall government health budget would be used to finance the BPJS. Then, the consequence is straightforward: the share for financing other areas of spending such as salaries and operating costs for centrally-financed hospitals, investments in improving supply and much-needed preventive and promotive interventions would have to be shrunk. The 2015 budget is allocating Rp 47.8 trillion. While in Thailand, with the government's attempt to help all Thai citizens to have health security coverage, the number of registered population for UC scheme will be increased every year and as a consequence the cost of health care using tax-based compulsory finance will rise respectively. The money allocated for UC scheme has increased from 56,091 million baht in 2003 to 154,258 million baht, about three times when it was first started. As previously elaborated, as more people (about 73 percent of population) joined the UC scheme, it is the government's obligation to provide health care benefits as it promised during the election campaign in 2002. Though, looking at financial of UC Scheme, it seems to be alarming, but this money

is only accounted for 1.1percent or 1.2 percent of the Annual National Gross Domestic Products (DGP), and only about 6percent of the National Budget allocated each year¹¹.

In other hand, the path ahead for universal health coverage in Thailand should remain focused on equity, evidence, efficiency and good governance (Health Insurance System Research Office/HISRO, 2012). The study by HISRO (2012) stated that for ambulatory care in health centres, district hospitals, and provincial hospitals were pro poor while university hospitals seem to pro rich. This result can be implied that district health centres, district hospitals, and provincial hospitals performed well in terms of pro poor utilization. This might be due to the geographical proximity to rural population who are vastly poor. This pattern was consistent before and after UHC implementation meant that pro poor utilization was maintained. However, the pro rich pattern of university and private hospital might be explained that main customers of these hospitals are CSMBS and SSS patients who are better off than UC scheme patients. This pattern was similar in hospitalization of inpatients (Thammatach - aree, 2011).

Study by Simmonds and Hort (2013), state that there were potential inequalities in implementing universal health coverage in Indonesia. Indonesia experience Poor quality and unequal distribution of government health facilities have been issues in implementing UHC. While in Thailand, the UHC has been implemented since

¹¹ Evaluation of Universal Health Coverage Policy : A Comparison Study between Indonesia and Thailand, Dyah Mutiarin, et. al. ICONPO V, Philippine, 2015.

2002. UHC in Thailand known as Universal Coverage (UC) Thai government passed the National Health Security Act in 2002. UHC become one of the most important social tools for health systems reform in Thailand. The new Universal Coverage Scheme (UCS), combined the already existing Medical Welfare Scheme and the Voluntary Health Card Scheme. (Jurjus, 2013).

1.6. Methodology

This evaluation is based on the policy evaluation of health insurance in the selected areas. Most of the data in this study will be qualitative in nature. Rossman and Wilson 1991 in Driscoll, et.al. 2007). In qualitative research, literature on methodology suggest that in qualitative research tradition, *confidence* or credibility is acquired by performing the procedures of triangulation (Denzin, 1970). Triangulation has also come to mean convergence among researchers (agreement between field notes of one investigator and observations of another) and convergence among theories. The instruments for qualitative approach will use interview guide and Focus Discussion Group. Intense discussions among the UHC implementer and the health care units will be conducted within small groups, e.g. 5 to 20 participants, with pre-determined topics or issues. The size of the groups is kept small to ensure that all of its members actively participate in the discussions.

Data using in this research will be primary data and secondary data. Primary data will be collected through FGD. There are considerable constraints to obtain data from the primary sources, and in this way, secondary data sources are particularly important. Secondary data

However there are also some challenges of UHC implementation in Thailand. The UCS covers 75% of the Thai population, provides a comprehensive (and growing) package of services and deepening financial risk protection, and relies on general tax as its source of funding. In its first 10 years the scheme was adequately funded, aided greatly by GDP growth and strong political commitment.

consist of all evidence in the forms of documents and records.

II. Findings and Results

2.1. Profiles of UHC Financial in Indonesia and Thailand.

The master plan for implementing JKN has been laid out by the Ministry of Health in the Road-Map for National Health Insurance 2012-2019, a complicated and ambitious policy for a country that is targeting universal coverage for 252.8 million people. According to the plan, the transformation of five existing schemes (Jamkesmas, Askes, Asabri, Jamsostek, and parts of Jamkesda) into a single scheme under BPJS should be completed in 2014. Then, the BPJS will manage the health insurance scheme for all people who have paid the premium and all for whom it has been paid. As explained earlier, the BPJS system will cover both the premium payers as well as poor individuals whose premium is paid by the government under the Premium Payment Assistance (PBI). Monthly premium and membership fee (4.5% of salary) are made compulsory for all the workers, and the registration is to be completed in mid 2015. By 2017, all big and medium enterprises are expected to have the scheme. By 2018, the small enterprises are targeted to join. And by 2019 all

Indonesian citizens and foreigners who work permanently in the country should be covered by the BPJS scheme.

The benefit packages to be covered by the BPJS include preventive and curative personal health care and rehabilitative services. Both medical and non-medical services such as ward accommodation and ambulance are also included. For the primary health care, the providers are Public Health Clinics, Private Clinics and general practitioners. And for the secondary and tertiary health care, the providers are both public and private hospitals. All the institutional arrangement has also been established under the master plan. Ministry of Health is responsible for setting regulations on health service delivery, tariff of services, medical prescriptions, and pharmaceuticals. Together with Ministry of Finance and the National Social Security Council, the ministry should also regulates monitors and evaluate the Universal Health Coverage (UHC) policy. The BPJS is responsible for registering health beneficiaries, administering membership, supervising health-care providers, and managing claims and complaints.

While in Thailand, according to Hanvoravongchai (2013), the National Health Security Office (NHSO), which serves as a state agency under the authority of the National Health Security Board (NHSB). According to the law, the board is authorized to prescribe the types and limits of Health service for (UCS) beneficiaries. The Board also appoints the NHSO secretary-general, who is in charge of NHSO operations. Under the law, the NHSO is responsible for the registration of beneficiaries and service providers, and administers the

fund and pays the claims according to the regulations set out by the NHSB.

Table 2. Characteristics of Thailand's three public health insurance schemes after achieving universal coverage in 2002

Scheme	Population coverage	Financing sources	Benefits package	Purchasing relation	Access to service	Per capita expenditure 2010
Social Security Scheme (SSS)	Private sector employees, excluding dependants	14% Payroll tax financed, tri-partite contribution 1.5% of salary, equally by employer, employee and government	Comprehensive: outpatient, inpatient, accident and emergency, high-cost care, with very minimal exclusion list; excludes prevention and health promotion	Contract model: inclusive capitation for outpatient and inpatient services	Registered public and private competing contractors	US\$ 71
Civil Servant Medical Benefit Scheme (CSMBS)	Government employees plus dependants (parents, spouse and up to two children age <20)	9% General tax, non-contributory scheme	Comprehensive: slightly higher than SSS and UCS	Reimbursement model: fee for service, direct disbursement to public providers for outpatients; conventional DRG for inpatients	Free choice of public providers, no registration required	US\$ 367
Universal Coverage Scheme (UCS)	The rest of population not covered by SSS and CSMBS	75% General tax	Comprehensive: similar to SSS, including prevention and health promotion for the whole population	Contract model: capitation for outpatients and global budget plus DRG for inpatients	Registered contractor provider, notably within the district health system	US\$ 79

Source: Health Insurance System Research Office, 2012

In other hand, the path ahead for universal health coverage in Thailand should remain focused on equity, evidence, efficiency and good governance (Health Insurance System Research Office/HISRO, 2012). The study by HISRO (2012) stated that for ambulatory care in health centres, district hospitals, and provincial hospitals were pro poor while university hospitals seem to pro rich. This result can be implied that district health centres, district hospitals, and provincial hospitals performed well in terms of pro poor utilization. However, the pro rich pattern of university and private hospital might be explained that main customers of these hospitals are CSMBS and SSS patients who are better off than UC scheme patients. This pattern was similar in hospitalization of inpatients

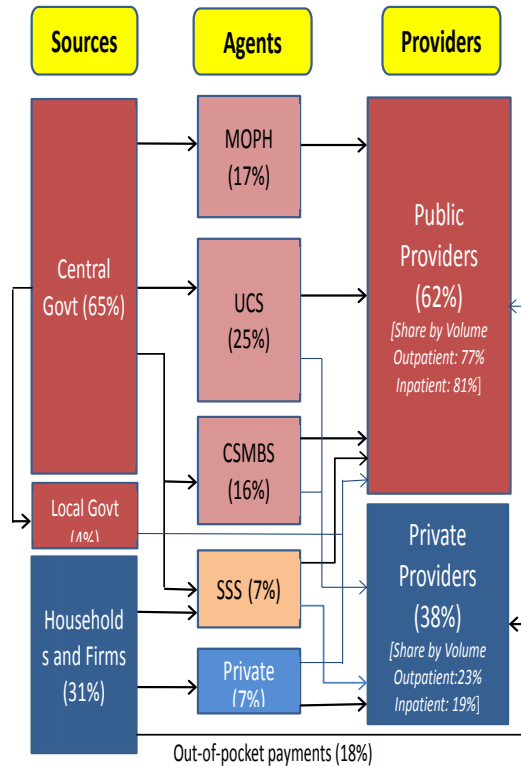
(Thammatach - aree, 2011).

The NHSO receives a UCS budget from the government based on the number of beneficiaries it covers and the capitation rate per beneficiary. Each year, the NHSO estimates the cost of service provision based on its unit cost studies and the number of beneficiaries it will cover. This cost per beneficiary (the capitation rate) is then submitted for approval by the government cabinet. The total budget based on the capitation rate is then submitted together with NHSO operating costs as part of the government budget to be approved by the parliament. Since its inception in 2002, the parliament has never revised the capitation rate approved by the Cabinet. However, the government could change the capitation figure requested by the NHSB, as happened in 2011, when the approved budget per capita is lower than the proposed capitation rate (Hanvoravongchai , 2013).

Further, the NHSO channels the funds to the contracted providers using several active purchasing mechanisms, with capitation and diagnosis-related groups (DRGs) the main payment methods. Payment for outpatient services is allocated based on the number of beneficiaries registered with a provider network (Contracting Unit for Primary Care, CUP). The capitation rate is adjusted by age composition, and the money is channeled directly to the CUP at the beginning of each budget year. For MOPH facilities, the amount transferred may be deducted for specific expenses, such as staff salary, at the central or provincial level depending on prior agreement between the NHSO and MOPH. Payment for inpatient services was allocated using case-based payment

(following DRGs) under a global budget ceiling cap.

According to Hanvoravongchai , 2013, the main Actors and Fund Flows in the Thai Health System are described as below:



Sources: Data on fund flows are from National Health Accounts 2010 by the International Health Policy Program (IHPP)- Thailand. The diagram are non-MOPH public sector agents.

The Thai health financing system is financed mainly by general government revenue (tax-based financing). Wakatabe's et al (2016), showed that NHSO faces more difficult to convince the government in order to secure the capitation for preventive services due to less robust evidence than curative services. Therefore, the proportion of UC-PP has been marginalised from 15 to 10% of the UC budget by a higher increase in curative care. In 2013, 470 million US\$ (7.20 US\$ per capita) was allocated from government general taxes to these services for the entire population

(65.4 million) (NHSO, 2013b). Under the prevention and promotion express-based payment (PPE) system, 248 million US\$ (3.8 US\$ per capita) was used for contracting units for primary care (CUPs) and primary care units (PCUs) provide service-based prevention (Evans et al., 2012). In 2013, NHSO also introduced performance-based financing (PBF) for 18 services (NHSO, 2013b). Seventy-five per cent of PPE is paid prospectively through age risk-adjusted capitation, while the remaining 25% is paid retrospectively if providers have achieved annual performance-based targets set by NHSO in consultation with MOPH.

According to Srithamrongsawat et al. (2010 cited by Hanvoravongchai, 2013) there were several UCS Impacts on the Health System and Health Outcomes. Based on an evaluation of the UCS in 2011 by a group of independent international experts (HISRO 2012, 120), the introduction and implementation of the UCS has resulted in at least the following six areas of impact on other components of health systems:

1. The approach of strategic purchasing adopted by the NHSO and the knowledge and know-how generated for its implementation indirectly influenced other major health insurance schemes to be more active in their purchasing. For example, the CSMBS and SSS have considered the use of the DRG system for inpatient care payments. The UCS decision to cover renal replacement therapy and antiretroviral treatment also influenced the SSS to expand its benefits package for their beneficiaries.
2. The UCS led to increased

investment in the primary care system through improving the technical quality of, and coordination across, providers at the district level.

3. The UCS contributed significantly to the development of the information system in the health sector. The need to expand coverage to the population not already covered by other schemes led the NHSO to work with the Bureau of Registration Administration to improve the Ministry of Interior's vital registration system and birth registry to better capture the Thai population.
4. The increase in financial autonomy at the hospital level from the UCS payment system relative to the previous budgetary system allowed many health care providers to better respond to the increase in health care utilization by hiring more temporary staff or by providing additional compensation for higher workloads of their staff.
5. The UCS contributed significantly to strengthening the health technology assessment capacity in response to its demand for evidence for benefits package decisions. The UCS also supported the introduction and implementation of the Hospital Accreditation system.
6. The initial phase of the UCS saw higher staff workloads that demanded rapid adjustment from the health care providers to satisfy the increase in health service needs. The UCS focus on curative care also means public health functions, especially the areas that do not receive UCS funding, were

adversely affected by a relatively lower level of funding for P&P.

While in Indonesia the scheme, Jaminan Kesehatan nasional (National Health Insurance/JKN) was implemented by the newly-formed social security agency Badan Penyelenggara Jaminan Sosial Kesehatan (BPJS). It sought to improve the situation for citizens stuck in the middle of healthcare provision. Universal health coverage is defined as ensuring that all people have access to needed promotion, preventive, curative and rehabilitative health services, of sufficient quality to be effective, while also ensuring that people do not suffer financial hardship when paying for these services. Universal health coverage has therefore become a major goal for health reform in many countries and a priority objective of WHO. JKN member consist of 126 Millions members has been achieved by August 2014, with 18.355 contracted health facilities, consisting of 16804 primary care facilities and 1551 hospitals.

According to SEARO (2014), there are four main JKN issues raised in 2014 include:

1. Availability and equitable distribution of health services in outer islands to serve JKN members and overall quality of healthcare services (Supply Site Readiness, WB 2014)
2. Provider payment: issues with long time laps for government primary care facilities in receiving capitation payment due to regulation on decentralization; and low tariff set in INA-CBG prospective payment.
3. Lack of JKN socialization activities for the people at large and

coverage issues of people in the informal sectors.

4. Assurance of sustainable financing towards UHC.

In Indonesia, payments made to advanced level facilities were reformed through Ministry of Health regulation No. 69/2013 on the standard tariff for health services. These reforms were applied to level I and advanced level health-care service facilities under regulation No. 71 2013 on JKN health services. When Jamkesmas was first launched (2009–2010), payment of claims was based on the Indonesian Diagnoses-related Group (INA-DRG) but this was developed into the Indonesian case-based groups (hereafter referred to as INA-CBG) and has been used since 2011. As of 2014, it is not only used for patients who are PBIs but also for non-beneficiaries.

The INA-CBG payment model is the amount of the claim that BPJS Kesehatan pays advanced health-care facilities for their services, according to the diagnosed illnesses. The tariffs are determined and issued by a team known as the National Case-mix Centre (NCC), under the Ministry of Health. Every year the team meets and processes data from hospitals and Jamkesmas to determine the tariffs and improve the methods used for calculating them. It allows greater transparency in managing and financing hospitals; • It provides an incentive for greater efficiency and better quality of service in hospitals, Also, case-based groups payments do not distinguish between high and low risk cases although the cost to the hospital is greater in high risk situations. This means that the case-based groups approach creates financial incentives for hospitals to

avoid high-risk patients and this threatens the equity of access to health services (TNP2K, 2015).

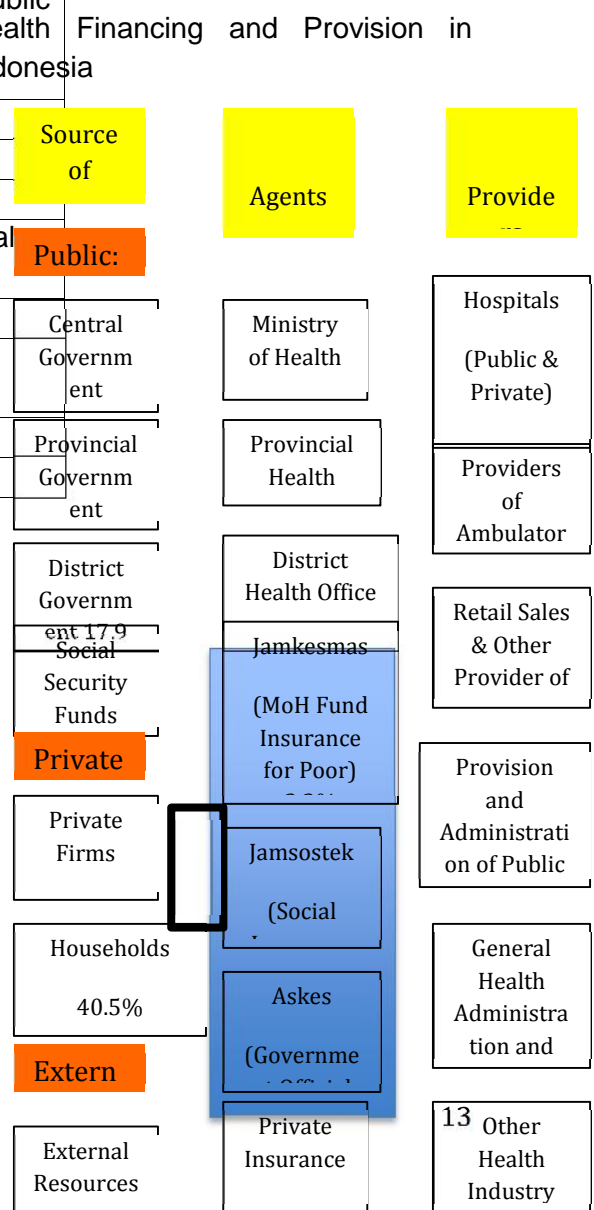
providing for excess or additional coverage of services not included in JKN.

The most important challenge for creating prospective payments, which in effect reducing out-of-pocket transactions, is to establish and continuously maintain the database on health service. Table below describes the database of health service tariff in Indonesia that has been evolving recently in the national effort to attain universal coverage (Kumorotomo,2014).

No.	Elements	INA-CBG (JKN, 2014)
1	Data coding	6,000,000 records
2	Costing benchmark	137 hospitals
3	Contributors	All classes in public and private hospitals
4	Case distribution	Normal
5	Trimming method	IQR
6	Tariff reference	Mean
7	Number of case-base group	1077 + 6 Special CMG
8	Tariff grouping	6
9	Proportion of implemented tariff	100%
10	Clustering	5 scales
11	Medical care class	3, 2, 1

Source: Wibowo, 2014 and Kumorotomo, 2015.

Under JKN, all citizens are now able to access a wide range of health services provided by public facilities, as well as services from a few private organisations that have opted to join the scheme as providers. JKN care aims to be comprehensive, covering treatment for everyday concerns such as flu through to open-heart surgery, dialysis and chemotherapy. Private insurance continues to play a role by



Source: Adapted from Soewondo et al, 2011; BPJS, 2014.

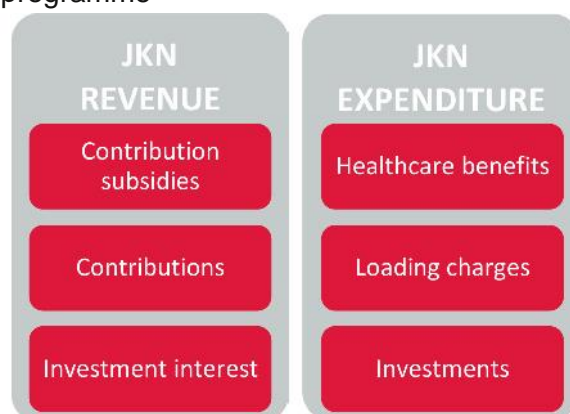
Figure above shows the general institutional arrangement for health financing and service delivery in Indonesia. Since 2014, the BPJS is aimed at integrating Jamkesmas, Jamsostek, Askes, and Jamkesda (which actually means insurance schemes managed by provincial and district governments). However, it turned out that most of Jamkesda schemes are currently managed by the provincial and district governments. There have been resistance from some of the provincial governors and district heads to fully integrate to the BPJS systems on the grounds that most beneficiaries at the local levels are in favor of the Jamkesda and they have been registered by the Jamkesda. As a compromise, the BPJS is applying the so-called "bridging" program for registration and for reimbursement of health services provided by public as well as private hospitals. Therefore, in many provinces and districts the Jamkesmas is complemented and even substituted by the Jamkesda (Kumorotomo, 2015).

Health financing for BPJS is set based on premiums from employers, employees and the government general revenues as outlined below. Payment of the individual contributions is an essential component in the design and management of the overall

Social Health Insurance system, with estimates developed to be actuarially correct. Funding for the scheme is made up as follows:

1. Pooling of funds from contributions of individual members;
2. Subsidized contribution for those below the poverty line (PBI) from central and/or local government;
3. A structuring the contribution of individual members currently outside the insurance system.

Financial sustainability of the JKN programme



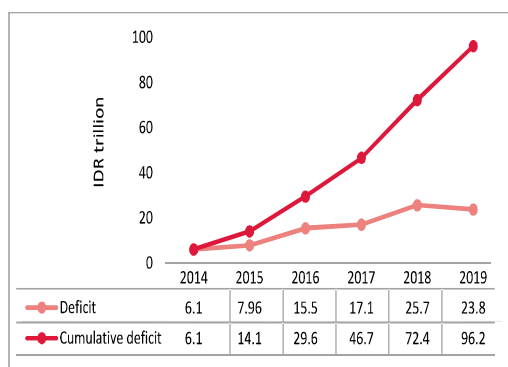
Source: Hidayat (2015).

The contributions for the poor and near-poor are paid by the government. In 2014, 86.4 million people were eligible for contribution assistance (known as PBI) and the GOI spent IDR 19.9 trillion (equivalent to US\$ 1.43 billion) financing PBI. In 2014 the JKN scheme exhibited a rather large financial deficit with a medical claim ratio of 115%. This policy brief presents an assessment of the medium-term financial sustainability of JKN over the next five years. In 2014, the estimated costs PMPM were IDR 31,812, while the average contribution amounted to just to IDR 27,696. Dividing the costs by the contribution results in a claim ratio of 114.9%. It is obvious that JKN contribution levels are inadequate to

cover the health care services, resulting in a deficit of about 15% or IDR 4,116 PMPM. In future, the average JKN contribution could rise from IDR 27,696 PMPM to IDR 34,020 PMPM in 2019, an average increase of 4.6% a year. This projected rise is

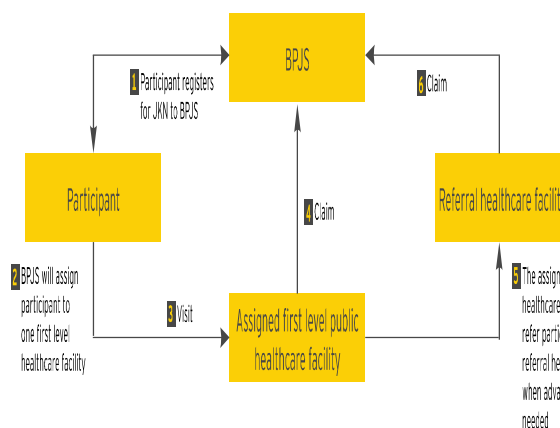
predicated on rising salary levels in the formal sector, a higher share of members from the informal sector, an increase of PBI subsidies and an assumedly better collection rate (Hidayat,2015).

Financial state of JKN (IDR trillion) 2014-2015



Source: Hidayat, 2015.

JKN operates on cashless referral model - refer to the diagram below for an illustration of claim procedures.



Source: Ernst and Young Indonesia, 2015

BPJS Kesehatan has been suffering from a deficit of claims it has paid against premiums it has received since late 2014. In 2014, the deficit stood at Rp 1.54 trillion, with Rp 42.6 trillion

paid out in claims and Rp 41.06 trillion received in premiums. The country's total expenditure on health (TEH) has three-fold increase in the period 2005-2012, from IDR 28.4 trillion in 2005 to IDR 252.4 trillion in 2012; or from IDR 357.800 in 2005 to IDR 1.055.100 in 2012 in terms of percapita per year. As % of GDP, TEH has increased from 2.8% in 2005 to 3.1% in 2012. Further analysis found that the general government expenditure on health has increased around 10% share from 28.4% TEH in 2005 to 39.2% TEH in 2012. Therefore, by percentage of TEH, the private expenditure has experienced 10% share reduction from 71.6% TEH in 2005 to 60.8% TEH in 2012 (Soewondo, 2014)

Conclusion

Based on the Indonesian's JKN in Indonesia and UC implementation in Thailand, both of them, facing the challenge for insurance coverage budget which is significantly increasing as well as its deficits. The governments of both countries need to address the constraints in providing benefits packages and payment mechanisms. The governments should building a strong pooled-fund for universal health coverage requires institutional arrangements that are responsive to financial efficiency, benefit equity, and continuous

commitment giving services and high quality of health services to the poor. Finally, there is a need to balance

between supply-side and demand side for services.

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The Struggle of Midwife Temporary Contract toward the Government Policy in Indonesia

Mia Rosmiati¹, Eko Priyo Purnomo²

ABSTRACT

This paper aims to describe to what extent the effort of Midwife Temporary Contract (MTC) in Indonesia can influence the government policy. The background of this paper is about there is a gap between the expectations and capabilities of MTC and government policy. This study is an explanatory descriptive, describing the efforts of MTC in Indonesia in influencing government policy on the demands removal of Midwife Temporary Contract into the Civil Servant. Using secondary data, which is data obtained from books and articles on the internet. There are several process already done to verify the proportions of some relationships aspect among instruments, objectives, and the policy process. Data collection techniques from the research literature or references sourced from books and the internet that are relevant to this paper. Meanwhile the technique of data analysis in this study is a qualitative technique by analyzing secondary data and then using that theory can be used to explain the case being studied. Relative Deprivation theory proposed by Ted Robert Gurr in his book *Why Men Rebel* became the theoretical foundation of the focus in this paper. Relative deprivation theory can be simply explained that the social upheaval appears and takes the form of socio-political movements when there is a gap between the expectations and the capabilities within the community.

Keywords—Midwife Temporary Contract, Interest Group, Government's Policy, Civil Servant.

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1. Introduction

Distribution of midwives in Indonesia has not evenly spread becoming the background of government's regulation to put the midwife in the village. Since 1989 this regulation exist in order to improve health care in Indonesia, also to decrease Maternal Mortality Ratio (MMR) and Infant Mortality Rate (IMR). Based on data of Ministry of State for Administrative and Bureaucracy Reform (MENPANRB) ,there are 44.108 Midwife Temporary Contract are scattered in almost rural areas in Indonesia. (www.menpan.go.id accessed on August 3rd,2016).

On the other hand, there are several problems of implementation this regulation such as; they should work in the village which has difficult demographic. Therefore, the facilities of the Midwife that has been given by the local government its not effective and less minimum. For example, they solemnly struggling reach the place they are working at and the safety has not established well. Moreover, there is a problem with their occupation, where their salary often bonded by local government. For example the amount salary of MTC is Rp. 1.700.000, but they just received Rp. 1.452.450.,and the salary always being rejected lately. They should get the occupation in the earlier of month which due on 2th.

In addition, the status of the midwife still Non-Permanent Employee or we call it Midwife Temporary Contract (MTC). Meanwhile, there is a regulation; **Government Regulation (PP) No.98 year 2000 junto PP No.11 in 2002 about the procurement of civil servants, that medical personnel in 35years old should appoint as civil servant. Meanwhile,**

for the age of 35 years old above should appointed as government employees in the agreement (P3K). It's means that the government can not ensure the safety and prosperity of the midwife itself. There is a gap between the expectations and the capabilities of MTC and government regulation became an interesting issue. It became necessary to know how far their effort to improve their life as a midwife, especially Midwife Temporary Contract to change the regulation on placement village midwife in Indonesia. This research study by the title "The Struggle of Midwife Temporary Contract toward the Government Regulation on Placement Village Midwife in Indonesia"

2. Objective of the Study

To explain the efforts made by the Midwife Temporary Contract (MTC) who works in the village to influence the government regulation.

3. Research Methodology

This study is an explanatory descriptive, describing the efforts of MTC in Indonesia in influencing government regulation on the demands removal of Midwife Temporary Contract into the Civil Servant. Using secondary data, which is data obtained from books and articles on the internet. There are several processes already done to verify the proportions of some relationships aspect among instruments, objectives, and the regulation process. Data collection techniques from the research literature or references sourced from books and the internet that are relevant to this paper.

Meanwhile the technique of data analysis in this study is a qualitative technique by analyzing secondary data and then using that theory can be used to explain the case being studied. Relative Deprivation theory proposed by Ted Robert Gurr in his book *Why Men Rebel* became the theoretical foundation of the focus in this paper. Relative deprivation theory can be simply explained that the social upheaval appears and takes the form of socio-political movements when there is a gap between the expectations and the capabilities within the community.

4. Discussion

4.1 Government Regulation on Placement Village Midwife

Since 1989 the government's regulation of the Indonesian Ministry of Health (MOH) exist to put the midwife in the villages, in order to decrease the Maternal Mortality Rate (MMR) and Infant Mortality Rate (IMR) (Handbook Midwife Coordinator, 2010). Based on the data of Ministry of State for Administrative and Bureaucracy Reform (MENPANRB), until 2016 had approximately 44.108 midwives who works in the village are scattered in almost all parts of Indonesia (www.menpan.go.id). The purpose of this regulation as the effort of the government to improve the health services especially in maternal, neonatal, infant and toddler.

Furthermore, Indonesia was became the highest one in MMR and IMR of several countries in the world. According to Indonesia Demographic Health Survey (IDHS) in 2012, the Maternal Mortality rate (MMR) in

Indonesia reached 359/100,000 live births and the Infant mortality rate (IMR) was 32/1,000 live births. In addition, the data received by the Ministry of Health shows that the number of women who die from pregnancy and child birth in 2013 was as many as 5019 people. Meanwhile, the number of infants who died in Indonesia based on the estimated IDHS 2012 reached 160,681 children.

In order to decrease the MMR and IMR in Indonesia, the Indonesian Ministry of Health (MOH) puts midwife in the village. According to Circular Director General Constructor of Public Health (Surat Edaran Jendral Pembina Kesehatan Masyarakat) No.429/Binkesmas/Dj.III/1990 dated March 29, 1999 about the placement of midwife in the village.

4.2 Issues Midwife Temporary Contract (MTC) in Indonesia

There are several demands of MTC by using the articulation of public interest channels or we call it intervention. They were writing a petition on the website www.change.org. Based on www.change.org there are 10 systematic problems faced by MTC in Indonesia :

1. The period of work already 9 years. And the contract extension is 10th years, but in the report of government still zero (0) year.
2. Every contract extension, they often cheated by the Health Service.
3. The right to maternity leaves just 40 working days (Permenkes No. 7 in 2013). Many midwives who experienced miscarriage, due to health conditions that are not prime, natural or refer the patient sat workplace accidents. Entitlement is the worst in the world.

4. Most studies diploma I. But the minimum required to graduate Diploma III (Law No.36 in 2014 on Workers Health and Law No.5 in 2014 on State Civil Apparatus).
 5. Do not given the opportunity to pursue higher education. Because they have to stay at the work site 24 hours a day. Village Polyclinic (Polindes), Puskesmas (sub).
 6. Although higher education up to degree S3, still labeled Non-Permanent Employee and will have no effecton improving the group, careers and salaries.
 7. About salary: *First*, the salary of the state budget that is not air-slip / receipt salary. *Second*, the account transfer always change (PosGiro, now through Bank Mandiri BRI). *Third*, the salary criteria Ordinary village, there are two different salary SK. From the Ministry of Health and the health office. The figure Rp. 1.700.000, -. The other is Rp. 1.452.450 million, - *Fourth*, the salary is given every second month running (different from the words of Health Minister Nila F Moeloek, 5 November 2014), and in fact up to date 10 of the current month, then usually accepted. And many whose salary postponed, even not paid many months. This happened in Karawang, OKU Sumsel, Bombana Sultra, Deli Serdang, North Sumatra and Lebak Banten. *Fifth*, the salary under the terms of taxable (Village Fair) made TIN, filling SPT. Sixth, indicated bumping rules with the income tax cuts Rp. 221 638, - / month / person, salaries under the provisions of the taxable (Law No. 36/2008 on Income Tax), in the village of Common Criteria. *Seventh*, the tax deduction is not in accordance with the amount of monthly salary of Rp. 1.45245 million. *Eighth*, since five years of no pay increases (Minister of Health Decision No. 1307 / Menkes / SK / IX / 2010 on Principal Income and Special Incentive Doctor Employees not fixed and Midwife Employees Variable, in 2010). *Ninth*, do not get 'thirteenth wages' as civil servants. *Tenth*, do not get severance, or even retirement as civil servants.
 8. The cost of labor claims since Jampersal and BPJS often not paid. Often late for months
 9. Referring patients in remote rural areas and very remote still much to walk away on a stretcher, traditional boats, or pick up. And it is not uncommon that eventually gave birth in the streets. Rescuing two only, while risking her life village midwife.
 10. The condition of the health infrastructure is still low. Frequent electricity out ages, crimes-prone, face difficult field conditions, mountainous areas, coastal, border, and prone to conflict. Discrimination work load between Non-Permanent Employee village midwife and Civil Servant reflected from the above problems.
- According to the petition above we can get several points of their problems while they work as village midwife in Indonesia;
- There is a gap between the expectations and capabilities of MTC (Midwife Temporary Contract) and government regulation. **Government Regulation (PP) No.98 year 2000 junto PP No.11 in 2002 about the procurement of civil servants, that medical personnel in 35years old should appoint as civil servant. Meanwhile, for the age of 35 years old above should appointed as government employees in the agreement (P3K).** But they didn't appointed yet, especially for the age 35y.o.

- There is a problem with their occupation, where their salary often bonded by local government. For example the amount salary of MTC is Rp. 1.700.000, but they just received Rp. 1.452.450.
- Therefore, the salary always being rejected lately. They should get the occupation in the earlier of month which due on 2th.
- The facilities of the Midwife that has been given by the local government its not effective and less minimum. For example, they solemnly struggling reach the place they are working at. The safety has not established well.

Based on the problems faced by MTC Indonesia that can be studied with the theory of relative deprivation. Relative deprivation theory can be simply explained that the social upheaval appears and takes the form of social movement politics when there is a gap between expectation value (value expectations) and the ability (value capabilities) within the community (Robert Ted Gurr, 1970). In this theory-which emphasized the gap between *das sein* and *dassollen* and in turn will bring on a feeling of 'seizure'. It deprived is classified as a value or a fundamental requirement for the community. It starts from the value of wealth, power, and interpersonal (Munafrizal Manan, 2005) where the expectation of MTC to get the secure of the prosperity and safety as long as they serve the country in the field of health care. Negative psychological experienced by MTC as long as they work in the village with the difficult demographic and the facilities in the village has not adequate enough.

In addition, the problem of wages received by the Midwife Temporary Contract (MTC) has not

enough for fulfill their needs. This relates to that presented by Thomas Aquinas(in Faturochman, 1998:4) that the wages received by workers should be able to meet their needs so that they can survive in society.

5. Demonstration

According to Etheridge and Howard Handelman defined interest group is an organization that seeks to influence public regulation in an important area for members. (Marcus Ethridge and Howard Hadelman, 1994.Page150).In this case, the Midwife Temporary Contract in Indonesia created an interest group known as Forum Midwife Temporary Contract (bahasa:Forum Bidan Pegawai Tidak Tetap). This group aims to influence government regulation to ensure the welfare and safety of MTC, such as appointment of the Temporary Contract into Civil Servant.

Demonstration by Forum MTC in Indonesia and cooperation with the Confederation of Indonesian Trade Union Alliance (CITUA) is the effort to influence government regulation. According to Gabriel A. Almond and G.Bingham Powell in their book, *Comparative Politics Today: A World View*(Gabriel A. Almond and G.Bingham Powel.1992. Page 62-65),mentions some ways of interest group to articulate their interest, one of them is demonstration. It is motivated by the disappointment of the society of government regulation on their devotion to the country. According to Robin William(in Faturochman, 1998:6) said that disappointment caused there is no realization of their hope(desire), will become the social protest.

On September 14, 2015 the demonstrations has occurred on Street Medan Merdeka Barat, Central Jakarta conducted by thousands of midwives who are members of the Forum MTC in Indonesia. As stated by the Chairman of the Forum MTC in Indonesia Lilik Dian Ekasari:

“There are 10 thousand midwives, who resigned today are thousands. Our target is to the Palace and the Office Ministry of State Administrative and Bureaucracy Reform(Kemenpan-RB)”(www.KendariNews.com , accessed on 29th November 2015)

In this demonstration led by Lilik Dian Ekasari demanded the government to immediately to appoint the Midwife Temporary Contract into the Civil servant.

"Now is the time of human resources management system reform , especially midwife who was served since 2005 to get the right job security guaranteed by the state," (www.KedariNews.com , accessed on 29th November 2015)

Moreover, in this demonstration the MTC demanded of their rights. As quoted from sources <http://news.okezone.com/read/2015/09/28/338/1221896/lima-tuntutan-bidan-kepada-jokowi> as follows :

1. President Jokowi (this is your midwife) save the village as a permanent employee of Non-Permanent Employee midwife.
2. Publish decree about Midwife Temporary Contract to appointas a permanent employee.
3. Stop the appointment of the non-permanent employee midwife.
4. The State must ensure the welfare and safety of the midwife who works in the

village, because village need a midwife.

5. Budget (APBN) 2016 make sure that will be prepared and ensured to appoint the Midwife Temporary Contract to be the Civil Servant.

Lilik Dian Ekasari added that many villages are still needs the midwife, while the midwife on duty just appointed as contract staff. By appointment of MTC become Civil Servant can improve public health services in Indonesia.

“To appoint a midwife to be a civil servant is a solution to fulfill the necessary of the village itself. This is an essential part of the strategic elements of national security in the field of health,”(www.KendariNews.com accessed on 29th November 2015)

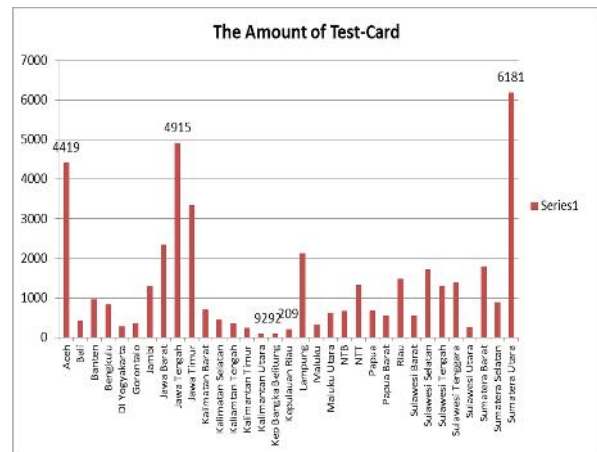
6. Government’s Response towards The Village Midwife Demand

The efforts by the Midwife Temporary Contract (MTC) in Indonesia to influence government regulation has received a positive response from regulation makers. Demonstrations conducted by a midwife of Forum MTC in Indonesia and cooperation with CITUA(Confederation of Indonesian Trade Union Alliance) received a positive response. Conducted a very effective way of making a petition at *change.org* and perform demonstrations continue, proved on 28 September 2015 Ministry of State Administrative and Bureaucracy Reform (MENPANRB) will appoint 16,000 MTC becomes Civil Servant. As reported by (MENPANRB) on its official website.

"In principle, I can accept the aspiration for considering the removal of 16,000, MTC" (www.menpan.go.id, accessed on 29th November 2015)

According to yuddy (the Chairman of MENPANRB 2015), consideration to appoint the MTC become a civil servant because it meets three things. Therefore, they have the Decree of the **Government Regulation (PP) No.98 year 2000** junto PP No.11 in 2002 about the procurement of civil servants, that medical personnel in 35years old should appoint as civil servant. Meanwhile, for the age of 35 years old above should appointed as **government employees in the agreement (P3K)**. Moreover, the struggle of midwife who work 24hours a day, without thinking about the small salary and fight as well as spearhead the implementation of government policies regarding Card Healthy Indonesia (KIS).

Based on data of Ministry of State Administrative and Bureaucracy Reform (MENPANRB) there are 43.268 Midwife Temporary Contract who has already follow the general skill test (TKD) as requirement to appoint as Civil Servant. Its according to MTC who has already registered on June 1th, 2016, and has printed their test card. There are 840 people who are not follow this test, the amount of the original 44.108



source: <http://www.menpan.go.id/berita-terkini/5318-840-bidan-dokter-ptt-tidak-ikut-tes-cpns>

Of that number, most participants from Sumatera Utara i.e 6,181 people. While the two provinces namely Kalimantan Utara and Bangka Belitung, participants are each only 92 people. Another area that has Midwife Temporary Contract with large numbers is Jawa Tengah (4.915), Aceh (4.419), Jawa Timur (3.350), Jawa Barat (2.350) and Lampung (2.122). For other regions, the number of participants under the 2000 people. (www.menpan.go.id accessed on August 3rd, 2016)

For the result of the Civil Servant test will be announced on August 12th, 2016. (www.jpnn.com accessed on August 3rd, 2016)

7. Conclusion

The efforts that have been made by the Midwife Temporary Contract (MTC) through interventions and demonstrations can be an example of other social interest groups. In addition, when we trying to articulate our interest, we should pay attention to ethics, effectiveness and efficiency of our way in order to achieve our goals.

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PERCEPTION OF THE DENR-EMB EMPLOYEES ON THE IMPLEMENTATION OF SMALL-SCALE MINING AND OTHER RELATED ACTIVITIES IN ILIGAN CITY

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Abstract

This study was focused on the perceptions of the respondents on the status of compliance of DENR-EMB employees on the laws, policies, rules, regulations and ordinances that governed the operation of small-scale mining in Iligan City. More specifically on determining the legal requirements including local ordinances in the approval of licenses to operate small-scale mining and other related activities, the small-scale mining and related activities approved by the DENR as of 2010, the role of the City Government of Iligan in the approval processing of applications for Small-Scale Mining and other related activities, the status of compliance of the DENR-EMB employees with the legal requirements and the local ordinances for the approval of small-scale mining and other related operations in Iligan City in terms of procedural requirements, rules and policies, and the granting of licenses as perceived by the respondents.

This undertaking employed the descriptive-explanatory research design. A survey questionnaire was used as a major tool in gathering the necessary data on the status of compliance of the DENR-EMB with the legal requirements and local ordinances for the approval of small scale mining and other related operations. Document analysis was also utilized to gather information on the legal requirements including local ordinances in the approval of licenses to operate small-scale mining.

Moreover, as disclosed in this study majority of the respondents perceived a strict compliance among the DENR-EMB employees to the legal requirements in the processing and issuance of license (s) to operate small-scale mining. This implies that DENR and the concerned local government units such as Iligan City have effectively performed their duties and responsibilities in ensuring that small-scale mining is operating without destroying the environment, and not harmful to people's health.

Hence, major recommendation of the study is to fully implement the laws and policies concerning the operation of small-scale mining and to conduct a nation-wide information and education campaign regarding the advantages and disadvantages of small-scale mining.

Key words: *Perception, Legal Requirements, Approval, Level of Compliance, Implementation*

INTRODUCTION

Since ancient times mining has had fundamental political impact on society. In fact, it is considered as one of the oldest human activities (Encarta, 2007). In the Philippines, among others, its negative political impact is the inability of the government to enforce laws and regulations related to mining. Regulation has been difficult in areas where small-scale mining has been a way of life (Bantay Kita, 2012). Majority of these activities are illegal and the facilities used are usually substandard. Soil and water contamination exists in some communities affected. Landslides and floods are also common

detrimental effects. Aside from that, it also exposes miners and plant workers to health problems such as the hazardous chemicals in gold extraction (Bantay Kita, 2012).

Moreover, the challenge of regulating small-scale mining is not just in the Philippines but all throughout the world. A case in point is China where small-scale mining and other related activities employed roughly 2.5 million people despite the dangers posed by this occupation. Official statistics suggests that around 6,000 people die each year in this kind of activity. But recent attempts by the government to deal with this issue demonstrate how difficult and complex the problems can be (<http://www.ilo.org>).

It is also significant to note that although wealthy nations have regulated industrial pollution within their borders, toxic emissions from industry and mining are still a major cause of disease and disability in developing countries. Significant related pollution still remains relatively ignored throughout the global south (www.blacksmith-institute.org).

The case of the Philippines where pollution is a major problem especially in urban centers like Metro Manila, the proliferation of mining operations further complicates the problem.

Aside from pollution, illegal mining also contributes to the frequency of natural disasters such as typhoons. The Country's National Risk Reduction Management as quoted by Sabas (2014) claimed that disaster as one of the big impact of illegal operation of small-scale mining and other related activities is a serious threat to people and their assets, particularly in densely populated areas. As such, the Philippines have been innately exposed to natural and human induced hazards whether it is geological, meteorological, hydrological or oceanic, biological and technological. Sometimes these sources act in combination. It was further argued that per records available, at least 60 percent of the total land area of the country is exposed to multiple disasters and hazards. This resulted to 70 percent of its population being vulnerable to natural calamities (Sabas, 2014).

Few years ago, Mindanao experienced the adverse effects of not protecting its

environment when typhoon Sendong damaged several of its communities and major cities. It was in the evening of December 16 when heavy rains brought about by the aforesaid tropical storm hit Northern part of Mindanao, leaving around 1,257 people died and 173 missing, damaging 451,721 houses, 14,705 of them totally damaged and another 37,016 partially damaged and destroying thousands of livelihoods. The tropical storm was accompanied by 350 mm of rainfall in 24 hours (equivalent to a month rainfall), as recorder by Philippine Atmospheric Geophysical Astronomical Services Administration (PAGASA) (Sabas, 2014).

Sendong was considered as the world's deadliest storm of 2011 which resulted in flash floods and landslides across the Philippine Archipelago hitting 13 provinces and affecting 1.1 million people, and leaving Cagayan de Oro and Iligan City with the worst devastation they had ever seen. The effect of the storm was also compounded by illegal logging in the hinterland areas. Deadly logs dislodged by the storm hit downstream causing both death and destruction (UNOCA Report, 2012).

Indeed, Sabas (2014) juxtaposes that the wreckage brought about by this killer typhoon left an unimaginable picture of Iligan City. Many of its barangays were submerged in flood which claimed thousands of Iliganon lives (recovered and missing). Furthermore according to Sabas (2014), this shocking situation definitely brought profound problems both for the people and the city. Many residents ended up homeless and had to stay temporarily in uncomfortable evacuation centers in tents and make shift dwellings while some are still recovering on the kind of trauma that brought them by the Typhoon (Sabas, 2014).

It is within this context that this study was conducted with the purpose of finding out the perceptions of DENR-EMB employees on the implementation of small-scale mining and other related activities in Iligan City.

Statement of the Problem

Generally, this study focused on determining the employees of the Environmental Management Bureau (EMB), Department of Environment and Natural Resources perceived the status of compliance

of their agency with the legal requirements in the approval of the operation of small-scale mining operation.

In particular, the study sought to answer the following questions:

1. What are the legal requirements including local ordinances in the approval of licenses to operate small-scale mining and other related activities?
2. What are the small-scale mining and related activities approved by the DENR as of 2010?
3. What is the role of the City Government of Iligan in the approval and processing of applications for Small-Scale Mining and other related activities?
4. What is the status of compliance of the DENR-EMB with the legal requirements and the local ordinances for the approval of small-scale mining and other related operations in Iligan City in terms of: a.) procedural requirements; b.) rules and policies; and, c.) the granting of licenses as perceived by the respondents?

Theoretical Framework

The study recognizes the absence of specific theories that could serve as the foundation in the description and presentation of the research problems and the corresponding findings. Nevertheless, some relevant theories on policy and program implementation were described or discussed in this part of the study.

Implementation has been defined as carrying out of a basic policy decision, usually incorporated in a statute but can be in form of important executive orders or court decisions (Mazmanian and Sabatier, 1983). It has also been defined as those actions by people that are directed at achievement of objectives set forth in the policy decision (Horne and Meter, 1974).

Thus, policy implementation is what develops between an intention of the government to do something and its ultimate impact following action (O'toole, 2000). Implementation is said to commence once goals and objectives have been established by policy decisions and funds committed (Horn

and Meter, 1974). Implementation involves both organizational systems and processes and actions of members of the organization.

As cited by O'toole (2000), implementation consists of actions involved in it and the results of these actions. The understanding of implementation requires the recognition, that is: 1) a process involving multiple actions; 2) in many cases involves multiple organizations; 3) the important role of clients or recipients. These characteristics necessitate the need to look at issues of coordination across institutions in the absence of operational authority.

The evolution of implementation research saw the development of two main approaches based on assumptions- the top-down and the bottom-up approaches (Matland, 1995).

Schofield (2001) further stated that the top-down approach assumes that the implementation begins with policy objectives and implementation will follow in a linear fashion- a product of a rational public administration model and which assumes distinct policy formulation and implementation. The top-down approach lays emphasis on the actors who design the policy and the factors which can be manipulated from the centre. The emphasis in such case is more on the rational design of the policy.

Moreover, as seen by Meter and Horne (1974) as well as Sabatier (1989), the starting point of implementation is the decision to identify the central actors who are the most influential in producing the desired effects of the decision. In this regard, implementation is influenced by three sets of variables, namely: tractability of the problem; ability to structure the implementation: and non-statutory variables. This top-down approach has a prescriptive bent as it attempts to develop generalizable policy advice across different policy areas. However, Shofield (2001) argued that the criticism of this approach has been that it fails to consider the significance of past actors in the same policy area.

It treats implementation as an administrative process and ignores the expertise of local implementers but sees them as impediments to implementation.

On the other hand, as explained by Shofield (2001), the bottom-up model which

was developed from the main criticism of the top down model ignored the behavioural aspect of implementation and the key role of local implementers. Its main focus was on the motives and actions of actors involved in implementation and assume that formulation and implementation are an integrated process, and are descriptive in nature as emphasis is on explaining the role of factors causing difficulty in implementation (Matland, 1995).

According to Hjern and Porter (1981) as well as Hull and Hjern (1982), the bottom-up model lays emphasis on the target groups and service deliverers, and state that policy is made at this level. Bottom-up models are more descriptive in nature and state that implementation can be better understood by looking at the policy from the viewpoint of target groups and service deliverers. Policy implementation is assumed to occur at two levels (Matland, 1995).

METHODOLOGY

This undertaking employed the descriptive-explanatory research design which aimed to determine the status of compliance of DENR-EMB with the legal requirements and the local ordinances for the approval of small-scale mining and other related operations in Iligan City in terms of procedural requirements, rules and policies, and the granting of licenses as perceived by the respondents. A questionnaire was used in gathering data from the 76 regular employees of the different divisions of DENR-EMB who were considered Respondents of the Study and was presented and analyzed using descriptive statistics such as frequency count, percentage distribution. The weighted mean was utilized to provide general assessment on the status of compliance of the DENR-EMB with the legal requirements and the local ordinances for the approval of small-scale mining and other related operations in Iligan City in terms of: a.) procedural requirements; b.) rules and policies; and, c.) the granting of licenses as perceived by the respondents.

The formula is:

$$x = \frac{\sum (x)}{\sum}$$

Where: x = mean value
 \sum = summation
 w = observed frequency
 X = frequency expected

Furthermore, the following verbal interpretation was used to attain uniformity in the over-all interpretation of the mean score obtained in the Status of Compliance:

Legend	Verbal Interpretation	Score
4.5 – 5.0	Always	5
3.5 – 4.4	Often	4
2.5 – 3.4	Undecided	3
1.5 – 2.4	Seldom	2
1.0 – 1.4	Never	1

Document analysis was also utilized to obtain data on the legal requirements including local ordinances in the approval of licenses to operate small-scale mining and other related activities in Iligan City; the role of the City Government of Iligan in the approval and processing of applications for Small-Scale Mining and other related activities; and, the data on the small-scale mining and related activities approved by the DENR as of 2010.

HIGHLIGHTS OF THE FINDINGS

Legal Requirements and Ordinances in the Approval of Licenses to operate Small-Scale Mining and other Related Operations

The Approval of Licences to operate Small Scale Mining and other related operations has a sound legal basis. This has been enshrined by the specific provisions and existing government policies, laws, rules, regulations and local ordinances that include the following: 1) People's Small-Scale Mining Law of 1991; 2) The Philippine Fisheries Code of 1998.; 3) The Philippine Mining Act of 1995; 4) Republic Act No. 7160; 5) Republic Act No. 8371 or the indigenous Peoples Right act of 1997; 6) Presidential Decree 984 also known as the 1976 National Pollution Control Decree; 7) Presidential Decree 1586 otherwise known as the Philippine Environmental Impact Assessment System; and 8) Presidential Decree 1899 also called Individual Application for Small-scale Mining. Some of the important provisions of these related laws on mining were incorporated or integrated with the Iligan City Ordinance 11-5763 otherwise known as City Environmental Code.

These aforesaid related mining laws, in general, provide that there should be a strict enforcement of small-scale mining laws and the re-establishment of small-scale mining as a new dimension in mineral development. Furthermore, pursuant to the Philippine Fisheries Code of 1995, the City government of Iligan through its City Ordinance No. 11-5673 also provides the strict banning of the quarrying of beach, sands, and other similar areas in all water bodies within the City of Iligan. The Philippine Mining Act under Department Administrative Order 30 series of 1992 which regulates quarry resources extraction on privately owned lands and/or public lands for building and construction materials is also being observed by the LGU Iligan.

It is worthy to note that these laws and regulations have been adopted by the local government of Iligan City through its City Environmental Code which ensures adequate measures to safeguard and conserve land, mineral, marine, forest and other resources within its jurisdiction.

Furthermore the said legal requirements withal are basically part of the implementation process being spearheaded by DENR-EMB in closed coordination with the City Government of Iligan. The data suggest that Iligan City has recognized the existence of several government laws and policies governing the operation of small-scale mining. In fact, its sincere effort of protecting the environment from the destructive effects of illegal and sub-standard mining activities were manifested in the existence of City Ordinance 11-5763 which integrates and implements the important provisions and legal requirements specified by national mining laws and acts. Thus, the important implication of this is that the City Government of Iligan has been strictly following and implementing the legal requirements and ordinances in the approval of licenses to operate small-scale mining and other related operations.

Approved Small-Scale Mining and other Related Activities

Insofar as the approved Small-Scale Mining and other related activities in Iligan City is concerned, the data provided by the

City Environment and Management Office had revealed that as of August 2014, there are four (4) types of approved operations namely: 1) industrial sand and gravel; 2) commercial sand and gravel; 3) quarrying; and 4) small-scale mining. Basically, according to our key informants in the City Government of Iligan, the processing of the aforementioned approved small-scale mining had complied with existing rules and policies in the approval of the small-scale mining and other related activities such as: (a) mineral resources exploration, development, utilization and conservation governed by the principle of sustainable mining; (b) mining activities are always guided by current best practices in environmental management committed to reduce the impacts of mining and effectively and efficiently protect the environment; (c) mining activities are strictly undertaken with due and equal emphasis on economic and environmental considerations, as well as for health, safety, social and cultural concerns; and, (d) the granting of mining rights are in conformity with existing activities, policies and programs of the government that directly or indirectly promote self-reliance, development and resource management.

It is significant to observe that the granting or approval of application to operate small-scale mining of the different establishments in Iligan City which was granted with mining and quarrying permit is renewable every 2-5 years. This is an effective control measure in regulating activities of small-scale mining in the city especially when its operation is destructive to the environment. Subsequently, the findings suggest that the City Government of Iligan is very strict in the approval of small-scale mining in the City. This can be attributed to the fact that the City Government of Iligan has already learned its lesson from Typhoon Sendong. The constituents of Iligan would never forget the thousands of deaths and millions of properties lost because of the said incident. Hence, the data also revealed that small-scale mining and other related activities in Iligan City are strictly and regularly being monitored by the Local Executives and DENR, in particular.

Role of the City Government of Iligan in the Approval and Processing of Applications for Licensing Small-Scale Mining and other Related Operations

This undertaking tried also to delineate the role of the City Government of Iligan in the approval and processing of applications for

licensing small-scale mining and other related operations. As provided under DENR Administrative Order No. 2010-21 as well as Section 8 of the Philippine Mining Act of 1995, and in pursuant to the Local Government Code and other pertinent laws, the LGUs shall perform the following roles in mining projects within their respective jurisdictions: a) to ensure that the relevant laws on public notice, public consultation and public participation are complied with; b) in coordination with the bureau/regional office and subject to valid and existing mining rights, to approve applications for small-scale mining, sand and gravel, quarry, guano, gemstone gathering and gratuitous permits and for industrial sand and gravel permits not exceeding five (5) hectares; c) to receive their share as provided for by law in the wealth generated from the utilization of mineral resources and, thus, enhance economic progress and national development; d) to facilitate the process by which the community shall reach an informed decision on the social acceptability of a mining project as a requirement for securing an ECC; e) to participate in the monitoring of any mining activity as a member of the Multipartite Monitoring Team; f) to participate as a member of the Mine Rehabilitation Fund (MRF) committee; g) to be the recipient of social infrastructure and community development projects for the utilization of the host and neighbouring communities ; h) to act as mediator between the ICCs and the contractor as maybe requested; and i) to coordinate with the Department and Bureau in the implementation of the Act and the implementing rules and regulations in their respective jurisdictions.

The findings imply that the national government is consistent with their effort to protect and conserve our environment.

Thus, the Local Government Units like the City Government of Iligan are expected to play significant role in regulating, evaluating and monitoring the operation of small-scale mining and subserviently adhere to the laws, rules policies and regulations in the approval and processing of the same.

Respondents' Perceptions on the DENR-EMB Status of Compliance with the Procedural Requirement

By and large, this study intends to comprehend the perceptions of the respondents on the DENR-EMB status of compliance with the procedural or legal requirements specified under related laws and local ordinances on mining, in general. As shown in Table 1, there are seven (7) procedural requirements posed to the respondents as to whether DENR-EMB employees considered or observed the said requirements in the approval of applications for mining operations. In this connection, same table, revealed that of the seven requirements, five of them, namely: "permit to operate"; "wastewater discharge permit"; "recommendation letter for approval from the OIC, Regional Director of Mines and Geosciences Bureau"; barangay resolution"; and "project environment monitoring" were perceived by the respondents as "always" complied or observed by DENR-EMB employees with the computed weighted mean ranging from 4.5 to 4.8. On the other hand, the legal requirements such as "real property tax declaration" and "authorization from the land owner" were perceived as "often" complied or observed by DENR-EMB employees with frequencies ranging from 44 to 46 and the computed weighted mean ranging from 4.3 to 4.4.

The over-all weighted mean of 4.571 which is verbally interpreted as "always", imply that the respondents perceived that the DENR-EMB are effective in compliance with the legal requirements for the processing and approval of applications for small-scale mining operations in Iligan City, and consequently only one small-scale mining is operating in Iligan City and that DENR-EMB especially its officials and employees seems to be very strictly adhere in the approval of licenses to operate small-scale mining in Iligan City.

Table 1. Frequency and Mean Score Distribution of the Responses of the Respondents' Perception on the DENR-EMB Status of Compliance to the Procedural Requirements

Procedural Requirements	Responses					Mean	Verbal Interpretation
	Always	Often	Undecided	Seldom	Never		
1. Permit to Operate	68	5	3	0	0	4.8	Always
2. Wastewater Discharge Permit	65	7	4	0	0	4.8	Always
3. Recommendation letter for Approval from the OIC Regional Director of Mines and Geosciences Bureau	64	3	9	0	0	4.7	Always
4. Barangay Resolution	49	15	10	2	0	4.5	Always
5. Real Property Tax Declaration	44	17	13	1	0	4.3	Often
6. Authorization from the Land owner	46	17	11	1	1	4.4	Often
7. Project Environment Monitoring	51	16	8	1	0	4.5	Always
Overall Weighted Mean						4.571	Always

Respondents' Perceptions on the DENR-EMB Status of Compliance with the Rules and Policies set by the DENR

Table 2 bespeak on the status of compliance of the DENR-EMB with the rules and policies set by the Department of Environment and Natural Resources. It revealed that four out of five rules and policies presented to the respondents were perceived by majority as "often" complied by them DENR-EMB. These rules and policies include the following: "mining activities must always be guided by current best practices in environmental management committed to reduce the impacts of mining and effectively and efficiently protecting the environment"; "mining activities shall be undertaken with due and equal emphasis on economic and environmental considerations, as well as for health, safety, social and cultural concerns"; "investments in commercial mining activities from both domestic and international sources shall be promoted in accordance with

policies and the principles and objectives herein stated"; and "the granting of mining rights shall harmonize existing activities, policies and programs of the government that directly or indirectly promote self-reliance, development and resource management". Each of the aforesaid rules and policies has a computed weighted mean of 4.4 which is verbally interpreted as "often".

On the other hand, the rule or policy on "mineral resources exploration, development, utilization and conservation shall be governed by the principle of sustainable mining" was then perceived by majority of the respondents as "always" followed by the employees of DENR-EMB.

The findings suggest that DENR-EMB had strictly complied with its own set of rules and policies governing small-scale mining. It only proves that the said agency is consistently performing its assigned functions as provided by law, for the protection and conservation of the environment as well as the protection of the community from the destructive effects of irresponsible mining operations.

Table 2. Frequency and Mean Score Distribution of the Responses of the Respondents' Perception on the DENR-EMB Status of Compliance with the Rules and Policies set by the DENR

Rules and Policies	Responses					Mean	Verbal Interpretation
	Always	Often	Undecided	Seldom	Never		
1. Mineral resources exploration, development, utilization and conservation shall be governed by the principle of sustainable mining	48	17	9	2	0	4.5	Always
2. Mining activities must always be guided by current best practices in environmental management committed to reduce the impacts of mining and effectively and efficiently protecting the environment	45	16	12	3	0	4.4	Often
3. Mining activities shall be undertaken with due and equal emphasis on economic and environmental considerations, as well as for health, safety, social and cultural concerns	47	15	12	2	0	4.4	Often
4. Investments in commercial mining activities from both domestic and international sources shall be promoted in accordance with state policies and the principles and objectives herein stated	48	15	11	2	0	4.4	Often
5. The granting of mining rights shall harmonize existing activities, policies and programs of the government that directly or indirectly promote self-reliance, development and resource management	48	12	14	2	0	4.4	Often
Overall Weighted Mean						4.42	Often

Respondents' Perceptions on DENR-EMB Status of Compliance to the Requirements in the Approval and Granting of Licenses

In the approval and the granting of license to operate a certain small-scale mining industry, set requirement was imposed that include environmental impact assessment (EIA) process, EIA and agency's requirements and other major requirements must be observed.

In this connection, Table 3 reveals that for the environmental impact assessment process, six related indicators were used. As shown by the data in the same table, all the five indicators were perceived by majority of the respondents as "always" complied by DENR-EMB, namely: "determination of environmental impacts project" (x=4.5); "project concept and pre-feasibility stages (x=4.6); "conduct of pre-feasibility stages of the project cycle" (x=4.5); "preparation of the project pre-feasibility study" (x=4.5); and, "projects detailed engineering design" (x=4.6); These imply that the DENR-EMB is submissive to the prescribed environmental

impact assessment process before endorsing the approval or the issuance of license to operate a certain small-scale mining.

On the other hand, as to the EIA Process and Agency's Requirements such as: "environmental compliance certificate (ECC) of covered projects"; "recommendations of EIA inputs to decision making prior to the issuance of clearances, permits and licences under their mandates"; and "the issuance of an ECC or CNC under the environmental impact system which does not exempt the proponent from securing other government permits and clearances as required by other laws"; Table 3 discloses that all the preceding indicators were perceived by majority of the respondents as "always" complied by the DENR-EMB with the frequencies ranging from 50 to 57.

Finally, it is also reflected in Table 3 that of the other three major requirements for the approval and issuance of licenses to operate small-scale mining activities, two of them, namely, " there is a site inspection before the approving officer issue an Environmental Compliance Certificate" (x=4.6) and " there is a public hearing before the implementation of

the mining operation in the subjected area” (x=4.6) were perceived by majority of the respondents as “always” complied by the DENR-EMB employees. On the other hand, the other requirement which says that “there is a regular evaluation and monitoring of the mining project” (x=4.4) was perceived by majority of the respondents as “often” complied by DENR-EMB employees.

Subsequently, these findings suggest that DENR-EMB is highly compliant to the requirements for the approval of small-scale mining and other related activities. It could also be inferred from the findings that

DENR-EMB and the City Government of Iligan is effectively performing their duties and responsibilities related to the approval of licenses to operate small-scale mining activities in Iligan City, that they have been strictly evaluated and monitored by the local government in coordination with DENR-EMB and that the negative impact of small-scale mining on the environment has been seriously considered through the environmental impact assessment requirement.

Table 3. Frequency and Mean Score Distribution of the Responses of the Respondents’ Perception on the DENR-EMB Status of Compliance to the Requirements in the Approval and Granting of Licenses

Requirements in the Approval and Granting of Licenses	Responses					Mean	Verbal Interpretation
	Always	Often	Undecided	Seldom	Never		
A. Environmental Impact Assessment Process							
1. Project Concept and pre-feasibility stages	55	7	14	0	0	4.5	Always
2. Conduct of pre-feasibility stages of the project cycle	57	10	9	0	0	4.6	Always
3. Preparation of the project pre-feasibility study	52	10	14	0	0	4.5	Always
4. Projects Detailed Engineering Design	54	8	14	0	0	4.5	Always
5. Initiation of Project Construction/Development/Operations throughout the project lifetime	56	9	11	0	0	4.6	Always
B. EIA) Process and Agencies’ Requirements							
1. ECC of covered projects is agreed to be pre-requisite of all other subsequent government approvals	50	11	16	0	0	4.5	Always
2. Recommendations of EIA inputs to decision making prior to the issuance of clearances, permits and licences under their mandates	52	10	14	0	0	4.6	Always
3. The issuance of an ECC or CNC under the Environmental Impact System does not exempt the proponent from securing other government permits and clearances as required by other laws	63	5	8	0	0	4.7	Always
C. Approval/Grant of Licenses							
1. There is a site inspection before the approving officer issue an ECC	56	9	11	0	0	4.6	Always
2. There is a public hearing before the implementation of the mining operation in the subjected area	52	12	11	0	0	4.6	Always
3. There is a regular evaluation and monitoring of the mining project	49	11	14	0	0	4.4	Often
Overall Weighted Mean						4.55	Always

IMPLICATIONS

The DENR is the leading government agency in the implementation of these laws and policies. How effective is the DENR in performing its duties and responsibilities greatly depends on its coordination network with Local Government Units.

In this study, it was found out that the local government units like the City Government of Iligan play significant role in regulating and monitoring the activities of small-scale mining. This is to ensure that small-scale mining will not be detrimental to the environment and the people. These findings are being sustained by the study commissioned by Bantay Kita / Action for Economic Reforms (2012), that the conflicting policies on resource extraction/development versus environmental protection and weak governance as indicated by the absence of local regulations threaten the environment and public health. According to the same author, the negative impacts of small-scale mining activities have been observed in many communities particularly in South Cotabato. Poverty and the attractiveness of immediate money from the mining industry attract children and women to work in the mines. These expose women and children to hazardous chemicals and unsafe mining practice (Bantay Kita / Action for Economic Reform 2012).

Furthermore, the study has revealed that majority of the respondents perceived that DENR-EMB have "always" complied with the legal requirements on governing or affecting the operations of small-scale mining and that the DENR-EMB have always subjective in so far as allowing the operation of small-scale mining in Iligan City and at the same time, consistently ensuring the protection of the environment and the people from the irresponsible or irregular activities of small-scale mining. The findings also imply that small-scale mining and other related activities in Iligan City were strictly and carefully monitored by the concerned agency in coordination with the concerned local government unit as indicated by the fact that

only one small-scale mining is operating in Iligan City.

The roles of Local government of Iligan as to the approval processing of applications for licensing Mining and related operations implies that the Local Government Units are strictly conforming to the protection of the environment in accordance with laws and standard guidelines of the Department of Environment and Natural Resources.

It was also revealed that the DENR-EMB comply with the procedural requirements, rules and policies and approval and granting of licenses, as a requisite for any project specifically small-scale mining and other related activities and which also indicates that based on the responses of the respondents, it shows that DENR-EMB assumed to have sufficient policy implementation consistent with standard guidelines pursuant to the laws provided for the environmental protection and conservations.

Finally, the researchers found out that small-scale mining is not really a big impact on some occurrences of environmental destructions, probably because of such activities were not rampant in the area and to some point somehow it is being heedfully monitored by the DENR in coordination with its line bureaus and the City government of Iligan itself.

RECOMMENDATIONS

Based on the findings and implications, the following recommendations are being drawn: First is the urgent need to strictly enforce the full implementation of the related policies, laws, rules, regulations and local ordinances on small-scale mining in particular, so that the detrimental effects of irresponsible and irregular operation of small-scale mining can be prevented or avoided. It has been observed that there are more than enough laws and policies governing the operation of small-scale mining but the problem is that they are not being implemented in Toto. This recommendation also requires strong coordination network between DENR and the local government units. However, the conflict of interest of local officials who are in charge

of regulation and governing the community and who also have interests in mining operations poses a threat in the strict enforcement of laws in the communities.

Second is the necessity of conducting a nation-wide and local-wide information and education campaign about the advantages and disadvantages of allowing the operation of small-scale mining in the Philippines. Majority of the Filipinos are not familiar with the benefits and the aftermath or destructions that small-scale mining may result. For instance, while small-scale mining would provide employment opportunities and increase the incomes of the people where it is operating, yet it would also create certain environmental destructions such as soil erosion or landslides, on the other hand. Its irregular operation is also hazardous to the health of the people. In other words, there is a need for the development of sound policies and laws to balance economic development and environmental sustainability and public interest.

With reference to the significant findings and implications of the study it is therefore recommended that:

1. The DENR should maintain the kind of implementation guidelines they have as to the prevention for possible illegal mining practices that might arise;
2. The employees should strengthen/widen their knowledge and capabilities in the implementation of small-scale mining and other related activities as to sustain their goals and objectives specifically in preserving the environment and the resources of Iligan City;
3. The City Government of Iligan City should also continue their coordination with the DENR in order to protect their environment which is also for the benefit of everyone;
4. Strict adherences to the standard guidelines of operating small-scale mining and other related activities

should also be practiced by all local government units in order to prevent cases of environmental destructions as the main cause of the illegal operations of such activities;

5. People of Iligan City also must take responsibility in protecting their community/environment as to participate in the prevention of calamities; and,
6. The Government must strengthen its policies and laws regarding illegal operations of small-scale mining activities to avoid calamities not just in Iligan City but all throughout the country.

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SOCIAL ADJUSTMENT, LIFE SATISFACTION, WELL BEING AND TRANSITIONAL PLAN OF RETIRING EMPLOYEES: A HUMAN RESOURCE MANAGEMENT CONCERN

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Abstract

This study deals about retiring employees who are about to end their professional careers. It further examined the relationship of the levels of social adjustments, life satisfaction, well-being and transitional plans among the government and private employees in Iligan City. The respondents were 100 retiring employees from private and government organizations. Four instruments were used namely: Social Adjustment Scale (SAS), Satisfaction with Life Scale (SWLS), Subjective Well-Being Inventory (SWBI) and Transition to Retirement Questionnaire (TRQ). To analyze the data, descriptive statistics through frequency, percentages, mean, T-test, Pearson Correlation and Regression Analysis were used. Results show that retiring employees were well adjusted with their work, and were generally satisfied with their present lives. Furthermore, findings show significant relationship between the levels of well-being and transitional plans. This study recommends that retiring employees may also focus on things that will help them feel important in the eyes of the society and to their family, so that they can still enjoy the rest of their lives meaningfully, and for Human Resource Development Office to come up with early intervention programs to prepare the retiring employees cope with anxiety to the world of the unknown after retirement.

Keywords: social adjustment, transitional plans, Retirement

INTRODUCTION

Retirement is defined as the act of ending ones work or professional career: the act of retiring (Merriam-Webster, 2014). In the Philippines, REPUBLIC ACT NO. 7641 SECTION 1 of Article 287, Presidential Decree No. 442, as amended, otherwise known as the Labor Code of the Philippines, considered any employee as retired upon reaching the retirement age established in the collective bargaining agreement or to other applicable employment contract. In the absence of a retirement plan or agreement providing for retirement benefits of employees in the establishment, an employee upon

reaching the age of sixty (60) years or more, but not beyond sixty-five (65) years is hereby declared as compulsory retirement age, so long that the employee who has served at least five (5) years of service in the said establishment. Traditionally, retirement has been viewed as a gateway to old age. Today however, there is a great trend of retiring in earlier ages together with the increasing changes in health and lifestyle; people can expect to live many healthy years as a retiree (Henkens & Van Dalen, 2003). The media and other advertisements foster a view of retirement, as a period of fun and self-expression, which contrast to work life that

is shown to be the period of one's dutiful and full of responsibility.

In this study, it aimed to determine the differences and relationship of social adjustment, life satisfaction, well-being, and transitional plans of the retiring private and public employees in Iligan city.

Moreover, it sought to answer the following questions; to what extent do the retiring employees adjust to their social situation? Were they satisfied with their present life? How do they assess their sense of well-being? And how do they prepare for their transition to their life after retirement?

Social Adjustment or being socially adjusted with their families, relatives and friends and also being able to adjust with their life expenditure is essential for the retiring employees. Moreover, life satisfaction is a good indicator of the quality of life that a person have. (Neuhs (1990), Osborne (2009), Stephan (2009) and Wynne (1995). The quality of life or sense of positive well-being that a retiree possesses plays a great part in the acceptance of their new roles in the society. Continuity Theory of Madox(1968), emphasizes the importance of established roles and patterns in the maintenance of the person's fulfillment and acceptance (Atchley, 1989; Bell, 1979). To be ready for retirement will help the employee to accept and be productive with regards to their retired life.

It is important that Human Resource Development Office may help the retiring employees take into considerations their welfare as retiring employee. Being aware of their life after retirement would enable the retiring employee become sensitive as to how they prepare their transition from their career to a life after they retire.

While retirement is certain to the life of the working employees, but in the Philippines, the government does not offer much life support to those people who retire. Hence, this should be a concern of every Human Management Development Office, to help the retiring employees retirement life more meaningful for them.

LITERATURE REVIEW

Retirement is the point in time when an employee chooses to leave his or her employment permanently (Heathfield, 2010). An employee may choose retirement for reasons other than the wish to stop working. Employees may suffer ill health or debilitating physical problems that require retirement. Family problems and responsibilities may require retirement. An employer may require employees to take early retirement in order to cut costs and preserve the business. Whatever the reason, retirement from employment marks the start of the next chapter of an employee's life.

In terms of employees adjustment to retirement, a study conducted by

Asamoah (2012) entitled **Adjustment Towards Retirement**, reveals that **males** and females behave differently in many respects. Whereas males in general are risk takers, most females are risk averse. Males and females also differ in their spending and savings patterns.

In accordance to marital status, Married and unmarried people in the working class may have different spending and savings behavior.

As to the nature of occupation, permanent workers in the public sector are expected to behave differently from their colleagues who are temporary workers because the permanent workers have stable job and income. As a result their expenditure and savings profiles could be well managed by them.

If workers adjust themselves this way during their working life, then they may not come to terms with the realities of retirement life.

According to the study of Torstam (2005) entitled, **Gerotranscendence: A theory of positive aging**, the transition to retirement includes becoming a "senior." There is a widespread belief that seniors are not expected to be interested in continuing to work unless it is a volunteer. Their "job" is to enjoy retirement and not to work. If retirees look old enough, they may experience the stereotype of being assumed to be physically frail, hard of

hearing, with poor vision and with slow comprehension.

According to the study of Kahn (1980) entitled **Convoys over the life course: Attachment roles and social support**, moving from where one has lived and raised a family over time to a retirement in another geographical locality can lead to the loss of supportive friendships. The "social convoy" (Kahn & Antonucci, 1980) to which a future retiree belongs is abandoned. Although retirees may make new friends, they will not have a shared history like the network of friends established over years in their former place of residence.

According to another study by Motjuwadi (2013) on **Life Satisfaction And Adjustment Of Retired Migrant Workers**, retirees with higher educational levels (mostly retired non-migrant workers) had a higher level of life satisfaction and adjusted better to retirement than those retirees with lower educational qualifications and therefore also low occupational status. The results showed that retirees with higher educational and occupational status had fewer work disruptions and spent longer periods of time working in one place of employment than those retirees with lower educational levels.

Davey and Szinovacz (2004) investigated the effects of the transition to retirement on the conflict between married couples. The transition to

retirement resulted in no change in marital conflict. However, when wives continued to work, conflict increased and resulted in a decline in marital quality of life. Possible reasons for this increase might be related to males still seeing themselves as “breadwinners” or a spousal power struggle.

According to another study conducted by Osborne (2012) entitled **Psychological Effects of the Transition to Retirement**, the psychological effects that include partial identity disruption, decision paralysis, diminished self trust, experience of a post retirement void, the search for meaningful engagement in society, development of a retirement/life structure, the confluence of aging and retirement, death anxiety, the critical nurturing of social relationships, and self-actualization caused disengagement from work life to the transition to retirement .

According to Osborne (2012), in a subsequent study, retirees who were low in neuroticism and high in extraversion reported higher retirement satisfaction, while retirees who were high in extraversion were more active. Similar findings regarding the validity of neuroticism and extraversion as predictors of life satisfaction in retirement were obtained by Robinson, Demetre, and Corney (2010).

Finding engagement in meaningful activities is crucial. If retirees are willing to face the fact that that they are entering the

latter stages of life, they may wish to acknowledge their mortality as motivation to complete tasks that have lain dormant (e.g., visiting and talking with family connections, past and present). They also have the opportunity to give of themselves in terms of helping future generations as to what Erikson (1963) called “generativity.”

Life Satisfaction

According to another study by Heybroek (2011) entitled **Life Satisfaction and Retirement: A Latent Growth Mixture Modelling Approach**, the end of working life may be associated with the loss of a role fundamental to personal identity and social status. This can result in disengagement from society due to the loss of social support and networks. Retirees may also experience low motivation and boredom if they are unable to replace the lost role with new activities (Pinquart and Schindler, 2007). Research has shown that the disruption brought about by retirement may be associated with low levels of life satisfaction and high levels of stress (Szinovacz, 2003; Pearlin et al., 1981; Kessler et al., 1985; Burke, 1991; 1996).

From the research of Pinquart (2007) entitled **Changes of life satisfaction in the transition to retirement: A latent-class approach**, contradictory positions have been

advanced as to whether retirement has negative, positive, or no effects on subjective well-being. The authors investigated changes in life satisfaction in 1,456 German retirees. Using latent growth mixture modeling, the authors found 3 groups of people who experienced retirement differently. In Group 1, satisfaction declined at retirement but continued on a stable or increasing trajectory thereafter. Group 2 demonstrated a large increase in satisfaction at retirement but overall declining satisfaction. In Group 3, satisfaction showed a temporary very small increase at retirement. Groups differed by retirement age, gender, socioeconomic status, marital status, health, unemployment before retiring, and region. Thus, retirement is not a uniform transition, and resource-rich individuals are less likely to experience retirement-related change in satisfaction.

Well-being

Another study by Dr. Moen and psychologist Jungmeen Kim, PhD (2002) entitled, **Retirement Transitions, Gender, and Psychological Well-Being: A Life-Course, Ecological Model.** *Journal of Gerontology: PSYCHOLOGICAL SCIENCES*, showed that newly retired women tend to be more depressed than continuously retired or not-yet-retired women, especially if their husbands remained employed. Newly retired men experience more marital

conflict than non-retired men. In addition, newly retired men with employed wives tend to show higher marital conflict than newly retired men with none employed wives. However, men who are retired and re-employed with wives who are not employed have a higher morale than couples where neither spouse is working.

In the study conducted by Charles (1999) entitled **Is Retirement Depressing?: Labor Force Inactivity and Psychological Well-Being in Later Life**, revealed that retirement is defined as apparently a permanent labor force that is connected to non-participation in a man's mature years. Further, the findings is negatively correlated with well-being. Discontinuous retirement incentives in the Social Security System, and changes in laws affecting mandatory retirement and Social Security benefits allows the exogenous effect of retirement on happiness to be estimated. This paper finds that the direct effect of retirement on well-being is positive (Charles, 1999).

A study conducted by Twigg (2013) entitled, **The Future of Retirement: A new reality**, revealed that clearly, retirement means different things to different people. Often these differences are shaped by cultural factors, so while 58% of respondents globally would like to spend more time with friends and family, some societies are more family-orientated, especially in Asia, where this was chosen by 75% in

Malaysia, 71% in Singapore, 68% in China and 61% in India. This compares with Latin American countries such as Brazil on 51% and Mexico on 52%. In Egypt, only 37% wanted to spend more time with their family and friends when they retire (Twigg, 2013).

Transitional Plan

Results from Petkoska and Earl (2009) entitled, **Understanding the Influence of Demographic and Psychological Variables on Retirement Planning** have shown that being older (Bassett, Fleming, & Rodriguez, 1998; Glass & Kilpatrick, 1998), being male (Hurd & Wise, 1989; Quick & Moen, 1998), being more educated (DeVaney & Su, 1997; Yuh & Olsen, 1997), and earning a higher income (Bassett et al., 1998; Grable & Lytton, 1997) are related to greater financial planning. Individuals with these demographic characteristics are thought to engage in greater planning due to opportunity structures (Ekerdt, DeViney, & Kosloski, 1996) afforded to this cohort.

Based on the findings and results from the study of Perera et al (2001) entitled **“Managing the Process of Retirement: The Medical Professionals’ Perceptions”**, they have proposed the ff:

- (1) Increasing individualization and flexibility in the transition towards retirement. Flexible working hours and shared jobs can also solve productivity issues and provide stability in workplaces.

- (2) Actively involving organizations in the preparation of retirement. The importance of retirement preparation cannot be overestimated. Organizations interested in promoting positive adaptation should provide workers with easy access to retirement training and planning programs.
- (3) Carrying out an active policy aimed at older workers. This allows older workers to transmit knowledge and/or train their "successors", gradually reducing their workload and/or adapting the tasks they do (less direct customer service, more training of new professionals).

A study by Barnett et al, (1999) entitled **“Physical Activity and Transitioning to Retirement: A Systematic Review”** have shown that exercise and leisure-time physical activity increase after the transition to retirement, but whether and how total physical activity changes remains unclear and needs further research. People who retire from low-grade or manual occupations appear to be particularly vulnerable to low levels of physical activity in retirement.

The study of Dr. Marwan T. Al-Zoubi (2012) entitled **“The Shape of the Relationship between Salary and Job Satisfaction: a Field Study”** indicated that there are differences in the job satisfaction depending on the salary range. The results indicated that the biggest job satisfaction level was with the medium-range salary which comes

between 700-1400 USD per month (M=68.8, SD=2.67). Also the job satisfaction is in a low level with salaries less than 700 USD (M=55.5, SD=2.62). job satisfaction descended to reach it lowest levels with the employees who earn more than 1400 USD per month (M=52.2, SD=2.27). Distributing these means on a line chart indicates that the relationship between Job Satisfaction and salary amount is a curvilinear one. This means that the Job Satisfaction is low with the high and low salaries and it is in the highest level with the medium range salary. The last result is in line with some previous research such as Brown et al (2007) in which they indicated that happiness at work has a curved relationship with the amount of salary.

In line with these, Life satisfaction is a relative term. It is an individual's choice how or when he or she is satisfied. Studies show that individuals who retire feels role-less in the society, it is because they are being deprived by the things they do for half of their life. But some study also shows that it's not the job that only affects the individual's satisfaction, environmental factors like religion and other social norms will also affect them. In terms of social activities, the second related study states that retirees may experience low motivation and boredom when they are unable to replace their lost roles with new activities. In terms of Satisfaction alone, the last related study states that adults in retirement age are

satisfied with their life if they can control things which are important to them and if they received enough affection from their romantic partners.

METHODS

Research Design

This study employed the descriptive-correlation of research. The correlational method is used to determine how the following multidimensional variables namely; social adjustment, life satisfaction, well being, and transitional plans affect the lives of the retiring employees.

Respondents of the Study

The respondents of this study were 50 male and 50 female private and government-retiring employees in Iligan city, with age ranging from 55 to 65 years old.

Research Environment

The City of Iligan is a highly urbanized city in the province of Lanao del Norte, located in the Northern Mindanao Island of the Philippines..

The retiring employees from Private establishments of Iligan city were from Holcim, Lafarge, and Mabuhay vinyl Corporation. Whereas, the respondents from the government sectors came from Department of Education, Department of Public Ways and Highway, and City Hall.

Research Instruments

The following Standardized instruments were used to gather data; Social Adjustment Survey (SAS), Satisfaction With Life Scale (SWLS), Subjective Well Being Index (SWBI/SUBI) and Transition to Retirement Questionnaire (TRQ)

Social Adjustment Scale (SAS)

Social-Adjustment Scale,(SAS) is a 44 item questionnaire that consists of 7 domains or subscales ,dealing with one's social adjustment. This scale have been used with many different groups of people including standard community samples, arthritis sufferers, undergraduates, alcoholics, and people recovering from heart surgery. The scale has also been used in clinical trials of psychotherapy and medication particularly with people suffering from depression.

Satisfaction with Life Scale (SWLS/SUBI)

Satisfaction with Life Scale (SWLS) consists of five statements that measure an individual's life satisfaction. This scale is a 7-point likert scale, 35 being the highest possible score and 5 is the lowest. This scale is short and simple to administer and score. It can easily be added to assessments using multiple measures with no significant increase in time (Pavot et al. 1991).

Subjective Well-Being Inventory (SWBI/SUBI)

Subjective Well-Being Inventory is a 40-question scale that deals with one's well being, persons feel with regard to their day-to-day concerns like their health or family. Such knowledge is necessary if an improvement in the quality of life of people is to be brought about. This is a questionnaire on how you feel about some aspects of your life. This scale consists of 11 domains with a rating of 1, 2 or 3; 3 as very much and 1 as not so much.

Transition to Retirement Questionnaire (TRQ)

The TRQ is designed to assess five dimensions related to personal perceptions of transition to retirement, retirement, and personal plans and activities. The TRQ seems to be an interesting tool for use in research but also for interventions with young retirees or people preparing for retirement.

Data Gathering Procedure

Letter was sent to the retiring employees asking permission to conduct the study.

The researchers then administered the questionnaires to the retiring employees in both Public and Private sectors in Iligan City.

After gathering the questionnaires, the data was then analyzed, and interpreted.

Data Analysis and Treatment

The data collected from the study was analyzed using the following statistical tests:

Descriptive statistics like frequency percentage distribution and mean were used to determine the extent of social adjustment, life satisfaction, well being and transitional plans of the retiring employees.

The Independent Sample T-test was used to determine the significant difference between the private and government retiring employees' level of life satisfaction, social adjustment, well-being and transitional plans.

Pearson's Correlation coefficient was used to determine the significant relationship of retiring employees' life satisfaction, social adjustment, well-being and transitional plans.

Multiple regressions were used to determine the significant interaction of the level of life satisfaction, social adjustment, well-being and transitional plans of the retiring employees.

RESULTS AND DISCUSSIONS

This section discusses the differences of the government and private retiring employees social adjustment, life satisfaction, well-being and transitional plans.

OVERALL TABLE FOR MEANS OF VARIABLES

Retiring Government Employees		
Variables	\bar{x}	Interpretations
<i>Social Adjustment</i>	3.47	Adjusted
<i>Life Satisfaction</i>	5.04	Highly satisfied
<i>Well Being</i>	2.20	Positive well-being
<i>Transitional Plans</i>	3.72	Unprepared

Results revealed that retiring government employees believed that they were socially adjusted to the fact that they will be retiring, they are already highly satisfied with their life, since they have positive outlook towards their health, however, they are quite unprepared as to what they will be doing after they retired.

OVERALL TABLE FOR MEANS OF VARIABLES

Retiring Private Employees		
Variables	\bar{x}	Interpretations
<i>Life Satisfaction</i>	4.23	Dissatisfied
<i>Transitional Plans</i>	3.49	Unprepared
<i>Social Adjustment</i>	3.47	Adjusted
<i>Well-being</i>	2.10	Positive

Although sometimes private retiring employees were dissatisfied with their life because they were unprepared to retire, but somehow they realized that they can socially adjust to their upcoming retirement, if they will maintain a healthy positive outlook in life.

Moreover, results revealed that there is no significant difference in the social adjustment, life satisfaction and transitional plans of private and government retiring employees. However, positive well-being is more felt by the private employees than the government employees.

Social Adjustment

The retiring private employees were socially adjusted with their work outside their home, housework, and family. However, they still have difficulties in adjusting with their extended family that most likely have affected their social and leisure activities.

Relationships among private retiring employees level of Social Adjustment, Life Satisfaction, Well Being and Transitional Plan.

Results show that there is a strong negative relationship between social adjustment, and transitional plans of private retiring employees; a weak negative relationship between life satisfaction and well-being but a strong positive relationship between well being

and transitional plans was revealed among the private retiring employees.

Relationship among government retiring employees level of Social Adjustment, Life Satisfaction, Well Being and Transitional Plans.

Findings revealed a weak positive relationship between Social Adjustment and Life Satisfaction; a moderate negative relationship between social adjustment and well-being; and a strong negative relationship between social adjustment and transitional plans of the government retiring employees.

Interaction of Variables Among the private retiring employees

Results show that life satisfaction, well-being and transitional plans has no significant effect on social adjustment among the retiring private employees. This implies that when their life satisfaction is high their social adjustment is low.

Moreover, well-being and transitional plan has no significant effect on the life satisfaction of the retiring private employees. This means that when their transitional plan is high, their life satisfaction is low.

Interactions of Variables (Government)

Results show that life satisfaction, well-being and transitional pan has no

significant effect on the social adjustment of the retiring government employees. This implies a positive effect on their life satisfaction thus when their well-being is high then their life satisfaction is also high.

Implications

Both government and private retiring private employee respondents were most of the time adjusted with their work outside their home, housework, and family. However, they still have difficulties in adjusting with their extended family that most likely have affected their social and leisure activities.

On the other hand, retiring private employee respondents were dissatisfied with their life, as compared to the retiring government employees, because government retiring employees felt that they have gotten all the things they had dreamed of, and were already living their ideal life, therefore, they think they would no longer regret anything about their life after retirement.

With regards to their sense of well being, findings showed that to some extent both retiring private and government employees were contented with their well being. However, for the retiring government employees, they were very much concerned about their primary group and social contacts, which somehow affect their sense of

general well-being negatively. Findings imply that retiring employees find it hard in communicating with their friends, since they do not spend much time with them because of their busy work schedules. They fear that when they retire their friends might not be able to closely bond with them anymore. In addition they also felt that they were not that physically healthy anymore, so they also need the help of their family and friends to support and take care of them when they retire.

For their transitional plans, both retiring private and government employees, considered themselves being an easy glider, an adventurer and a continuer. However, they seldom considered themselves as a retreator and a searcher.

Understanding the factors that determine the sense of well-being of the retirees is an important economic and policy topic. Although most previous studies examine only economic well-being, this study examines a broader measure of well-being to examine if other determinants such as social adjustments, life satisfaction and transitional plans other than economic well-being, such as the pension received by the retirees would play a significant impact on their retirement life. The results showed that while economic well-being (as measured by income and wealth) does increase overall well-being, the effect of income is a nuanced one. The increased income does

not generate significantly increased well-being. Retirees seem to value not only having income above the typical amount, particularly in terms of relative pension income, but also for Social Security income. These show that other factors such as social adjustments, life satisfaction and transitional plans are critically as important with income to the overall sense of well-being among the retiring employees.

Moreover, retiring employees, as the findings implied, would like to continue their professional life after retirement. It seems that retirement for them does not represent a particular important transition, as there is the intention to continue to work either in full time or part time. They¹ would not think of themselves as being useless during their retirement period. However, they were not anymore willing to learn new skills (e.g., activity, language) and discover new horizons and were not open anymore to possibilities such as moving to a different city or country, or of a change in life course. But instead, they would only like to somehow take things as¹ they come which means that they no longer like to work for further projects or activities, but, would likely prefer to engage in sports or leisure activities and spend time with friends and family, during retirement, if their pension would warrant.

Hence, the findings lead to more Resource Management concern to

address the issues and challenges of retiring employees. If this concern would not be properly addressed, retirees may suffer from clinical depression or decline in health. The key to a positive retirement is to ensure that the benefits of the employees would not get lost, but would be simply experienced in a different way. Thus Human Resource Management play a very significant role in assisting the retiring employees for a life after their retirement years.

RECOMMENDATIONS

Based on the implications of the study, the following are the recommendations:

1. Since most of the retiring employees were not able to bond closely with their family and friends while they are still working because of their busy schedules, it is recommended that they already start communicating with them to forge close ties in preparation for their retirement period.

2. Scheduling leisure activities with their children and spouse would help foster warmth and loving relationship with them. This could help in coping with their loneliness when they approach retirement.

3. Retiring is often a great opportunity to start a new, totally unrelated career, hence retiring employees shall start learning new skills to prepare them for a life after retirement. Human resource

management should provide opportunities along this line.

4. Retiring employees shall already plan what they would like to do during retirement. Human Resource Office where they are employed can assist them find fulfilling activities, such as in helping local volunteer groups.

5. Moreover, most of the retiring employees plan to invest their retirement money, Human Resource Management shall sponsor seminars and training to provide them opportunities, knowledge and skills as to how they would invest their money properly when they retire.

6. Human Resource Management may also help the retiring employees open their opportunities for a life after retirement through continuous program of activities that may help them widen their horizons to more stimulating experiences such as taking a class and learning a new skill, being a mentor, and by joining civic, religious and non-government organizations among others.

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The Strategic Model of Human Resources Management in Indonesia: A Case study of HRD Management at the Biro of Health in Sleman, Yogyakarta.

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Abstract

Human Resources are one of an important part in managing of the organization, including in local government organization. Therefore, human resources should have to be good managed in order to increase the effectiveness and efficiency of an organization by using several model of human resource management in governance. The aim of this paper is to describe how to manage human resource properly and sustainably. This research focuses on how the state apparatus implement their human resources management policy. It could be done at the Biro of Health in Sleman, Yogyakarta.

The method that be applied for this research is qualitative analysis which uses directly to portray of the detail interviewees by conducting the in-depth interview. The respondent is the Head of the Biro and several staffs at the Biro. This paper concludes that model of human resource management at the selected Biro is the Strategic model. The Strategic model is the proper model to be applied in this case. The model is suitable in local government because there is a balance between personnel authority (deputy), line manager (the head Department of local employee) and units (the head of department, division, and sub division).

Keywords: H Human resource management, model of Human resource management, public organization, Local Government, Yogyakarta, Indonesia.

INTRODUCTION

The need of high qualification of human resources is consent in such organizations; whether in a public or non-public organization. To have progressive works, the skilled workers are needed but not all qualified human resources could work as smooth as the

provided guidelines. That is why there is a controlling method on it, called human resources management.

Human resources management is an important instrument for the governmental organization or non-governmental organization maintaining bridge the working plan and also

successful progress. The aims of human resources management itself are to increase the effectiveness organization to achieve the objective of the organization. It can realize if the human resources in the organization could manage as well as possible. For the public sector, the responsibility of bureaucracy within give the services to society must be supported by human resources with professional and competent qualification.

Then, based on the vision or long-term plan of government of Indonesia proclaim that Indonesia will be a prominent state in 2025. However, the government of Indonesia does believe that the human resources as one of the challenges to realizing the vision. The good human resources depend on how local government carries out the management of human resources and what the model or type of human resources management that is incompatible with public organizations. In additional, doing the structuring human resources organization is needed in order to make the organization runs well and efficient. Nevertheless, a still much local government that develop yet the system of human resources management which is comprehensive (Harry,2010:pg, 2377).

Then, based on the vision or long-term plan of government of Indonesia proclaim that Indonesia will be an independent state in 2025. However, the government of Indonesia does believe that the human resources as one of the challenges to realizing the vision. The good human resources

depend on how local government carries out the management of human resources and what the nowadays, the human resource management being high attention from many sides. The influence of it toward appliance in the organization gives several changes, in which the changes in positive aspect, development of human resources, followed by ideal compose of structure in, and at the end it is reflecting the good organizational system. Human resource management has the biggest impact toward the effectiveness of organization than another resource. Community strives for government provides the first-rate service, necessary oriented and also service satisfaction from the community. Public service is not only administration problem but also fulfillment of desire from the public.

There are several indicators show that public service sector is bad service. For example long-winded service which caused lots loss whether for client and server; the cycle of process gone to be stuck; disposed of bureaucratic in which the administrative process always run really slow then continued by lots of requirement which sometimes create a misunderstanding among less educated people; expensive cost that was becoming unfriendly cost for low economic level of society; attitude of bureaucrat that shows as functionary than public servant, etc.(Abas & Triandyani, 2001). A Model or type of human resources management that is compatible with public organizations. In additional, doing the structuring human resources organization is needed to make the organization runs well and efficient.

Nevertheless, a still much local government that develop yet the system of human resources management which is comprehensive (Harry,2010: pg, 2377). Based on the data of Ministry of utilization of civilian state apparatus there is still around 50% bureaucracy do that.

Therefore, the type or model human resource management is needed to be applied for increasing public service delivery in Indonesia.

RESEARCH OBJECTIVES

Considering above backgrounds, this research contains several objectives. Firstly, intended to analyze how HRD Management at the Biro of Health, Sleman Regency runs the human resources management. Secondly, what the model of human resources management use in Biro of Health, Sleman Regency. By knowing these, there will be an opportunity what actually model of human resources management that compatible with the local government, especially in Sleman Regency. The good human resources management eventually will be a sample for another department to better management of human resources.

RESEARCH METHOD

In this research used The method that used in this research is qualitative analysis or qualitative approach. It is defined as an approach in research that uses interpretation as the method to understand the world (Denzin & Lincoln,

2005). The data collected is through deepened interviews with respondents related to this research and through library research. A literature study was done by reading and studying the materials literature related to the research by the author.

THEORETICAL FRAMEWORK

1. Human Resource Management

The define of Human resources management (HRM, or just HR) is a capacity in organizations intended to maximize worker performance in service of an employer's strategic targets. (Johnasen, 2009). Human Resource also concerns itself with organizational change and industrial relations, and that is the adjusting of hierarchical practices with necessities emerging from aggregate dealing and governmental rules. (Klerck, 2009).

According to R. Buettner, Human Resource Management covers the following core areas:

- a. Job design and analysis,
- b. Workforce planning,
- c. Recruitment and selection,
- d. Training and development,
- e. Performance management,
- f. Compensation (remuneration), and
- g. Legal issues.

Human resources management refers to all those activities associated with management of work and people in organizations (Boxall and Purcell, 2011).

Yovita (2002) argued that human resource management is the program and activity for the purpose of getting, developing, raising, and utilizing to achieve the aims of the organization. Moreover, not only the management of human resources but also the human resources itself have to qualify and have skills to realize the objectives of the organization.

Human resources management can be understood as the system or function. Then, the system implemented in several function of human resources management. Finally, the human resources management define that all of the activities begin from panning of the human resource until firing human resource (Jusuf, 2011). In order to achieve the purpose of the organization that already settled, the local government or public organizations must have pattern development system human resources management (Harry, 2012). Accordingly, to managed the human resources especially in the local government or public organization needed management or system to handle it. Also, to development human resources have to continuous implementation (Harry, 2012).

2. Model of Human Resources Management

Model of Human resources management is the strategy that can be used in the public organization in order to manage the human resources to achieve the aims of organization, in other meaning, management model proved to be an ideal method to be applied in developing an organization.

Human resources management model also be able to increase the public service because if the organization can manage the human resources with the best model, it means that they can service the society as well as their best qualification. Therefore, here it is the 4 model according to Condney (2005), that can be used in human resources management of public organization:

a. Traditional Model

The model of traditional of public human resource management focuses on a central personnel organization directing rules and procedures, ostensibly to achieve fairness and value in public sector organizations. Little believed is given to line elements of the organization, whether they are clearing streets, giving entertainment services to nationals, conveying social services to customers, or encouraging strategic relations with an outside nation. Obviously, such a center was not the first goal. As Van Riper calls attention to in his investigation of the U.S. Civil Service (1958), central personnel functions were aimed at professionalizing the workforce and providing equity and fairness in disseminating a public: government employments. Starting in the late 1800s, the national government and major U.S. urban communities started to unify staff capacities, for example, enlisting, testing, enrollment, and arrangement. Affected by the dynamic change development and hypotheses of exploratory administration, faculty looked for the one most ideal approach to enlist, arrange, evaluate, remunerate, and advance open representatives.

Moreover, the Intergovernmental Personnel Act of 1970 and past elected enactment urged local governments to create civil service frameworks with the promise of following elected income sharing dollars.

b. Reform Model

The reform model seeks to decentralize personnel authority and decision making to line managers. Very nearly a mirror image of the traditional model, the reform model qualities dispersal of genuine personnel authority to different organizational units, permitting them to settle on essential decisions concerning employee recruitment, selection, classification, and compensation. In numerous examples, these decisions might be made by line managers having minimal formal knowledge of or training in modern human resources management practices and techniques. The result might be receptive to the quick needs of the organization; however, with no central organizing focus, issues of equity and decency inside and among organizational units might show up. For instance, effective and consistent management of equivalent work opportunity objectives might be hampered, pay differences might get to be pervasive, and employee assessment inequities might emerge.

c. Strategic Model

The strategic model proposes combining the two original models just talked about. Obtaining from Perry's discussion of a strategically arranged government civil service system (1993),

the strategic model seeks to adjust the competing requests of the traditional and reform models, perceiving the advantages of some centralizing efforts but also realizing that human resource management takes place throughout an organization and should support, not hamper or subvert, the organization's general objectives.

In the strategic model, the personnel capacity is shared between personal authorities and the line departments that utilization human resource management. Exercises that can utilize such cooperative plans include conceiving and directing evaluation centers, recruiting key personnel, and rebuilding organizational classification systems. Here the human resource management is an organizational consultant, a valued individual from the managerial group, not a roadblock to be stayed away from. Mesch, Perry, and Wise (1995) take note of that "the strategic human resource management model emphasizes decentralization and devolution of authority. It seeks not uniformity but the variety in personnel policies and practices. Strategic human resource management endeavors to pare down exorbitant rules and regulations, empowering managers to capacity all the more productively and to concentrate on accomplishing their organizational mission within a competitive environment". (p.398)

d. Privatization Outsourcing Model

Privatization model of public human resource management is applying greater impact in the field. As

government payrolls, contract and political pioneers increasingly look to the private sector for models of organization, outsourcing, and privatization of the public human resource management function will likely continue, particularly for large organizations in which economy-of-scale components make privatization and outsourcing more feasible. In this model, the public human resource management function becomes increasingly moot. The challenge for organizations and managers alike is to hold coordinative control over the

Human Resources function when privatization and outsourcing happen. It ought not to be forgotten that even if various functions performed by a private entity, the public's business, and welfare are still in question. Issues of decency, delegate bureaucracy and value should not be rejected. The writing, management and oversight of contracts should strive to represent the values of efficient and responsive public service.

Here the comparison between four models of human resource management by Condrey, (human resource management handbook, 2005):

Table.1 A Comparison of Four Models of Public Human Resource Management

Function	Traditional Model	Reform Model	Strategic Model	Privatization or Outsourcing Model
Service Delivery	Centralized	Decentralized	Collaborative	Contract
Goal Orientation	Uniform enforcement of rules, policies, and procedures	Manager-centered	Respectful of human resource management and organizational goals	Effective contract negotiator and administrator
Communication Pattern	Top-Down	Two-Way	Multidirectional	Reports and contract monitoring
Feedback Characteristic	Formal and Informal Complaints	Muted	Continuous	Muted
Value Orientation	"Merit"	Immediate responsiveness to organizational mission and goals	Effective organization functioning coupled with a respect for effective human resource management practices	Efficiency, private sector preference
Role of Human resource management	Enforcer of "merit"	Diminished authority and control	Organizational Consultant	Contract negotiator and administrator
Perception of	Hindrance to	Adjunct	Full managerial	Dismissed

human resource management profession	effective organizational functioning	collection of Skills	partner	
Role of Education	Public personnel administration	Adjunct to managerial skills	Human resource management, general management, practical focus	Contract negotiation and administration skills

Source : Condney, (*human resource management handbook,2005*)

3. Public Organization

Public organization as an official organization which established by consideration of a state, it is controlled and paid under the administration of government. It purposed to maintain any matters that public delivered to the government through several forms such as democracy protest, voting, and others and composed it into several term for example policy or programs (Liam, 2015).

The demand from public to the government, it is replied in the form of public organization which officially have the duty to provide services for those who need helps. It is the concern with the services offered to the citizens, and people who work on it could be coming from any type within reason, the qualification is same and equal required for anyone who wants to work on the public organization (Liam, 2015).

In general, there are often a few more provisions made, purposed to set (an example to benefit the employment of people with a disability or from an ethnic minority) which is the final goal is

to promote integration. Public organizations are significant because they are very transparent. Their work is easily and often heavily scrutinized to ensure maximum productivity and high standards. Additionally, these organizations are usually non-profit, to provide a fair service to the taxpayers (Liam, 2015).

Public organization according to Prof. Dr. Taliziduhu Ndaha, (Husin, 2015) is public organization refers to the bureaucracy that purposes to public service.

4. Local Government

Local government is a managerial body for a small geographic area, for example, a city, town, district, or state. A local government will typically just have control over their particular land district, and can not pass or authorize laws that will influence a more extensive range. (Bussiness Dictionary. com, 2016). Local governments can elect officials, enact taxes, and do many other things that a national government would do, just on a smaller scale.

In the other hand, local government is general society organization of towns, urban areas, provinces, and regions. Notice that this type of government incorporates both district and city government structures. It can be testing, yet these elements must cooperate to administrate a specific geographic territory. At that point, the organization of local government varies depending on the state. In any case, all local governments derive their authority from the state in which they are located. (Ashley, 2016)

Local governments (otherwise called local councils) handle group needs like waste accumulation, open amusement offices, and town arranging. (Australian gov., 2016)

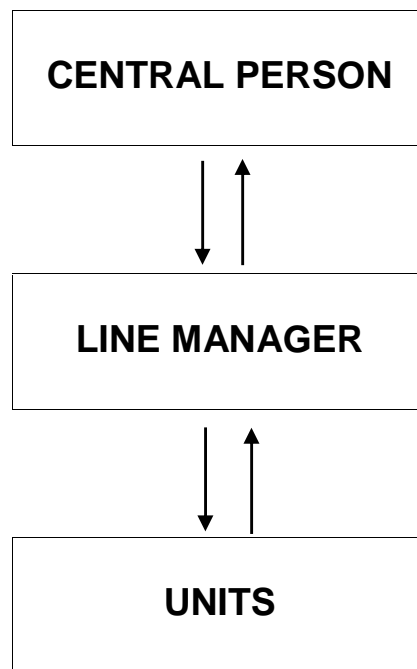
DISCUSSION

Human resources management in local government or public organization is the process that consists of planning, organizing, leader and controlling activities that related with job analysis, job evaluation, developing, compensation, promotion, and discontinuance of work relation to achieving the aims of the organization that already settled. (Mutiara, 2004).

Practically, on human resources management could be understood by several side, one of it is the model of human resources management.

Thus, in this paper will discuss five important elements that determine model in human resources management:

- A. Planning
- B. Developing
- C. Compensation
- D. Evaluation
- E. Firing



Picture 1. Line coordination

According to structural frame defined above, it is reflecting that coordination started from mutual coordination consent from multipurpose whether central person, line manager and units, then it continued by resulting the proposed which given by three of those.

Central person is the deputy of Sleman regency, Yogyakarta, Indonesia. The line manager is the

head of medical department particularly in Subdivision of employment that manages the human resources management at Biro of Health. Then the last, units are the institution that uses the human resources such as government clinic, and also Regional Hospital (RSUD).

1. Planning

Planning in human resources management is a significant thing to do. The public organization in local government especially in Biro of Health in Sleman Regency, Daerah Istimewa Yogyakarta could determine how many employees or bureaucrat that needed. In this process, which are position analysis and workload analysis. It is in order to know what position and also what is the duty that need in public organization itself. Then, after doing the position analysis and workload analysis, public organization in local government know what actually bureaucrat need, therefore in planning human resources management do recruitment human resource that appropriate with public organization itself. It was already attached in legislation (*Undang-undang*) number 5 year 2014 about the state civil of apparatus. As mention in article 55 until 67 about recruitment.

At Biro of Health, Sleman Regency according to the interview with Mrs. Prima Wulan as a head of Subdivision of employment and supported by staff of employment which is Mrs. Diah and and also Mr. Widiarto

as a head of nutrient section that recruitment process in there divided into two part, which are the civil servants (PNS) recruitment and non-state public apparatus recruitment. After that, for state civil apparatus is managed by Department of local employee (*Badan Kepegawaian Daerah*) Sleman Regency. The beginning process for recruiting is Department of local employee (*Badan Kepegawaian Daerah*) open the registration civil servants formation with consideration the result of job analysis and workload analysis in each Department. The Head of Medical Department of Sleman Regency can request first the employees necessary based on their job analysis and also workload analysis and then, it can proposed to Department of local employee (*Badan Kepegawaian Daerah*). Then, for placement of civil servants (PNS) that has been accomplishing the requirement and pass the test will be managed by Corporation of local employment (*Badan Kepegawaian Daerah*).

The second process for non-state civil apparatus is managed by Corporation of local public service (*Badan Layanan Umum Daerah*) at Biro of Health, Sleman Regency. The institution related with Biro of Health that needs the employees must have job analysis and workload analysis that already studied and checked. For example, local government clinic (*puskesmas*) need the employees. Therefore, job analysis and workload

analysis became the basis for determining. Afterward, local government clinic delivers the employees necessary to Biro of Health, Sleman Regency, and then Biro of Health will analyze it in order to propose to Deputy of Sleman Regency. After the Deputy of Sleman Regency had approved it, the Head of Medical Department makes the composition of the team in order to compose employees planning and recruiting that invited professional organization such as Head of Midwife division and head of the section that related to it. After that, the team will determine the employees criteria that will accept, and then the next step is open registration, administration selection, interview and the last is training.

Further, referring to an orientation of the organization. Orientation within an organization is crucial to the sustainability and to achieve these goals. Orientation is a process whereby new human resources introduced to an environment that will occupy. Therefore, people can be adapted to existing conditions in the field, in general, orientation carried out by the service departments within the government, either the district or the city or even the province. Generally the process this orientation takes many days and may involve other parties.

2. Developing

Developing is needed to increase productivity employee and maintaining the employee ability to

human stabilization resource. For example, held the DIKLAT (education and training) public organization for employees especially in local government. Based on the National Government Regulation (Peraturan Pemerintah) of Indonesia number 101 the year 2000 about “education and training civil servants” is aims to:

- a) Increasing knowledge, skills, and attitude to implement position duty as operational based on personality state civil of apparatus according to institution necessary.
- b) Creating apparatus that capable as role of reformer and nation unity.
- c) Sharping attitude and spirit of service-oriented, aegis, and society empowerment.
- d) Establish one vision and though dynamic in holding governmental order, and also development in purpose maintaining good governance.

DIKLAT or training at Biro of health, Sleman Regency is a necessary in order to increase the capacity of the employees. Beside of that, training is a form of employee development toward achieving the vision and mission of an organization. (Rosidiah, 2011). The process toward achieving vision and mission is inseparable from various challenges such as technological development, politic-social, and the demand for high-quality service.

According to Legislation (Undang-undang) number 5 the year 2014 about civil servants, as mention in Article 69

until article 70 about career development, every civil servant required to develop themselves through having more education, training, courses and also seminar. At Biro of Health, Sleman Regency applied job analysis to determine what training that needed by the employee.

By applying the training in order to have independent institutions to having management on competence development which implicated on annual plan book. Public organizations included Biro of Health commonly held training annually.

The mechanism or method applied in the training of biro of health is flexible (Prima, 2015) It defined that they could do and held the training if they need it. However, at least every institution do the training once annually. Then, the sources human resources development itself is from the institution and other in which related with what they need, either Regency lever or province level. The developing process teaches many new skills to an employee to fulfill the career desire. (Rachmawati, 2008)

At Biro of health there is 2 DIKLAT or training method, (Prima,2015):

1. Pre-position DIKLAT
2. Position DIKLAT

Firstly, Pre-position training implemented to provide knowledge in order to form and build national awareness, personality, and ethics of civil servants. On the other side, basic

knowledge about the system of governance, task scope, and its organizational culture in order to carry out the duties and role as a public servant. Pre-position training is a condition of appointment of the candidate of the civil servant. Therefore, the candidate of the civil servant should be included in the pre-position training no later than two years after his appointment as a civil servant.

Secondly, position training implemented to develop knowledge, skills, and attitudes of civil servants in order to carry out the tasks of government and development better. The position training is consist of Leadership training, functional training, and also Technical training.

Leadership training implemented to achieve the requirements of leadership competencies government apparatus that appropriate in the structural hierarchy. Functional training implemented to achieve the requirements of competence that appropriate to the type and level of Functional respectively. Type and level of functionality for each position determined by the Trustees of Functional that concerned.

Technical training implemented to achieve the necessary technical competence requirements for the implementation of the tasks of civil servants. Technical training can be carried out in stages. The type and level of technical training assigned by the technical authority concerned. From

low level, the determination of an employee to follow training is the Head of Department of Health, but it still depending on consideration of SKP and PKP and adapted to the kinds and types of training that will follow.

At Biro of Health, Sleman Regency, which already experienced on human resources development program by implementing Coaching Clinic, where employees were provided by information and training related to Information Technology. (Prima, 2015) The materials that given was helpful for the employee in the daily work process. As at present, information technology-based services are needed by the community and make it easier to coordinate with employees in hospitals and government clinic or other agencies.

3. Compensation (Reward and Punishment)

There is two kind of compensation given for employee which are reward and punishment. The purposes of compensation according to Candra Wiguna, (2015) is:

1. Getting the employee that qualified
2. Maintaining the employee
3. Ensuring the justice
4. Appreciating desired behavior to improvement the public organization
5. Controlling the costs

Completing the legal regulation which is the legislation (Undang-undang) number 13 the year 2003 about employment.

Reward

The reward is a function of human resource management related to all forms of rewards promised to be received by employees as the implementation of the tasks in achieving the objectives company.(Rizki, 2008)

Lawler (1983) argued that reward is positive incentive that increasing satisfaction from personality necessary and also to encourage the employees in order to become more productive in the organization. In additional, reward has been arranged in legislation (Undang-undang) number 5 the year 2015 civil servants particularly in reward, article 82. It is “every civil servant show the loyalty, dedication, qualification, integrity, discipline, work performance in implementing the order be able to reach an award”. Moreover, it can be position promotion or sign of honor. Afterward, “Punishment is giving the sanction to the employee that did not implement the order. And also, not doing the order appropriately” (Pradipha, 2015). The punishment could be position reduction.

At Biro of Health, the system of rewards is also based on the regulation which is Undang-undang number 5 the year 2014 as mention before. As the example of rewards that has been done this institution is the financial reward, promotion, remuneration, and has an opportunity to competency development.

1. Punishment

The punishment is given to who that do infraction of the rules that apply.(Nurmiyati,2011) The aims of sanction are to make employees more active and make every effort to do its job.(Nurmiyati, 2011) Moreover, it can be an example for other employees not to repeat the same thing. Based on the Undang-undang number 5 year 2014 about civil servants, article 86 mention that discipline in civil servants is very important. Here about the discipline civil servants in Undang-undang number 5 the year 2014:

- 1) To ensure the implementation of the tasks, civil servants should obey with the discipline of civil servants.
- 2) The institution of government should enforce the discipline toward civil servants and also implement the various efforts to improve discipline.
- 3) Civil servants with disciplinary offenses will get the discipline punishment.

Another more details are assigned in Government Regulation number 53 the year 2010 about civil servants discipline. At Biro of Health Sleman Regency, the punishment that most severe punishment is demotion because did not come to work without any reason during 31-35 days.

4. Evaluation

Evaluation of human resource management is an important thing to ensure that function of employees in the public organization that whether is useful or not. In additional, the evaluation is objective assessment which is from *Sasaran Kinerja Pegawai* (SKP) and *Penilaian Kinerja Pegawai* (PKP). Performance appraisal in civilian state apparatus was based on the regulation from the government which is Peraturan Pemerintah number 46 the year 2011 and also *Peraturan Kepala Badan Kepegawaian Negara* (Perka BKN) number 1 the year 2013. Performance assessment processes to evaluate the employee toward his job in an organization. According to the interviewee who is Ibu Prima, 2015 said that the aims of evaluation are:

- a. To career determination development and position promotion
- b. To determination training and education (DIKLAT)
- c. To determination mutation or change the employee
- d. To improvement productivity and responsibility from the employee
- e. To increase the employee motivation
- f. To avoid injustice with each employee
- g. To measure the successfully of personal leadership

Then, the principal of doing the performance assessment is:

- a. Objective

- b. Measure
- c. Accountable
- d. Participation
- e. Transparent

The assessment for evaluation that applied by Biro of Health in Sleman Regency is already carry out evaluation forms that appropriate with government regulations.

Every employee has to arrange SKP as the plan for implementation of the program that appropriates with details of the job, responsibility and also the authority that compatible with the structure and working procedure in the organization. Also, SKP is arranged and be assigned as the operational planning for program implementation with referring to *Renstra* (Strategic planning) and *Renja* (Work Planning).

Besides, the workplace behavior assessment covering aspects:

- a. Service orientation
- b. Integrity
- c. Commitment
- d. Discipline
- e. Teamwork
- f. Leadership (Just for PNS that has certain position)

The workplace behavior assessment applied through observer by Official assessors toward PNS based on criteria that have been determined. Also, official reviewers give

the assessment also considering propose from other assessors that one level within each work unit.

5. Firing

Firing for civil servants is dismissing the job resulting in the corresponding loss of its status as a civil servant. (Government Regulation Number 32 the year 1979)

Taking into the government regulation number 32 the year 1979 about the civil servants firing explain that firing for public servants is consist into 2:

1. Firing as a public servant : Firing as a public servant is the dismissal caused the public official will no longer serve as Civil Servants.
2. Firing from the position of the civil : The firing of the cause no longer working in an organizational unit of the State anymore, but it still serves as the Civil Service.

Afterward, Dismissal as a Civil Servant consists of dismissal on the Civil Servant and dismissal with respect as Civil Servant. Civil Servant was dismissed with respect as a civil servant accept the rights of its personnel based on the legislation in force, such as the right to a pension. A Civil Servant, who are dishonorably dismissed as a civil servant, the loss of their rights of employment, among others, retired.

Civil Servant dismissal with respect by considering the position if:

- a. Pass away
- b. Demand on own personally
- c. Retirement age limit reached
- d. Firing because the existence of simplifying organization
- e. Dismissal due not proficient physical or spiritual
- f. Dismissal due leaving duties
- g. Termination due to other matters

Civil Servant dismissal with no respect as the Civil Service, due to:

- a. Dismissal due to perform violation or act of corruption
- b. Violate the promise of civil servants, promise position state or employee discipline regulations civil
- c. Arrested according to law decision with an absolute power of law, caused by intentional criminal which demanded by at least four years arrested at the highest or by higher law in the other condition.

At Biro of Health of Sleman Regency intended to government regulation on 32 the year 1979 about the firing of the civil servant, that has been changing several article into government regulation number 19 the year 2013 about changing the regulation of firing of the civil servant.

CONCLUSION

Based on all the data information above, it defining that model of human

resources management which have ideal values to be applied is the strategic model.

Regarding guideline of the requirement to be an organization which considering using the model of strategic human resources management, it has to meet the requirement of the theory given which reflecting by several indicator, there are planning, developing, compensation, evaluation and also firing. And according to that consideration, Biro of Health in Sleman regency consider being an organization which applying the strategic model of human resources management because it already fulfills 75% of all requirement to be an organization which using the strategic model of human resources management.

The central person in Biro of Health of Sleman Regency is the deputy of Sleman, which in policy-making and also making the important decision and it requires consideration of the Deputy, then he is the one who will decide or make decisions. Line managers at Biro of Health are the Regional Employment Board and Head of Department. Head of Health Department employees will not only regulate but also may decide or take a policy if it is very urgent. The unit also means part by the use of human resources, namely the Head of Sub-Division of employment, which directly manage human resources at Biro of Health of Sleman Regency.

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MARTIAL LAW IN POLOMOLOK 1972 – 1986: A STUDY OF ITS EFFECTS TO LOCAL GOVERNMENT AND POLICIES

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Abstract

The martial law imposed by late Philippine President Ferdinand Marcos has affected the national government of the country and needless to say it has also affected even the local governments of municipalities through its laws and implementation. This study aims to analyze how martial law affected the local government of Polomolok, South Cotabato as an emerging municipality in Southern Philippines (Dole Philippines was established in Polomolok on December 1963 thus driving Polomolok's economy to new heights) and how the martial law inflicted human rights violation through the *Iliga* (led by the Manero brothers) which were considered as part of the government's Integrated Civilian Home Defense Forces (ICHDF) as it was established to counter rural insurgencies perpetrated by either the Communists in the Northern Luzon and in Southern Mindanao the Muslim secessionists, the Blackshirts.

This study will primarily be based on oral interviews of key respondents and other respondents that may corroborate or give additional information for the fulfillment and development of this study, also archival research will be applied. Furthermore, this study will aim to unveil local history of Polomolok during the martial law and be part of the national story of the Philippines those years due to the rareness of literatures and histories written in light of martial law in provincial and/or rural areas in the Philippine South.

Keywords: Iliga, local government, human rights

INTRODUCTION

Philippine history will never forget September 21, 1972 as the start of one of the darkest times of the latter. The day of the declaration of the martial law by the late Philippine President Ferdinand Marcos. The martial law was aimed to “save” the Republic from the rebels (Communists in the North and Muslim secessionists in the South), “purge” the government and

the society of its corrupt practices and also the people who were behind the activities, to subject the entire Filipino population in national discipline and genuine agrarian reform (Marcos, 1981).

Through this efforts and visions, the martial law administration had implemented several programs and projects to realize its aims and to consolidate the cooperation of every Filipino in the archipelago. Public infrastructures were built to answer the need for industrialization of the country (Marcos, 1981), programs for self-sufficiency and social discipline were instigated to bolster national morale and cooperation and the intensification of the military counterinsurgencies especially in the Philippine South (Gleeck, 1987) where the military presence was noticeable due to the strength of the Muslim movements of insurgencies.

Polomolok (*F'lom'lok*, two fused B'laan terms which are given three different meanings such as "hunting ground", "upper portion of the creek" and "cradle of hunters") is a municipality located in between the municipality of Tupi and General Santos City. Polomolok was part of the National Land Settlement Administration's settlement area in Mindanao (Koronadal Valley) opened so as to hasten Mindanao integration to the Philippines (Asleah, 2011). It was organized by Atty. Ernesto T. Jimenez as its first overseer (Sentillanosa, 1987). Later, Polomolok became a municipality on August 21, 1957 by virtue of Executive Order No. 264 by former Philippine President Carlos P. Garcia putting Datu Badong Nilong as first mayor. Today, Polomolok is under the administration of Mayor Honey Lumayag-Matti, daughter of former Polomolok Mayor Engr. Isidro Lumayag. It is now one of the fastest growing municipalities in Mindanao and the entire Philippines as well. The Province of South Cotabato website would describe Polomolok as the province's largest agro-industrial municipality not just because it is the home of the Philippines's largest food processing company, the Dole Philippines Incorporated but also because of the presence of various factories manufacturing hog feeds, cotton, and ice.

Polomolok, South Cotabato, as a booming municipality during the 1970s, had not been excluded from the efforts of the national government's aims of a New Society. As home of one of the world's largest

food processing company, Dole Philippines, the national government has exerted plans and projects for Polomolok to develop and improve as a municipality that time.

MARTIAL LAW AND THE LOCAL GOVERNMENT

General Orders No. 6, 7 and 7-A

Malacañang had started to mobilize the military and the Philippine Constabulary all over the country to search for firearms, regardless of its legal registration, and confiscate ammunitions of whatever kind. Gen. Order No.6 banned the ownership of guns and ammunitions in the entire country on September 22, 1972. General Orders No.7 dated September 23, 1972 and 7-A dated September 30, 1972 exempts the members of the Armed Forces of the Philippines, the Philippine Constabulary and other militia group that were deemed helpful for the government to facilitate reform in the urban and rural provinces of the country. Mayor Barney French, the mayor of Polomolok from July 1968 until January 1980, consequently adhered to these orders and issued a gun ban order. He stressed out during the 11th Meeting of the Sangguniang Bayan dated October 16, 1972 that people possessing firearms must surrender them in the Office of the Chief of Police of the local Philippine Constabulary not exceeding by October 25, 1972. Failure to do so will be dealt with “drastically” and can entail the punishment of death to anyone that will be disobedient to the Presidential Order. (Minutes of the 11th Sangguniang Bayan Meeting, 1972).

Searches and surrenders of ammunitions were conducted by the joint forces of local Integrated National Police and the Philippine Constabulary on the months of September and October of 1972 that many people of Polomolok had really felt the pressure the government, even furthered by the military, stressing out to the people that it was serious in disciplining the country and to destroy hindrances of the “Bagong Lipunan” and private armies were disbanded due to the government’s efforts to subdue private militia due to its threat to the Republic as what the President had declared and their firearms were confiscated to suppress

armed insurgencies. According to Mrs. Elsa Biantan, President of the Catholic Women's League in Polomolok for twenty years up to now stated that there was a strict confiscation of firearms that time. Policemen and military personnel conducted a house to house inspections to confiscate firearms from the people and to prevent mayhem to occur in Polomolok. However, the combined police and military force were unable to confiscate all of the firearms thus outlaws were able to continually "harass" the people. Some people made improvised guns commonly known as "paltik" for safeguard however others hired the Ilaga for protection.

Despite of the strict implementation of the orders, the local populace had created improvised firearms to protect them from rebel elements that had fled to the mountains to extort money from local residents. The failure of the local government and the local police and military to confiscate all the arms had created a new breed of private security armies and body guards of private individual such that they would hire Ilaga (Ilaga was a term used to call the paramilitary group founded by Bernardo Baylosis popularly known as "Commander Toothpick" (Startup, M.M. & Laird, M.M., 1985)) members in order to protect their interests and guard them. This proliferation of improvised firearms had later pressed Mayor French to extend the arms of the General Orders which authorize the Philippine Constabulary to confiscate these weapons. The Municipal government adhered "religiously" to the general order that they also mobilized their civilian messengers namely Leonardo Limos, Gemino Dipus and Marciano Deypalan to cooperate closely with the Police officers handling the order. Right after the issuances of this order the Sangguniang Bayan was assured by Mayor French of the release of the funding of an irrigation project in Barangay Glamang of Polomolok by the national government.

Presidential Declaration No. 823 and General Order No. 5

The very foundation of the rights of the Filipinos stipulated in the third provision of the Bill of Rights was prohibited by the very institution supposed to defend it at all cost. The General Order No. 5 was decreed as law by Presidential Decree No. 823 on November 3, 1975. Presidential Decree No. 823 outlawed pickets and strikes against workers of the vital

industries such as telecommunications companies, water companies and many more. It had also widened the scope of the terms “strikes”, “lockouts” and “pickets” that to include slow down, mass absences and deliberate slowing of work rate (Presidential Decree No. 823) (Timberman, 1991). This step of the government was aimed to make a “beautiful” picture of the implementation of the martial law in the country. Groups that would be violating this order would be immediately penalized and would be “dealt with immediately” (Rodriguez, 1985). The people of Polomolok were not immediately aware of the effects of the martial law. The obvious implementation of the martial law in the municipality was the curfew hour and the increased presence of the military. The time of martial law, as one informant contends, people can never say anything against the government because everyone knew that there existed a tight surveillance aimed to the local populace and to know who were among the locals were not conforming to the actions of the government. The informant even added that they were so afraid especially when they were going to the town market because military and police personnel were evidently posted.

The very presence of the military intimidated the people of Polomolok. The local police acted like military officers. Also the civilian populace was intimidated of the numerous arrests due to the extreme implementation of the General Order No. 5 by a certain “Sergeant Pantik”. According to Mrs. Yañez, individuals caught discussing about the ills of the society and the wrongdoings of the government were brought for investigation and interrogation in Hill 191 (which was later converted to a local public cemetery and now Golden Sunshine Resort), which was then an infamous prison camp in Miranda, Polomolok. They were detained and were forced to admit even to fabricated accusations just to escape further torture. The municipal leaders, according to Mrs. Yañez, were kept adherent to the military in terms of peace and order matters and they could not launch any program regarding to the latter without the military’s positive response to it. Mrs. Yañez and Mrs. Biantan both agreed upon the fact that the local police became informants of the military and the *tiñente del barrio* (barangay captain) served as reinforcement of intelligence operative of the military by providing them information of who were against the Marcos dictatorship in the locality.

Presidential Decree 1016 – The Integrated Civilian Home Defense Forces

In the later years, the government especially the military saw the importance to create a more diverse and sporadic group that will aid the military in putting down hooligans and insurgents that spread all over the country. Thus, ICHDF or Integrated Civilian Home Defense Forces was created through the Presidential Decree No.1016 (Startup, M.M. & Laird, M.M., 1985) on September 22, 1976. ICHDF was a unit of the Armed Forces of the Philippines and was trained by the military to augment military presence in local communities especially in rural areas of the country. General Jose Crisol, Deputy Minister of Home Defense and the architect of the creation of Integrated National Police (INP) described the ICHDF as a unit “against lawless elements and to assist law enforcement agencies in restoring peace and order.” (Youngblood, 1993).

In Mindanao, ICHDF group was a recognized entity that helped the military put down insurgencies. The local *Ilaga*, originally an Ilonggo term for rat and later used to refer to the fanatic pseudo-military entity founded in Samar, mostly Ilonggos, and being satirically expounded to Ilonggo Land Grabbers Association by their enemies. An informant, who chose not to divulge his identity in this study said that the Ilaga was organized by the Magnificent Seven, a group of seven Ilonggo Mindanao mayors namely Nicolas Dequiña of Midsayap, North Cotabato, Wenceslao Dela Cerna of Alamada, Cotabato City, Pacifico Dela Cerna of Libungan, North Cotabato, Bonifacio Tejada of Mlang, North Cotabato, Conrado Lemana of Tulunan, North Cotabato, Jose Escribano of Tacurong, Sultan Kudarat and Esteban Doruelo of Pigcawayan, Cotabato. The Magnificent Seven organized the Ilaga because of the threat of the Blackshirts and the Barracudas and to protect the Christian villages and population. It factored and spread to Mindanao and had gone against the Muslim secessionist, Blackshirts of Cotabato and the Barracudas of Lanao, armed wing of the Mindanao Independence Movement the precursor of Moro National Liberation Front (Araneta-Divinagracia- Ilonggo National Movement, 2015).

“In the mid-1970’s the Ilaga broke into factions just as the BSDU (Barangay Self-Defense Unit [author’s note]) was about to be renamed ICHDF (Integrated Civilian Home Defense Forces [author’s note]). One splinter group was led by Commander Bucay and Commander Inday, aliases of Norberto Manero, Jr. and Leonarda Lacson Manero. The husband-and-wife team, together with the remnants of the Ilaga group, set up their headquarters in Polomolok, South Cotabato. Bucay was designated by then Brig. Gen Delfin Castro of the Central Mindanao Command...as the Commanding Officer of the ICHDF Special Strike Force under the Special Warfare Group...” (Startup, M.M. & Laird, M.M., 1985). The Ilaga was bestowed the title Barangay Self-Defense Unit through the virtue of then Provincial Commander turned a Parliament member and Deputy Minister of Civil-Military Relations Col. Carlos Cajelo that made the justification that the Ilaga were after the Muslim secessionists in Mindanao. Thus the image of a folk hero turned into a lawless hooligan (Startup, M.M. & Laird, M.M., 1985).

The Maneros were also suspects to the massacre of Ali Mamalumpong and his brother. Geroge Pontilla, a witness furnished by the Justice and Peace-Social Action Center reported that Larry Gonzaga, a Manero follower cut out the sex organ of one of the Mamalumpong brother to be eaten in the right time (Startup, M.M. & Laird, M.M., 1985).

Edgar Arguilles, another ex-follower, said in his sworn statement that Norberto and Leonarda ordered the team leader George Manero on May 29, 1977 to massacre B’laan communities in Kiniles and to be exact in the words of Manero “... *magmasaker kamo sang Bilaan sa Kiniles...*” (massacre some B’laans in Kiniles) , Polomolok, South Cotabato. Fernando Guymon was a B’laan pastor reported to be killed by the George Manero’s group in Polomolok. Arguilles reported that George Manero asked Guymon who he was and Guymon responded who he was and George Manero told Fernando Guymon “... *indi ka na mabuhì, nong...*” (You won’t live anymore) and Fernando Guymon said, “Praise the Lord, Alleluia” and George Manero fired his shotgun. Arguilles added that certain men only named as Uldarico, Sedonio, Kris and Ronnie Abella, all followers of the Maneros hacked Guymon’s children and wife using their samurai.(Startup, M.M. & Laird, M.M., 1985).

The case of the Maneros against the party of Fr. Tullio Favalli and the Mamalumpongs allegedly financed by many affluent families in General Santos, Sarangani and South Cotabato. Atty. Cornelio Falgui, who once served as Kiamba mayor, made a courageous stand in the side of the Maneros and saved the lives of the Manero in the court quest when the Mayor of Magsaysay, Davao del Sur ordered the Maneros arrest and made PC Captain Filipino Amoguis captured the Maneros and killed them through a firing squad. Atty. Falgui successfully defended the Maneros in court and indeed saved the lives of the Maneros and *“...in saving Manero’s life the charismatic and extremely violent Manero would be indebted to him ever after. Indeed, years later, long after Mayor Falgui’s death, Manero continues to hold a close relationship with Falgui’s son, General Santos City-based Attorney Tomas C. Falgui.”* (<http://.blogspot.com/2011/11>).

A respondent who wish not to divulge his identity due to security concerns said that the Maneros used to work with the government and when Atty. Falgui successfully saved them from death penalty through firing squad the Maneros were indebted to him and worked for him. Now the Maneros worked for Dole Philippines by securing the lands they owned in Polomolok.

PRESIDENTIAL DECREE NO. 198

With the increased spending of the government to finance more projects in the rural communities, the national government had selected many communities in the provinces to finance them. Among the large projects of the Chico Hydroelectric Dam and the Magat Dam that were constructed to produce power in many locations in Luzon. Irrigation was also a primary project of the government the two dams stipulated earlier also was equipped with instruments to release water for the agricultural fields in the vicinity. In May 25, 1973, President Marcos signed his Presidential Decree No. 198 or the Provincial Water Utilities Act of 1973.

In Polomolok, the Community Development Ministry helped in the realization of the water sewage in the Municipality that had been a dream of the people in Polomolok for many years. The administration of Barney French had once initiated the program however not realized because of tight municipal budget. (Sentillanosa, 1984) Following the survey done by the Municipal Planning and Development Office, in accordance to the majority population's desire to have a clean water supply, Polomolok Water District was built to provide safe and clean water for the municipality on the middle months of the 1980. It was formally ordered by the local government to be constructed by virtue of Sangguniang Bayan Resolution No. 63 under Saturnino Calulo's leadership. It aimed to answer the plea of the growing population for potable water which was difficult to acquire due to the distance of the nearest watersheds that at that time resided in far-flung mountainous areas in Polomolok and drilling of deep well at that time was too expensive for private exploration, thus the Polomolok Water District served as a very great help in the development of the municipality (Sentillanosa, 1984).

Anecita Balanay, the Municipal Agriculturist of Polomolok from 1974 – 1999, said that the Water District was a great help in the Municipality of Polomolok because before when Water District was not operating yet, it was difficult to get potable water and the source was very far from us living in Purok Bliss and other places in Polomolok and upon operation, life had been a lot easier.

The Polomolok Water District, through the financial support of the national government through PD No. 198 was inaugurated on October 9, 1980 and the appointed manager was Mr. Hilarion Visande Jr. and was assigned to the office to supervise the operation of the Polomolok Water District and to continue the development of the exploratory operations that supplied water to many homes in Polomolok up to the present. (Polomolok Water District Website).

HUMAN RIGHTS SITUATION

Freedom of Speech

As stated in the 19th Article of the Universal Declaration of Human Rights; this right includes the freedom to hold opinions without interference and to seek, receive and impart information and ideas through any media and regardless of frontiers. This right must be upheld by the state and the government. Various decrees and orders issued by the President that can be said that violated this provision of the Universal Declaration of Human Rights. Greater Manila area and other provinces were purged of oppositions to silence the redress of grievances and to ensure positive response of the people due to the absence of opposition.

Presidential Declaration No. 823/824 and General Order No. 5 had created an atmosphere of threat towards protests and upheavals. Many arrests were made because of these orders of the President. Even powerful government officials and politicians were arrested because they were blatant and “noisy” opposition members. In Polomolok, military and police worked in the stiff implementation of this orders that even private conversations were deemed to be under surveillance of paid civilian informants. Even church magazines were under the watchlist or surveillance of the authorities. Mrs. Yañez would recount that if Concern Magazine were outside the church these magazines will turn to ashes. Furthermore, Mr. Leopoldo Biantan, the husband of Mrs. Elsa Biantan, would recall the saying “the ground has its ears and the news has its wings” was famous during the martial law years. Military and police officers’ primary job was to keep a keen ear on the people who talked antagonistic things about the government. There were barangay captains who reported to the military the people doing and saying something against the government that was why the people were so afraid of talking about the defects of the government.

In the Concern Magazine Volume 5 No. 5, there was a manifesto that were distributed to the employees of Dole Philippines and other key industries and companies in South Cotabato calling for strike to show that the workers were not happy in the condition of the companies. They were

advocating for a strike to alleviate their working condition. This manifesto was allegedly reared by Communists in South Cotabato and was able to call the attention of Dole's top management. The company called for the attention of the local police to counter this call of strike for they know that strike could affect the operation of the company. Thus, the police moved into action immediately and searched for the culprit in distributing this call which was a direct violation of the Presidential Decree 823/824. What happened was a gross violation of the human rights, the right to be heard, to a peaceful assembly as well as in association with others.

Freedom to own property and its maintenance

Article 17 of the Universal Declaration of Human Rights states that "Everyone has the right to own property. No one shall be arbitrarily deprived of his property" and is considered as a vital right of each individual and must be protected by the government.

The Philippine economy was aided to progress and development due to the entry of large international companies which were usually owned by the foreigners. These companies were established in various provinces and even to cities where large Filipino industries were already operating (Rodriguez, 1985). The Philippines is open for these foreign companies to have access to wider and larger lands that would be use for their business operation. This situation was true to Dole Philippines Incorporated that built their mega plantation in Polomolok, South Cotabato. Their main plantation and canning structures are now located in Barangay Cannery and their business operations had expanded in the nearby Municipalities such as the Tupi and T'boli, Maasim and Surallah as well as in City of General Santos.

In Polomolok, which hosted the original pineapple plantation of the company, vast tract of lands were purchased by Dole Philippines Incorporated in a questionable manner. Suspicious dealings were engaged with the land owners who were usually members of the indigenous settlers in the area. Their lack the proper education and misinformed of exact market value of their land made them a victims of

unscrupulous transactions for they were not paid with just amount compensating of their sold lands.

According to respondents who chose not to divulge their identity, Dole Philippines purchased their lands in a payment of one can of sardines and few clothings in exchange of one (1) to three (3) hectares. It was undertaken in an unscrupulous manner that he was deceived and uninformed of the real value of the lands. Other stories gathered by the researcher that Dole Philippines promised a certain amount much higher than they usually offered but never pay the amount due for the unknown reasons even yet they had continued the use of the land.

The government at that time was relentless in desperation to speed up opening new lands for industries and residences to be established. A respondent said that the Blackshirts of Polomolok was just a made-up story. The authorities said that the Bla'ans of Polo-Landan areas were Blackshirts if not sympathizers and they were harassed by the Ilaga (ICHDF-Polomolok). This group oftentime killed the Bla'ans because of those accusations. Some who had fled to saved their lives and upon their return they found out that their lands were illegally occupied and planted pineapples and corn or were occupied by other people.

A respondent, who chose not to reveal his identity, even said further about the expanse of the lands that the Ilaga allegedly grabbed from the Bla'ans who were secured by Presidential Decree No. 762 on July 5, 1961 by President Carlos P. Garcia declaring the 2,507 hectares of land located in Polo-Landan-Maligo-Kiniles area as reservation area. He said that the lands that were grabbed by the Christian settlers in the area, was immensely vast. The land areas that were grabbed from the Bla'ans were the entire 2,507 hectares however based on the survey we did it was 2,511 hectares. Later, the Christian settlers sold the lands to Dole Philippines and some leased it with Dole Philippines despite that the Dole Philippines was aware that the lands were illegally grabbed from the B'laans.

The lands were supposed to be ancestral domains that were reserved for the B'laans however with the illegal grabbing of their lands many were left landless and many were poverty-stricken making then most

marginalized group now adays. These unfortunate circumstances allegedly involving the government forces through the ICHDF or locally known as *laga* to create more residential and industrial area in Polomolok was a violation of the rights of the B'laans. The Municipal government was silent in the said issue and municipal records did not reflect stories regarding this. Cases were not filed due to fear of pressure from the mega company and the stories were still considered hearsay though respondents were still present and stood silent witness to these atrocities.

Right to the Recognition as Person before the Law

The history of Polomolok during the imposition of the Martial though in 1981 the martial law was lifted, however the continuance of injustice persisted. Justice and equal right for the rule of law was part of a promise of the reforms of the New Society however justice to the Manero victims was elusive. According to Benjie Nequento, a Justice and Peace – Social Action Center (JP-SAC) official , JP-SAC is a religious agency which was organized to help people acquire justice through legal aid, that had been assigned to be part of the team to help the Mamalumpongs against prominent opponent that protected the Maneros, he stated that the Maneros were just so tough. I can remember that time that children were being frightened by threats of their mothers that Manero would eat them if they go home late at night or if they would go home late in the evening. It was as if Manero was like Maria Labo that time.)

Mrs. Takahashi-Magpayo would describe the ill reputation of the Maneros as notorious. Mrs. Takahashi – Magpayo observed that the Maneros have strong grip to powerful politicians because no matter how the military and the police exerted effort to search for them their capture was elusive.

Pepito L. Moderacion, a member of the 453rd Philippine Constabulary Command in Camp Lira, City of General Santos, had filed his affidavit in which he divulged several atrocities done by the Maneros on their ICHDF operations in Kiniles, Barangay Lamcalyap, Municipality of Polomolok. Moderacion narrated the events that lead to the murders of Ali Mamalumpong and his brother through a sworn statement on 1983. He presented on his affidavit that on October 1977, he was ordered by his

superior Commanding Officer 1st Lt. Antonio P. Billones to join the ICHDF group supervised by Norberto Manero, Jr. and Leonarda Lacson Manero “without divulging my identity as an enlisted PC personnel”.(Startup,M.M. & Laird,M.M, 1985). Moderacion had confessed in his sworn affidavit that he had witnessed several unlawful arrests made by the ICHDF group of Manero without warrants and their murderous acts perpetrated towards Christians and Muslims in Polomolok particularly those who were suspected of being rebels.

Moderacion, upon being present in the actions undertaken by the Maneros and their followers, witnessed the events in the killing of the Mamalumpong brothers. He said that on November 5, 1977 at around 3:30 in the afternoon Kumander Inday (Leonarda Lacson Manero) with other followers armed with high-powered firearms took the Mamalumpongs in their farm lot in Kiniles, Lamcalyap, Polomolok. Kumander Bucay (Norberto Manero, Jr.) was already there in the said farm lot with their other followers. The Mamalumpongs were then stripped naked, hogtied and interrogated by Kumander Bucay after which ordered the Mamalumpongs to be shot to death. The two brothers were then slaughtered and sliced into pieces, their internal organs taken from their bodies and then cooked to be eaten.

Another witness to the Mamalumpong case was George Pontilla, an ex-follower of the Maneros and later on was against them for their ritualistic cannibalism. He testified before the court in his sworn affidavit that he was once a member of the Integrated Civilian Home Defense Forces – South Cotabato Striking Force under the command of Kumander Bucay and Kumander Inday until he surrendered his firearm to the Maneros on June 22, 1978. He swore before the court that he witnessed that the Mamalumpong brothers were hogtied beaten by bar guns after which they were butchered and were eaten. A part of the body was cut off from one Mamalumpong brother by a certain Larry Gonzaga and was kept in Pontilla’s possession for an exhibit of the heinous crime.

To note the report of the Fact Finding Mission of Patricia Startup, M.M. and Eileen Laird, M.M. on May 1985, the military seemed to protect the Maneros despite their cannibalistic and inhuman treatment of accused

rebels. In one instance when Defense Minister Juan Ponce Enrile released an ASSO (Arrest, Search and Seizure Order) against the Maneros who were instigated to the murder of the Mamalumpong brothers the military, with their highest officials and commanders, seemed not interested or junior officers seemed not courageous enough to tell the whereabouts of the Maneros. They were not interested to hand in the Maneros to the court due to their significant role in suppressing Muslim dissenters and insurgent in Southern Cotabato.

Leopoldo Ojacastrro, a vital witness to the murder case was stabbed to death while on the way to a meeting even if he was under the military protection. Further, Col. Mariano Miranda, 3rd Brigade Commander of the Southern Command of the Philippine Constabulary refused to disarm the Maneros despite official orders and growing requests of the local populace to do so. In addition, Brig. Gen. Delfin Castro refused to make a move on arresting the Maneros instigated in the issue on grounds that the Maneros were not already present in the area of his command. However, numerous sightings were reported such as that of Norberto Manero, Jr. (Commander Bucay) was seen entering a local movie house in Koronadal and Leonarda Lacson Manero (Commander Inday) was spotted as a wedding sponsor in Polomolok. (Startup,M.M. & Laird,M.M, 1985).

Thus, the notorious reputation of the Maneros had intimidated even the judicial system of the court that time. The case was first heard in Dadiangas (General Santos City) but due to security reasons and a court decision the case was filed to Alabel despite the fact that the massacre was orchestrated in Kiniles, Polomolok. The trial rolled for the first time when the Maneros were captured after the intervention of high-ranking military and Cabinet members. Former Chief of Staff Fidel Ramos was said to have intervened to capture the elusive murderers. It took several years of searches and seizures and several people who affirmed the murders of the Mamalumpong brothers, Francisco Guymon, Fr. Tullio Favalli and other people who had experienced the atrocities and abuses of the Maneros to be put to trial.

Right of Security of Tenure in Employment

The Universal Declaration of Human Rights was a sacred document which assured the people of the world on their rights as individual and a society. These rights must be protected, of course with other limitations on case to case basis however it is clear on this document that the state must uphold this even to the gravest time in the country. This is a duty the state must be responsible of. The Universal Declaration of Human Rights had stated that “Everyone has the right to work, to free choice of employment, to just and favorable conditions of work and to protection against unemployment” (Article 23 Paragraph 1).

On June 28, 1983, Concern Magazine denounced the unjust termination of eleven (11) supervisors of Dole Philippines over an unreported and unpublicized reason. Concern Magazine reported that on February 26, 1983, Mike O'Brien, Dole Philippines' Over-all Manager for Agricultural Operations Division, terminated Toriano Chua, Silvestre Maquidato, Romeo Plete, Paul Echem, Elenterio Dapanas, Roberto Gregorio, Ciriaco Pagaduan, Carlito Cadiao, Reggie Batita, Tomas Montano and a certain “Mr. Roque” all were supervisors of the Agricultural Operations Division without prior notice. This issue led to further events that it caught the attention of local media and ultimately the Regional Office of the Ministry on Labor. The municipal government according to Mr. Fin stipulated that if ever Dole would do something crazy we can easily sanction them or punish them. I will say this that the municipal government held Dole on their neck that is why they do not do nasty things. During our time, we told the Dole officials that they should never do bad things if you do not want to be banished from here, so Dole is just frightened of the Municipal government.

However, the issue was never discussed in any Sangguniang Bayan meeting nor the municipal government ordered an investigation for them to know the grounds of the matter. The Municipal government was silent about the issue maybe because, as one informant told, they feared Dole Philippines would decide to close its operations which means a great economic downfall for the Municipality of Polomolok because many had depended to Dole Philippines for their living. Apart from economic

downturn, Polomolok will suffer a tremendous unemployment rate and will only mean a gigantic slash in Polomolok tax revenue. Businesses will also be affected. This domino effect of Dole Philippines's exit from Polomolok if ever the municipal government would intervene and Dole would not like it perhaps halted the municipal government in intervening in the issue and kept its hands in creating the issue bigger.

Later of 1983, Dole Philippines' Supervisors' Club Chairman now a Municipal Councilor of the Sangguniang Bayan of the Municipality of Polomolok Hon. Jose Falcon relayed a message to local newspapers and the Concern Magazine as well a message to Dole Philippines and the Ministry of Labor – Regional and National Office manifesting their concern over the issue and personal qualms that any of them serving as supervisors and all employees of Dole Philippines, in general, could be terminated at any time over any reason under the grace of high-ranking Dole Philippines officials (Concern Magazine, Volume 5 No. 6, 1983).

The clergy, seeing the injustice perpetrated by Dole Philippines sympathized with the sacked supervisors and other employees of Dole Philippines. Our Lady of Lourdes Parish of Polomolok led by Fr. Jaime Apolinares and Fr. George Carin was, at that time raising funds for the construction of the parish building, heard of the news and ultimately condemned the matter. They relayed to the administration of Dole Philippines that their donation of about P 40,000.00 to the parish project had been withdrawn and will be returned by Fr. Apolinares himself as a form of disgust towards Dole Philippines' unfair treatment to the eleven sacked supervisors. In addition, a religious organization in Polomolok named as Samaritanos-Cursillistas condemned the unreasonable action of Dole Philippines. Salvador Hormigos, the group's leader, wrote a letter addressed to Dole Philippines' General Manager and Vice President on Cannery Operations Seren C. Bacani condemning the "hostile action" (Concern Magazine Volume 5 No. 5, 1983).

CONCLUSION

The local government is a political and administrative unit established to administer and protect the interests of the local people or its constituents. It is expected to be the vanguard in protecting the rights and interests of its constituents. What happened in Polomolok, South Cotabato was obviously an opposite of what was expected. The local government was silent and even cooperative in the measures and programs of the national government even if it was obviously against the very fundamental rights of the people.

The local government was guilty of conniving with a dictatorial regime and its atrocities were never opposed by the local government. Also, the local government had posed “deaf ears and blind eyes” to the pleas of its people and had also the same stance with regards to the human rights violations committed by the national government. It is very sad to know that the very institution expected to protect the people did not have the courage and will to do so.

There are many stories that surround the martial law years of Polomolok however limits to this paper had been bounded that the researcher is limited to select significant issues on local government policies and administration thus at the end of the day the narratives herein would serve as a reminder of their responsibilities and obligations to the people they serve.

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Elsa Biantan, 73 years old, Resident of Brgy. Sulit, Polomolok, South Cotabato, Interviewed at Brgy. Sulit, Polomolok, South Cotabato, November 17, 2014, 9:45 AM

Leopoldo Biantan, 75 years old, Resident of Brgy. Sulit, Polomolok, South Cotabato, Interviewed at Brgy. Sulit, Polomolok, South Cotabato, November 17, 2014, 10:56 AM

Benjie Nequento, Resident of Koronadal, South Cotabato, Interviewed at Justice and Peace- Social Action Center- Koronadal Office, December 16, 2014, 3:34 PM

Fr. Joy Pelino, Resident of Korornadal, South Cotabato, Interviewed at Justice and Peace- Social Action Center- Koronadal Office, December 9, 2014, 5:27 PM

Merlinda Yañez, 57 years old, Resident of Brgy. Palkan, Polomolok, South Cotabato, Interviewed at Pastoral Office of the Our Lady of Lourdes Parish, Brgy. Poblacion, Polomolok, South Cotabato, January 14, 2015, 2:30 PM

Gregoria Takahashi-Magpayo, 76 years old, Resident of Brgy. Lumakil, Polomolok, South Cotabato, Interviewed at Brgy. Lumakil, Polomolok, South Cotabato, January 15, 2014, 9:54 AM

Lidio Villa, Resident of Purok Bliss, Brgy. Poblacion Polomolok, South Cotabato, Interviewed at Purok Bliss, Brgy. Poblacion, Polomolok, South Cotabato, February 25, 2015

Anecita Balanay, 65 years old, Resident of Purok Bliss, Brgy. Poblacion Polomolok, South Cotabato, Interviewed at Purok Bliss, Brgy. Poblacion, Polomolok, South Cotabato, February 25, 2015

Milagros Fernandez-Abesia, 79 years old, Resident of Purok Bliss, Brgy. Poblacion Polomolok, South Cotabato, Interviewed at Purok Bliss, Brgy. Poblacion, Polomolok, South Cotabato, February 25, 2015

Toto Frias, Resident of Purok Bliss, Brgy. Poblacion Polomolok, South Cotabato, Interviewed at Purok Bliss, Brgy. Poblacion, Polomolok, South Cotabato, February 25, 2015

****Some of the interviewees were not stated herein due to the interviewee's decision that their identity be concealed*

THE PROTOTYPE MODEL OF COLLABORATION IN THE REGIONAL DEVELOPMENT PLANNING IN MAMUJU DISTRICT, INDONESIA

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ABSTRACT

This research is about the recommendation model of collaboration which is an analysis and synthesis of core components and core values by stakeholders in the Development of planning regions in Mamuju. This research aims to find a tentative prototype model of collaborative development planning in Regency Mamuju. This type of research is qualitative descriptive. This research uses phenomenology approach. The primary data source from the government, public and private and secondary data from the planning documents. The focus of this research is the analysis and synthesis of five core components that is collaborative leadership; strategic vision, collaborative team processes and collaborative structure and seven core values, namely respect for people, honor and integrity, ownership, consensus, full responsibility and accountability, trust-based relationship and the recognition and growth, which is the determinant factor and values that can inspire actors in the process of local development planning in Mamuju. The technique of collecting data through observation and in-depth interview about the core values in regional development have been documented and analyzed using qualitative descriptive. Technical analysis of the data consists of data collection, data reduction, data presentation and conclusion. Findings on the model of collaboration in Mamuju, that to create a joint commitment of all stakeholders both between the government and the public or by the private sector, the prototype model of collaboration 3C (Core component, Core Value and Core Competence) in local development planning in Mamuju district can build commitment among stakeholders including integrated well with fixed forward linkage partnership, trust (trust) and the middle (Middle way).

Keywords: Collaboration, Planning and Development

Introduction

The decentralization policy as stipulated in Law No. 32 of 2004 and Law No. 25 Year 2004 is a new strategy that brings hope in entering the reform era, globalization and free trade. The principal matters contained in this law is democratization, initiatives and community development and maintaining regional biodiversity values. That hope appears therefore this

policy is seen as a new way to create a better order in a scheme of good governance with all the basic principle.

In relation to the above, the Government Mamuju do the mechanisms of collaboration on a regional development plan in Mamuju where the collaboration of the two parties interact and mutual contributions between the government and society in the achievement of the vision of the region on the one hand while on the other hand the problems public can also solved. It can be seen that the technocratic planning to put the government as the absolute authority to plan and carry out development for the benefit of the public, based on technical considerations of the government that its implementation is encapsulated in the RKA SKPD.

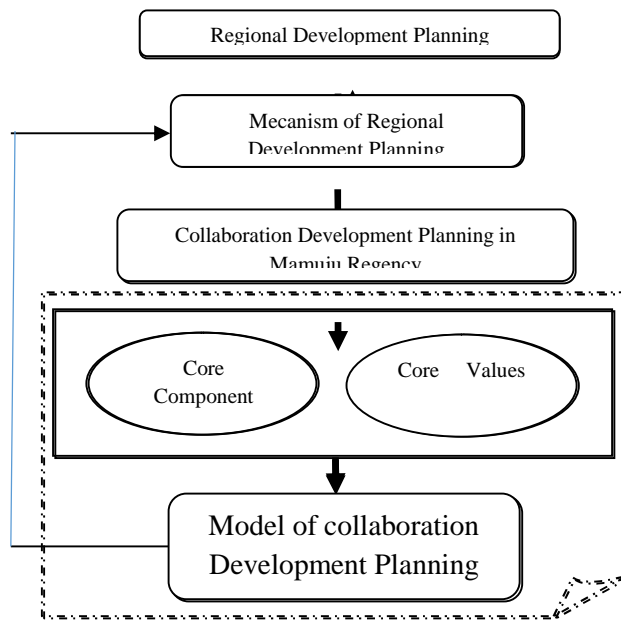
While participatory planning involving all community in their village development, is a method or way of planning that enables real community institutions in planning development. planning to do more based on studies of the problems they face and the potential available in society. In this way the public can be expected to make a craft and be able to implement, maintain, and follow up the results of development. Cooperation and synergies between the two, as well as multi-party from the private sector, it can be said to be a collaborative development planning. The synergy can be seen in the problems faced by the community based on facts and reality, occur equality parties involved, the government merely supports the initiative of the community, and the lack of mutual trust between the community and government.

Collaboration comes from the real conditions of participatory planning which sees the reality of regional development planning in Mamuju, in the organization of collaborative deliberations which in reality is a participative dynamics undertaken by stakeholders. That condition is rationality objective in regional development in Mamuju that on one side of participatory planning is mandated by Law No. 25 of 2004 and on the other hand the implementation of collaborative planning gain positive response community through the successful implementation of certain programs were achieved as the Program construction of 3 km long canal in the village of Polo Pangale, Mamuju regency Fiscal Year 2011, where the program is a result of the introduction of planning issues annual floods were carried out by the community facilitated by government officials.

Research Methods

This research is a qualitative descriptive phenomenological approach, which began on 14 May 2014 until 15 July 2014 in Mamuju. Informants were interviewed was the Regent of Mamuju, Head of Bappeda, Secretary of the Public Works Department, secretary of health department, the village chief, community leaders and NGOs. The technique of collecting data through observation and in-depth interviews related to core values and technical data analysis consists of data collection, data reduction, data presentation and conclusion. The focus of this research is the analysis and synthesis of daricore componetsdan core values which become determinant factors and values that can inspire the actors in the process of local development planning in Mamuju.

The core components used indicators, namely; *culture of collaboration*; 1). Equality, 2) Confidence in representing, 3). Confidence in the integrity, 4). The regulatory process in the community forums, *collaborative leadership*; is 1). Ability set a vision, 2). The ability to instill a sense of community, 3) The ability to optimize the potential, 4) the ability to interact and communicate with staff, 5) Involvement of staff and the courage to take decisions and responsibilities, and 6) the ability mobilize stakeholders to collaborate in achieving the objectives. Strategic vision of collaboration; 1). The vision of mutual interest and 2). The vision that make the actors more productive to coordinate and cooperate in addressing the problems and achieve common goals. Team collaboration processes; 1). The team that has the knowledge and insight, 2) Team to carry out duties in accordance with its role, 3). Teams are able to negotiate to solve the problem, and structure of the collaboration; 1). Aspects of the delegation of authority, 2). Structure in information systems and human resources. While indicators core values, namely; respect for people at all levels of musrenbang, awards and integrity, reward the ideas and opinions of others and able to implement the agreement stipulated joint ownership, a sense of the region by maintaining development results, consensus, decisions made on the basis of mutual agreement, full responsibility and accountability, have a sense of responsibility for the decisions made together internally and responsibility towards stakeholders, mutual trust (trust-based relationship), mutual trust among stakeholders in Musrenbang at various levels of the forum of planning and Recognition and growth, results achieved show an increase in terms of both quantity and quality in planning meetings.



☐ = research focus

Figure 1. conceptual framework

Research Results

Development is a process that is inclusive, where the development process as a platform for the involvement and contribution of the various stakeholders in the utilization of resources to

achieve the expected conditions. So that all stakeholders can be involved in the planning process, it is necessary to build collaboration between all parties concerned and interested in it. This study found that of the entire series of collaborative processes dalam perencanaan regional development are still many complaints and expectations that are not in accordance with what is desired by stakeholders. The findings show that the timing of the discussion forum as an activity undertaken to establish collaboration with all stakeholders is very limited components. Implementation of the discussion forum should not do only one day but held for a few days so that people can put forward the problems faced in front of SKPD technical and meetings should not only become a means of listening to the opinions or proposals aspirations of the people but also by monitoring directly to the location of a proposal from the community (Compilation informant interviews; Bahri Siga, Zainal Abidin, Ali Rahman, Rusnani, June 2014).

In addition, Regent Mamuju Suhardi Duka (June, 2014) says that in planning the approach is self-reliance, by not creating dependency on the public but created a model, which means that the government's role diminishing returns and eventually create self-sufficiency, but not suddenly stopped but there are stages and the process undertaken to provide independence and actualize the potential resources in the community. In addition, this study found a low innovation from the community because just hope the government program. This condition indicates that independence has not been created (grassroots) in general, although the middle class has begun to capture the opportunities by investing in areas related to development planning.

Based on the analysis of core components and core values it can be seen that that the government's success in creating collaborative Mamuju regency in regional development is highly dependent and the extent to which the core components of core values as basis for implementing the planning process in a discussion forum. In other words, Mamuju district governments should be able to find the model that is most appropriate tentatif in planning its development so that it meets the aspirations of the community.

Table 1. Relationships of Core Components and Core Value Collaboration regional development planning Mamuju Regency.

<i>Core Component</i> <i>Core Values</i>	cultural of Collaboration	leadership collaboration	Strategic vision of collaboration	Team collaboration processes	structure of the collaboration
Respect for people	Respect to give equality of access	Leaders accommodating some proposals and create a unified vision	making a shared vision that comes from aspiration stakeholders	Form a team and coordinate	Implementing a mechanism for representation and delegation of authority
Awards and Integrity	Awards by providing equal access	Leaders can accommodate the proposed stakeholders	Appreciate the aspirations of stakeholders	Awards and build integrity by making team members to coordinate	Awards in the form appoint a representative and

<i>Core Component</i> <i>Core Values</i>	cultural of Collaboration	leadership collaboration	Strategic vision of collaboration	Team collaboration processes	structure of the collaboration
					delegation of authority
Ownership	ownership grown because of the same access	leadership ability to accommodate and create a unified vision	Agreeing on a common vision of the aspirations of stakeholders	ownership demonstrated through membership in the process and coordination team	The mechanism of representation and delegation of authority to stakeholders
Consensus	Equal access in the forum can give birth to a decision in the planning process (consensus)	Leadership and create a unified vision can accommodate childbirth decisions in the planning process (consensus)	Making a shared vision that comes from the aspirations of stakeholders can give birth to a decision in the planning process (consensus)	The team formation process and coordination can generate decisions in the planning process (consensus)	The mechanism of representation and delegation of authority can give birth to a decision in the planning process (consensus)
Full Responsibility and Accountability	Equality of access gave birth to a sense of responsibility and accountability	Leaders who accommodate and create a unified vision gave birth to a sense of responsibility and accountability	Making a shared vision that comes from the aspirations of stakeholders gave birth to a sense of responsibility and accountability	Team formation and coordination processes spawned a sense of responsibility and accountability	The mechanism of representation and delegation of authority spawned a sense of responsibility and accountability
Trust-Based Relationship	Equal access in a forum can create a relationship of mutual trust	Leaders can accommodate and create a unified vision because of mutual trust	Making a shared vision that comes from the aspirations of stakeholders can create a relationship	Team formation and coordination process can create trusting relationships	The mechanism of representation and delegation of authority can create a relationship of

<i>Core Component</i>	cultural of Collaboration	leadership collaboration	Strategic vision of collaboration	Team collaboration processes	structure of the collaboration
<i>Core Values</i>			of mutual trust		mutual trust
<i>Recognition and growth</i>	Equal access in the forum can be realized if the results can be enjoyed by people who make up the recognition and growth	Leaders can accommodate and create a unified vision if the results can be enjoyed by people who make up the recognition and growth	Making a shared vision that comes from the aspirations of stakeholders can be built if the results can be enjoyed by people who make up the recognition and growth	The team formation process and coordination can be done if the results can be enjoyed by people who make up the recognition and growth	The mechanism of representation and delegation of authority to do if the results can be enjoyed by people who make up the recognition and growth

Source: Research results, 2014

Based on the results of the analysis of core components and core values that require collaborative in the process of collaborative interaction between government and government, or between government and the public found a few things that a weak point for Musrenbang in Mamuju. Based on the research findings note that from the cross tabulation conducted found three aspects that were not executed during the execution of the collaboration between the government and the public, namely:

1. The limited time for carrying out the process Musrenbang so that every actor involved in the planning process does not have the same opportunity to convey the aspirations associated with determining the direction, planning and development decisions
2. Qualification of human resources as the actors involved in the process of collaboration remains limited which is a representation of representation and delegation of authority enabling the bias of the goals and objectives desired by whom it represents.
3. The use of IT in the form of a management information system that has not been used, resulting in low access of information between all actors involved, including the public and the government.

Cross tabulation above shows research findings related to core component's core values as a basis for finding weaknesses in the process of collaborative development planning in Mamuju district to be the basis in formulating a tentative models are most appropriate to establish collaboration in Mamuju. Before the proposed tentative models in question will first be analyzed on field findings with regard to the components and the basic values of collaboration is in the process musrenbang in Mamuju regency.

1. Respect for people as a fundamental value Build Collaboration

The value of respect for others as a fundamental value in building collaboration. Research findings showed that local development planning in Mamuju regency value of respect for others remains the underlying value in the process of collaboration. Based on the analysis of research data through cross tabulation is known that the value of respect for others as one of the elements of a culture of collaboration in the form of equal access for all stakeholders in Musreimbang forum. Similarly, the ability to accommodate and equalize the leadership of a shared vision in determining priority programs of development planning, formulation of strategic vision is realized through coordination and intensive communication with all stakeholders associated with the desired strategic vision statement. It must be born from the aspirations of stakeholders musreimbang participants. A form of respect to other people on the team also found that the process of formation of a work team as a representative of the stakeholders to express their aspirations and coordinate in musreimbang forum. While the element of collaboration structures found in the mechanism of representation and delegation wewenagn and responsibilities in a very important element of an advanced collaboration is based on the value of respect for one another.

Based on the analysis, it can be concluded that build collaboration in local development planning in Mamuju regency done by promoting the value of the award to others as a fundamental value in building collaboration. Value appreciation to others can be found in the form of culture, leadership, strategic vision process team and collaboration structures.

2. Honor and integrity as a fundamental value Build Collaboration

Creation of an effective model of collaboration in order to encourage each stakeholder to be involved in the process can only be created if the value of the award and integrity as the underlying value of the fulfillment of the elements of collaboration. Analysis of the value of honor and integrity against known collaborative culture in the form of equal access in every forum participant can be realized. It is necessary to uphold the integrity pnhargaan and society by engaging in decision making and planning.

Similarly, the elements of collaborative leadership where leaders must be able to accommodate and create a unified vision if upholding respect and integrity of the community by engaging in decision making and planning.

Process Musreimbang one goal is to build a shared vision that comes from aspiration stakeholders can be built if upholding pnhargaan and integrity of the community by engaging in decision making and planning. This can also be done through the establishment and coordination process team to do if upholding pnhargaan and integrity of the community by engaging in decision making and planning. Thus the structural element of collaboration in the form of representative mechanisms and the delegation of authority to do if upholding pnhargaan and integrity of the community by engaging in decision making and planning.

Based on the analysis, it can be concluded that build collaboration in local development planning in Mamuju regency done by promoting the value of respect and integrity as a fundamental value in building collaboration. Value and integrity of the award can be found in the form of culture, leadership, strategic vision process team and collaboration structures.

3. Ownership as a fundamental value Build Collaboration

Models of effective collaboration to encourage each of the stakeholders to be involved in the planning process could be created if the value of a sense of belonging as the value of the underlying elements of the collaboration. The results of the analysis of cross-tabulation of the core components of core values and collaboration indicates a sense of community for their equal

access in the forum. In addition, because the leadership can accommodate and create a unified vision between government, private and public. Building a shared vision can be built because it comes from aspiration stakeholders. Another element is the establishment of processes and coordination team to do because people have a sense of ownership, including due to the mechanisms of representation and delegation of authority as an element of collaboration.

Based on the analysis, it can be concluded that build collaboration in local development planning in Mamuju regency done by promoting the value of ownership as a fundamental value in building collaboration. Values ownership can be found in the form of culture, leadership, strategic vision process team and collaboration structures.

4. The Consensus as a fundamental value Build Collaboration

Analysis of the value of consensus on the creation of an element of collaboration demonstrated equal access in the forum can give birth to a decision in the planning process (consensus). Another element is the ability to accommodate leadership and create a unified vision can give birth to a decision in the planning process (consensus). The decision also is based on the ability to build a shared vision that comes from aspiration stakeholders can give birth to a decision in the planning process (consensus).

This process is also born of the element of team building process and coordination can generate decisions in the planning process (consensus) in collaboration. The value of consensus was also found on the mechanisms of representation and delegation of authority can give birth to a decision in the planning process (consensus). Based on this, the important values that are also found in building collaborative element of local development planning in Mamuju regency is consensus as basic values embraced by all stakeholders, including government, private and public.

5. Full responsibility and accountability as a fundamental value Build Collaboration

Models of effective collaboration should meet the values and the basic component in the collaboration. Based on the findings of the study were analyzed using cross tabulation of the core components of core and value in Musrenbang forum appears on the sense of responsibility and akubtabilitas between all stakeholders. The sense of responsibility is shown in the form of a culture of collaboration as equal access in forums, leadership ability to accommodate and create a unified vision, building a shared vision that comes from aspiration stakeholders as well as team building and coordination processes spawned a sense of responsibility and accountability. Included is a collaborative structure that is found in the form of mechanisms of representation and delegation of authority. Based on this analysis it is known that the regional development planning Mamuju done by collaboration among stakeholders through the fulfillment of the values and elements of collaboration in the implementation of musrenbang.

6. Trust-based relationship sebagai nilai dasar Membangun Kolaborasi

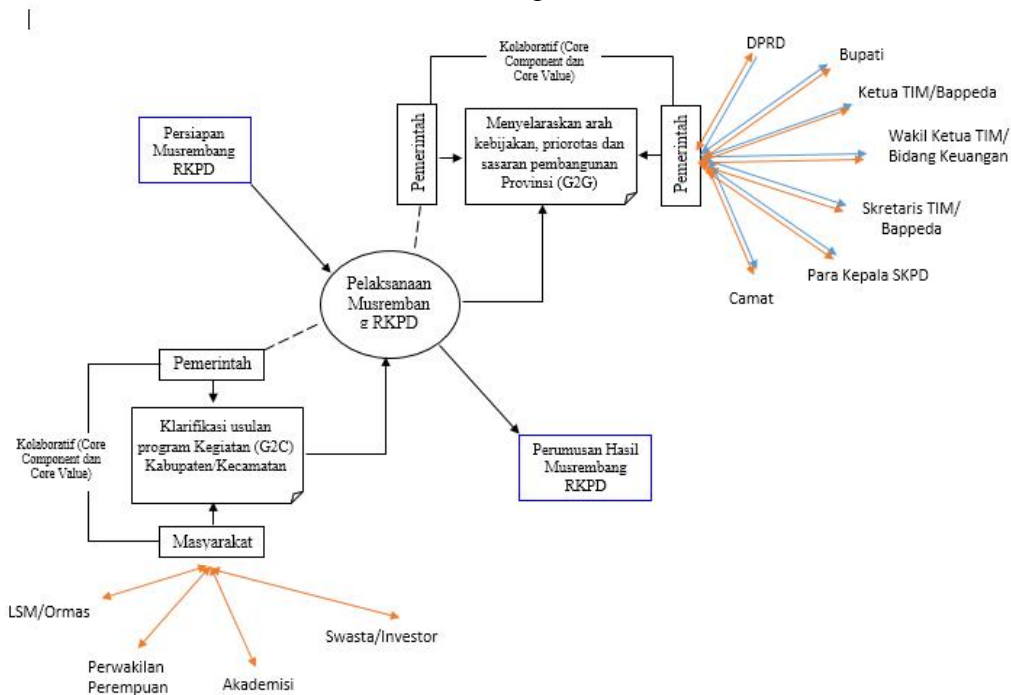
Collaboration can be done in regional development if it has a value of mutual trust between stakeholders in implementing the elements of collaboration. In the implementation of regional development planning in Mamuju regency based on the research findings note that the value of trust is found in the form of equal access in the forum as a form of cultural collaboration. While the collaborative leadership demonstrated by the ability to accommodate and the leadership of create a unified vision and build a shared vision that comes from aspiration stakeholders a strategic vision to be decided. These include the establishment of a team of collaborative process that can create a relationship of mutual trust. While in the organizational structure is found in the form of the mechanism of representation and delegation of authority from every element of stakeholders.

Based on the analysis, it can be concluded that build collaboration in local development planning in Mamuju regency done by promoting the value of mutual trust as a fundamental value in building collaboration. Values have to trust each other in the form of culture, leadership, strategic vision process team and collaboration structures.

7. Recognition and growth as a fundamental value Build Collaboration

Recognition and growth as a fundamental value in the collaboration process should be realized in every element of collaboration. Based on the results of cross tabulation analysis of research data found that in Musrenbang in Mamuju regency in the framework of regional development planning is found in the form of public recognition of the benefits felt. Besides leadership and create a unified vision can accommodate the needs of the community. Thus the strategic vision of collaboration is the result of a shared vision that comes from aspiration stakehokdgers. In addition to gaining recognition and growth perceived by stakeholders is done through a team building process and coordination as well as mechanisms of representation and delegation of authority as a form of collaboration structural element.

Based on the analysis, it can be concluded that build collaboration in local development planning in Mamuju regency done by promoting the value of recognition and growth as a fundamental value in building collaboration. Value recognition and growth can be found in the form of culture, leadership, strategic vision process team and collaboration structures. In brief, a model of collaboration can be seen in the following scheme:



Specification:

—> Line of Coordination and Consultation

—> Line of Collaboration and Empowerment

Figure 2. Schematic Model of Regional Development Planning Collaborative Mamuju Regency

Musrenbang scheme implementation process in the perspective of collaboration between the government(Regent and deputy regent, head of regency/city, elements of the central government, officials Bappeda and SKPD regency/city, chiefs of district), and the Society is

consists of delegates representing Musrenbang districts, academia, NGOs/community organizations, community leaders, investor/private as well as the representation of women. In the process of collaboration found that the regional development planning stages of documents and procedures for preparation of work plan development of the region in Mamuju carried out in accordance with established procedures, and in the process there is collaboration between the government and the government and between government and public.

Patterns of collaboration developed between the Government and the Government is the integration of various functions of bureaucratic pattern across policy arenas and levels of government. Bureaucratic function in question is a legislative function and yudikasi between local governments in this regard Mamuju regent by the local parliament. In this section occurs vertical relationship between SKPD to the district governments, as well as the vertical relationships between the District Government and the Provincial Government.

While the model of collaboration between the Government and the community as well as other parties such as the private sector and investors are patterns of integration and empowerment is to involve citizens and non-government agencies. This pattern follows the pattern of representation or delegation to submit proposals and suggestions of the local development planning through musrenbang. The process is built on the trust in the delegation or the designated representative of each stakeholder. This collaborative process is shown in the form of institutionalized discussions, negotiations between non-government groups and the government. Thus it takes the ability of the government as a mediator and facilitator of collaboration to be able to take the middle ground on the proposal and suggestions submitted by the delegation.

Discussion

Musrenbang carried out in three main stages before a decision is made that regional planning stages of preparation, implementation and formulation stages Musrenbang RKPD results. In the process there Musrenbang collaborative interaction between government and society.

Based on the three things that a weak point of the collaborative process during Musrenbang in Mamuju causes important to find a tentative model of collaboration that can cover the weaknesses of the aspect of time, qualifying human resources and IT. Limitations time owned by each of the actors involved in the collaboration can still run with the mechanisms of vertical and horizontal linkages relationship between government and society. While the fulfillment of time so that all stakeholders can convey the overall aspirations can be done through a pattern of IT-based relationship with building management information systems.

Human resources qualifications are not met, meaning it needs discussion institutionalized mechanism to be made, and negotiations between the groups for a process of perception and understanding of development planning. This is possible because at any stakeholders have had the trust and leadership tried to take the middle of the way in defining the planning and decisions. While the weakness of collaborative processes associated with IT-based information systems that need to be built has not been institutionalized. This is done to enable the relations between government agencies with citizen organizations and non-governmental organizations.

Based on the research findings note that in the process of collaborative development planning district Mamuju as an organization, the important role of every part in the planning process are in the organizational units of a particular start level level of village, district, SKPD of Regency, including non-governmental organizations community. Theories about the pattern of

the relationship between each of the elements in Mamuju district government carried out in the coordination of regional development planning. Musrembang is part of the process of coordination and communication between units in the organization of local government in the preparation of local development planning. In the fact, this research found an association vertical coordination, functional coordination either horizontally, diagonally, and territorial. This is reflected in the collaborative planning process development through Musrenbang conducted by the district Mamuju as the process of integrating the planning, discussion and exchange of ideas that is mutually beneficial.

Although basically the implementation of collaborative planning during this time conducted in Mamuju district government, leading to more collaborative model is not clearly defined. This is by the fact, the mechanisms do still very rigid and not flexible to the planning mechanisms and procedures included in the planning through Musrenbang as a manifestation of coordination structures both horizontally and vertically. If codified by Model Mintzberg that there are five important elements in building organizational design that leads to an effective organization in decision making.

In the Model Mintzberg, five elements are (1) operating core whereby employees or staff carrying out basic work-related activities of the organization, (2) strategic apex where the chief was given overall responsibility for the organization, (3) the middle line held by the linking between the strategic apex and the operating core, (4) techno-structure serves as an analyst that serves the interests of the organization and establish a specific standardization within the organization and (5) support staff who provide direct support services to the organization.

The fifth element in the context of this study refers to a model that analyzed Development Planning of the role of each of the elements in the organizational structure at musrenbang in Mamuju district. In detail can be seen in the following scheme:

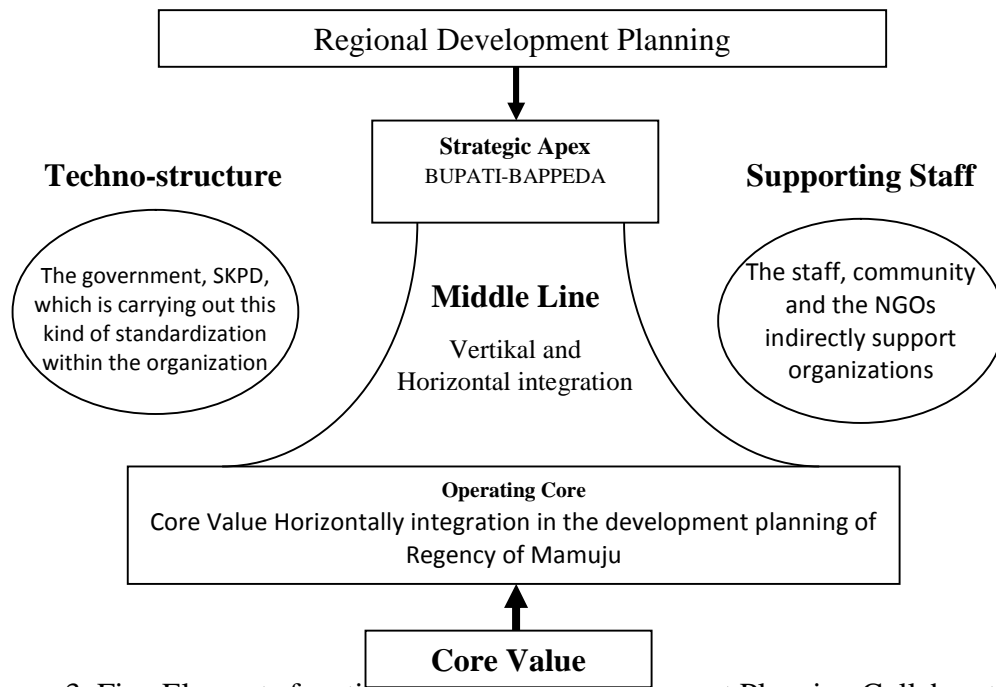


Figure 3. Five Elements function in Regional Development Planning Collaborative Mamuju

Apex Strategic role as a standard common set of priorities in regional development planning policy Mamuju, included in the standard detailing the allocation of resources and deciding how to mobilize additional resources, and summarize the information and evaluate the performance of development planning. This function is executed by the supreme leader under Mamuju regency policies that are in a leading sector in SKPD Planning Departement Mamuju regency.

Techno-structure conduct the evaluation process and accommodate the expert advice and input from other Part in decision making processes in regional development. This is done with reference to the standards development planning policy that has been set.

Core Value is the overall component considered in determining local development planning Mamuju district. This is reflected in the support staff, including NGOs and community to provide a variety of needs in planning, including information required in planning, including administrative support either directly or indirectly to the organization

Middle line role is to keep the horizontal and vertical integration in the planning process pembangunan area. Vertical integration means that there is coordination with the leadership or SKPD regions with the central government and provincial governments, and Horizontal integration means there is a tight coordination between SKPD with all stakeholders involved in development planning.

In Mamuju district development planning carried out with reference to the national policy and development planning policy level of South Sulawesi province. This means that the city district government has the authority to draw up development plans of each region with reference to the policies of the central government. It means that in this pattern is not likely to model Strategic Apex. The government only became responsible for the principal of the policy relating to regional development planning by involving stakeholders in implementation while Regent surrender or delegate its authority to the government officials.

Although in the context of a particular implementation of collaborative development planning in Mamuju district still has the characteristics of technocrat but the percentage is limited to a few dankebijakan rules set by the local government. Musrenbang mechanism itself is still more emphasis on supporting staff, including the involvement of the whole society stakeholders in development planning.

It is still possible to create a model of collaboration driven by the strong tendency components of core and core values during development planning Mamuju regency in progress. In Musrenbang clear mechanism contains vertical and horizontal collaboration. Collaboration vertical as noted previously led to the collaboration between local government and central government or between government district and district government. As for horizontal collaboration created through a process of collaboration between sectors inthe Regency. Based on the findings, the tendency of the collaborative process of regional development planning in Mamuju district can be seen in the following scheme.

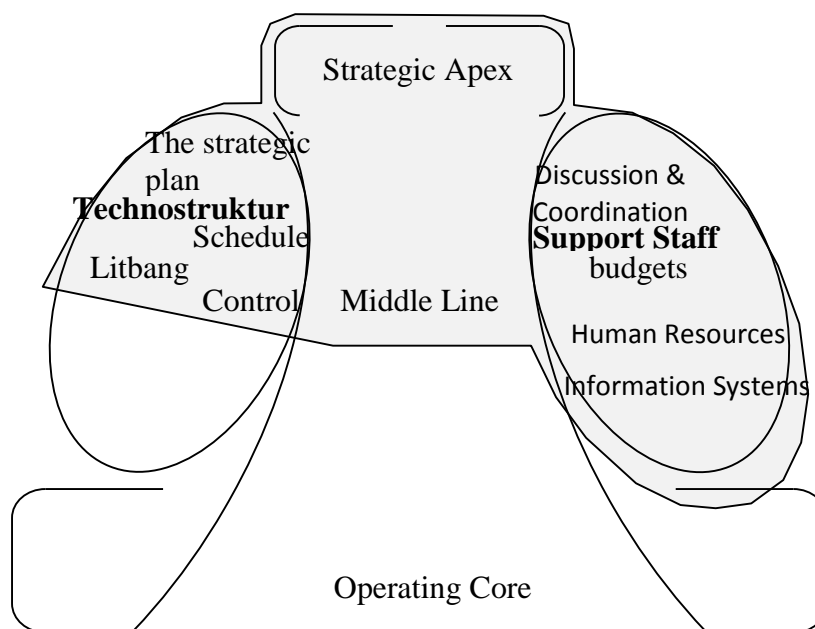


Figure 4. Tentative Collaboration Model Configuration Regional Planning Mamuju

Based on the schematic configurations can be known tendency of regional development planning Mamuju. To identify trends, it can be seen from the aspect that dominates the development planning process. According to Kates (2007: 8) The fifth design configuration is (1) Simple Structure, (2) Machine bureaucracy, (3) Professional bureaucracy, (4) Divisional Form, (5) Adhocracy.

Based on this, the research found that the regional development plan is likely to do an analysis of the trends in regional development planning process in Mamuju. The trend that will show the characteristics of the collaborative process of regional development planning. But when referring to the results of research, the more likely that enable is supporting staff, which means there is a process of collaboration between all stakeholders in the planning of regional development. As mentioned that if the trend in the Strategic apexes which means dominated by the role of policy makers that such planning is centralization, if dominated by the role of support staff means is collaboration, if dominated by Technostructures mean to be Standarization, and if it is dominated by Operating Core, means is professionalism.

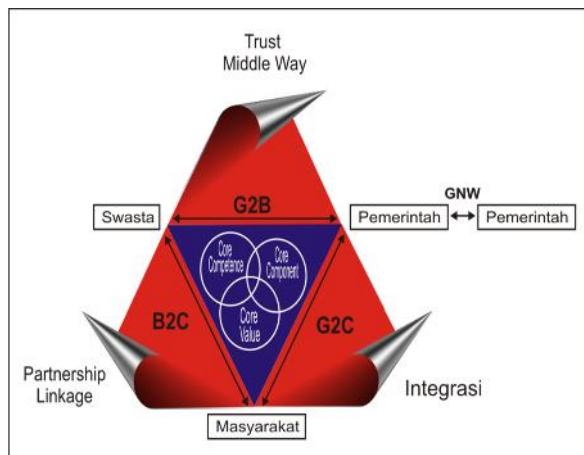
The dominance of the support staff found on aspects Discussion and coordination is done on the mechanism Musrenbang ranging from musrenbang village, District and the Regency. There are also representatives of other elements that are also involved in the planning process Mamuju regency. Another aspect is the availability Human Resources and budget are in the process of regional development perencanaan. This is in line with Mitzberg that the tendency of the support staff is determined by payroll and pricing as an important element in the decision making.

Furthermore, it can be determined that the most ideal configuration is Adhocracy. Adhocracy characterized by a high horizontal differentiation, vertical differentiation are low because many levels of administration that would limit the organization with the ability to make adjustments. The need for monitoring is also minimal because the professionals have live up to its role as desired by management. This is reflected in the emergence of some stakeholders as a representative of informing in musrenbang activities. Vertical and horizontal differentiation can

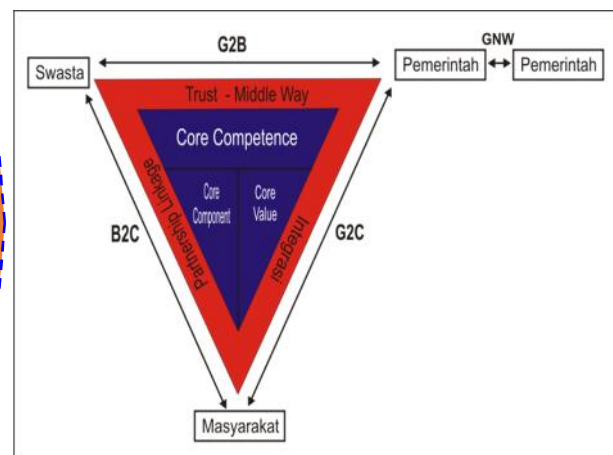
be realized through the reduction of the dominance of the central government to the regions and included the establishment of horizontal coordination between SKPD in Mamuju local governments in establishing regional development planning.

Thus, it becomes critical to formulate about the most effective model of collaboration in regional development Mamuju district. The formulation of the collaboration models need to consider that in the process of collaboration must contain the principle of integration by including the citizens to participate in the development planning process. Besides these values has become one of the many values that must be contained in a collaborative process. The integration is built still refer to a vertical pattern horizontal in their respective capacities. This pattern will guarantee the establishment of relations between the central government and local governments, including local governments to the level of the lowest leaders. Kararakteristik key to this model is a relationship of trust, partnership and integrative. According to Weber et.al argued that successful collaboration emphasizes the integration of various functions of the bureaucracy, cross-policy arena, and levels of government and involving citizens, communities and non-governmental organizations in problem solving and implementation process.

The collaboration model characteristics will create a form of collaboration that can direct the development planning process involving stakeholders include bureaucratic functions and cross-cutting policy by fostering links with the overall partnersihp stakeholders involved in the development planning process. This model is still considering building horizontal and vertical communication between government and society.



Gambar 5.6
Kolaborasi Dalam Perencanaan
Pembangunan Daerah Kabupaten Mamuju



Gambar 5.7
Prototipe Model Kolaborasi 3C Dalam
Perencanaan Pembangunan Daerah Kabupaten
Mamuju Berbasis Kompetensi

Figure 5. Tentative Collaboration Model of Regional Development Planning Mamuju

Explanation;

↔ → Collaborative interaction between the government, public and private

▼ → Space of collaboration in regional development planning process

G2B → Government to Bussines

B2C → Bussines to Civil Society

G2C → Governmentto Civil Society

GNW → *Government Networking*

Based on Figure 5, it can be argued that the model of collaboration in the area of Development Planning to consider the factors that affect the likelihood of collaborative creation of better collaboration in the development planning process. In the model of the stakeholders involved are the government, private sector and communities each have roles and functions to collaborate to produce the desired development planning together.

In the process, in fact, a collaborative relationship in the form of a line relationship of coordination or consultation, which would be the building shows the interaction of both sides or more and does not tend to be the more decisive one than the other side. For that we need still consider the core component and core values of collaboration is awakened. According Agranof and Mc. Guire (2003:35) asserts that the higher the interdependence between actors or organizations either vertically or horizontally, the greater the need to collaborate. The interdependence which will result in actions made together and worked together well. For that, Pomeroy and Berkes (1997:466), suggests that there is a reciprocal relationship between the government, public and private have their respective roles. This is in line with Nyachhyon (2006:22), which suggests that there are three main categories of relationships between stakeholders in a collaborative manner, namely, 1) Collaboration between government and the private sector (G2B), 2) Collaboration between government and citizens (G2C), and 3) collaboration between the private and public (B2C), then in the process of local development planning in Mamuju found an association with the four categories of the collaboration between the government and the government (GNW). The explanation of each collaboration between pemerintah, public and private, as follows;

a. Government to Business (G2B)

Collaboration between government and private Mamuju PTT Exploration and Production Malunda Limited which is an oil and gas company of Thailand (Attachment 12) and PT. Surya Raya Lestari (SRL) is a palm oil company in Mamuju district as well as between the Mamuju District Government with local NGOs.

The shape of the three stakeholders cooperation agreement contained in the form Contractor Contacts Cooperation (PSC) PTT Exploration and Production Malunda Limited, the three parties agreed to cooperate in efforts to empower communities in local development planning Mamuju. PTTEP local NGO as an institution that is experienced in community development programs. The process of empowerment through Siola program (Stimulation of the Child layananana Integration Optimization) requires the participation of NGOs as agents of change to implement assistance to the community in local development planning process to find a solution to the problems faced.

While collaboration between the government and NGOs is realized in cooperation with, among others; form of training, dissemination, seminars and other activities that are increasing the capacity of the community in local development planning.

Seeing the context of government relations and NGOs in regional development planning, the relationship between the two are co-management advocative, where NGOs assist governments, provide suggestions and input in musrenbang and regional development planning discussion forum. The Government considers that the cooperation with NGOs merupakan suatu favorable to overcome the limitations of management and budget constraints in accommodating the needs of society. Relations between the government and the private sector also occurs at the level of co-management informative, where governments provide information to PTTEP

(private) about community needs in the health sector and the private education take on the role to be able to provide a solution to these problems by using CSR funds.

b. Government to Civil Society (G2C)

The commitment and government support Mamuju in guarding the ideas and suggestions from the community or delegations and representatives also presented in the proposal. In this process the submission of the proposal remain through Musrenbang so it needs to be appreciated. In the process, there is still a fact that in addition to human resource there are still some who do not understand the issues related to the proposals and suggestions of the public or delegate appointed following the proposal musrenbang so that sometimes do not respond adequately. The level of appreciation of the government to be very low with some factors such as budget adjustments proposed by the government and non-compliance with the district or provincial government programs.

This collaboration is still necessary to do better, especially between SKPD while considering aspects of core and core components of value. There is still a tendency of the political overtones are slightly more dominant against the decision of the collaboration between SKPD in Mamuju in an appreciation of the proposals need to be eliminated. Each horizontal collaboration on education needs to build better and so we need increased support adequate human resources. So the researchers concluded that the collaboration that exists between the government and the public on the co-management consultative, where the public to provide input padatahap musrenbang opinions or ideas and planning discussion forum to the government, but the decision entirely on the government to deliver documents RKPD Mamuju regency. As well as the co-management cooperative, where people dilibarkan by the government in planning poses (musrenbang and discussion forum) to plan and monitor the development of Mamuju. After the process perencanaan telah poured in product planning, the government inform the public about the formulation of policies that have been planned to be held on musrenbang cope run, this relationship is called by Pomery and Berkes (2006:13), as the relationship CVO-management instructive that the government inform society, for example; on formulas pemerintah rencanakan resource management to be implemented.

c. Business to Civil Society (B2C)

Collaboration between the public and private sectors can dilihat on the cooperation between communities and PT Surya Raya Lestari (SRL). PT SRL giving attention to the problems faced by the people who live around the company.

The role of government is important, especially to overcome masalah funding. Implementation of Law No. 40 of 2007 on Limited Liability Companies and the Law No.25 of 2007 on Investment which requires companies, especially companies that utilize these resources to spend corporate social responsibility. Under the regulation, it is expected that the private sector uses natural resources in conducting their business in order to further enhance its role in addressing social and environmental permasalahan through grant policy of corporate social responsibility or CSR (Corporate Social Responsibility).

Implementation of the use of funds of CSR in the village of Polo Pangale (Appendix 11), which with the fund, to help the villagers Polo Pangale to overcome the problem of seasonal flooding that resulted in public service at the District Office Sampaga and activity at SMAN 1 Subdistrict Sampaga and SMPN 1 Subdistrict Sampaga disturbed.

Collaboration the relationship with NGOs as an extension of the PT. SRL with the community is assistance (co-management advocative), where NGOs play a role in empowering

communities, to accompany and to transfer knowledge to masyarakat so that communities are able to plan and solve problems faced.

d. Government Networking (GNW)

Collaborative interaction between the government and the government in this regard on education with the aim to align regional development priorities and goals for the district / city with policy direction, priorities and goals for the development of the province. When ideas, ideas and input from the community, rural/village to the district governments filed in District Musrenbang is a form of submission of proposals and ideas to SKPD, then the process of collaboration is also intended to sharpen the performance indicators of priority programs and activities of the district/city; and agree on priorities for regional development and regional priority programs and activities. This process is understood as a process which is a vertical relationship cooperated and a consultation among government relations.

In order to enhance collaborative model that was built in Mamuju, it is necessary formulation of a model of collaboration to create the shared commitment of all stakeholders both between the government and the public or by the private sector, including the relationship between the government staff in the government agencies and between SKPD. Build collaboration is critical to creating a partnership linkage, which integrates well by promoting confidence trust and the middle way. This is because often the collaboration between SKPD and between staff and management in collaboration SKPD not wake up in the planning process are made in a single institution. Sometimes still planning process is not fully involve all task forces / work agencies are available. Despite the fact that there is a process of internal meetings within the agency to assess a particular program, but was not able to accommodate and involves all components in the institution. Similarly, if it had been on the horizontal collaboration with other officials.

In creating a partnership linkage, which integrates well by promoting confidence trust and the middle way in the process of development planning in Mamuju district requires not only core components and core values as described by Marshall (1995:12) but from the findings of the study, the researchers consider it necessary to add core competence, it is based on the definition of some expert Del Castillo (2005:48); Kamidin, (2010:79); Setyowaty, (2010) says that the competence has the same meaning as the word ability, skill or expertise.

The low quality of human resources both apparatuses become collaborative leadership and team processes and people who become participants and representatives of the community in its territory in the process of regional development planning in Mamuju illustrates the need for human resource management competence based on local development planning in Mamuju district, where the management of human resources is a combination of skills, knowledge, attitudes and behavior that is owned by an individual to be able to carry out the duties and role of the position occupied in the team productive and professional manner. This is in line with the opinion of Lertputtarak (2012:90-91) that the essence of the competency-based HR management looked at individuals from the aspect of personal quality.

Competency-based human resource management aims to deliver results in accordance with the organization's goals and objectives, and performance standards that have been set. concerning the competence of each individual to do the job or take a decision in accordance with the roles and responsibilities within the organization that are relevant to the expertise, knowledge and capabilities (Setyowati,2010). This is in line with the reinforced by Kamidin Donald (2010), which introduced the theory of competence is based on the theory of the window, that each competency of the individual observed from four sides shaped windows, namely; education,

skills, work experience, and mastery technology). The essence of the theory of the window is the competency that HR has skills supported by a mature work experience is a human who has the capability competitiveness.

In the prototype model of collaboration 3C (core component, core values, and core competence) competency-based padaproses development planning in Mamuju, the stakeholders involved are government, private and community each have the ability to carry out its role and functions in collaboration to produce a development plan together.

Conclusion

The conclusion of this study is in order to enhance collaborative model that was built in Mamuju, it is necessary formulation of a model of collaboration to create the shared commitment of all stakeholders both between the government and the public or by the private sector, including the relationship between government officials in the government and between SKPD. The prototype model of collaboration 3C (Core component, Core Value and Core Competence) in local development planning in Mamuju district can build commitment among stakeholders including integrated well with fixed forward linkage partnership, trust and the middle way.

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Regulations:

- Peraturan Daerah Nomor 12 Tahun 2007 tentang Lembaga Tekhnis Organisasi di Pemerintah Daerah Kabupaten Mamuju.
- Undang-undang Nomor 25 Tahun 2004 tentang Sistem Perencanaan Pembangunan Nasional (SPPN).

COMMUNITY EMPOWERMENT THROUGH INFORMATION

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Abstract

The term empowerment often heard in government programs. Empowerment is defined as helping people to help themselves. More can be said as efforts continued and the process of how to function as a 'power' (driving's force) in achieving the goal of self-development. However, in its development, community empowerment is often juxtaposed with economically empowering. Though empowers can be done in various aspects not only economic ones.

In the midst of media information, the things that need an empowerment is empowering information. Empowering information is a communication process constructed by society in informing what happened to him and his environment. Empowering information society is built from a concern for others or the environment. The concern of empowering information society is to bring others, rather than to think oneself as in the economic context - before others, yourself first established.

In the context of information, now the world community must treat information not as a means to get it, but as a means to convey something. Before the information age, only people who have a lot of information can rules the world, but now we are in the century of creativity, it means anyone can fill (providing) information then he is deemed to exist by the world.

Therefore, in this century, people are not only satisfied with access to the information obtained easily, but also they should be able to provide the content (information) to others. In other words, productivity is highly demanded by today's media so that the public are taken into account and are considered to exist. This is where the information comes to media functions as a bridge between the community - not the communities and countries. As a means, the information media of course here comes not as an entity that is dead, but alive and provide solutions to community problems that occur during this time. Which became the capital for the community is their control over socio-cultural conditions that exist in the vicinity. With this capital they will understand what needs to be shared to the public, what their problems are and what their potential. In building synergy, what needs to be assisted by others and what is required of others but in their village.

Keywords: Empowerment, Community, Information.

PREFACE

In the past, information gaps can be placed as one of the indicators of poverty. "The gap indicates the inability to access information and use the information that will have an impact on the welfare of a person".

The lack of public access to information needed can be caused by two main problems. First, because the information is still exclusive (information is not distributed to the public intentionally). The lack of public access to information of this type need to be assisted by the government to disseminate information

more "expensive" to the public, for example through brochures, newspapers, radio and television. The second is the weakness of their own communities in accessing information that is already available in their environment. It can be caused by low motivation of people to access the information. In the second case this empowerment can be achieved by the importance of the information campaign for the public.

However, the current problem is not just limited to whether or not a community is able to access and use the information, but

the public in this case must position itself as a source of information.

How many policies of the government that can not solve the problem in the community and then not respected by the community. It was due to the government's ignorance of the condition of society. For that people here must be able to convey information related to itself and the environment, could be about culture, current issues in the region, the potential of the region, and so forth.

There are currently too many Institutions of State or Government in implementing the program of activities included or on behalf of community empowerment and the more concern that the knowing process, procedure, plan activity until the execution is only limited to the Institute.

Many other Institutions, NGOs, interest groups have not been so understanding about the concept of empowerment is implemented so that there is prejudice against the majority community empowerment programs that have been implemented, because of the principles of transparency and participation of institutions or other components of society are less applicable to the maximum.

Before examining further, there needs to be a common understanding of empowerment so that all parties can understand the true meaning, which is expected in any implementation, monitoring and decision-making that is given can be understood thoroughly and in accordance with the concept of community empowerment.

Community empowerment is actually a concept of economic and political development which summarizes various social values. This concept reflects the new development paradigm, namely that is "people centered, participatory, empowering, and sustainable".

In the concept of empowerment, the community is seen as subject who can

change, and therefore needed a better approach known by the acronym ACTORS. consisting of:

1. Authority, empowering done by giving confidence to the people to make changes that lead to improvements in the quality and standard of their lives.
2. Confidence and competence, empowerment can begin with cultivating and fostering confidence and viewing capabilities that communities themselves can make changes.
3. Truth or belief, to be empowered, society or person should be sure that he has the potential to be developed.
4. Opportunity, which gives people an opportunity to choose everything they want so that they can develop themselves according to their potential.
5. Responsibility, namely the need to emphasize their sense of responsibility in society to the changes made
6. Support, the support of the various parties to the process of change and empowerment can make society 'better'

LITERATURE REVIEW

The term empowerment is a translation of the English "empowerment" can be interpreted as a process to give power or authority to authorize. According to Chambers in Huraerah, this concept represents a new paradigm of development, which is "*people-centered, participatory, empowering, and sustainable.*" (Huraerah, 2011: 95). Furthermore, empowerment is an effort and the process of how to function as a '*power*' (*driving's force*) in achieving the goal of *self development*.

Associated with the definition of empowerment, Dharmawan (2007) citing the opinion of Fear dan Schwarzweller (1985) which suggests that empowerment is understood as:

"a process in which increasingly more members of a given area or environment make and implement socially responsible decisions,

where the probable consequence of which is an increase in the life chances of some people without a decrease (without deteriorating) in the life chances of others”

In this connection, (Robbins, Chatterjee & Canda, 1998) briefly stated as follows:

Empowerment, “process by which individuals and groups gain power, access to resources and control over their own lives. In doing so, they gain the ability to achieve their highest personal and collective aspirations and goals”.

Therefore, empowerment can be equated with the acquisition of the power and access to resources for a living (Pranarka, 1996). In addition, the concept of empowerment was also expressed by many of them by Rappaport (Weissberg, 1999) interpret:

“Empowerment is viewed as a process: the mechanism by which people, organization and communities gain mastery over their lives.”

Schneider (1999) state that:

“Empowerment goes well beyond the narrow realm of political power, and differs from the classical definition of power by Max Weber, Empowerment is used to describe the gaining of strength in the various ways necessary to be able to move out of poverty, rather than literally “taking over power from somebody else” at the purely political level. This means, it includes knowledge, education, organization, rights, and ‘voice’ as well as financial and material resources.

Hacker, 1999 state that:

“Empowerment may be understood as a process of transformation. This includes the transformation of the unequal power relationship. Unjust structures of society, and

development policies. Empowerment also means transformation in the sense of changing and widening of individual’s opportunities”.

Osmani (2000), defines empowerment as:

“Empowerment may, socio-politically, be viewed as a condition where powerless people make a situation so that they can exercise their voice in the affairs of governance.”

With the limitations above, Dharmawan (2000) define the meaning of empowerment as:

“A process of having enough energy enabling people to expand their capabilities, to have greater bargaining power, to make their own decisions, and to more easily access to a source of better living.”

The concept of empowerment is a concept of planned change. Social change is a study of social dynamics. The term social change were taken from the English language, namely “social change”. At first, social change is defined by Ibn Khaldun in Martono as follows, "The community has historically moved from nomadic communities towards people (living) settled (referred to as the people of the city)." (Martono, 2012: 1-2).

Wan Hasim in Garna defines, “Social change as the channel adjustment applies to patterns of interaction between individuals as a social unit in society.” (Garna, 1992: 13). Furthermore Moore in Anwar defines, "Social change as an important change of the social structure includes the patterns of behavior and social interaction, including norms, values and cultural phenomenon." (Anwar: 2007: 51). As according Martono, "Social change can be imagined as the changes that occur in or cover social system. More precisely, there is a difference between the state of a

particular system in a different time period." (Martono, 2012: 2).

Regarding social change Sztompka explained, "The basic concepts of social change involves three things: first, a study of the differences; second, studies should be performed at different times; and third, the observation in the same social system. (Martono, 2012 : 2).

Furthermore Martono explained that, "To be able to study social change, we have to see any difference or change in condition of the object that becomes the focus of the study. Second, the study of changes should be seen in the context of a different time, in other words, must involve a comparative study in a different time dimension. Third, the objects that are the focus of the comparison must be the same object." (Martono, 2012: 2-3).

Martono also explained, "The time dimension in the study of social change include the past tense (past), current (present), and future." (Martono, 2012: 3). Studies of social change observed changes in the conditions of the past and the present. Studies of social change may also include the condition of the future or make projections about the future to study the history of searches, and supported by a variety of data (statistics) are available on the condition of the past and present.

So that people can make changes to the social, Hagen argues that, "The process of change is closely related to creative individuals, which creates a special kind of social relationships all the time, for that social change will not happen without a change in personality." (Anwar, 2007: 51). Hagen theory, put education in a strategic position in social change or development. According to Hagen, "the starting point of social change is the education to the community in order to enhance the role of individuals and communities through the

utilization of their potentials." (Anwar, 2007: 51).

RESEARCH METHODS

The method used in this research is descriptive method. This descriptive research method according Sugiyono :

"Descriptive research is research conducted to determine the value of an independent variable, either one or more variables (independent) without making comparisons, or connect between one variable with another variable." (Sugiyono, 2007:11).

Data collection techniques used in this study is a literature study (library research), namely the collection of data by studying various literature books and documents related to empowerment.

DISCUSSION

Community empowerment is the embodiment of the nuances of community capacity building in human resource empowerment in order to understand the rights and obligations in accordance with the status and role in society.

The need for empowerment is from reality that position of the majority of the people in demanding their rights and perform their duties with less demonstrated their access to several facilities including the information is still low.

Basic interpretation of people-centered development is the assumption that humans are the main targets and the source of the most strategic. Therefore, the development also includes a concerted effort to improve the capabilities and human potential and mobilize their interest to participate in the decision-making process on matters that have an impact on them and try to promote human strength, not perpetuating dependency that creates a relationship between the state bureaucracy to society.

Proposition above also indicates that the core of people-centered development is the empowerment which lead to the independence of the community. In this context, the dimensions of public participation was very important. Through the participation of the people and their struggle ability to generate and sustain growth into a strong collective. But the participation here means not only public involvement in the implementation of community development or simply placed as an "object", but must be followed by public involvement in decision-making and development planning process, or the public as well placed as a "subject" the ones who determine the course of development. Because of the high rate empowerment and consider initiatives and local differences. In an effort to empower the community can be seen from three sides, namely:

First, create an atmosphere or climate that allows the potential of developing societies (enabling). Here the starting point is the recognition that every human being, every society, has the potential to be developed. That is, no society completely without power, because if so would have become extinct. Empowerment is an effort to build the power to encourage, motivate, and raise awareness of their potential and strive to develop it.

Second, strengthen the potential of community-owned or power (empowering). This is necessary in order to take more positive steps, aside from just creating a climate and atmosphere. These include the strengthening of concrete steps, and involves the provision of various inputs (input), as well as opening up access to the opportunities that will make people become empowered. Third, empower also contain *ati protect*. In the process of empowerment, it must be prevented that the weak are getting weaker, because in the face of strong *kekurangberdayaan*. Therefore, protection and siding with the weak nature

of fundamental importance in the concept of community empowerment.

The main approach to the concept of empowerment is that people are not used as objects of development projects, but is the subject of its own development efforts.

There are some biases thinking about community empowerment leading to the goal of empowerment was not reached, are as follows:

The first bias is the tendency to think that rasioal dimension of development is more important than moral dimension, the dimension of material is more pentingdaripada institutional dimension and the economic dimension is more important than its social dimension. As a result of the assumption is that the allocation of development resources be prioritized according to the same mind.

The second bias is the assumption that the development approach that comes from above is more perfect than the experience and development aspirations bottom level (grass-roots). As a result of development policies become less effective because it takes little account of the real and living conditions in the community.

The third bias is that many community development at lower levels require more assistance than the material technical and managerial skills. This assumption often results in waste of resources and funds, for lack of preparing the technical and managerial skills in the development of human resources and lead to more people at lower layers left behind.

The fourth bias is the assumption that technology introduced from above is always far more powerful than the technology that comes from the community itself. The presumption can thus lead to the development approach that on the one hand too pushy and generalize certain technology to the entire area of development in the country that is very broad and diverse stages of this development. On the other hand, the

development approach too ignore the potential of traditional technologies with little improvement and renewal may be more efficient and more effective to be used in comparison with imported technology.

The fifth bias is the assumption that the institutions that have developed among the people tend to be inefficient and less effective even inhibit the development process. This assumption makes the institutions of society in the bottom layer was underutilized and lacking any effort to renew, strengthen and empower her. Even the fact there is a tendency to introduce new institutions that are foreign and are not always in line with the values and norms of society.

The sixth bias is that people in the lower layers do not know what she needs or how to improve its lot. Therefore, they must be guided and given instructions and does not need to be involved in the planning despite regarding itself. As a result of this assumption many development projects aimed at the people, but did not hit the target, does not solve the problem and even detrimental to the people. This biased view of society as an object and not the subject of development.

The seventh bias, with regard to the above, is that the poor are poor because of stupid and lazy. Thus, how to handle such paternalistic must treat the ignorant and lazy, and not give confidence. Assuming such a problem poverty is seen more as a social enterprise (charity) and not the efforts to strengthen the economy.

The eighth bias is a measure of efficiency in development of applied, for example ICOR, mean that the investment must always be directed to immediately produce for growth, while empowering the community, will generate growth and even a source of growth more sustainable, but generally within a time frame longer. The presumption is thus moved from the concept of development was very technical and do not understand the social and

cultural sides of the development and the potential that exists in people as strength development.

The ninth bias is the assumption that the agricultural sector and the rural sector is a traditional, less productive and have a long investment period, because it was less menjharik to conduct large-scale capital in the sector. In connection with that, bernitra with farmers and small enterprises in the agricultural sector and rural areas deemed unprofitable and high risk. This assumption has also resulted in prejudice and hamper efforts to seriously build farms and small businesses in rural areas.

The tenth bias with regard to the above, is the imbalance in access to funding sources. Propensity to save on the people, which is quite high in Indonesia as reflected in the ratio of private savings to GDP (over 30% is among the highest rates in the world), often was not offset by the investment policy through the banking sector is more concentrated on large investments, and most of them enough to invest in the property sector that is highly speculative. Increasing investment activity tends to be concentrated in urban areas, in the industrial sector is actually heavily subsidized and protected, which consequently also encourage urbanization. Taiwan and Japan's previous experience shows that investment in rural areas can improve growth and at the same time causing its economic equity firm.

From that biases can be seen that some people are positioned as an object, and in this case the community should be explored its potential, given the confidence so that they can inform to the world associated with their existence as well as their pot.

Aditya (2003), revealing the various dilemmas in the implementation, first, it must be recognized since the early 1990s, the Indonesian government began to develop programs and community empowerment to alleviate and reduce

poverty (poverty Alleviation and poverty reduction). These efforts are faced with differences in understanding of poverty. On the one hand, poverty is seen as an absolute state with kriterian that have been defined and uniform and then used as the basis for preparing projects pengentasannya. In fact, giving his relative poverty. Poverty is also about how the social conditions mendefinisasikannya. A person may not be poor in community life and cultural specific geographic although in absolute terms are defined as poor. This means that the efforts undertaken emberdayaan not deal with the fact that for sure.

Second, with regard to relativity in measuring the success of empowerment is a separate issue, because of the success itself is still debated in the context of technical and substantive. Evaluation of the empowerment project is almost always done by measuring the success of which relates to how a program implemented and how the planned budget can be implemented, but often overlook the substantial side of the goal of empowerment itself. Meanwhile on the other hand the substance of its own empowerment continues to be debated concerning the understanding of empowered community and who defines it.

Forms of empowerment that is the provision of aid is often just does not answer the problem powerlessness. Relief is usually a sum of money actually makes the effort to empower spawned a new dependency. Even forms of assistance provided is actually intended as a trigger for the rise of empowerment, but often bore the mentality of the recipient and not driving in a society that become target.

Adhering to the principle of community empowerment aimed at society's independence and improve their quality of life through information, then the direction of the independence of society is the form of assistance to prepare the

community to be able to produce information.

Fourth, regarding the sustainability of the program / activity. On the one hand, many programs / activities carried out by developing mobilization government or pseudo participation of target communities where invited, persuaded, even ordered to participate in empowerment projects were carried out, it was not awake sustainability. On the other hand, empowerment by organizations outside of government try to answer these problems with thinking that states need to develop a critical awareness in the community in the form of institutional strengthening, political education, and advocacy efforts. Under certain conditions these efforts were able to answer the problem of dependence but in certain circumstances it is also an effort to be slow moving.

Fifth, agendas that are political or institutional strengthening should chosen as second agenda after several agendas that address issues related to the needs of the stomach. This means that society is really poor will think pick empowerment nuanced economic aid first rather than thinking about how to move in and trying to be independent.

Sixth, by empowering with the partnership becomes quite interesting phenomenon. Many parties involved try to establish cooperation towards empowerment. However, this program will be in vain if each of the parties are not in a similar capacity. Domination will make cooperation becomes unbalanced, the consensus is not manifest in justice, and in fact it is very difficult to encourage forms of partnership and cooperation aligned in position.

Seventh, the issue of globalization, confront the country about the importance of the market and efforts to shrink the role of the state. Even though. The powerlessness of the community is often caused by a market-oriented development.

This condition will give birth to a new helplessness in which the state will only be a spectator only. Pierra Bourdie criticism on this understanding states that the world will be in the condition as Darwin's theory of natural selection (the survival of the fittest) where the helpless will increasingly empowered.

Eighth, in the context of Indonesia, the welfare state has actually been designed through the thoughts of the founders of the nation embodied in the Constitution of 1945. The dilemma faced by Indonesia is because we already have a concept but always deny to make it happen.

For that we need to understand the meaning and significance of empowerment and community empowerment.

Empowerment in the context of society is the ability of individuals who fused in the community and build community empowerment is concerned. A society which the majority of members are physically and mentally healthy and educated and strong and innovative, of course, have high empowerment, however, in addition to the physical value of the above, there are values intrinsic in a community which is also a source of empowerment, such as family values , mutual cooperation, effort and typical of Indonesian society (and some other countries) is diversity. Community empowerment are the elements that allow a society to survive (survive), and in terms of dynamic develop themselves and achieve progress. Community empowerment is a source of insight into what in politics at the national level is called the national security.

Empowering communities is an attempt to increase the dignity of society which in the present conditions are not able to escape the trap of poverty and underdevelopment. In other words, is to enable and empower the community's independence.

Within the framework of the thinking, efforts to empower communities can be seen from three sides, namely:

First, create an atmosphere or climate that allows the potential of developing societies (enabling). Here the starting point is the recognition that every human being, every society, has the potential to be developed. That is, no society completely without power, because in that case would have become extinct. Empowerment is an effort to build it by pushing the power to motivate and raise awareness of their potential and strive to develop.

Second, strengthen the potential or the power possessed by the people (empowering). This is necessary in order to more positive steps, instead of just creating a climate and atmosphere. Retrofitting includes real steps, and involves the provision of various inputs, as well as opening up access to the opportunities that will make people become more and more empowered. In order to empower these efforts are very fundamental sources of economic progress such as capital, technology, information, employment and markets. Put in the form of empowerment concerns the development of infrastructure both physical, such as irrigation, roads, electricity, or social such as schools and health care facilities, which can be reached by the lowest layers down to the next these results can be a source of information to share with wide community. For that there needs to be common programs that apply to all, not always can touch this society. Empowerment is not only involved the strengthening of individual members of society, but also institutions. Empowerment must inculcate the values of modern culture such as hard work, thrift, openness and accountability is a staple part of this empowerment. Similarly, reform social institutions and its integration into development activities and the role of the people in it. What is important here is the

increase participation of people in the decision-making process concerning themselves and their societies. Therefore, community development very closely related to stabilization, familiarization and practice of democracy.

Friedman (1992) state :

He empowerment approach, which is fundamental to an alternative development, places the emphasis an autonomy is the decision-marking of territorially organized communitie, local selfreliance (but not autarchy), direct (participatory) democracy, and experiential social learning”.

Third, empower also contains the meaning of protection. In the process of empowerment, it must be prevented that the weak are getting weaker, because of power to face of strong opponent is not enough. Therefore, the protection of the weak and siding with the urgent nature of the concept of community empowerment. Protects does not mean isolating or covering of interaction, because it will actually dwarf the small and weaken the weak. Protecting should be seen as an attempt to prevent competition is not balanced, and the exploitation of the strong over the weak. Community empowerment is not to make people become increasingly dependent on a variety of delivery programs (charity). Because basically what can be enjoyed, must be produced on one’s own account (the results of which can be exchanged with other parties). Thus, the end goal is the community’s independence, enable and develop the ability to advance themselves toward better life ongoing basis.

Community empowerment processes related to internal and external factors. in this connection, although internal factors are very important as a form of self-organizing of a society, we also need to give attention to the external factors. Community empowerment process should also be accompanied by a team of facilitators multidisciplinary to mobilize the

potential of the community and helping to provide scientific about how they can share activities, culture, and information that is owned by the local community through various forms of both activities and the media. Assistance Teams is one external factor in community development. The role of the team early in the process is very active but will be reduced gradually during the run up to the community has been able to continue its activities independently.

Technically, initiatives in community development team will gradually be reduced and eventually stopped. The role of the facilitating team will be met by the group management or other parties deemed capable by the community. The time the facilitator team need to retreat depends collective agreement that has been established since the beginning of the program with citizens.

Based on some of the experiences reported that the facilitating team to do a minimum of three years after the process began with the stage of socialization. Although the team had retreated, its members still play a role, namely as an advisor or consultant when required by society.

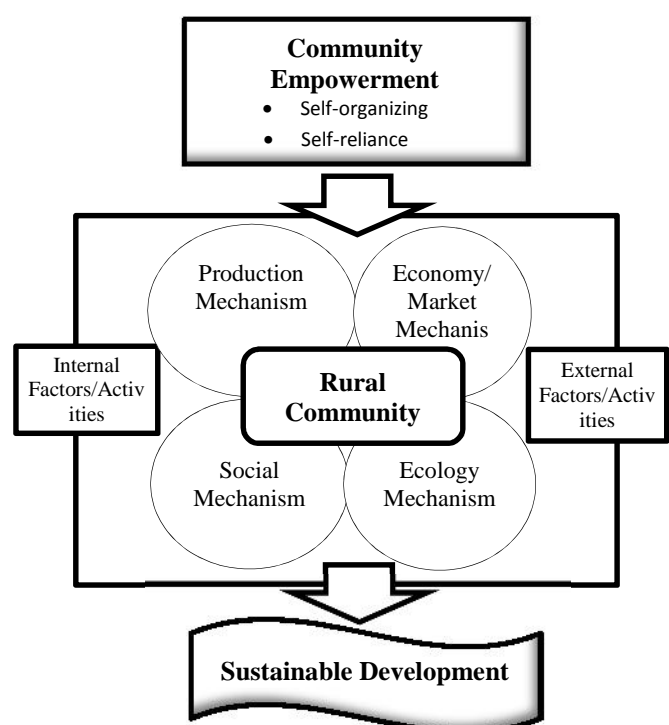
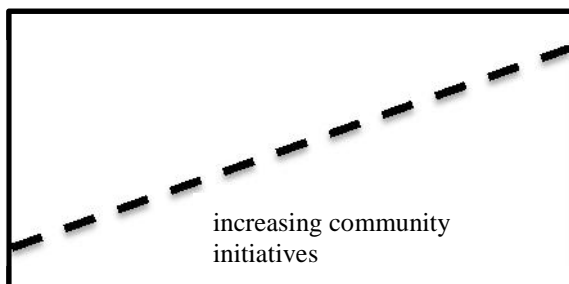


Figure 1. The Process and The Linkage of Community Empowerment and Sustainable Development (Subejo dan Supriyanto, 2005).

Although the team had retreated, its members still play a role, namely as an advisor or consultant when needed by the community. Schematically, the mechanism of division of roles according to the period between the team and the community in the process of community empowerment can be seen in Figure 2.



The beginning of process → Team Retreat (Time)

Figure 2. The Processes of Dividing Role in Empowering Communities (Subejo dan Supriyanto, 2005).

Furthermore, Subejo and Supriyanto (2005) said that the empowerment of the community as one of the central themes in community development should be placed and oriented in the same direction and a step with a new paradigm of development approaches. Old development paradigm that is both top-down needs to be orientated towards the bottom-up approach that puts farmers in rural communities or as center or by the Chamber in Anholt is often known by the slogan "put the farmers first"

According Nasikun (2000) in Subejo and Supriyanto (2005), associated with the paradigm of a new development must also be the principle that development must first and foremost be done at the initiative and boost the interests of the public, the public

should be given the opportunity to be involved in the whole the planning and execution of construction, including the selection and control of infrastructure assets so that the distribution of profits and benefits of the success of a community development program is determined by several key components or aspects, as recorded by Subejo and Supriyanto (2005).

Important aspect in a community empowerment program is a program organized by the community, able to answer the basic needs of society, to support the involvement of the poor and other marginalized groups, constructed from local resources, sensitive to the values of the local culture, environmental impacts, not creating dependency, sharing relevant parties involved (his government agencies, research institutions, universities, NGOs, private sector and other parties), and implemented in a sustainable manner.

In harmony with the stages of development activities such as has been stated, the stages of empowerment activities can be divided into various phases, namely:

1. Determination and introduction of the working area: before conducting work on zoning codes need to obtain agreement between the team of facilitators, local government officials, (representative) local communities, and other stakeholders (businesses, community leaders, NGO activists, academics, etc.). It is not just to avoid friction or conflict of interest, but jutru to build synergies and gain support in the form of participation of all stakeholders, for the success of community empowerment programs and activities to be performed.
2. Dissemination activities: namely the effort to communicate planned community development activities to be undertaken in the region. Included in socialization activities, should also be raised about the relevant parties that will be required participation / involvement,

the expected roles, approaches, strategies and measures to be undertaken.

3. Awareness of society: done to sensitize the public about the "existence", both as individuals and members of society, as well as environmental conditions relating to the physical environment / tekis, social, cultural, economic and political. Included in the awareness is:
 - a. Together with the community analyze the circumstances relating to the potential and problems, as well as analysis of the factors that cause the problems related to internal weaknesses and external threats. Perform root-problem analysis, analysis of alternative solutions, as well as alternative options at the best possible solution.
 - b. Showing the importance of the changes to improve the situation, including formulating priorities change, stage of change, how to make and achieve change, the necessary resources, and the role of aid (capital, technology, management, institutional, etc.) are required.
4. Organizing the community: including the election of leaders and groups the task (task group) that will be established. Community organizing is important, because to implement changes in order to solve a problem or improve the state often can not be done individually (individual), but requires a community organization included in the organization are: pembangian role and development of a network of partnerships.
5. Implementation of activities by providing training related to the information and how the information's release.
6. Policy advocacy: for all community empowerment efforts require the support policies that favor the interests of the community. These advocacy activities are needed to secure political support

and legitimacy of the elite of society (government officials, business people, community leaders, NGOs, academia, etc.).

7. Politicization: in a sense constantly maintain and improve the bargaining position through practical politics. It is necessary to obtain and preserve the legitimacy and sustainability of the policies to be achieved through community empowerment.

CONCLUSIONS

Based on the discussion that has been described above, it can be concluded that empowerment is the effort made by the public, with or without external support, to improve their lives based on the power of their own, through the optimization of power and bargaining power has, in other words, , empowerment must put the power of the community as a major capital and avoid the "engineering" outsiders often deadly self-reliance of local communities.

Empowerment through information to do with foster participation undertaken by the community that stage can initially together with the facilitating team tried to explore the potential of which is owned by the community, and make all the activities and values, objects owned by the community became an object information.

Having collected the initial stage, people will be assisted to package that information in order to attract even have a high value so that it can assist in improving the welfare of these populations.

The next step is to inform the information that has been packaged as attractive as possible to spread through any medium capable to access their existence. So that this information can be received by the outside community and the government in this case is useful to develop a policy for the community itself.

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**STRENGTHENING OF DECENTRALIZATION
AND GOVERNMENT ADMINISTRATIVE SERVICES
AT INDONESIAN BORDERLANDS AND OUTMOST ISLANDS
(STUDY ON DIVISION OF DISTRICT IN EASTERN SERAM REGENCY-MALUKU PROVINCE)**

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ABSTRACT

In the time of Law No. 5 of 1974 was in effect, considering that district is a government administrative region in order to implement the principle of deconcentration, formation of district was enacted by Decision of Minister of Home Affairs. In the time of Law No. 22 of 1999, formation of district was sufficiently done by Regional Regulation, referring to Article 66 clause 6 of Law No. 22 of 1999. There is new change related with policy of the formation of new district according to Law No. 32 of 2004, which is stated in Article 126 clause (1) that: "District is formed within the region of Regency/City by Regional Regulation guided by Government Regulation". In Article 4 clause (4) of the law, it is stated that division of a region can be carried out after certain minimum period of government administration. In the Explanation of Article 4 clause (4), it is stated that minimum period of administration for a new district to be formed is 5 (five) years.

District is formed within the region of regency/city by Regional Regulation guided by Government Regulation. Formation of new district can be as division of a district into 2 (two) or more districts, and/or merger of administrative villages and/or subdistricts from other districts into one new district. Formation of district must meet certain administrative, technical, and regional physical conditions. Regency/city government can form a district in a region that cover one island or more, which requirements are exempt from administrative, technical, and regional physical conditions considering effectiveness of services and empowerment for people in remote and/or outmost islands. Formation of district should first receive approval from regent as the agent of government.

Keywords: Regional Government, District Planning, Public Service

A. Introduction

General opinion acknowledges that centralized government become increasingly less popular due to its incapability to appropriately understand local values or sentiments of local aspirations. Public would feel more secure and peaceful when local government is close to them both physically and psychologically (Bonne Rust, 1968). It is assumed that a government close to its people and more understanding of public needs can be realized only through decentralized government, a government that is authorized to autonomically govern its local potential to meet its own need.

Law No.22 of 1999 replaced by Law No.32 of 2004 on Local Government had changed the status of district from administrative area to working area for local agencies. The change of the status would influence the function of services provided

by district administration. District administration as a local agency is delegated with some of the authority from regent/mayor. Without this delegated authority, *camat* (district head) won't be able to administer activities legitimately (Sadu Wasistiono, 2002: 82).

Considering the job characteristic, district is preferably categorized into a group of line agency referred to as regionality line agency. Activities of *camat* and staff are operational in nature, "to do, to act" in providing public services directly. Line agency in district organization are divisions that define the quality of front line officer, which means that the improvement of quality of human resource at district level should begin from line agency, by providing trainings on technical job as well as service management (Wasistiono, 2002: 36).

According to Ryaas Rasyid, there are three true functions of government:

service, empowerment, and development. The success in achieving government mission can be seen from its capability to deliver these three true functions.

Generally, according to Sadu Wasistiono (2002: 44), the main obstacles as the weakness of district in providing public services are including:

1. Conflict of interest between relevant agencies;
2. Lack of personnel resource in district, thus delegation of authority become less effective if not supported by knowledge and skills.
3. Limited facilities and infrastructures, as these are the media to accelerate the delivery of service process.
4. Lack of financial resource, as it is one of necessities in the implementation of activities, thus delegation of authority is necessarily supported by operational funding.

Considering the past experience of the implementation of regional autonomy that prefer the principle of real and responsible autonomy by emphasizing more on autonomy as obligation rather than right, then Law No.22 of 1999 replaced by Law No.32 of 2004 on Local Government has emphasized more on **delegation of authority of autonomy to regency/city** based only on principle of decentralization in form of extensive, real, and responsible autonomy.

According to Law No. 32 of 2004 Chapter I Article 1 clause (5), in regional autonomy, it is the autonomous region's right, authority and obligation to govern and manage their own local administrative affairs and public interest according to law and regulations. In general explanation of Law No. 32 of 2004, it is stated that **the aim of giving extensive autonomy to a region** is directed to accelerate the realization of public welfare through improvement in public services, empowerment, and participation. In addition, through extensive autonomy, a region is expected to be able

to improve its competitiveness by taking account of the principles of democratization, even distribution, justice, privilege, particularity, and regional potential and diversity within the System of the Unitary State of the Republic of Indonesia.

For the implementation of decentralization policy according to Law No. 22 of 1999 since January 2001 to October 2004, there were more than 34 Government Regulations and 12 Presidential Decrees on division/formation of province and regency/city enacted. In addition, there were also approximately 30 laws on division/formation of province and regency/city enacted (www.depdagri.go.id).

Facts above describe us that during the implementation of regional autonomy policy, there were many division/formation of regions both at the level of province and regency/city. This is understandable, since the **substance** of division/formation of a region is intended to deliver services from government agencies closer to public. By the division/formation of region, it is expected that the aim of regional autonomy policy such as improvement in public services, democratization, and empowerment can be realized, although in Law No. 32 of 2004 conditions for division/formation of region had been revised, particularly on technical and physical conditions.

In order to deliver services from government organizations closer to public, it is also possible to implement **the division of district**. Division of district that is planned to carry out in Eastern Seram Regency consists of 4 (four) districts: District of Bula, East Seram, Pulau-pulau Gorom, and Werinama. The division is intended mainly to deliver services closer to public, to improve peacefulness and orderliness, to accelerate the development of regional potential, and to create new inter-competing developing regions to accelerate the improvement of public welfare. In addition, selection of district for

division is based on the area size, population size, and potential.

Result of preliminary survey on regional potential indicated that development at those four districts is not evenly distributed, especially in certain areas relatively remote (far **orbitasi**) from administrative center of the districts and also hardly reachable by transportation. Administrative services barely reach out remote working areas of district particularly between villages, and also there are still so many potentials unexploited. These lead to discrepancy of public services and development between certain parts within working areas of the district administration. Because of the difficult demographic and geographic circumstances between villages, specifically road access to administrative center of the district, then it is necessary to take policy of division of district division, so that hopefully the smaller coverage of control and closer distance to local people would enable the more optimal delivery of public services.

In response to the problems, alternative **selections of policy** can be taken are **strengthening** the districts and **division of district within administrative working area** of districts by considering their potentials as well as delegation of authorities from Regent to Camat provided with personnel (*personil*), equipment (*peralatan*), funding (*pembiayaan*), and documentation (*dokumentasi*) (P3D).

By the formation of new district, it is certain that the coverage of administrative control would be **smaller** and the service agency would be **closer** to public. The formation of new district is expected to have positive impact to the improvement and distribution of development specifically to the establishment of new access of economic growth and improvement of the quality of public services.

Criteria for the formation of district still refer to Decision of Minister of Home Affairs No. 4 of 2000, stating that main variable of the division of district is minimum population size, area size, and number of

villages/subdistricts as shown in Tabel 1 below:

Table 1
Criteria for Formation of District

No	Variabel	Minimum Number/Extent
1.	Population size a. Java and Bali b. Sumatera and Sulawesi c. Kalimantan, NTB, NTT, Maluku, and Irian Jaya	10.000 people 7.500 people 5.000 people
2.	Area size a. Java and Bali b. Sumatera and Sulawesi c. Kalimantan, NTB, NTT, Maluku, and Irian Jaya	7,5 km ² 10 km ² 12,5 km ²
3.	Number of Villages/Subdistricts	4 villages/subdistricts

Source: Decision of Minister of Home Affairs No. 4 of 2000

But, as the enactment of Law No. 32 of 2004, government immediately established new Government Regulations that govern the System of Local Governance to support the Law No. 32 of 2004. Two of the them that had been enacted was Government Regulation No. 72 of 2005 on Administrative Village and Government Regulation No. 73 of 2005 on Subdistrict Administration.

In addition to Government Regulations above, Department of Home Affairs are in discussion on Draft Government Regulation on District Administration. In the Draft Government Regulation, it is stated that criteria for formation of district is are as follow:

1. Population size
 - a. For city:
 - 1) For Java and Bali: minimum 25,000 people;
 - 2) For Sumatera and Sulawesi: minimum 15,000 people;
 - 3) For Kalimantan, NTB, NTT, Maluku, and Papua: minimum 6,000 people
 - b. For regency:
 - 1) For Java and Bali: minimum 20,000 people;
 - 2) For Sumatera and Sulawesi: minimum 10,000 people;

- 3) For Kalimantan, NTB, NTT, Maluku, and Papua: minimum 5,000 people
2. Area size
 - a. For city:
 - 1) For Java and Bali: minimum 5 km²;
 - 2) For Sumatera and Sulawesi: minimum 7.5 km²;
 - 3) For Kalimantan, NTB, NTT, Maluku, and Papua: minimum 10 km².
 - b. For regency:
 - 1) For Java and Bali: minimum 7.5 km²;
 - 2) For Sumatera and Sulawesi: minimum 10 km²;
 - 3) For Kalimantan, NTB, NTT, Maluku, and Papua: minimum 12 km².
3. Area Coverage
 - a. For city: minimum 4 (four) subdistricts or villages;
 - b. For regency: minimum 5 (five) subdistricts or villages.
4. Minimum Period of Government Administration for division of district is at least 5 (five) years.
5. Availability of facilities of district office should at least include:
 - a. Building and office rooms;
 - b. Office equipment;
 - c. Office stationary;
 - d. Office transportation.
6. Criteria for potential of the district:
 - a. Features of natural resources potential;
 - b. Availability of human resource potential;
 - c. Possibility of potential to develop.
7. Other criteria of to consider:
 - a. Sociocultural features;
 - b. Geographic location;
 - c. Public aspirations.

In addition to three variables based on Decision of Minister of Home Affairs No. 4/2000 and Draft Government Regulation on District above, measurement of potential is also carried out by simulation of Government Regulation No. 129 of 2000 on Requirements of Formation and Criteria of Division, Elimination, and Merger of Regions by considering other variables that support the requirements of the formation of district such as demography, *orbitasi* (distance from administrative center),

education, health, religiousness, sport facilities, transportation, communication, public lighting, politics, public safety and order, agriculture, fishery, animal husbandry, forestry, mining, employment, socioculture, community economics, social circumstance, and administrative aspects.

In relation with facts above, it is assumed to be necessary to study the potential of working area of districts and villages administration in order to reliably assess and evaluate the variables or criteria to determine whether it is possible or not to carry out the division of District of Bula, East Seram, Pulau-pulau Gorom, and Werinama in Eastern Seram Regency, Maluku Province.

B. Problem Statement

In the context of **division** of District of Bula, East Seram, Pulau-pulau Gorom, and Werinama, the problems found can be stated as follow:

1. How is the description of **capability level** of District of Bula, East Seram, Pulau-pulau Gorom, and Werinama in order to be able to encourage successful democratization, development, and public services;
2. How is the description of public aspiration on the planning of division of district;
3. How was the form and quality of public services delivered by government;
4. Whether it is possible to carry out the division of district within working area of Eastern Seram Regency, namely District of Bula, East Seram, Pulau-pulau Gorom, and Werinama;
5. Which parts of region should be selected for division in order to support the successful democratization, development, and public services?

In relation with these, the problems can be **limited** with **focus** of the study on measurement and evaluation of 21 variables of district potential assumed to meet the conditions for division of district, including demography, *orbitasi* (distance from administrative center), education, health, religiousness, sport facilities, transportation, communication, public lighting, politics, public safety and order, agriculture, fishery, animal husbandry, forestry, mining, employment, socioculture, community

economics, social circumstance, and administrative aspects, and **locus** of the study on all villages in those 4 districts in Eastern Seram Regency, namely District of Bula, East Seram, Pulau-pulau Gorom, and Werinama.

C. Aim and Purpose of Study

From this study, there are several alternatives for design of the division of district in District of Bula, East Seram, Pulau-pulau Gorom, and Werinama to encourage the successful implementation of regional autonomy policy. The models can be **utilized** as reference by *DPRD* (regional parliament) and Local Government of Eastern Seram Regency to determine the best alternative design for division of district, and to achieve the optimization of potential toward the improvement of public services, development, and democratization. **The purposes** of this study are:

1. To provide district-based database on capability level of District of Bula, East Seram, Pulau-pulau Gorom, and Werinama in order to support the implementation of regional autonomy;
2. To provide alternatives for design of the division of district in order to deliver services closer to public;
3. To establish a pattern of optimization of potentials in order to improve public services, development, and democratization.

D. Frame of Reference

Improvement purpose of regional autonomy, as stated in Law No. 22 of 1999, is improvement of public services and welfare, development of democratization, justive, even distribution, and sustainment of harmonious relationship between central and local government and also between local governments in order to maintain the wholeness of the Unitary State of the Republic of Indonesia. Meanwhile, according to Law No. 32 of 2004, the purpose is to accelerate the realization of public welfare through improvement of public services, empowerment, and participation.

Therefore, regional autonomy is placed completely on Regency/City, and delegation of authority of the autonomy to

Regency/City is based on decentralization principle of extensive, real, and responsible. Achievement of the purpose of regional autonomy is considerably determined by capability level of working area of the district as one of government units closest to public in the delivery of public services, implementation of development, and improvement of democratization. Division of district is intended to improve effectiveness of the implementation of administration, public services, development, and democratization. In order to accomplish it, it is necessary to carry out **measurement and evaluation** on district potential as the basis to define whether the division of district is proper or not. As for potential considered to be reliable for division of district can be assessed and evaluated on 21 variables including demography, *orbitasi* (distance from administrative center), education, health, religiousness, sport facilities, transportation, communication, public lighting, politics, public safety and order, agriculture, fishery, animal husbandry, forestry, mining, employment, socioculture, community economics, social circumstance, and administrative aspects.

Result of measurement is **certain number of score** for potential capability that become **basis of evaluation** whether a district is **proper or not** for division. Evaluation of potential capability for division of district is carry out on potential of **parent district and planned new district. Result of evaluation on potential** can be categorized into 3 level: high, adequate, and low.

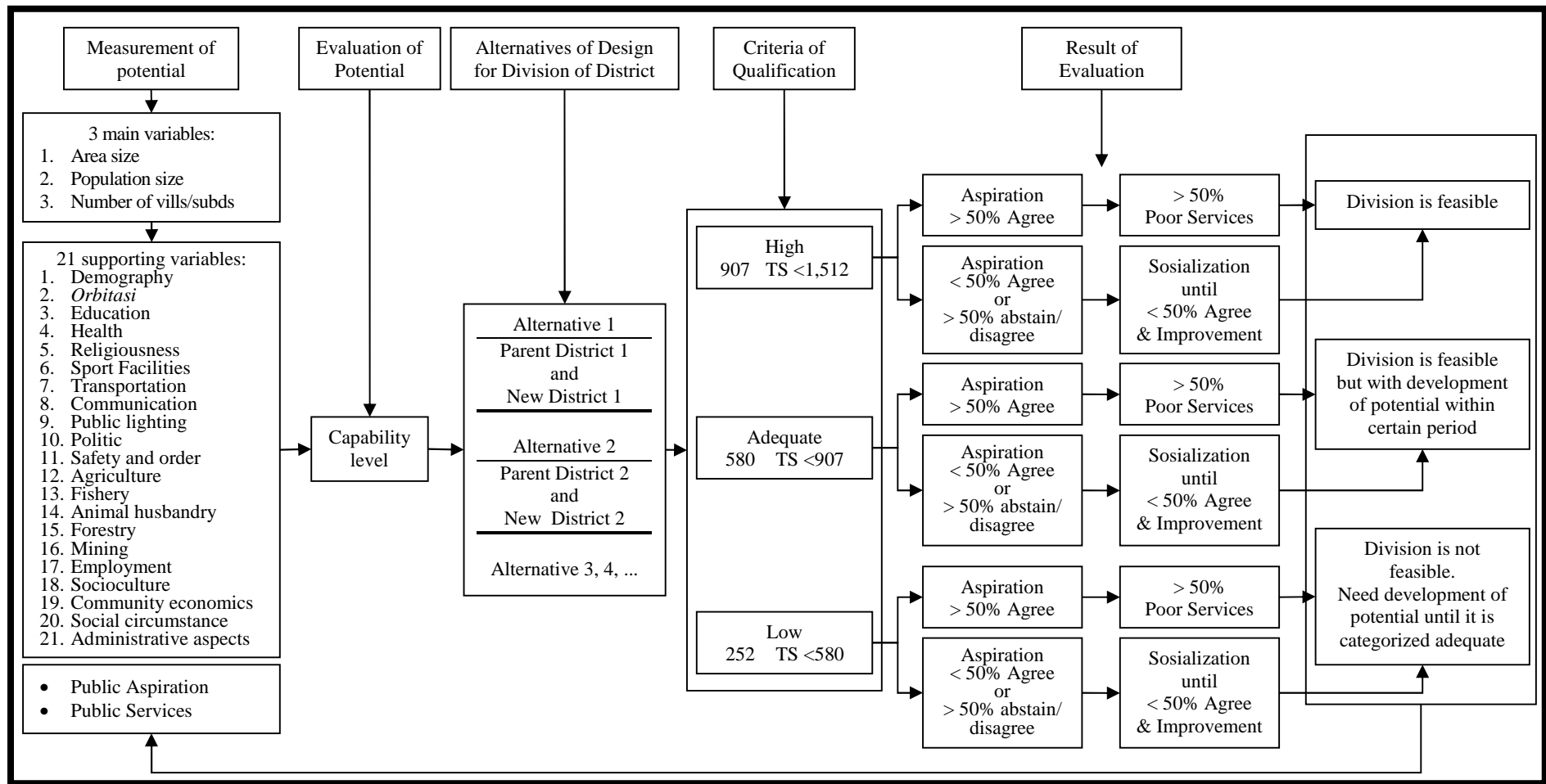
Results of evaluation become **recommendation of policy** as follow:

1. If parent district and planned new district have **high potential**, then alternative taken is **recommend the division of district**;
2. If parent district and planned new district have **adequate** potential, then alternative taken is implement the division of district along with **development of the potential within certain period of minimum 3 or 5 years for reevaluation**. If the condition is not met within that period of time, then it is recommended for the district to be re-merged with parent district;

3. If any or both administrative units have **low potential**, then alternative taken is to postpone the division of district. For district with low potential, it is recommended to **build the potential until it is considered adequate, and then carry out development of the potential until it is proper for division of district**. If the potential is considerably low, division of district is not feasible.

In addition, formation of district should also take account of public aspiration. If result of survey indicate that more than 50% people wish for the formation of new district, then division of district is feasible. On the other hand, if result of survey on public services indicate that more than 50% people answer that the public services is bad or low, then division of district is not feasible.

For more clearly, the frame of reference can be shown as chart below:



Frame of Reference

E. Methodology

This study is application of measurement and evaluation model on **capability of potential** as description and explanation about force or effect of variables observed on the achievement of government administration at district level. There were two groups used as main variables referring to Decision of Minister of Home Affairs No. 4 of 2000 and 21 supporting variables: demography, *orbitasi* (distance from administrative center), education, health, religiousness, sport facilities, transportation, communication, public lighting, politics, public safety and order, agriculture, fishery, animal husbandry, forestry, mining, employment, socioculture, community economics, social circumstance, and administrative aspects.

Source for this study was 4 districts in Eastern Seram Regency, namely District of Bula, East Seram, Pulau-pulau Gorom, and Werinama, covering all villages/sudistricts within administrative working area of the districts to be selected for division of district. Operational definitions of those 21 variables were broken down into 72 indicators:

- (1) Demography, a general description on condition of population, measured by index comparison indicators of population size, area size, average number of households, neighborhoods and wards, householders, and population density.
- (2) *Orbitasi*, reflecting the relocation level of public services, measured by comparison indicators of travelled distance and time from village/subdistrict to district as administrative center.
- (3) Education, one of basic components of public services, measured by comparison indicators of indices between educational facility, number of students and number teachers at each level (kindergarten, elementary, junior high, and senior high school, and college), illiteracy ratio, graduation ratio, dropout ratio, index of informal school.
- (4) Public health, a general description of health condition locally, measured by comparison indicators of each index between health facility, paramedic, infant and child mortality rates, ratio of infant and baby participants of immunization, index of baby with malnutrition, family-toilet ration, underprivileged family ratio, drinking facilities ratio, and habitability index.
- (5) Religious facilities, one of supporting elements for public sociocultural activities mainly to encourage religious life, measured by indicators of number of praying facilities such as mosque, prayer house, church, temple and monastery, and index of other religious supporting facilities.
- (6) Sport facilities, one of supporting elements for public activities mainly for physical exercises, measured by comparison indicators between number of sport facilities (such as for volleyball, soccer, badminton, basketball, table tennis) and population size, and index of sport communities.
- (7) Transportation, a vital component for public activities, measured by index comparison of number of transportation facilities such as station of public transportation, 2- and 4-wheeled vehicles, and road conditions.
- (8) Communication facilities, a vital component for public activities, measured by index comparison between number of communication facilities, such as indicator of phone customers, phonebooths, internet café, number of households with TV, radio, and ratio between availability of post office and population size.
- (9) Public lighting, one of supporting elements for public activities, measured by index of electricity customers, and other public lighting.
- (10) Political awareness, reflecting public sociopolitical activities, measured by index comparison indicators between number of voters and number of electorates in legislative and executive elections, number of vote-getter political parties, and number of NGO and other social organizations.
- (11) Public safety and order, one of important elements in bringing the feeling of safety in life, measured by

- comparison indicators between security facilities (such as security posts) and number of security personnel (such as civilian defense units and other security officers), and crime intensity index.
- (12) Agriculture, reflecting public economic activities in agricultural business field, measured by index comparison indicators of plantation areal size, yields and ownership, number of agricultural groups, index of irrigation management, and index of plantation and rice field infrastructures.
 - (13) Fishery, reflecting public economic activities in both sea and freshwater fishery, indicated by fish farming areal size, yields, and ownership.
 - (14) Animal husbandry, reflecting livestock farming activities, measured by index comparison between large livestock, medium-sized livestock, and poultry farming.
 - (15) Forestry, a description on comparison of forest's total area and forest yields in a region.
 - (16) Mining, measured by comparison between amount of mine materials and number of miners, including number of mining companies in Eastern Seram Regency mainly Mining Type C.
 - (17) Employment, ratio comparison between number of employed people, labor force, and unemployed people, and also number of large, medium and small companies, and agricultural businesses.
 - (18) Socioculture, reflecting the diversity of public sociocultural potential, measured by index comparison indicators of number of facilities for art, number of social houses, and index of tourism facilities, such as tourist attractions, hotels/inns, restaurants and cafés.
 - (19) Community economics, one of supporting elements of economic activities, measured by index comparison indicators between shopping centers, financial institutions both banking and non-banking such as cooperatives, loan offices, and other community businesses.
 - (20) Social circumstances, reflecting reality of social conditions, measured by index comparison between number of disabled people and problematic people under government's responsibility.
 - (21) Administrative aspects, reflecting performance effectiveness level of village administration, and ratio of officials delivering public services, measured by index comparison indicators of *PBB*, *PADes*, other village revenues, number of village administrative staff, and *BPD* and also *KPD*, Decisions of Village and Village Regulations.
- Data needed for this study were quantitative and qualitative according to 21 variables, with source of data consisting of:
- a. Primary data, acquired by field study through directly watching, observing, recording, and interviewing politicians, local officials, public figures, youth leaders, female leaders, religious leaders and educational leaders, and also other targeted groups.
 - b. Secondary data, collected to supplement primary data, available in local *BPS* (Statistics Indonesia), Local Secretariat, *Bapeda*, Local agencies, Offices, Districts, Villages/Subdistricts and other institutions with related information. This secondary data was acquired through study on documents, reports, brochures, newspapers, and other literatures including websites.
- As for data collection, techniques chosen in field study were:
- a. Using of filling form to record secondary data.
 - b. Interview, collecting data through direct communication according to certain predetermined guide with competent and authorized parties on problems being studied: public figures, religious leaders, youth leaders, educational leaders, and female leaders.
 - c. Questionnaire, distributing list of questions on matters relevant with problems being studied. It was intended to acquire objective (existing) data as it was the most recognizable and understandable way for respondents in data collection.

Qualitative data was analyzed by **content and depth** approach to interpret the phenomena on 21 variables. For the accomodation of the qualitative analysis was by stimulating various probable qualitative answers from respondents about the phenomena. From the structure of open-ended questions list, supplemented by result of in-depth interview, and then observation on the site, all data were compiled into structured file. Yet, some of the qualitative data were renovated into quantitative data through non-parametric process. The quantitative data were then categorized, classified, and processed as the basis for **measurement and analysis to provide explanation and evaluation** about strengths and weaknesses of the variables.

Categories of evaluation on monography of villages/subdistricts were based on certain scale and defined according to classification of very high, high, moderate, low, and very low based on total of representative scores. Each category of evaluation became the basic to make a choice about whether or not the division of district should be carried out, as well as about optimization of the potentials. Evaluation was determined by distribution method, that uses average scores as the consideration for data distribution. The calculation of score in this method was adjusted by deviation and sharpness of data distribution curve. Each subindicator was scored 1 for the lowest value and 6 for the highest value. The scoring was by:

- a. Calculating average, standard of deviation, and coefficient of kurtosis/skewness;
- b. Calculating limit 2 (value 2 x kurtosis/skewness x standard of deviation), and limit 1 (value 1 x kurtosis/skewness x standard of deviation), and;
- c. Defining classes of index for scoring:
 - (i) If indicator value > average + limit 2, then scored 6;
 - (ii) If average + limit 2 indicator value < average + limit 1, then scored 5;
 - (iii) If average + limit 1 indicator value < average, then scored 4;
 - (iv) If average indicator value < average - limit 1, then scored 3;

- (v) If average - limit 1 indicator value < average - limit 2, then scored 2;
- (vi) If indicator value average - limit 2, then scored 1.

Assumption used in weighing is that every variables or criteria have different weight according to role and urgency in implementation of administration, development and society. Weight for basic services such as health and education is 11; for communication, transportation, community economics and public lighting is 7; for demography, socioculture, politics, *orbitasi* and agriculture is 5; for employment, administrative aspects, religious facilities, sport facilities, public safety and order, animal husbandry and fishery is 3; for social circumstances is 2; and for forestry and mining is 1. Minimum passing score is total of score of subindicators in every variables/groups of criteria multiplied by above average score for every variables/groups of criteria multiplied by weight for every groups of indicators. Calculation for maximum and minimum total score of each and every variables can be seen in table below:

Table 2
Maximum and Minimum Score of Variables of Study

No	Variable	Number of Indicator	Weight	Min	Max	Min Total Score	Max Total Score
1	2	3	4	5	6	7	8
1.	Demography	3	5	1	6	15	90
2.	<i>Orbitasi</i>	2	5	1	6	10	60
3.	Education	4	11	1	6	44	264
4.	Health	5	11	1	6	55	330
5.	Religious	1	3	1	6	3	18
6.	Sport	1	3	1	6	3	18
7.	Transportation	1	7	1	6	7	42
8.	Communication	1	7	1	6	7	42
9.	Public Lighting	2	7	1	6	14	84
10.	Political Awareness	3	5	1	6	15	90
11.	Public Safety & Order	2	3	1	6	6	36
12.	Agriculture	2	5	1	6	10	60
13.	Fishery	2	3	1	6	6	36
14.	Animal Husbandry	2	3	1	6	6	36
15.	Forestry	1	1	1	6	1	6
16.	Mining	1	1	1	6	1	6
17.	Employment	3	3	1	6	9	54
18.	Socioculture	3	5	1	6	15	90
19.	Communcity Economics	3	7	1	6	21	126
20.	Social Circumstance	2	2	1	6	4	24
21.	Administrative Aspects	6	3	1	6	18	108
Total						252	1,512

A district is assumed to be feasible for division if reach minimum score of 1,592, or categorized as high potential. Minimum passing score is total of score of subindicators in every variables/groups of criteria multiplied by above average score for every variables/groups of criteria multiplied by weight for every groups of indicators. Assumption used is that above average score for every variables is 3.6 within interval of 1 to 6. See table below:

Table 3
Score Above Average with Score of 3.6 with Potential Category of Adequate

No	Variable	Number of Indicator	Weight	Above Average Score	Total Score
1	2	3	4	5	6
1.	Demography	3	5	3.6	54
2.	<i>Orbitasi</i>	2	5	3.6	36
3.	Education	4	11	3.6	158
4.	Health	5	11	3.6	198
5.	Religious	1	3	3.6	11
6.	Sport	1	3	3.6	11
7.	Transportation	1	7	3.6	25
8.	Communication	1	7	3.6	25
9.	Public Lighting	2	7	3.6	50
10.	Political Awareness	3	5	3.6	54
11.	Public Safety & Order	2	3	3.6	22
12.	Agriculture	2	5	3.6	36
13.	Fishery	2	3	3.6	22
14.	Animal Husbandry	2	3	3.6	22
15.	Forestry	1	1	3.6	4
16.	Mining	1	1	3.6	4
17.	Employment	3	3	3.6	32
18.	Socioculture	3	5	3.6	54
19.	Communcity Economics	3	7	3.6	76
20.	Social Circumstance	2	2	3.6	14
21.	Administrative Aspects	6	3	3.6	65
Total					907

Based on table above, **score above average is 1,592**, which means that a district is considered **feasible** for formation of new district if result of the measurement have score equal to or more than 1,592. In accordance with that, category of measurement on potentials of district in implementation of administration, development, and society can be defined as seen in table below:

Table 4
Category of Option

No	Variable	Total Score Interval	Weight
1	2	3	4
1	High Potential	907 TS < 1,512	Division is feasible
2	Adequate Potential	580 TS < 907	Division is feasible, but with development of potential within certain period
3	Low Potential	252 TS < 580	Division is not feasible.

F. Result of Study

Based on explanation above, there are several conclusions can be taken as follow:

1. Division of district of East Seram, PP Gorom, Werinama and Bula is based on capability level or potential of each district through measurement and evaluation on main and supporting variables. Main variable is based on normative regulation of Decision of Minister of Home Affairs No. 4 of 2000 and supporting variables is based on 21 variables of study, namely demography, *orbitasi* (distance from administrative center), education, health, religiousness, sport facilities, transportation, communication, public lighting, politics, public safety and order, agriculture, fishery, animal husbandry, forestry, mining, employment, socioculture, community economics, social circumstance, and administrative aspects. Descriptions are as follow:

a. Potentials of East Seram District

Result of analysis generally indicates that, in accordance with the potentials, East Seram District is feasible for division based on high total score of its potentials by 100.6%, where:

- 1) 5 out of 21 variables of study (24%) scored above average score of whole East Seram District;
- 2) Result of data processing describes that potentials of East Seram District scored 990 or 100.6% of minimum standard or, in other words,

potentials of East Seram District scored above minimum standard (990 > 907), which indicate that East Seram District is feasible for division.

Regional planning through division of East Seram District can be designed by 3 best alternatives of regional planning as follow:

- 1) Alternative 1 (score difference 4)
 - Planned parent district with score of 989, consisting of 10 villages: Kiltai, Kilwaru, Geser, Kellu, Kefing, Urung, Kilmuri, Kwaos, Kian Laut, and Kian Darat.
 - Planned new district with score of 993, consisting of 7 villages: Damana, Kilmoi, Kilbat, Sesar, Air Kasar, Waras-waras, and Gah.
- 2) Alternative 2 (score difference 7)
 - Planned parent district with score of 987, consisting of 8 villages: Kiltai, Kilwaru, Geser, Kellu, Kefing, Urung, Kilmuri, and Kwaos.
 - Planned new district with score of 994, consisting of 9 villages: Kian Laut, Kian Darat, Damana, Kilmoi, Kilbat, Sesar, Air Kasar, Waras-waras, and Gah.
- 3) Alternative 3 (score difference 26)
 - Planned parent district with score of 978, consisting of 9 villages: Kiltai, Kilwaru, Geser, Kellu, Kefing, Urung, Kilmuri, Kwaos, and Kian Laut.
 - Planned new district with score of 1,004, consisting of 8 villages: Kian Darat, Damana, Kilmoi, Kilbat, Sesar, Air Kasar, Waras-waras, and Gah.

Based on criteria above, then priority options for division are as follow:

Table 5
Priority Option of Alternatives
for Division of District
in East Seram District,
Eastern Seram Regency

No	Alternative	Score	Score Difference	Priority
1	Alternative 1 Planned New District and Planned Parent District	993 – 989	4	I
2	Alternative 2 Planned New District and Planned Parent District	994 – 987	7	II
3	Alternative 3 Planned New District and Planned Parent District	978 – 1,004	-26	III

Based on table above, alternative 1 is selected as priority 1. This is by consideration that the division relatively have more balance in terms of potentials than alternative 2 and 3 for 21 variables of study. Difference of score earned between the planned parent district and the planned new district in alternative 1 is only 4, while in alternative 2 is 7 and alternative 3 is 26.

In accordance with that, alternative 1 surpasses other alternatives in terms of such as the difference of capacity level between planned parent district and planned new district after the division that would be much more balanced. Therefore, alternative 1 would be better in ensuring the improvement of public services, democratization and public welfare in both planned parent district and planned new district after the division.

b. Potentials of Pulau-pulau Gorom District

Result of analysis generally indicates that, in accordance with the potentials, Pulau-pulau Gorom District is feasible for division based on high total score of its potentials by 96.9%, where:

- 1) 4 out of 21 variables of study (19%) scored above average score of whole Pulau-pulau Gorom District;
- 2) Result of data processing describes that potentials of PP Gorom District scored 968 or 96.9% of minimum standard or, in other words, potentials of PP Gorom District scored above minimum standard (969.8 > 907), which indicate that PP Gorom District is feasible for division.

Regional planning through division of PP Gorom District can be designed by 2 best alternatives of regional planning as follow:

- 1) Alternative 1 (score difference -1)
 - Planned parent district with score of 970, consisting of 11 villages: Amarsekaru, Amarwatu, Kota Sirih, Mida, Kilkoda, Dai, Miran, Rarat, Ondor, Kataloka, and Pulau Panjang.
 - Planned new district with score of 969, consisting of 9 villages: Teor, Tamher Warat, Kelangan, Tamher Timur, Amarlaut, Utta, Lahena, Effa, and Ilili.
- 2) Alternative 2 (score difference -2)
 - Planned parent district with score of 971, consisting of 5 villages: Miran, Rarat, Ondor, Kataloka, and Pulau Panjang.
 - Planned new district 1 with score of 969, consisting of 9 villages: Teor, Tamher Warat, Kelangan, Tamher Timur, Amarlaut, Utta, Lahena, Effa, and Ilili.
 - Planned new district 2 with score of 969, consisting of 6 villages: Amarsekaru, Amarwatu, Kota Sirih, Mida, Kilkoda, and Dai.

Based on criteria above, then priority options for division are as follow:

Table 6
Priority Option of Alternatives
for Division of District
in PP Gorom District,
Eastern Seram Regency

No	Alternative	Score	Score Difference	Priority
1	Alternative 1 Planned Parent District and Planned New District	970 – 969	1	I
2	Alternative 2 Planned Parent District and Planned New District 1 and Planned New District 2	971-969	2	II

Based on table above, alternative 1 is selected as priority 1. This is by consideration that the division relatively have more balance in terms of potentials than alternative 2 for 21 variables of study. Difference of score earned between the planned parent district and the planned new district in alternative 1 is only 1, while in alternative 2 is 2.

In accordance with that, alternative 1 surpasses other alternative in terms of such as the difference of capacity level between planned parent district and planned new district after the division that would be much more balanced. Therefore, alternative 1 would be better in ensuring the improvement of public services, democratization and public welfare in both planned parent district and planned new district after the division.

c. Potentials of Werinama District

Result of analysis generally indicates that, in accordance with the potentials, Werinama District is feasible for division based on high total score of its potentials by 100.6%, where:

- 1) 9 out of 21 variables of study (43%) scored above average score of whole Werinama District;
- 2) Result of data processing describes that potentials of Werinama District scored 957 or 100.6% of minimum standard or, in other words, potentials of Werinama District

scored above minimum standard (957 > 907), which indicate that Werinama District is feasible for division.

Regional planning through division of Werinama District can be designed by 3 best alternatives of regional planning as follow:

- 1) Alternative 1 (score difference 9)
 - Planned parent district with score of 961, consisting of 6 villages: Elnusa, Atiahu, Bemo, Werinama, Hatumeten, and Batu Asah.
 - Planned new district with score of 952, consisting of 4 villages: Liliana, Polin, Tunsai, and Lapela.
- 2) Alternative 2 (score difference 31)
 - Planned parent district with score of 972, consisting of 5 villages: Atiahu, Bemo, Werinama, Hatumeten, and Batu Asah.
 - Planned new district with score of 942, consisting of 5 villages: Liliana, Polin, Tunsai, Lapela, and Elnusa.
- 3) Alternative 3 (score difference 72)
 - Planned parent district with score of 1,000, consisting of 4 villages: Bemo, Werinama, Hatumeten, and Batu Asah.
 - Planned new district with score of 929, consisting of 6 villages: Liliana, Polin, Tunsai, Lapela, Elnusa, and Atiahu.

Based on criteria above, then priority options for division are as follow:

Table 7
Priority Option of Alternatives for
Division of District
in Werinama District, Eastern Seram
Regency

No	Alternative	Score	Score Difference	Priority
1	Alternative 1 Planned Parent District and Planned New District	961 – 952	9	I
2	Alternative 2 Planned Parent District and Planned New District	972 – 942	31	II
3	Alternative 3 Planned Parent District and Planned New District	1,000 – 929	72	III

Based on table above, alternative 1 is selected as priority 1. This is by consideration that the division relatively have more balance in terms of potentials than alternative 2 and 3 for 21 variables of study. Difference of score earned between the planned parent district and the planned new district in alternative 1 is only 9, while in alternative 2 is 31 and alternative 3 is 72.

In accordance with that, alternative 1 surpasses other alternatives in terms of such as the difference of capacity level between planned parent district and planned new district after the division that would be much more balanced. Therefore, alternatives 1 would be better in ensuring the improvement of public services, democratization and public welfare in both planned parent district and planned new district after the division.

d. Potentials of Bula District

Result of analysis generally indicates that, in accordance with the potentials, Bula District is feasible for division based on high total score of its potentials by 101.8%, where:

- 1) 6 out of 21 variables of study (28.6%) scored above average score of whole Bula District;

- 2) Result of data processing describes that potentials of Bula District scored 1,050.9 or 101.8% of minimum standard or, in other words, potentials of Bula District scored above minimum standard (1,050.9 > 907), which indicate that Bula District is feasible for division.

Regional planning through division of Bula District can be designed by 3 best alternatives of regional planning as follow:

- 1) Alternative 1 (score difference -21)
 - Planned parent district with score of 1,042, consisting of 7 villages: Bula, Hote, Benggoi, UPT. T, UPT. R. Benggoi, Waimatakabo, and UPT. U. Airmatakasu.
 - Planned new district with score of 1,063, consisting of 5 villages: Waru, Belis, Solang, Dawang, and Salas.
- 2) Alternative 2 (score difference -37)
 - Planned parent district with score of 1,030, consisting of 7 villages: Waru, Belis, Solang, Dawang, Salas, Bula, and Hote.
 - Planned new district with score of 1,066, consisting of 5 villages: Benggoi, UPT. T, UPT. R. Benggoi, Waimatakabo, and UPT. U. Airmatakasu .
- 3) Alternative 3 (score difference -57)
 - Planned parent district with score of 1,023, consisting of 6 villages: Waru, Belis, Solang, Dawang, Salas, and Bula.
 - Planned new district with score of 1,079, consisting of 6 villages: Hote, Benggoi, UPT. T, UPT. R. Benggoi, Waimatakabo, and UPT. U. Airmatakasu.

Based on criteria above, then priority options for division are as follow:

Table 8
Priority Option of Alternatives for
Division of District
in Bula District, Eastern Seram Regency

No	Alternative	Score	Score Difference	Priority
1	Alternative 1 Planned New District and Planned Parent District	1,042 – 1,063	-21	I
2	Alternative 2 Planned New District and Planned Parent District	1,030 – 1,066	-37	II
3	Alternative 3 Planned New District and Planned Parent District	1,023 – 1,079	-57	III

Based on table above, alternative 1 is selected as priority 1. This is by consideration that the division relatively have more balance in terms of potentials than alternative 2 and 3 for 21 variables of study. Difference of score earned between the planned parent district and the planned new district in alternative 1 is only 21, while in alternative 2 is 37 and alternative 3 is 57.

In accordance with that, alternative 1 surpasses other alternatives in terms of such as the difference of capacity level between planned parent district and planned new district after the division that would be much more balanced. Therefore, alternative 1 would be better in ensuring the improvement of public services, democratization and public welfare in both planned parent district and planned new district after the division.

2. A district is feasible for division if each potential of both planned new district and parent district is in high interval (907 TS < 1,512). It is feasible for division **with condition** if each potential of both is in adequate interval (580 TS – 907). It is denied or declared as not feasible for division if each district has potential with score less than 580.
3. Result of measurement and evaluation on potentials, public aspiratio and service aspects at District of East Seram, PP Gorom, Werinama and Bula will be explained below. From the

scoring of secondary data of monography of villages and subdistricts in 4 districts planned for division, it indicates that all districts is declared as **feasible** for division as seen in table below:

Table 9
Recapitulation of Capability of the
Districts

No	District	Score	% of standard	Category
East Seram District				
1	East Seram District	990	100.6	High Potential
2	Planned Parent District	989	101.2	High Potential
3	Planned New District	993	99.6	High Potential
PP Gorom District				
1	PP Gorom District	969.8	96.9	High Potential
2	Planned Parent District	970.0	92.9	High Potential
3	Planned New District	969.4	101.8	High Potential
Werinama District				
1	Werinama District	957	100.6	High Potential
2	Planned Parent District	961	101.0	High Potential
3	Planned New District	952	100.1	High Potential
Bula District				
1	Bula District	1050.9	101.8	High Potential
2	Planned Parent District	1042	100.6	High Potential
3	Planned New District	1063	103.4	High Potential

Based on the measurement on potentials of each district, it is clear that all 4 districts planned for division fall into high potential category where the scores are within the interval of 907 TS < 1,512.

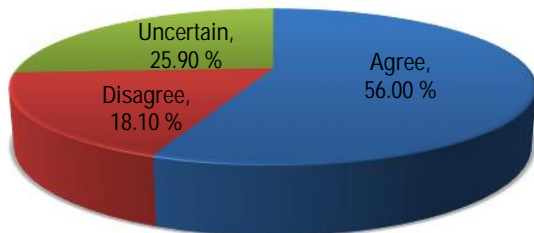
4. From the public aspiration in 4 districts, principally, majority of people, **agree with the planning for division of district**, either public figures, religious

leaders, youth leaders, female leaders, and educational leaders. One way of public aspiration insupporting the division of district is by inclusion of public aspirations in determining capital of district if there will be division of district.

a. Level of Agreement in East Seram District

Below is chart showing aspiration and sociocultural aspect of respondents on division of East Seram District.

**Chart 1
Public Opinion on Division of East Seram District**

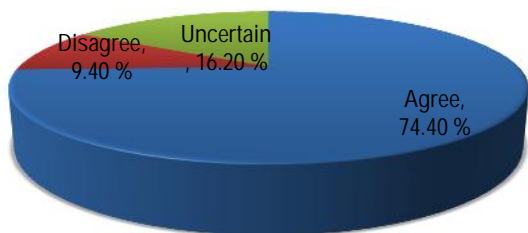


Based on chart above, it is seen that 56.0% people agree, 25.9% feel uncertain, and 18.1% disagree with the planning of division of East Seram District. Therefore, it is concluded that most of people in East Seram District agree with the planning of division.

b. Level of Agreement in Pulau-pulau Gorom District

Below is chart showing aspiration and sociocultural aspect of respondents on division of P.P. Gorom District.

**Chart 2
Public Opinion on Division of Pulau-pulau Gorom District**



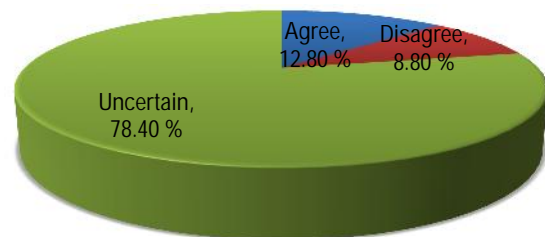
Based on chart above, it is seen that 74.4% people agree, 16.2% feel

uncertain, and 9.4% disagree with the planning of division of P.P. Gorom District. Therefore, it is concluded that most of people in P.P. Gorom District agree with the planning of division.

c. Level of Agreement in Werinama District

Below is chart showing aspiration and sociocultural aspect of respondents on division of Werinama District.

**Chart 3
Public Opinion on Division of Werinama District**

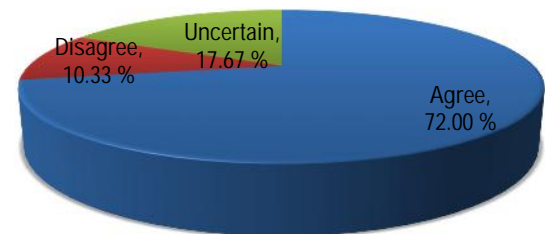


Based on chart above, it is seen that 12.8% people agree, 78.4% feel uncertain, and 8.8% disagree with the planning of division of Werinama District. Therefore, it is concluded that most of people in Werinama District feel uncertain about the planning of division.

d. Level of Agreement in Bula District

Below is chart showing aspiration and sociocultural aspect of respondents on division of Bula District.

**Chart 4
Public Opinion on Division of Werinama District**



Based on chart above, it is seen that 72.0% people agree, 17.67% feel uncertain, and 10.33% disagree with the planning of division of Bula District. Therefore, it is concluded that most of

people in Bula District agree with the planning of division.

5. From the aspect of services and quality of administrative service, either in education, health, public facilities, licensing and public participation, it is seen that service delivery in almost all districts are considered poorer than service delivery at the level of regency and village/subdistrict.

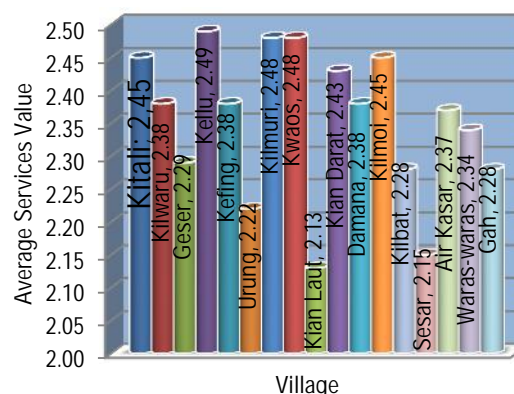
a. Service Delivery in East Seram District

Below is data presentation to determine quality of services provided by government officials in implementing their function as public servant. The result indicates that overall comparison of average value of all services according to village are as follow:

Table 10
Comparison of Average Value of All Services by Village

Village	Averages of all services	Rank
Kiltai	2.45	5
Kilwaru	2.38	9
Geser	2.29	12
Kellu	2.49	1
Kefing	2.38	7
Urung	2.22	15
Kilmuri	2.48	2
Kwaos	2.48	3
Kian Laut	2.13	17
Kian Darat	2.43	6
Damana	2.38	8
Kilmoi	2.45	4
Kilbat	2.28	14
Sesar	2.15	16
Air Kasar	2.37	10
Waras-Waras	2.34	11
Gah	2.28	13
Kec. Seram Timur	2.35	

Graph 1
Comparison of Average Services Values



The highest average value of service as seen from table above is Kellu Village with average value of all services by 2.49, followed by Kilmuri and Kwaos with average value of all services by 2.48.

Result of public satisfactory index (PSI) on services at Administrative Offices at level of Regency, District, and Subdistrict in East Seram District is as follow:

Table 11
Public Satisfactory Index on Services at Administrative Office in East Seram District by Components

No	Components of Services	Value	Priority for Improvement
1.	Procedure	2.504	5
2.	Requirements of services	2.548	7
3.	Certainty of the officer	2.621	8
4.	Discipline of the officer	2.388	3
5.	Responsibility of the officer	2.675	12
6.	Capability of the officer	2.532	6
7.	Quickness of the delivery	2.252	1
8.	Fairness in the delivery	2.624	9
9.	Attitude of the officer	2.835	14
10.	Fairness of the fee	2.664	10
11.	Suitability between delivery and fee	2.407	4
12.	Time accuracy	2.264	2
13.	Cozyness	2.671	11
14.	Security	2.833	13

Source: Processed Questionnaire Data 2005

Final compiling result of public satisfactory index from each component of service explains that:

Based on the result of public satisfactory index calculation, total value of each service unit acquired from total of average value of each components of service. Meanwhile, composite index value for each component of service is multiplied by same scale, that is 0.071.

Index of service unit is calculated by means as shown below:

Table 12
Public Satisfactory Index on Service
at Administrative Office in the City Planned as Capital

Values	Value per component														
	C1	C2	C3	C4	C5	C6	C7	C8	C9	C10	C11	C12	C13	C14	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	
Total value per component	1064	1083	1114	1015	1137	1076	957	1115	1205	1132	1023	962	1135	1204	
AV per component = Total Value per component ÷ number of question-naire filled	2.50	2.55	2.62	2.39	2.68	2.53	2.25	2.62	2.84	2.66	2.41	2.26	2.67	2.83	
Scaled AV per component = NRR per component x 0.071	0.18	0.18	0.19	0.17	0.19	0.18	0.16	0.19	0.20	0.19	0.17	0.16	0.19	0.20	
PSI of Service Unit															*) 2.54 **) 63.57

Where: C1 to C14 : Components of Service
 AV : Average value
 PSI : Public Satisfactory Index
 *) : Total of Scaled AV of PSI
 **) : PSI of Service Unit x 25

Therefore, it can be concluded that results of index value of service unit are as follow:

- Value of PSI after converted = Index value x Base value = 2.54 x 25 = 63.57
- Quality of service is B
- Performance of service unit at administrative office is **Good**

In order to improve service quality, it is prioritized for components with lowest value. Components with higher value need to be maintained. It indicates that service units at administrative office necessary to improve are:

- Quickness of service
- Time accuracy
- Discipline of the officer

b. Service Delivery in Pulau-pulau Gorom District

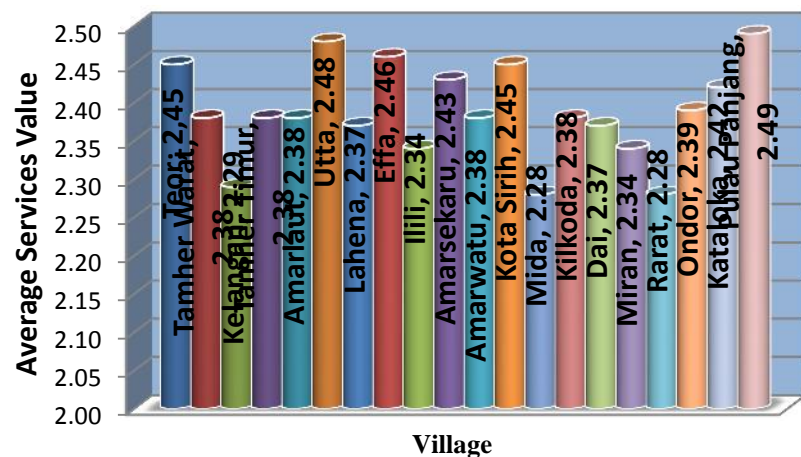
Below is data presentation to determine quality of services provided by government officials in implementing their function as public servant. The result indicates that overall comparison of average value of all services according to village are as follow:

Table 13
Comparison of Average Value of All Services by Village

Village	Averages of all services	Rank
Teor	2.45	5
Tamher Warat	2.38	13
Kelangan	2.29	18
Tamher Timur	2.38	12
Amarlaut	2.38	9
Utta	2.48	2
Lahena	2.37	15
Effa	2.46	3
Ilili	2.34	17
Amarsekaru	2.43	6
Amarwatu	2.38	11

Village	Averages of all services	Rank
Kota Sirih	2.45	4
Mida	2.28	20
Kilkoda	2.38	9
Dai	2.37	14
Miran	2.34	16
Rarat	2.28	19
Ondor	2.39	8
Kataloka	2.42	7
Pulau Panjang	2.49	1
P.P. Gorom District	2.39	

Graph 2
Comparison of Average Services Values



The highest average value of service as seen from table above is Pulau Panjang Village with average value of all services by 2.49, followed by Utta Village with average value of all services by 2.48, and Effa Village with average value of all services by 2.46

Result of public satisfactory index (PSI) on services at Administrative Offices at level of Regency, District, and Subdistrict in P.P. Gorom District is as follow:

Table 14
Public Satisfactory Index on Services at Administrative Office in P.P. Gorom District by Components

No	Components of Services	Value	Priority for Improvement
1.	Procedure	2.464	4
2.	Requirements of services	2.578	9
3.	Certainty of the officer	2.664	11
4.	Discipline of the officer	2.508	5
5.	Responsibility of the officer	2.720	12
6.	Capability of the officer	2.524	7
7.	Quickness of the delivery	2.180	2
8.	Fairness in the delivery	2.514	6
9.	Attitude of the officer	2.756	14
10.	Fairness of the fee	2.542	8
11.	Suitability between delivery and fee	2.322	3
12.	Time accuracy	2.170	1
13.	Cozyness	2.592	10
14.	Security	2.752	13

Source: *Processed Questionnaire Data 2005*

Final compiling result of public satisfactory index from each component of service explains that:

Based on the result of public satisfactory index calculation, total value of each service unit is acquired from total of average value of each components of service. Meanwhile, composite index value for each component of service is multiplied by same scale, that is 0.071.

Index of service unit is calculated by means as shown below:

Table 15
Public Satisfactory Index on Service
at Administrative Office in the City Planned as Capital

Values	Value per component														
	C1	C2	C3	C4	C5	C6	C7	C8	C9	C10	C11	C12	C13	C14	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	
Total value per component	1232	1289	1332	1254	1360	1262	1090	1257	1378	1271	1161	1085	1296	1376	
AV per component = Total Value per component ÷ number of question-naire filled	2464	2578	2664	2508	2720	2524	2180	2514	2756	2542	2322	2170	2592	2752	
Scaled AV per component = NRR per component x 0.071	0175	0183	0189	0178	0193	0179	0155	0178	0196	0180	1065	0154	0184	0195	2.51
PSI of Service Unit															**) 62.63

Where: C1 to C14 : Components of Service
 AV : Average value
 PSI : Public Satisfactory Index
 *) : Total of Scaled AV of PSI
 **) : PSI of Service Unit x 25

Therefore, it can be concluded that results of index value of service unit are as follow:

- Value of PSI after converted = Index value x Base value
 = 2.51 x 25 = 62.63
- Quality of service is B
- Performance of service unit at administrative office is **Good**

In order to improve service quality, it is prioritized for components with lowest value. Components with higher value need to be maintained. It indicates that service units at administrative office necessary to improve are:

- Time accuracy
- Quickness of delivery
- Fairness of fee

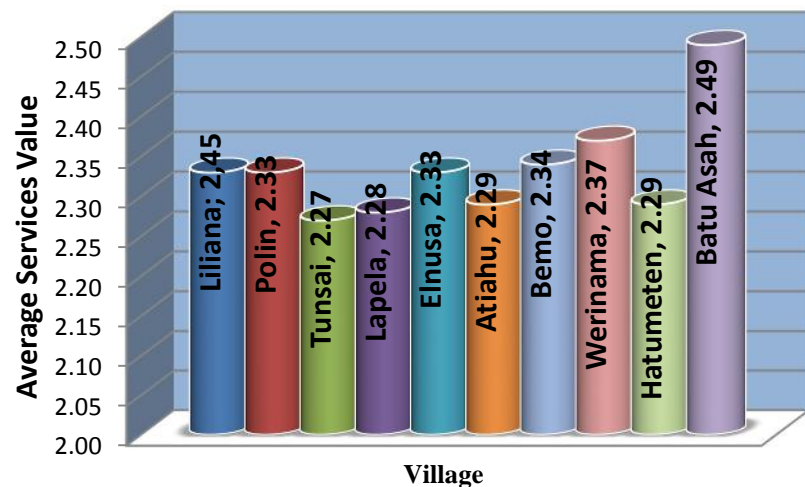
c. Service Delivery in Werinama District

Below is data presentation to determine quality of services provided by government officials in implementing their function as public servant. The result indicates that overall comparison of average value of all services according to village are as follow:

Table 16
Comparison of Average Value of All Services by Village

Village	Averages of all services	Rank
Liliana	2.33	5
Polin	2.33	4
Tunsai	2.27	10
Lapela	2.28	9
Elnusa	2.33	5
Atiahu	2.29	7
Bemo	2.34	3
Werinama	2.37	2
Hatumeten	2.29	8
Batu Asah	2.49	1
Werinama District	2.33	

Graph 3
Comparison of Average Services Values



The highest average value of service as seen from table above is Batu Asah Village with average value of all services by 2.49, followed by Werinama Village with average value of all services by 2.37, and Bemo Village with average value of all services by 2.34.

Result of public satisfactory index (PSI) on services at Administrative Offices at level of Regency, District, and Subdistrict in Werinama District is as follow:

Table 17
Public Satisfactory Index on Services at Administrative Office in Werinama District by Components

No	Components of Services	Value	Priority for Improvement
1.	Procedure	2,436	4
2.	Requirements of services	2,624	10
3.	Certainty of the officer	2,672	11
4.	Discipline of the officer	2,544	7
5.	Responsibility of the officer	2,732	12
6.	Capability of the officer	2,552	8
7.	Quickness of the delivery	2,040	1
8.	Fairness in the delivery	2,576	9
9.	Attitude of the officer	2,808	14
10.	Fairness of the fee	2,496	5
11.	Suitability between delivery and fee	2,320	3
12.	Time accuracy	2,132	2
13.	Cozyness	2,532	6
14.	Security	2,792	13

Source: *Processed Questionnaire Data 2005*

Final compiling result of public satisfactory index from each component of service explains that:

Based on the result of public satisfactory index calculation, total value of each service unit is acquired from total of average value of each components of service. Meanwhile, composite index value for each component of service is multiplied by same scale, that is 0.071.

Index of service unit is calculated by means as shown below:

Table 18
Public Satisfactory Index on Service
at Administrative Office in the City Planned as Capital

Values	Value per component														
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Total value per component	69	66	66	66	68	68	50	64	72	64	50	53	63	68	
AV per component = Total Value per component ÷ number of question-naire filled	2.4 36	2.6 24	2.6 72	2.5 4	2.7 3	2.5 5	2.0 4	2.5 8	2.8 1	2.4 96	2.3 2	2.1 32	2.5 32	2.7 92	
Scaled AV per component = NRR per component x 0.071	0.1 73	0.1 86	0.1 9	0.1 8	0.1 9	0.1 8	0.1 5	0.1 8	0.2 0	0.1 99	0.1 8	0.1 7	0.1 8	0.2 0	2.5 0
PSI of Service Unit															**) 62.6 3

Where: C1 to C14 : Components of Service
 AV : Average value
 PSI : Public Satisfactory Index
 *) : Total of Scaled AV of PSI
 **) : PSI of Service Unit x 25

Therefore, it can be concluded that results of index value of service unit are as follow:

- Value of PSI after converted = Index value x Base value
= 2.50 x 25 = 62.58
- Quality of service is B
- Performance of service unit at administrative office is **Good**

In order to improve service quality, it is prioritized for components with lowest value. Components with higher value need to be maintained. It indicates that service units at administrative office necessary to improve are:

- Quickness of delivery
- Time accuracy
- Discipline of the officer.

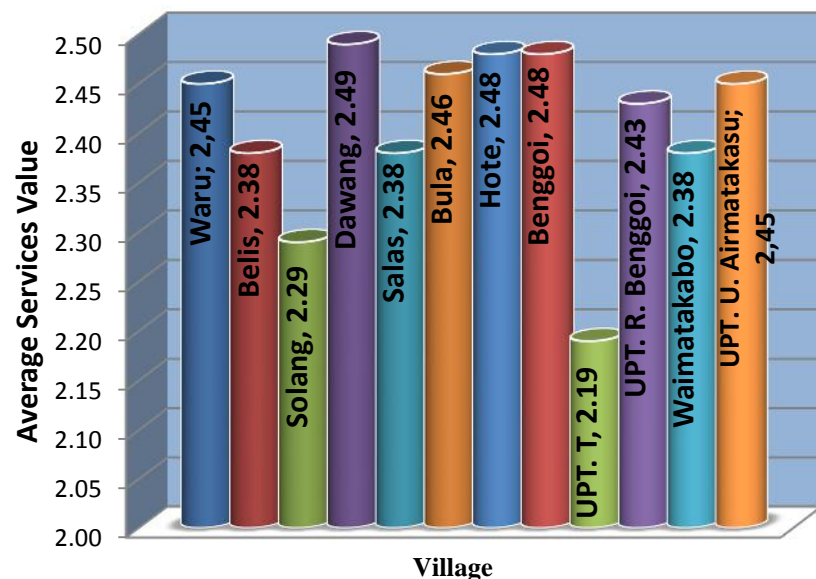
d. Service Delivery in Bula District

Below is data presentation to determine quality of services provided by government officials in implementing their function as public servant. The result indicates that overall comparison of average value of all services according to village are as follow:

Table 19
Comparison of Average Value of All Services by Village

Village	Averages of all services	Rank
Waru	2.45	6
Belis	2.38	10
Solang	2.29	11
Dawang	2.49	1
Salas	2.38	8
Bula	2.46	4
Hote	2.48	2
Benggoi	2.48	3
UPT. T	2.19	12
UPT. R. Benggoi	2.43	7
Waimatakabo	2.38	9
UPT. U. Airmatakasu	2.45	5
Bula District	2.40	

Graph 4
Comparison of Average Services Values



The highest average value of service as seen from table above is Dawang Village with average value of all services by 2.49, followed by Hote and Benggoi with average value of all services by 2.48.

Result of public satisfactory index (PSI) on services at Administrative Offices at level of Regency, District, and Subdistrict in Bula District is as follow:

Table 20
Public Satisfactory Index on Services at Administrative Office in Bula District by Components

No	Components of Services	Value	Priority for Improvement
1.	Procedure	1,736	3
2.	Requirements of services	1,816	10
3.	Certainty of the officer	1,920	14
4.	Discipline of the officer	1,791	6
5.	Responsibility of the officer	1,852	11
6.	Capability of the officer	1,798	7
7.	Quickness of the delivery	1,536	1
8.	Fairness in the delivery	1,800	9
9.	Attitude of the officer	1,901	12
10.	Fairness of the fee	1,798	7
11.	Suitability between delivery and fee	1,744	4
12.	Time accuracy	1,576	2
13.	Cozyness	1,769	5
14.	Security	1,915	13

Source: *Processed Questionnaire Data 2005*

Final compiling result of public satisfactory index from each component of service explains that:

Based on the result of public satisfactory index calculation, total value of each service unit is acquired from total of average value of each components of service. Meanwhile, composite index value for each component of service is multiplied by same scale, that is 0.071.

Index of service unit is calculated by means as shown below:

Table 21
Public Satisfactory Index on Service
at Administrative Office in the City Planned as Capital

Values	Value per component														
	C1	C2	C3	C4	C5	C6	C7	C8	C9	C10	C11	C12	C13	C14	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	
Total value per component	78	72	86	76	77	74	68	75	88	74	71	60	72	84	
AV per component = Total Value per component ÷ number of question-naire filled	1.736	1.816	1.920	1.791	1.852	1.798	1.536	1.800	1.901	1.798	1.744	1.576	1.769	1.915	
Scaled AV per component = NRR per component x 0.071	0.123	0.129	0.136	0.127	0.131	0.128	0.109	0.128	0.135	0.128	0.124	0.112	0.126	0.136	
PSI of Service Unit															**) 44.29

Where: C1 to C14 : Components of Service
 AV : Average value
 PSI : Public Satisfactory Index
 *) : Total of Scaled AV of PSI
 **) : PSI of Service Unit x 25

Therefore, it can be concluded that results of index value of service unit are as follow:

- a. Value of PSI after converted = Index value x Base value
 = 1.77 x 25 = 44.29
- b. Quality of service is C
- c. Performance of service unit at administrative office is **Adequate**

In order to improve service quality, it is prioritized for components with lowest value. Components with higher value need to be maintained. It indicates that service units at administrative office necessary to improve are:

1. Time accuracy
 2. Quickness of service
 3. Fairness of fee
6. Option for division of district is based on consideration that planned parent district **shall not** become weaker nor unable to implement administration, with difference of capability level between planned districts should not be huge, and there should be certainty in improvement of public services, democratization, and public welfare.

G. Recommendation

In order to assure the successful implementation of division of district as seen from the capability of district in the delivery of service, implementation of administration and development effectively and efficiently, there are several recommendations as follow:

1. Considering that district is agent for regency/city and delegated some authorities from regent/mayor, then division of district should be followed by delegation of some authorities from regent/mayor to Camat according to potentials and problems faced, either in planned new district and parent district;
2. Preparing design of district organization according potentials and characteristic of district (typology of the district), as well as pattern and attribute of authorities delegated from regent/mayor to Camat;
3. Preparing budget for performance and logistic of the district according to magnitude of authorities of Camat, potentials, and problems of each district; and
4. Preparing design of measurement and evaluation on performance of the district according to authorities of Camat, potentials, and problems of each district.
5. All equipment, personnel, and implementation cost of division of district are under responsibility of Local Government, including improvement of entire demographic administrative services for all regions involved in division, either ID card, Family Register, and other demographic administrative affairs.

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THE CREATION OF ROSULPHIL AND ITS RELEVANCE IN ILIGAN CITY'S GOVERNANCE

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ABSTRACT

ROSULPHIL is the acronym of the Federated Royal Sultanate League of Iligan-Pilimpinas which is now the umbrella-central-national royal organization of all tribal traditional Sultanates and Datuships in the Philippines and it is duly registered at the Securities and Exchange Commission and its present headquarter is Iligan City-the Industrial City of Mindanao with its majestic waterfalls and the City of Tri-People's known as Indigenous Muslims, Christians and Lumads who live side-by-side peacefully, help and respect each other under the Honorable City of Government of Iligan City.

This study aims to: (1) to know the history and objectives of the organization; (2) to know the role of the organization in all the traditional Sultanates and Datuships in the Philippines; (3) know the role played by the organization in the local government (4) to know the importance of the Organization in the settlement of feudal conflicts or *rido* and religious aspects; (5) to know if the organization has its significance in the on-going MILF - GPH peace process.

The resources and information of the study was made possible through interview with selected members of the organization like Sultans, Datus, Rajas, Putri, Baes, civil personalities in the area, and some key respondents. Moreover, unpublished materials like *Sarsilah* and family documents were used as primary sources.

Keywords: ROSULPHIL, Sultanate, traditional government, rido

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Introduction

Sultan is a noble title originated in the Middle East which was adopted by several Muslim rulers. It is an Arabic word which means “strength”, “authority” and, “rulership”. Consequently, it came to be used as the title of certain rulers who claimed almost full sovereignty in a particular domain. Moreover, the term **sultan** is used for male ruler which is equivalent to a King while its counterpart is *sultana* for female monarch who can also be associated to a Queen. The dynasty and lands ruled by a sultan is known as *sultanate*.

In order to spread further the message of Islam, missionaries and traders were sent throughout the world. In the Philippines, the coming of Islam can be explained through different theories such as trading, missionary, political and economic theories. . Trading route, monsoon, theories (missionary), political and economic, sultanate in Sulu, Maguindanao and Pat A Pangampong sa Ranao, (particularly in Lanao del Sur). Even today, Sultanate systems in some non-muslim dominated areas are still practiced by some of the Muslim residents. A great example was the creation of the Federated Royal Sultanate League of the Philippines (**ROSULPHIL**).

The said organization is a SEC (Securities Exchange Commission) registered royal Sultanate and Datuship organization which is considered as the central-national Sultanate in the country today. It also serves as the umbrella royal group of all royal traditional Sultanates and Datuships considering that not only Muslims are members but even some Christians, Lumad, or indigenous peoples particularly in Mindanao.

ROSULPHIL is the acronym for the Federated Royal Sultanate League of the Philippines, a SEC registered

royal Sultanate ad Datuship organization which is considered as the central-national Sultanate in the country. It serves as the umbrella Royal group of all Royal traditional Sultanate and Datuship considering that not only Muslims are members but even some Christians, Lumad, or indigenous peoples particularly in Mindanao.

Its relevance to Iligan City and the Philippines is no less than for its campaign for the maintainance of peace and order as well developments on the different areas of the Philippines particularly Iligan City. This is due to the fact that the founding member of Rosulphil is the Royal Sultanate House of Iligan City (ROSULI).

Significance of the Study

ROSULPHIL as a non-profit organization aims to unify all the existing Royal Houses in the Philippines and unite the Tri-People in Mindanao to achieve peace, solidarity, harmony and progress. It is essential to know the story behind its foundation, the functions and contributions it carries to the sultanate of Lanao and Iligan and its goals as an organization. Conflict-resolution is one function of the organization which is very important to maintain peace in the area. This study gives a background about ROSULPHIL to appreciate its impact especially in mediating conflicts and preserving traditional form of governance alongside with the western political system. This study also presents the organization's initiative in providing peace in Mindanao.

Methodology

The research sought to explore the history of Rosulphil and its impact to Iligan City's governance. In this regard, the research used several methods

such as interviews with the key respondents both primary and secondary sources to support the validity and authenticity of the study. Furthermore, interviews were conducted among the key persons like the Sultan of Iligan HRH. Ibrahim Camama, HRH. Arnold Garbanzos, HRH Ben Kadil and others. The researchers also visited and conduct an ocular inspection to *masjids* which are claimed to be among the most important achievements of the organization. Finally, they immersed on religious seminars, attended programs on peace talks and accompanied the members in settling *rido* (vendetta) among M'ranaws in Iligan City and adjacent areas.

What is a Sultanate?

The word sultanate was literally derived from an Arabic word, Al Sultaniyyah which means "authority". Historically, it is the oldest political traditional system of the Muslims of which the Sultanate had ruled for centuries almost half of the world particularly Middle East and some parts of the Asian continent. As a matter of fact, the present Muslim countries which still have Royal Sultanates are Brunei Darusalam, Malaysia, Indonesia and Oman. In the Philippines today, we have Royal Sultanates in Lanao, Iligan City, Marawi City, Sulu, Maguindanao, Pasay City, Laguna, Paranaque, Makati, Cagayan and many others.

Further, Sultanate is the highest traditional political institution/organization of the Muslims in every community in accordance with the Ijma and Taritib (Royal Code of Laws). In other words, Sultanate is the most unique Muslim traditional culture because without Sultanate, Muslims cannot be treated as distinct or real Moro/Muslim Filipino from other tribes.

The Founding of ROSULPHIL

By the arrival of Sharif Alawi in Tagoloan, northern Mindanao by around 17th century, Iligan may have flourished as an old Maranao (a Subanu-Ilanun or a sub-Manobo Igaonon/Higaonon) settlement along the mouth of Nonokan River and subsequently, Madulog River onto Bayug Island. At this early phase, Iligan may have been subjected to the Tagoloan sphere of influence under Sharif Alwawi's heirs and descendants. Hence, Iligan hitherto appeared to have been part of Tagoloan, which lorded over Lanao region by virtue of kinship with Balt or Momungan (now Balo-i), and even as far as Bayabao around the Lake (Ranao).

The founding fathers of Tagoloan sultanate may trace their origin and lineage to Sharif Alawi, who is often regarded as their First Ruler, if not Sultan, albeit hardly established by chain of sucession since Alawi's reign up to his present progenies. The reigning sultans or rulers of Tagoloan (Greater Tagoloan in Lanao for that matter) may have spanned barely 3-4 generations, or about 120 years since around the 1980's to 2010. In other words, the Sultanate of Greater Tagoloan in Lanao could have been conceived only lately, almost at par with other Lanao Sulatanates though Tagoloan may have been established in ancient time as early as or even before Sharif Alawi covering a wide region. The Sultanate of Iligan may have been created and carved out of Greater Tagoloan in Lanao but must understandably remained to be an integral part of the latter. The Sultanate of Bandara Iligan was regarded merely as "satellite" to Greater Tagoloan.

The Sultanate of Bandara Iligan was founded on September 7, 2003, with its first Sultan proclaimed in the person of Ibrahim S.Camama, a Maranao and bonafide Iliganon with

kinship ties with the old Iliganon families. Ibrahim Camama, an aleem (scholar) by then still fresh from the Kingdom of Saudi Arabia and formerly Professor of the Mindanao State University in Marawi City, was nominated as Sultan sa Bandara Iligan (downtown Poblacion) by the Executive Committee of the Sultanate of Greater Tagoloan. At the start, there was no idea of Iligan to be separated from its mother Sultanate Greater Tagoloan, according to a reliable source Sultan Mala sa Tagoloan. He said that “the Sultan sa Iligan was meant and intended only for Iligan downtown Poblacion (i.e. Bandar) and not the whole city”.

Be that as it may, the above was the immediate background that paved way for the establishment of Iligan into a sultanate viz. Sultanate of Iligan, which never before existed as an entity and eventually, born out the so-called “The Royal Sultanate House of Iligan”. After its creation, the Sultanate of Bandara Iligan together with the City-wide Sultans of Iligan (later “Top Brass”) consolidated the Barangay Sultanates crafted and created for the City of Iligan, within the territorial jurisdiction of the Sultanate of Greater Tagoloan, to comprise the “Royal Sultanate House of Iligan” (i.e. ROSULI).

The “Top Brass” Sultans included the Sultan sa Iligan, (Backbone of the Sultanate) Cabugatan (Life-blood of the Sultanate), Makhdum (Soul of the sultanate), Gaus (Brain of the Sultanate), and Macadar and Mangompia (muscle and strength of the sultanate). These top brass sultans consolidated the Sultanate of Iligan, City-wide sultans and its composite Barangay Sultanates in some 44 Barangay under its royal patronage as

the “Royal Sultanate House of Iligan” (ROSULI) to be later recognized and inaugurated as the following independent Royal Sultanate House. These top brass sultans, by consensus, to widen the realm of their territorial jurisdiction, agreed to make an addendum from “Iligan-Mindanao-Pilimpinas” anchored on traditional place-names preferred over the legal and political subdivisions.

The ROSULPHIL had already enthroned and conferred Royal Titles to a number of renowned and reputable personages (like the City Mayor of Iligan, Queen of the South, some officials and professionals) and inaugurated and accredited some Royal Sultanates and in contact with other ruling houses far and wide in Luzon and Visayas. The organization look forward to the future and opportune time of uniting and consolidating the various sultanates and royal families in the country today in order to seek and promote the common aspiration of Humanity in establishing GOD’s Sovereignty on Earth, as it would be for the entire universe and that we are mainly His Servants and Stewards to obey and submit to His commandments and wisdom. In sha ALLAH, by His will.

It’s Role in Iligan City’s Governance

Iligan City Government being the principal base of the ROSULPHIL recognized the Sultanate through the Office of the City Mayor. When Hon. City Vice-Mayor Henry C. Dy was the OIC Mayor on June 5, 2005, he signed a paper recognizing the important role of the Royal Sultanate House of Iligan City, being the founding member of ROSULPHIL. In fact, the then incumbent City Mayor Lawrence Cruz is a bonafide royal member of the Royal Sultanate House of Iligan City as Datu Adil of Iligan who was enthroned by the

said Sultanate on September 7, 2003 at MSU-IIT Gymnasium.

Iligan City, the Federated Royal Sultanate League of the Philippines (ROSULPHIL) held a special meeting of officers and members and invited fuests last October 21 (2009) at the Torogan of Sultan sa Iligan, Palao-o, Iligan City. This was a special meeting attended by ROSULPHIL's Top Brass (Sultan sa Iligan, Sultan Gaus, Sultan Macadar, Sultan Makhdum, with royal members Bae Romapunut, Datu sa Iligan) after a lull of several months, in view of prospects on some upcoming projects with the City Government of Iligan and some prospective donor countries of OIC (Organization of Islamic Conference) including private foundation. It was also attended by other guests from the far-flung LGUs of Lanao Sur and the City of Iligan. The special royal agenda tackled in the said assembly are the following:

- 1) 2010 Social and Political development
- 2) Royal Restructuring and Reorganization
- 3) Inter-cultural Forum on Islamic Principles
- 4) Agro-industrial Institute
- 5) Asia-Pacific Islamic University
- 6) Tagean-Tallano Claim
- 7) Iligan City Royal Academy
- 8) ROSULPHIL Relations with the City Government of Iligan
- 9) Khalifatul Ardh and Islamic Sultanniyah

In addition, the Federated Royal Sultanate League of the Philippines (ROSULPHIL), through the Royal Sultanate House of Iligan City and House of Makhdum, pledges to support

calamity victims wrought by typhoon Ondoy. Needless to say, this move is strongly enjoined as an obligation on the part of those bestowed with means and wealth towards the needy. This concern is part of the humanitarian endeavor and responsibility and in sympathy with the fellow countrymen.

Main Objectives, Plans and Programs of the ROSULPHIL

The main objective is to revive the Sultanate and Datuship Traditional system, not only in Lanao areas and in Mindanao but if possible in all parts of the Philippines where there are Muslims considering that is part and parcel of the future that once upon a time this country before the coming of the Spaniards was ruled by Sultans, Datus and Rajahs. For instance in Luzon was under the rule of Datu Tallano, Manila and Tondo were under Rajah Matanda and Raiah Sulayman respectively. While Rajah Humabon was the ruler of Cebu, Leyte for Rajah Kulambo and Datu Lapu-Lapu in Mactan who killed Magellan. In Mindanao, it was Sultan Kudarat who fought against the Spaniards fiercely.

The Royal Sultanate of Iligan has two-pronged plans in the implementation of its programs and projects. This can be categorized into Short and Medium-Range Plan and Long-Range Plan. To sponsor and/or host a TV and Radio Talk Show Program, to support existing Da'wah Projects in the City for the prevention of crimes and other immoralities punishable by Philippine Laws and Shariah, to extend moral and spiritual support to Muslim Residents and some possible assistance or facilities and, to establish peace and development

monitoring center with the City Government and other government agencies are among the Short and Medium- Range Plan. On the long range Preparation, they are planning to establish Royal Torogan of the Royal Sultanate House of Iligan City, Tagoloan Aklim, to construct more *madaris* (Islamic schools) and to promote literacy rate in Arabic and Bahasa Melayu and if possible, an Islamic University , to construct several *Masjids* for the growing Muslim residents in the City of Iligan, to legislate Sultanate Court system with the existing Shariah Court, to establish cultural center which can host the holding of seminars and conferences, cultural activities like the Qur'an reading competition, cultural performances, sports and Muslim Wedding Ceremonies, to establish Science and Technology Center, to establish communication Network which includes printing/publication center, to establish livelihood projects in catering the needs to jobless Iligan residents, to create Muslim Chamber of Commerce in Iligan City with the hope of joining cooperative economic ventures with other chamber of commerce and industries in the City including foreign investors and, the creation of the Muslim Iligan Executive Council For Peace and Development as the umbrella organization of all major Muslim Associations in the City. The source of funding for the said programs shall be collected from the members of the Royal Sultanate House of Iligan, from among the patrons and sponsors, both local and abroad, including local and national government agencies, especially those extended from other royal houses. Since, the organization is mainly anchored on Islam and most of its members are Muslims, its main

priority is to look for the welfare and wellbeing of Muslim residents in the city as well as to protect their basic rights through its representation in some of its departments and compartments.

Qualifications being a Sultan/Datu/Ba-e

Meanwhile, the expected role of Sultans, Datus, and Baes may be read as follows:

1. They must serve as Islamic model (must be a practicing Muslims otherwise they could not be allowed to gain any of the positions mentioned above)
2. They must serve as model to humanity (must be cognizant of their role similar to that of *Khalifah* (Muslim Ruler) and must promote the universal and ideological values of Islam)
3. They must be able to trace their Muslim ancestry who bears royal blood.
4. They must be able to trace their relation or bloodline with the royal or noble ruling families of the Bangsamoro Homeland.
5. They must be able to trace their *bangsa*, which is anchored on Islam, the Shari'ah, religion of the patriarch Abraham (AS).

The Sultan, Datu, and Baes are, then, the nobilities of all Muslims because they have been and shall ever remain as the bedrock of the *Bangsa and Agama* (lineage and religion) Islam.

Furthermore, the ROSULPHIL is advocating federal system of government in Mindanao with the following principles:

1. "The Federated Islamic State of Mindanao" as a member state shall be federated by their own freewill with the rest of the "Federal Republic of the Philippines".
2. Each Federated State of Mindanao, for that matter, the "Federated Islamic State of Mindanao" shall adopt its own "State Constitution."
3. The "State Constitution" shall promulgate pertinent matters such as governance at each hierarchical level, from local to state and federal level.
4. The Federal Government of the "Federal Republic of the Philippines" under its Federal Constitution shall likewise promulgate pertinent matters such as foreign affairs, financial system (taxation, currency, so on), and inter-state and international relations, and national security to the federation.
5. It shall recognize the uniqueness and peculiarities of each federated state components based on its existing Code of Laws or *Igma* and *Taritib*.
6. It shall reserve the right or option to choose its own Code of Laws, or *Igma* and *Taritib* which shall form the constitution.
7. It shall be independent and autonomous in all matters pertinent to governance, including the power of State Taxation, except in foreign affairs and currency.
8. The form of government under the proposal of establishing a Bangsamoro Federated State for Mindanao shall be a "Constitutional Modern Sultanate" (modified monarchy).

Moreover, the ROSULPHIL earned the epithet of "Madrasah and Masajid" builders for having facilitated and/or constructed, by far, since 2007 to date, 43 establishments. It has also created its own economic arm, the Royal Sultanate Development Authority (ROSDA), and is registered with S.E.C Projects and programs are underway. It also maintains its regular Newsletter, the Royal Tarsila, and has by far published 35 issues since it came out with the first issue sometime in 2007-2010. As a sultanate system, it exercised and performed number of duties and functions in line with the power and authority of the sultanate, such as settlement of rido in the City of Iligan, solemnizing marriages under the Shari'ah, issuance of Certificates (halal, conversion, baptism, etc.), representation for the Jama'ah (cogregation) in City wide activities, holding of Islamic seminars, Qur'an Reading programs, and similar others.

ROSULPHIL'S Campaign for Peace

The Federated Royal Sultanate League of the Philippines initiates an effort towards attaining a peaceful solution to the surging outrage against the violent attacks on civilians by the revolutionary elements of the Moro Islamic Liberation Forces, otherwise MILF lawless rebels.

Last August 18 (2008), MILF forces sowed a reign of terror by attacking the town centers of Kolambugan and Kauswagan, both in the province of Lanao del Norte. A score of civilians were taken as human shield and a couple of others killed during a skirmish between pursuing government troops and retreating attackers into the hinterland. Over a dozen of houses or homes were burned that turned to ashes on the site of Kauswagan and a series of school buildings at Kolambugan.

The attack came after the collapse of the purportedly signing of the Memorandum of Agreement on Ancestral Domain (MOA-AD) last August 5, 2008 between the Government of the Republic of the Philippines (GRP) and the Moro Islamic Liberation front (MILF) due to the resistance by a hard core triumvirate on the expanded Bangsamoro Juridical Entity (BJE) that integrated portions of Lanao del Norte and Iligan City, also North Cotabato and Zamboanga provinces with a restraining order filed with the Supreme Court of the Philippines.

With the events occurred in Lanao del Norte, ROSULPHIL convened at the Torogan of the Sultan sa Iligan in an effort to restore order, trust and confidence especially involving tensions between or among religious elements within the Lanao provinces, including Iligan City. The peace forum was sponsored by the Rotary Club of Metro Iligan in cooperation with the Dean's Office of the College of Arts and Social Sciences of MSU-IIT, with Dean Geoffrey G. Salgado as main convenor.

Members of ROSULPHIL

Practically, all Royal Houses and Datuships in the Philippines today are deemed members of the ROSULPHIL, aside from the individual royal members being enthroned by the ROSULPHIL, aside from the individual royal members being enthroned by the ROSULPHIL who are both Muslims and non-Muslims because even the Christians and Lumads are also royal people, not only the Muslim Filipino/Moros. That is why they are also entitled to be Datus, Rajahs and Ba-es considering that we are just one people, under one ancestor – the Grand Royal Patriarch Prophet Ibrahim (Peace be upon Him).

The following are the permanent and Active Members of Federated Royal Sultanate League of the Philippines (ROSULPHIL).

Al-Sultan Sa Iligan Dr. Aleem Hadji Ibrahim S. Camama
Grand Royal Patriarch Sultan Yang Dipertuan Agong sa Pilipinas
The Founding Chairman, ROSULPHIL-ROSULI

HRH Hom Rogelio H. Hamac
Sulotan sa Angeles City

HRH Hassan M. Lindongan
Sulotan sa Panggasinan

HRH Hadji Hasim E. Unti
Sulotan sa Pampanga

HRH Abdul Fatah D. Sarip
Sulotan sa Paranaque

HRH Benjie Tang
Datu Ampuan sa Marbel

HRH Datu Ali sa Socsargen

HRH Sheik Sirad M. Manggis
Sultan sa Pasay City

HRH Hadja Asnia D. Bacara
Bae Adil sa Pampanga

HRH Cacayaden M. Manta
Bae a Labi sa Lipa City

HRE Maulana Fatani Abdul Malik
Grand Royal Mufti of the ROSULPHIL

HRH Alimatar L. Mama
Sultan Cabagutan sa Laguna

HRH Amerodin S. Samporna
Sultan sa Central Luzon

Sultan Mohammad C.M. Pumbaya
Sultan Lakandula sa Pilimpinas

Datu Nur Abduraman Arnold A. Garbanzos

HRH Amoran B. Macatangcop
Sultan sa Crossing Calamba, Laguna

Note: The aforesaid Sultans, Datus, Ba-es were duly enthroned in accordance with their respective Royal Titles mentioned above by the Royal Majlis of the ROSULPHIL-ROSULI at Crystal Inn, San Miguel, Iligan City on June 16, 2011, headed by the first Grand Royal Patriarch Sultan Yang Dipertuan Agong of the Philippines.

Major Contributions/Projects done particularly to Peace and Development

It has been very active until now in the interfaith dialogue, Peace and Development Seminars/Conferences with the tri-peoples known as Muslims, Christians and Lumads particularly in Iligan City and Lanao provinces. For the first time, all Royal Sultnate Houses and Datuships have been united nationwide through the ROSULPHIL and became the central and umbrella royal organization in the country today.

Also, in contribution to peace and development, the ROSULPHIL has already constructed more than forty (40) Mosques and Madrasahs in the different parts of the Philippines particularly in Iligan City and Lanao Areas. Masjid in Ong Compound, Palao Iligan City (01-18-10); in Camama Farm in Purok 4 Nanka, Balo-i Lanao del Norte (04-18-08), in Macabangkit Farm, Cacar Ditucalan, Iligan City (06-29-08), in Bagong Silang, Iligan City (07-23-08), in Upper Lanipao Iliga City (07-25-08), in Purok 19 Mandulog, Iligan City (04-03-09), in Punud, Pantar, Lano del Norte (12-13-09), in Gutum, Lanipao (03-30-10), in hinaplanon, Iligan City (4-2-10), in New Capitol, Marawi City (07-23-10), Celdrn, Tubod Iligan City (9-3-10), Bakasan Balo-I, Lanao del Norte (11-16-10), Pagalongan, Tagoloan Lanao del Norte (1-14-11), Pindulonan, Pasaynan, Matunggao, LDN (9-2-11) and Lumbak, Balo-i LDN (1-12-13).

The organization have enthroned several well-known personalities – both Muslims and non-Muslims as Sultans, Datus, Rajahs, and Ba-es and they became bonafide members of the ROSULPHIL like Queen of the South (Ba-e sa Pagabatan). Conversion of Islam without compulsion is also one of its major contributions.

A Sultan/Datu is a person of royal authority and a religious leader. Hence, there is a Sultan/Datu who at the same time an Imam of the Muslim community and thus can solemnize Muslim marriages.

By nature, the Sultan/Datu/Rajah is mandated by Allah to prevent crimes/evils and to establish peace on earth being a vicegerent of Allah, quoting from

Qur'anic verse, "Command what is right and forbid what is wrong".

Hence, the Sultanate in crime prevention is more on Sulh (amicable settlement) of Rido/conflict of which decision of the Sultan/Datu is final and executory without any appeal. However, since the Sultan/Datu possesses executive, legislative and judicial powers, his role in the settlement of Rido is not only limited to criminal cases but even civil and administrative case sin the community.

The creation of the different Royal Sultanates in the predominant Christian areas for the first time in history like the Royal Sultanates of Iligan City, Cagayan de Oro, Cavite, Manila, Paranaque, Cebu City and many others. Also, the installation of the highest Royal Traditional Title in the country today for the first time known as the Grand Royal Patriarch Sultan Yang Dipertuan Agong of the Philippines, equivalent to the Sultan Dipertuan Agong of Malaysia and Brunei Daru Salam. And of course, the creation of the Union 13 Hinterland Barangays of Iligan City (UHB) under the efforts of the ROSULPHIL-ROSULI to help the City government of Iligan in developing the hinterlands.

The masjid and numerous madrasahs could be seen in Iligan and its neighbouring areas. There are so far a total of 43 masjid and several madrasah successfully constructed and are now operational which benefited the Muslims since 2007 up to date. Some prominent members were also invited in several numbers of *dialaga* (engagement) and *kandori* (celebration) sponsored by a certain family of Mranaos. They used to sanctify matrimonial ceremonies among

couples and give blessings to the newly enthroned members of the Royal House. Examples of these are the matrimonial ties of Dr. and Dra. Manticayan held within the vicinity of Iligan last 2009 and the enthronement of the Queen of the South last 2008 at MSU-IIT Gym, Iligan City. In terms of settling disputes, they already pacified several others. To name a few are the case of "theft" that involves the Chief of Police of Tagoloan, who is the culprit or no less a victim, and a certain defendant working for Sultan Cabugatan sa Iligan. The defendant worker pleaded for legal assistance but to no avail and through the intercession of ROSULPHIL's top brass the case was mediated amicably with the family of the Tagoloan's Chief Police at their residence in Mahayahay, Iligan City. Another was the case of three students from MSU-IIT who were discriminated and accused of possessing bombing inside the campus by a certain employee, it was also settled amicably by the ROSULPHIL

Conclusion

The Sultanate in the Philippines is legally been disenfranchised and practically reduced to non-entities by a provision in the Philippines constitution prohibiting the grant of a title of nobility to a Filipino citizen. Coincidentally, the same constitution provides respect for the local culture, traditions and practices. Many non-Muslims do not realize that the Sultans are not only temporal but also spiritual leaders. They are the symbols not only of their communities but also considered devoted followers of Allah in this world. Their duty and responsibility is not only confined in defending their people and communities but also their religion— Islam. For Muslims, their culture,

tradition and religious practices can never be separated from the Sultanate.

It is unfortunate that the role of the Sultanate is limited because it is totally disfranchised under the present Philippine Constitution. However, the said constitution spiritually recognized the Filipino Muslim culture and traditions, of which the Sultanate is included. That is why the ROSULPHIL is more inclined to Federalism, in case there will be a constitutional change in the country which the ROSULPHIL believes that it is the best form of government because most of the countries in the world that are Parliamentary-Federal are more progressive and besides Philippines is composed of many tribes and has 7, 1000 islands.

The Mranaos of Lanao were acquainted with the sultanate system when Islam was introduced. The area was divided into Four Principalities of Lanao or the *Pat a Pangampong a Ranao* which are composed of a number of royal houses with specific territorial jurisdictions within mainland Mindanao. This decentralized structure of royal power in Lanao was adopted by the founders, and maintained up to the present day, in recognition of the shared power and prestige of the ruling clans in the area, emphasizing the values of unity of the nation (*kaiisaisa o bangsa*), patronage (*kaseselai*) and fraternity (*kapapagaria*).

Hence, Iligan hitherto appeared to have been part of Tagoloan, which lorded over Lanao region by virtue of kinship with Balt or Momungan (now Balo-i), and even as far as Bayabao around the Lake (Ranao). The Sultanate of Iligan may have been created and carved out of Greater Tagoloan in Lanao but must

understandably remained to be an integral part of the latter. The Sultanate of Bandara Iligan was regarded merely as "satellite" to Greater Tagoloan.

The Royal Sultanate of Iligan City was founded through the initiative of all its members, especially the Seven-man organization Executive Committee under the leadership of its able, energetic and Founding Chairman, the Sultan of Iligan, Sultan Ibrahim Camama, with unselfish support of the members of the Royal House of Greater Tagoloan that fostered unity and cooperation with the Royal Sultanate League of Bandara Iligan – Greater Tagoloan.

The Sultanate House may serve as catalyst for change and development. It shall be expected to perform a significant role with respect to Iligan City and its residents, especially in peace and order or settling disputes among lawless elements or adherents, and in attending to the spiritual, educational, political and socio-economic uplift of Muslim inhabitants and other residents of Iligan City.

In general, the Bangsa Moro People are now faced with a new challenge of restoring, strengthening and refining the sultaniyyah system which is their ultimate aspiration of realizing the Imamah (leadership) or Khilafat (stewardship). The prospect of the sultaniyyah system to thrive in Philippine society depends largely on the traditional or historical realities of the Bangsa Moro People in relation to the Malay World, especially Malaysia and Brunei.

Recommendation

The Sultanate System in Mindanao may seem so hard to understand but it was the first political structure in the Philippine archipelago. It combines civil and religious authority, as the state in the pacific and set the pace for social mores and ideas. There are many Royal Houses in the Philippines, in Mindanao particularly in Lanao areas, the Pat A Pangampong sa Ranao which is composed of number of royal houses with specific territorial jurisdictions. In line with this, the researcher recommends to focus and conduct a study on the other Royal Houses in Lanao and deals with its history, functions, goals and its objectives and its significance in the area's governance, mediating conflicts and providing peace in the area among the inhabitants.

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City Innovation, Pekalongan as UNESCO Creative City: Processes, Contexts and Lessons Learned

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Abstract

Generally speaking, there are many ideas about theories and strategies to plan or develop an innovation in a city. However, in practice it is not as simple as perceived. Building and developing innovation in a city is not an easy job. There are many obstacles found in creating innovative city. Among small numbers of cities able to create an innovative city is Pekalongan city, Indonesia. Pekalongan city capacity to have international award from UNESCO as Creative City in Craft and Folk Arts category is indicator of city management capacity, especially in planning, implementing and evaluating policy capacities. This research is intended to have knowledge about why Pekalongan city is able to be World Creative City as awarded by UNESCO. The main objective of this research is to find what kinds of processes and contexts behind innovations successfully conducted in Pekalongan city to maintain sustainable local good governance performance, especially in crafts and folk arts category. The research method occupies qualitative type which is best suitable to deeply discover processes or contexts behind the phenomena studied. In depth interview, observation and Focus Group Discussion (FGD) are used to collect data. There are five main factors determining why innovation of Pekalongan city as UNESCO craft and folk art occurs. These five factors are namely *firstly*, leader or individual; *Secondly*, city traditions to sustain this innovation; *thirdly*, Pekalongan local people proud. *fourthly*, civil society independency and *fifthly*, partnership model of cooperation among stakeholders. Interestingly, among these determining factors, it is found that human capitals (such as batik skills, feeling of proud, cooperation in implementing innovations and so the like) are important elements in succeeding Pekalongan as UNESCO creative-innovative city. This paper provides an interesting explanation in these innovation processes and contexts. There are many lesson learned that may need to share to other cities across the world.

Keywords: *creative city, craft and folk arts, leadership, partnership, cooperation, social capital.*

INTRODUCTION

There are two main reasons, namely empirical and theoretical why local government innovation in Pekalongan city is important to study. The empirical reasons cover several as follows. *Firstly*, leading a successful city in the context of strong political competition in Indonesia is not a simple one. Pekalongan city has provided a successful city that has been able to prove a good performance (Bappeda Pekalongan 2013).

Secondly, strong political competition in the era of local autonomy in Indonesia has led to many corruption cases of local

leaders. For sure, a city that has a political leader (such as a city mayor) committing to a corruption case would not be able to lead and manage the city management and development well.

Thirdly, a city leader who commit in corruption is then not able to create and lead government innovation in order to improve public welfares. Corruption makes local leader not be able to focus on their power exercise for the sake of public interests.

Finally, Pekalongan as one famous city in Indonesia that is able to create and develop government innovation namely

creative city. In 2014, Pekalongan city was declared as UNESCO's creative city because of its good performance in craft and folk arts. UNESCO maintained that Pekalongan city is "an excellent example of how culture-based development can support citizens, particularly women, in developing viable income generating activities and improving their quality of life" (Source: <http://en.unesco.org/creative-cities/pekalongan>).

Meanwhile, theoretical background of this research is related to the study of government innovation theories. There are two main theoretical paradigms on government innovation research namely good governance and relations between government and economic growth or development (Davis & Keating 2000; Grindle 2010). Study of government innovation has been not many. Therefore, putting innovation in government, especially local government is then pivotal (Chhotray & Stoker 2009; Chiba 2009; Hadiz 2010).

RESEARCH QUESTIONS AND OBJECTIVES

This research is intended to answer three important questions, namely:

- a. What kinds of innovation shown by Pekalongan city so that awarded UNESCO's creative city?
- b. What are factors determining Pekalongan city in innovating local government so become a creative city?
- c. What kind of model is implemented in Pekalongan city innovation of UNESCO's creative city?

Furthermore, this research is intended to look for the following, namely:

- a. Knowledge about government innovation of Pekalongan city in related to the award of UNESCO's creative city?
- b. Knowledge about important factors determining the innovation success

of Pekalongan as UNESCO's creative city?

- c. Knowledge about possible model implemented in Pekalongan city in relation to its innovation to creative city.

IMPORTANCE OF STUDIES

In relation to the concern about the importance of the study of this research, there are three main reasons need to raise. Firstly, there is a limited number of research or study regarding to the question of why innovation can be achieved well within a local government level. There are a lot of research dealing with innovation, but majority is in the private sector model. Not many examples can be easily found in the public or government sector (Kooiman 2000; Sumarto 2009).

Secondly, the study of local government has more opportunities to be studied as a system of government rather than the study of innovation. Innovation is often seen as small part of governance so that there is no plenty attention paid (Maldonado 2010).

Finally, the research on innovation is often less focused on processes. Research on the government sector is more focused on output rather than process of innovations. Less attention is also paid to the main factors determining the success of innovations (Serrat 2012; Stocker 1998).

Based on this three main reasons, this research is going to fulfill the research gap, particularly in looking at the innovation of local government of Pekalongan city in creative city. Analyzing this innovation by process may be able to contribute the study of local government innovation, not only by output but also by process (Turner & Hulme 1997).

RESEARCH SETTING

Pekalongan city is one developed local government in Central Java Province, Indonesia. It is located in the western part of the central java province and has population

about 299.142 people (Suara Merdeka 2016).

Pekalongan city is known as batik city. Batik is one famous handicraft cloth that has been lasting for about 300 years. This can be seen from the history of Pekalongan. Nowadays Pekalongan city develops Jetayu Zone as a cultural zone that is supported by Museum Batik Nusantara and many heritage building since Dutch Colonial.

Batik development centres are then developed in many areas of Pekalongan namely Kawasan Grosir Batik Setono, Kawasan Grosir Batik PPIP, Kampung Wisata Batik Kauman, Kampung Wisata Batik Pesindon, Sentra Batik Buaran, Kampung Wisata ATBM and Handicraft Medono, Kampung Canthing Landungsari and many others. There are also many supermarkets and mini markets in Pekaongan main roads that sell batik.

Batik is then become the life of the Pekalongan Society. Batik is very important in sustaining people economy of the city. Batik business has been able to make Pekalongan famous as batik city, not only currently known, but since long time ago (under Dutch colonial).

In the context of UNESCO creative city, Pekalongan city has been able to develop not only batik as a breath of people economy, but also to develop multiculturalism of Pekalongan city. Head of Pakalongan Planning Board maintains that the multicultural life of the city is one main factor why UNESCO provided excellent appreciation to the city. Multiculturalism in Pekalongan city can be seen from several facts, such as there is a cultural balance and full respects among three main races in Pekalongan, namely Javanese, Arabic and Chinese.

There is always presented multicultural events every a year, such as Pekalongan Batik Festival or Pakalongan Anniversary Event. In these two main events, multiculturalism of the city is manifested

since there are many public contributions from three main races in Pekalongan.

Batik is also able to provide every economic life of the society including women. UNESCO provided special comment related to this performance. Support of economic activities in Pekalongan is very much influenced by the batik roles and contributions.

THEORETICAL FRAMEWORK

Innovation in local governance is a new situation which may be freshly new (innovate) , or something renew or reinvent (reinvention) or may be revitalization. Innovation may include innovation capability, innovation activity, wider sector conditions for innovation and impact on performance (Serrat 2012:6).

Innovation capability is a potential capacity that make possible the innovation to take place or occur. Innovation capability refers to leadership and culture, innovation management, organizational innovation capacity that make a innovative change possible.

Innovation activity is activity that create change take place and possible to run well. Innovation activities includes four main steps, namely generating ideas, selecting ideas, implementing ideas and diffusing ideas.

Wider sector conditions for innovation is environmental factors influence the success of innovations. These factors include authority, power, autonomy, incentive and enabler's factors.

Impact on performance is output or outcome produced by the innovation activities or processes. Impact is something that may be known after 2 or 3 years more of innovation.

In relation to the process of innovation, there are four important steps, namely generating ideas, selecting ideas, implementing ideas and diffusing ideas (Serrat 2012: 6-7; Eggers & Singh 2009).

Generating ideas is very early step in governance innovation processes. In this

step, it covers several things such as change type that are expected, how many or how much changes are expected, where the sources of changes are explored and also what are the real changes themselves. Ideas of innovation in this generating ideas may come from many people or actors, for examples, from staff, customers, senior managers, research, competitors and others.

Selecting ideas is the second step in innovation process, namely choosing or selecting the best ideas that will be implemented in the innovative changes. This second step may deal with something like arranging resources to innovate, developing ideas in multi teams and also exercising pilot projects.

Implementing ideas is the third step. In this step, innovation activity is implemented. This include embed innovation activity, providing training and education and also measuring performance indicators to ensure the success of innovation programs.

Diffusing ideas is the four step before innovation success can be measured. This step includes socializing or spreading ideas through many ways such as discussion, seminar, FGDs and others. This step is important to make sure that innovation process is going on the right track.

Theoretical questions in regard to the consent about the main factor influenced innovation is explained by Dudley and Richardson theory. According to this theory, there are four main factors determining innovation or changes, namely ideas, individual, interests or institution (Dudely & Richardson 2000: 18-19).

Idea is related to the concept or human thinking regarding to change or innovation. Ideas may be come from many sources such as learning from history, other experience, ideal human thinking or many others.

Individual refers to a person who may be in power or authority that are able to generate or manage changes or

innovations. Individual here is usually someone who has power or authority to do it, for examples, a leader (president, minister, CEO, manager or other).

Interest is very important element innovations or government changes. Interest may determine the motivation of changes or innovations. Interests may be come from many situations which are multiple the spiritual force of innovation. Public choice theory mentions the significance of interests in determining human or political motives.

Finally, institution is other important element in policy changes or innovation. Institution is able to determine and become an important key in succeeding policy changes or innovations. Traditions, experience or organizational learning within an institution can be able to determine the success of failure of policy changes or innovations (Chiba 2009; Kay 1993).

Although in practice, this factor is not working alone. There is always dominant factors that emerge from several factors influencing together. Therefore understanding comprehensively to all factors involved is then very important.

Meanwhile, other theory by Pierre & Peters (2000:2-3) maintain that there are three important factors of policy changes or innovations, namely political culture, tradition and institution.

Political culture refers to democratic relations among actors involved in the political system of the city. This includes how people or actors within the society influence policy process started from policy formulation, implementation until to evaluation stages (Kooiman 2000; Stoker 1998; Sumarto 2009).

Tradition refers to the people activity or customs that already implement and long lasting in the society. Tradition that is good in the community is sustained to make sure that good society values or traditions are maintained to the sake of common welfares.

Institution, similarly to other theory, refers to the capacity of organization to manage changes or innovations. Institution values, such as organizational cultures, togetherness, solidarity, unity and commitment are very significant in proceeding changes or innovations (Wagener 2004).

In sum, there are several important factors may be taken from the theories, such as ideas, interests, institutions, individuals (leader), tradition and political culture. These factor may be mixed up in the practice, but can be theoretically known or partly determined in concept.

METHODOLOGY

Research on Pekalongan creative city is qualitative type. Qualitative method is chosen is the research is intended to know deeply the process of innovation (as suggested by Denzin & Lincoln 2003:6-9; Ritchie & Lewis 2003: 1-6) taken place in Pekalongan city as well as to discover underlining factors why innovation may occur in Pekalongan.

Creswell (2009:4) maintains that qualitative research can be able to discover six important findings, regarded to understanding meaning, context, unanticipated phenomena, process, causal explanations and patterns.

This research is explanatory, namely try to explain the research phenomena regarding to Pekalongan creative city. Explanatory research in qualitative is pivotal since it will be able to provide "*complex holistic picture in natural setting*" (Creswell 2009:175).

Data collection used primary and secondary data. Primary data were obtained by individual indepth interviews with the informants. And the completed by focus group discussion from three main actors of governance in Pekalongan city, namey the government, the private actors and the civil society relevant to the focus of the study. Informants interviewed

individually were 10 people. Informants invited in discusses in FGD were 35 peoples.

Secondary data were obtained from the local government of Pekalongan, particularly from Development and Planning Board (*Bappeda*). These data covered many information from the beginning process of innovation of creative city in Pekalongan which was important in the study of documentation (Weiste & Foard 2006: 96-101).

Data found from the field were then analyzed by qualitative method, namely interpretation by using triangulation. There were several steps of data analysis used, namely reading the transcripts, categorizing and contextualizing the data relevant to the interpretation and drawing conclusions.

RESULTS AND DISCUSSIONS

This section explains two main elements, namely process of Pekalongan creative city and explanation about factors determining the innovation of Pekalongan creative city. As stated in the methodology, this research fulfill the gap on the aspect of process so that this explanation is important.

UNESCO's Pekalongan Creative City: Process

The process of to be creative city of Pekaongan was started by the city vision confirmed by Basyir Ahmad, city mayor of Pekalongan city in 2005. It was stated that the Pekalongan city vision is Pekalongan as batik city that developed, independence and welfares. In order to realize this vision, the mission of the city was then stated in 2005 as:

- a. To establish social life and governance based on Pancasila and 1945 constitution.
- b. To establish good governance based on professionalism, trust, commitment, participation and information technology.

- c. To establish developed local government by providing good infrastructure and synergy in development zones, spatial policy, environment and natural resources.
- d. To fulfill social basic needs of society and develop human resource management.
- e. To establish strong local economy through enhancing local potential products that are highly competitive, be backed by creativity and innovation.

Based on these vision and mission, it was clear that the spirit of innovation or creative city was actually initiated by the government since 2005. Basyir Ahmad, the City Mayor developed many innovation programs in order to develop a creative city.

In 2013, the City Mayor then decided to take part in a city nomination of UNESCO's creative city. From Indonesia, there were five cities taking part in the UNESCO nominations, namely Bandung, Surakarta, Yogyakarta, Denpasar and Pekalongan.

From these five cities from Indonesia, by UNESCO in 2014, Pekalongan city was then declared as the member of World creative city in the category of crafts and folk arts. There are seven categories of UNESCO's creative city namely, music, film/cinema, literature, gastronomy/ cullinair, design, media arts and craft & folks arts.

Interviews with the City Mayor Basir Ahmad revealed that initiation of taking part in the UNESCO creative city program was firstly initiated by the government. Supports from the central government, particularly Minister of Trade and Creative Economy.

UNESCO under Decision Letter No DG/4/14/8542 on 28 November 2014 then decided Pekalongan City as a member of world creative city network of UNESCO. Creative city, according to UNESCO is a city that able and excellent in developing creativity as a part of strategies to develop sustainable city. UNESCO's creative city

network is intended to establish international cooperation among cities in order to enhance the development of creativity, social inclusion and sustainable development.

There are four main strategies to develop creativity in terms of Batik development in Pekalongan city, namely (a) providing good environment to develop Batik; (b) establishing Batik Museum; (c) adding batik as local content in Senior High School curriculum in Pekalogan and then (d) promoting batik in scientific institution for sustainable batik development.

Firstly, providing good environment for batik to develop is one effective way to sustain city creativity of Pekalongan. City Mayor Ahmad Basyir confirmed that creating good environment is important to guarantee the sustainability of batik to exist for longer time. The development program of Batik environment is designed by developing batik as source of economy (income) and as cultural arts (aspects of culture and arts).

Secondly, establishing of batik museum in Pekalongan is a strategy to preserve batik as main element of Pekalongan city. Batik museum is intended not only to note the historical development of batik, but also to provide learning and education for the people. Batik museum is one effective way to indirectly educate the people about the importance of batik for Pekalongan society.

Thirdly, educating batik as a part of lcal content in the school in Pekalogan is one important way to embed young generation awareness of batik. By adding batik in the school curriculum, it can make the future of batik is well and may guarantee the sustainability of batik.

Finally, having study program of batik in a university (such as University of Pekalongan and PUSMANU polytechnic) can provide optimism about the future and sustainability of batik. School or university may be expected to create a system that

may be able to sustain for long time. Education is also important to scientifically teach the meaning, concept, theory and methodology of batik development and sustainability.

The process of Pekalongan creativity in batik and arts was firstly initiated by the local government led by City Mayor Basyir Ahmad and the internal team of local planning board (*bappeda*) and telecommunication board (*dishubkominfo*). The local government initiation and spirit were then supported by non government (NGOs) participation especially from batik group community and artist community association.

Several city events of Batik that are established annually are for instance, annual batik carnival, annual batik workshop and show, annual arts performance, annual batik fashion show. Interestingly to sustain batik creativity, batik tourism is developed. There are several batik tourism destination such as Batik Pesindon kampung, Batik Kauman kampung, Batik Landungari kampung and Batik Setono.

All batik programs under the local government of Pekalongan is intended to sustain city creativity of batik. In doing so, creating city ecosystem to sustain batik is then significant. This city ecosystem of batik has already been created through several activities, such as:

- a. Strengthening regulation and policy to preserve and develop batik for long time
- b. Providing sustainable batik through education (curriculum in schools and universities)
- c. Developing support facilities or infrastructure, such as, batik museum, batik kampung, and others.
- d. Strengthening batik promotions and business (batik markets, annual batik events)
- e. Establishing support batik events (batik fashion show, batik carnival)

- f. Developing local tourism based on batik (batik kampung); and finally
- g. Strengthening batik community (business or culture).

Main Determining Factors

As stated in theories that there are many main factors determining the capacity of innovation or creativity of the city, such as idea, interest, individual, institution, tradition, and also political culture (Dudley & Richardson 2000; Kay 2006; Piere & Peters 2000). Based on individual interviews and FGD with many informants, it can be revealed that the first main factor of Pekalongan innovation in creative city is because of the government initiation.

The government initiation is very much led by the city mayor. The city mayor generated bureaucratic resources to set a program which supported to creativity of the city. The city mayor had power and resources to ask people or community participation across the city. This community was for example batik business people, batik lovers, batik educators and other concerning groups of batik, arts and cultures.

The government initiation was very effective because of experts teams or supporting very good staffs from bappeda, dishubkominfo and also from Dinas Perdagangan and creative industries. Head and Secretary of Bappeda of Pekalongan city confirmed that it is not easy to have UNESCO's creative city award since there are many requirements should be completed. Creative city team of Pekalongan can be said that they work very hard to meet the UNESCO standard in dealing with the creative city network. Interestingly, majority of team members from Bappeda was led by women who had very high motivation and hard working.

This government initiation can be seen as leadership or the influence of leader (as stated in Dudley and Richardson Theory as individual) in the process of getting

recognition from UNESCO. The role of individual or leader (city mayor) in Pekalongan was significant since he had sufficient power and authority to manage the city innovation or creativity. His role in developing, supporting and empowering staff was pivotal.

The second factor that makes it easy for Pekalongan to get UNESCO's creative city is tradition of batik. Batik has already been known and popular as part of Pekalongan people's life since hundreds of years ago. Batik can be seen as the breadth of Pekalongan people. Creativity of Pekalongan people in batik has been going on for a long time. This long historical batik provided more resources and human capital for Pekalongan city to develop their creativity or innovation through batik, arts and cultures.

History of Pekalongan showed that batik was very popular since Dutch colonial. Batik has become sources of economic life as well as social arts and cultures. Batik has been known as the symbol of Pekalongan people, in terms of creativity, economy or cultural arts.

Due to these traditional factors, the current local government of Pekalongan is then very easy to develop batik creativity since human capital or skills in managing batik has been occupied. Human capacity of Pekalongan society in creating batik and arts led to a condition where people have been able to sustain batik well.

Romy, batik business community activist said that batik has become the life and tradition of the people for hundreds of years since the kingdom era of old Indonesian history. Batik has been worn by the people from very long time ago as a part of people's culture and arts. The special characteristic of batik in Pekalongan, according to Romy is the color of batik is very lively and full of dynamic colors and cultures. This batik is different from batik developed by the kingdom elites at that time. Pekalongan batik is often mentioned as coastal batik, that is different from

the kingdom traditions in Yogyakarta or Surakarta kingdom.

Thirdly, local people's pride becomes an important factor in developing batik creativity in Pekalongan. In every season, people of Pekalongan are always happy and willing to wear batik. Need for batik by the community is highly demanded from time to time.

Edywan, batik businessperson confirmed that batik can be separated from the soul of Pekalongan society. Batik will always come in every situation, every life of the people. Batik is local people's pride as well as local people's sources of economy and arts or cultures. Batik has been able to sustain the life of people as well as the life of local government.

Fourthly, civil society independence of Pekalongan contributes to the creativity of the city. Civil society of people in Pekalongan in dealing with batik is strong. Society can determine their own activities related to batik.

Anita, Bappeda staff added that civil society in Pekalongan plays an important role in developing batik as business as well as culture or arts. They develop batik by developing from generation to generation. Many young people learn batik from their parents or ancestors so that batik has then become very popular and strong in tradition and cultures.

Finally, cooperation between government, community and business people creates the success of creative city of Pekalongan. Cooperation and collaboration between these three actors in governance of Pekalongan provided good opportunities to have successful innovation in creative city.

Adi, from entrepreneur association maintained that innovation success would be achieved by one actor or element only. There has been collaboration among actors, because resources were spreading out among them. The government was for sure need private actor and society supports to

make public policy works. Although in the case of Pekalongan creative city, the most active role of actor was the government. However, business people and society or community provided good efforts and opportunities to create the program successful.

Economy of the city has been good in performance since collaboration of among three actor in this governance. They have been communicated each other to discuss and cooperate in formulating, implementing as well as evaluating policies related to innovation and creative city.

Model telling about the main factor determining these success of creative city in Pekalongan may be as follows:

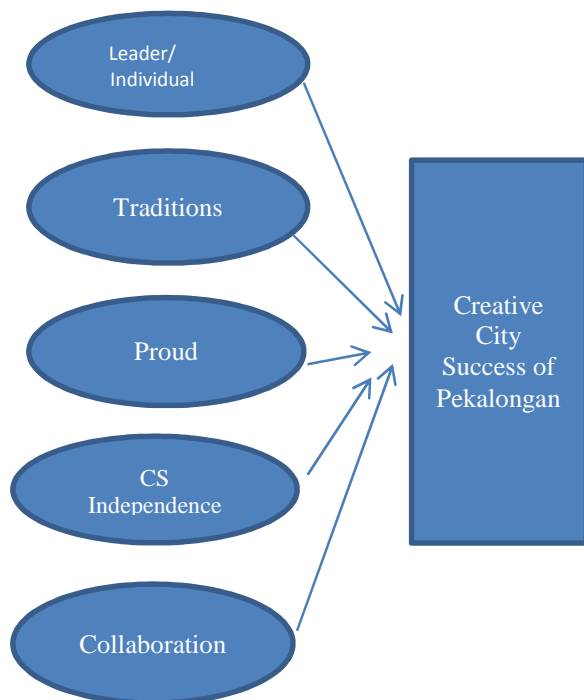


Figure 1: Five Determining Factors in Creative City of Pekalongan

CONCLUSION/RECOMMENDATION

Based on research results and above discussion, it can be concluded that:

- a. Creative city of Pekalongan was achieved by implementing four strategies namely providing good environment to batik development, establishing batik museum, integrating batik into school

curriculum and promoting batik in scientific institutions for sustainable batik development.

- b. Process of creative city was initiated by the local government, especially the city mayor supported his staff in Bappeda of Pekalongan city.
- c. This government initiation was then broadly supported by non government actors and communities across areas in Pekalongan city. This makes cooperation or collaboration among the actors become critical in the city programs.
- d. There are five main factors determining the innovation success of creative city in Pekalongan city, namely leader/leadership, traditions, local people proud, civil society independence and collaboration among three main actors in governance.
- e. The awareness of multiculturalism and sustainability is important in supporting the city to have creative city awarded by the UNESCO.

In dealing with the question of sustainability of creative city in Pekalongan, there are several recommendations need to be followed, as follows:

- a. Improving more roles of young people to develop batik, in terms of business or arts and cultures. Young generation is the future of the city. Involving them in the public policy process of the city is critical.
- b. Providing more opportunities to non government organizations (NGOs) and community to sustain in the creative city program is very important. The government role was strong. It is needed non government and community roles to sustain the creative city programs for now and the future.

- c. Demanding more batik or other cultural events not merely dominated by the local government initiation. Majority batik events have been initiated or dominated by the government. In the future, it is important to involve many non government and community actors to take a part.
- d. Facilitating people to provide more raw materials for the sake of batik sustainability. Raw materials are very much supplied by import so need more government intervention to guarantee the provision and sustainability.
- e. Providing enough facilities for arts and cultures activists to support and sustain creative city of Pekalongan in folk arts. Batik is developed well. But folk arts and cultures need more attention and commitment from policy makers.

These conclusions and recommendations can be lesson learned that may be implemented in other cities around the world. Many lessons can be learnt, especially related to spirit of tradition and innovation led by the city mayor. Continuing city mayor (the current city mayor of Pekalongan) is also willing to continue or sustain the program of creative city. It means that the guarantee of governmental leadership sustainability is taken placed.

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TRENDS IN THE ADOLESCENT DELINQUENCY BEHAVIOR AT THE INSTITUTE OF ISLAMIC EDUCATION PONOROGO DISTRICT

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Abstract

This study using a test analysis of Structural Equation Model (SEM) on trends in the adolescent delinquency behavior are influenced by psycho (internal juvenile form of self-control and self-identity) and social (ie environmental factors such as family, school, peers and the media) with the mediation of psychosocial control who suspected that the malicious behavior or behavior that is a symptom of illness (pathology) socially in adolescents due to social neglect.

The population of this study were 1354 students of SMA Muhammadiyah I: 568 students, MA Maarif Al-Mukarrom: 323 students, MA Pondok Arrisalah: 261 students, and MA Darul Istiqomah: 202 students. The sample of this study were 225 students.

Based on the findings of the internal factors, the environment and delinquent teenagers, that the influence of the control psychosocial against behavioral tendencies delinquency amounted to 26.7%, while the environment adolescents contributes to behavioral tendencies delinquent teenagers at 19.1% and internal adolescents against behavioral tendencies delinquency amounted to 17.9% influence negative. The magnitude of the indirect effect on the environment adolescent behavioral tendencies delinquency for their psychosocial control of 21.4%. The amount of internal indirect influence behavioral tendency of adolescents to delinquency for their psychosocial control of 4.5%.

Thus that environmental factors such as Environment at the Institute of Islamic Education in Ponorogo (MA Pondok Modern Arrisalah, MA Maarif Al-Mukarrom, MA Darul Istiqomah and SMA Muhammadiyah I) as the factor most responsible for causing delinquensi teens. In other words, teens, family, school, peers, and the media that the level of religiosity is high, then the behavior tends to correspond with the values and norms in society, more cautious in thinking, say and behave, as well as avoid the danger delinquency or trends.

Keywords: Adolescents; Institute of Islamic Education; Psychosocial Control; Delinquency Behavior.

A. INTRODUCTION

Adolescence involves a process that is reaching a crucial period in one's life, presents so many challenges, such as changes ranging from changes in the physical, biological, psychological, and social, which requires teens to face and overcome the challenges of change with the consequences of psychological, emotional, and behavioral (Herien P., 2009: 4, R..A. Webster, et al, 1994: 647-657).

Adolescence is a time of change, a time when teenagers face a variety of new experiences. At the stage of childhood, most teenagers live in a protected environment and arranged where parents or adults who care is the party in control. During adolescence, teens tend to become less dependent on the protection of families and stepped into a situation that they have never met. Various neighborhoods move brings new situations and events (D. Baumrind in P.A. Cowan & E.M. Hetherington, 1991: 219-244, N. Grossman and K.N. Rowat, 1995: 249-261, SS. Robin and Johnson, 1996: 69-99)

Common problems adolescents in schools based on the information by interview and focus group discussion by Herien P. (2009: 19) from various sources principals or supervisors, it was shown delinquency adolescents include lack of student discipline is reflected in the frequent delays students enter school, untidiness students in dress school uniform, breaking the school rules such as smoking in or outside the school environment and often 'hang out' outside the school fence so late for class. The lack of student motivation for learning as

reflected in the scarcity of students read literature, insecurity students on the way home and go to school, and the difficulty of students to get public transport to get to and from school.

According to developmental psychologists are Papalia et al. (2004), John W. Santrock (2007), Messina and Messina (2003), Gilliom et al. (In Santrock, 2007), there are several reasons why teenagers commit behavior delinquency, among others: (1) immature personality, (2) offspring (genetic), (3) the living conditions of an unstable family (not in harmony).

The symptoms of delinquency as noted above it is almost difficult to find in Islamic educational institutions. Islamic educational institutions in this regard are boarding schools, educational institutions under the organization Muhammadiyah and Nahdlatul 'Ulama and other organizations. It can be associated with the conclusion of Nata (2001) which states, teenagers who live in Islamic educational institutions including schools better understand, appreciate, and practice a religion well. Besides the teens who live in boarding schools can read the Qur'an properly, understanding, and able to implement the teachings of worship well, the values of religion and morality.

But in fact, as an expression of Fauzi R. A. (2009) in his research that the life in boarding school students found violations such as smoking, dating or courtship, staying outside the hostel, theft, and research R. Yasmar (2009) that delinquency in the form of truant students, coming late to school, smoking, fighting, and the results of the interview (along Ust Syamsul Hadi Untung, 2015) in Pondok

Modern Gontor Ponorogo portray various disciplinary offenses, namely in 2011 in the form of minor offenses 34 111, was 351, and the weight of 22, in 2012 in the form of violation 43 157 mild, moderate and severe 41 in 1138, and in 2013 in the form of minor offenses 39 100, was 450, and the weight 52. Ponorogo have some criteria of Islamic educational institutions junior high and high school, which are managed by an organization with 24 institutes Muhammadiyah, Nahdlatul 'Ulama as many as 13 institutions, and in the form of boarding schools; with the criteria of modern boarding school (*'ashriyah*) as many as 18 agencies, traditional (*salafi*) of 9 institutions, and the combination of modern and traditional as many as 33 institutions (Ministry of Religious Statistics Kab. Ponorogo, 2015).

Thus, a teenager's life can not be separated from the life of the surrounding community. At the Institute of Islamic Education perform a variety of control adolescent psychosocial be disciplined approach, approach to guidance and counseling, coaching morals students (S.N. Erna. R, 2009), the development of social interaction clerics and students (Andi W, 2009), the pattern of communication for students (Rina J.P, 2013) and as self-control theory of Hirschi on delinquency adolescent behavior due to the routine activity Houghton et al. (2008: 205-223).

This research generally aims to analyze trends delinkuensi behavior of teenagers through psychosocial control approach. In particular, this study aims to (1) analyze the global models and the factors that influence the behavioral

tendency delinquency adolescents with psychosocial control approach to the analysis of Structural Equation Modeling (SEM). (2) outlines a general overview of Islamic educational institutions in Ponorogo in East Java with the identification of adolescent behavior tendency delinquency, (3) formulate a model of psychosocial control approaches in the prevention and countermeasures against the tendency delinkuency adolescents as well as the differences between Islamic educational institutions in Ponorogo.

B. THEORETICAL

1. Meta-Analysis of Delinquency Adolescent Behavior

Sample studies reviewed in the meta-analysis of studies based on the opinions logical psychologists and research a number of 89 journals that have characteristics; 1) research delinquency teenagers, internal factors and environmental factors teenager some 41 journals, 2) research delinkuency teenagers and psychosocial control some 21 journals, and 3) research religiosity boarding school number 27 of the journal.

From the results of this meta-analysis tells us that the behavior of juvenile delinquency in several studies in the journal more leads to behavior caused delinquency crime, due to the lack of attention of family and school environment and is influenced by many internal factors to be teenagers teens cultural communities.

The plan of this study assumes that adolescents with boarding schools and Islamic institutions can minimize

the tendency of delinquency adolescent behavior, which is in development, they are in transition/change context with its surroundings, as disclosed by Hill in psychosocial theory.

2. Delinquency Adolescent Behavior

a. Understanding Adolescents

Adolescence is a period of transition or the transition from childhood into adulthood. At this time individuals undergoing changes, both physically and psychologically. Changes are apparent physical changes, where the body is growing rapidly so as to achieve the body shape of adults accompanied by the development of the reproductive capacity (H. Agustiani, 2009: 76, Steinberg and Belsky, 1991: 131, Kimmel, DC, and Weiner, IB 1995: 87)

Adolescence is known as one period in the span of human life that has some unique characteristics. The uniqueness comes from the position of adolescence as a period of transition between childhood and adulthood (Lerner, Richard. M Lerner & David F. Hultsch, 1983: 94, Elizabeth Hurlock, 2006: 86), with physical changes, emotional changes, cognitive changes (Piaget in Hurlock, 2006: 35-39),

Erikson (in Hurlock, 2006) says that adolescence is a person who in terms of chronological age is the age range 12-21 years, the transition of biological, cognitive, social, and psychosocial development is experiencing a form of identity, autonomy, intimacy, sexuality and achievement.

b. Adolescent Behavior Theory

Behavior as a reaction to both simple and complex character in adolescents does not happen automatically, but as a result of the stimulus received by the individual concerned both external and internal stimuli. Characteristics of adolescent behavioral reactions of interest is the nature of the differential. That is, the stimulus may cause more than one response is different and some different stimulus could cause the same response (Anwar, 2009: 17) the relationship model of behavior that says that the behavior of (B) is a function of individual characteristics (P) and the environment (E), ie $B = f(P, E)$ (Kurt Lewin in Azwar, 2009: 23).

Behaviorism Skinner emphasized the scientific study of the behavior of the observed responses and diterminan-diterminan environment. In behavior by B.F. Skinner (1969), the mind, consciousness or unconsciousness, is not needed to explain the behavior and development. Social Cognitive Theory (social cognitive theory) states that behavior, environment and cognition are important factors in the people development. Albert Bandura (1986) was the architect of the contemporary version of the theory of social cognition, which was originally by Mischel (in Santrock, 2007) called cognitive social learning theory (cognitive social learning theory).

Bandura stated that behavioral factors, environmental, and

personal/cognitive, such as confidence, planning, and thinking, can interact on a reciprocal basis. Thus, in view Bandura, the environment can affect a person's behavior (in accordance with the views Skinner), which includes self-efficacy, self-identity, and self-control. The attitude and behavior of people will be different based on environment situation (Tjahjono, 2011).

c. **Theory of Delinquency Adolescent**

Adolescents referred to as Juvenile Latin Juvenile, which means young people, the characteristic features of the youth, distinctive properties in the adolescent period, while the delinquent from the Latin "delinquere" which means ignore, which expanded into a nasty, naughty, anti-social, criminal offenders, noisier maker, troublemaker, peneror, wicked and so forth (Kartini K., 2006).

The term Juvenile delinquency or rogue behavior is a symptom of illness (pathological) socially in adolescents caused by a form of neglect social, so they developed a form of deviant behavior (Hurlock, 2006, Conger & Dusek in Hurlock, 2006, Sarwono, 2008, Santrock, 2007).

Factors juvenile delinquency by Santrock (2007), namely: identity, self-control, age (McCord in Kartono, 2006), gender, expectations about education and values in schools (Chang and N. Thao Lee in Kartono, 2006), the

family (Gerald Patterson and his colleagues in Santrock), influence of peers (Santrock, 2007), socioeconomic class, and the quality of the environment around the residence.

3. **Control Theory of Psychosocial**

a. **Social ties as a factor of Conduct Delinquency**

Indonesia is known as a transitional society or modernizing society. Such a society is different from tradition oriented society (traditional society) and modern society (modern society). State transition society by Emile Durkheim (1951) says it will bring the individual members of the community to the state of anomie is normalesness, which is a social system in the form of no instructions or guidelines for behavior. The condition of anomie or ambivalent (obviously not espoused values) and ambiguous (unintelligible form of behavior) (Sarlito, 2008), this course does not only apply to members of the adult community, but also against the teens.

The need for social cohesion as well as neighborhood schools run by religious organizations, such as boarding schools, boarding school or any other form, so that the stronger the social bonds in the teens, further reducing forms delinkuensi, with various norms, rules, and personality *Islami*.

b. **Social Control Theory of Travis Hirchi.**

The theory of social control start from the assumption or presumption that individuals in the same society, which is to be "good" or "evil". Good-evil one is fully dependent on strong social bonds with people (Paul H.S. 2008). Thus, according to this understanding is something that needs to be sought clarity is strict adherence to the norms, and the factors that cause a person submissive or to obey the norms of society. Hirschi (2006) classification of the elements of the social bond into four, namely (a) attachment, (b) commitment, (c) involvement, (d) beliefs.

4. Internal Affecting Adolescent Behavior Tendency Delinquency

The tendency of adolescent behavior is influenced by internal teenager, the form of which self-control and self-identity. According to Berk (in Carter Hay, 2001: 707), self-control is the ability of individuals to resist the urge or impulse as opposed to behavior that does not conform to social norms.

Teresa C. Lagrange (1999: 41): focuses on the success of changing the self, self-destructive ward success, autonomy, freedom to set goals, the ability to separate the rational thoughts and feelings, as well as a set of behaviors that focus on personal responsibility for themselves, emotion regulation factors (consisting of active distraction, passive waiting, information gathering, comfort seeking, focus on delay object/task, as well as the peak anger) (Gilliom in Nicole et al., 2010: 31. Thomas et al., 2012: 378) , Identity Theory of Stryker and Burke (in

Sanrock, 2007: 102) states that there are three uses of the word identity in general. The first is related to the culture, the second is related to the categories of collective relating to social structures, such as racial groups, gender groups, and others, the third related to the multirole done in life.

5. Concepts Affecting Behavior Trends Delinquency

a. The concept of family Sa'adah

Al-Attas (1995: 19) confirms *al-Sa'adah* in humans is the peak of happiness lastly, by way of surrender voluntarily to Islam with faith in Allah, and obey all the commands and prohibitions. Al-Attas (1995: 67) saw happiness has affinity with the world of two-dimensional (*duniawiyyah*) and the next (*ukhrawiyyah*).

Al-Attas (1995: 43) classifies happy that there are three cases, namely self (*nafsiyyah*), body (*badaniyyah*), the things that are outside of the human self (*kharijiyyah*) such as wealth and in others related to it. Based on the definition of that happiness includes two branches in every Muslim is a branch of faith and charity. Faith must be strengthened by a solid faith through all the pillars of faith and Islam as well as deep religious knowledge (QS. Al-Ra'd (13): 28). And charities that accompanies the intention that practice the values of Islam and the nature *Mahmudah*.

b. The concept of religiosity ta'dib as school/boarding school

In Islamic education, known the terms al-study groups, *al-tarbiyyah* and *al-ta'dib* (Nasir B, 2001: 125). These three terms can be traced back further, the individual actually has its own significance in relation to education (J.A. al-Suyuti, 1995: 111).

Said *al-ta'dib*, is *masdar* of *addaba* which means the process of educating that is more focused on the development and refinement of morals or manners. The substance is more focused on efforts to establish a Muslim personal morality. The use of the word al-Islam *ta'dib* literatures language that refers to the meaning of education, has started since the Prophet Muhammad sallallahu 'alaihi wa sallam as his saying, which means: "My God has to educate me, then he perfected my education". (Al-Attas, 1980: 25-30, Abdul Mujib and Mudzakkir, 2008: 67).

c. Religiosity concept Peers

According Jalaluddin (2002) the word religion comes from the Latin root *religio* which is *religare* which means binding. Ansari (2006) defines religious, religion or *din* as a system of belief or system of faith on the basis of something that is absolutely beyond human beings and is a system of rites (order of worship) man to which is considered essential, as well as the system of norms governing the relationship of man with man, human and other natural with faith and governance system of worship that have been referred. According Gloc and Stark

(in Jalaluddin, 2002, Thoules R.H., 2000) there are five aspects of religiosity: (1) aspect of ideology (the ideological dimension) relates to the level of someone in asserting the truth of their religion (religious belief).

d. The concept of media intensity

The intensity of media refers to the level of frequency of use of the media used by teenagers. The intensity itself is influenced by the amount of time spent on activities related to media. Tubbs and Moss (2000: 200) states that the amount of time can be measured by the frequency and duration of communicating communicating Altman and Taylor (in Griffin, 2008) put forward the theory of Social Penetration is an image of a pattern of development of relations, a process of identification as well as the social penetration refers to a bond of relationship in which individuals move from superficial communication towards a more intimate communication. The main component in this theory refers to *resprosititas* (reciprocity), which is a process where the openness of others directing others to open (DeVito J., 2007: 38, West & Turner, 2008: 200).

C. METHOD

This research can be classified on the type of study using analysis test Structural Equation Model (SEM) (Program LISREL) (Imam Ghazali, 2008: 89), which is a model that is also called A Covariance Structure Model to test the models empirically, in

explaining variance and the correlation between a set of variables that diobservasikan (observed) in a system of causal (causal) factors that are not observed (unobserved) and to determine the influence either directly or indirectly latent variables both endogenous and exogenous.

Some variables are independent variables in the form of internal juvenile, family environment, school environment, neighborhoods, and media, such as control variables psychosocial mediators of family environment, school environment, media, and the dependent variable in the form of adolescent behavior delinquency.

Gauges in this study using a scale of psychological consists of the scale of self-control was measured using the instrument of self-control scale developed by Gottfredson and Hirschi (1990: 117), consisting of 24 items of questions, covering aspects of the act of sudden, a decision shortly, the ability to see the risk, physical behavior, selfishness and patient manner.

Scale identity of Marcia (in Santrock, 2007: 129) that includes the status of the adolescent identity: identity diffusion, identity foreclosure, identity moratorium, and identity achievement.

Scale family environment in the form of Sa'adah and spirituality of Al-Attas (1995: 43), the self, the body, the things that are outside of the human self, the school environment such as religiosity of Amatullah ta'dib Armstorng (in Abdul Mujib and

Mudzakir, 2008: 22), namely education manners in truth, education manners in her dedication, education manners in Islamic law, education manners in friendship, peer environment in the form of religiosity of from Gloe and Stark (in Jalaluddin Rahmat, 2002: 98) that ideology, ritualistic, experiential, intellectual and kruseksuensial and media in the form of media intensity of Tubbs and Moss (2000: 200) that communicates the frequency and duration of the communication.

Scale psychosocial control of Hirschi (1969), namely attachment, commitment, involvement, and beliefs and behavioral tendencies of adolescents delinkuensi Will Kalkhoff (2002), in the form of abuse behavior, dangerous behavior, the behavior of the victim impact material, and behavioral impact of physical victims. The population in this study 1354 siswa number of grade 1 and grade 2 school SMA Muhammadiyah, MA Maarif, MA Pesantren Pesantren Modern and traditional MA (Department of Education, 2005). Thus the overall sample size of the study population was 225 students or 15% of the population.

D. Results and Discussion

1. Multicollinearity and singularity

Multikolinearity and singularity can be tested and detected from the value of the determinant of the covariance matrix. As presented in table 1 below:

Table 1. Multikolinearity and singularitas

	KY	KM	ME	MI	KL	KD	KY	LA	L	L2	L3	L4	L5	KD
KY	1													
KM	0.95	1												
ME	0.95	0.97	1											
MI	0.96	0.96	1.11	1										
KL	0.97	0.97	0.97	0.97	1									
KD	0.95	0.97	0.97	0.97	1.05	1								
LA	0.91	0.92	0.94	0.94	1.05	1.06	1							
L	0.91	0.97	0.97	0.95	0.91	0.97	0.98	1						
L2	0.92	0.93	0.93	0.94	0.94	0.92	0.94	0.92	1					
L3	0.91	0.94	0.91	0.93	1.02	0.92	0.96	1.03	0.94	1				
L4	0.91	0.94	0.95	0.97	1.03	1.04	1.03	1.04	0.96	0.96	1			
L5	0.91	0.93	0.93	0.93	0.91	0.94	0.94	0.94	0.92	0.92	0.92	1		
KD	0.96	0.95	0.95	0.94	0.94	0.93	0.94	0.91	0.90	0.90	0.90	0.90	1	

Condition number = 39.438
 Eigenvalues 1.049 .401 .242 .221 .195 .131
 .117 .105 .100 .080 .074 .060 .046 .027
 Determinant of sample covariance matrix = 0.000

In the sample table covariances value determinant of the sample covariance matrix = 0.000. From these values concluded that there was no indication of a problem Multicollinearity and singularity on the analyzed data. Despite showing zero value, the value is still positive that this model is still considered good (Imam Ghazzali, 2008: 97).

2. Test the suitability of the model goodness of fit

Conformance testing research as in table 2 below:

Table 2. Goodness of Fit Index

Goodness of fit index	Criteria	Cut of value	Description
Chi-square	Harus kecil	70,261	Fit
Significant	0,05	0,081	Fit
Probability	0,08	0,035	Fit
RMSEA	0,90	0,958	Fit
GFI	0,90	0,502	Not Fit
AGFI	2,00	1,277	Fit
CMIN / DF	0,90	0,978	Fit
TLI	0,90	0,987	Fit
CFI	0,90	0,943	Fit
NFI	0,90	0,987	Fit
CFI	0,90	0,906	Fit
RFI	0,90	0,987	Fit
IFI			

Conformance testing research models used to test how well the level

of goodness of fit of the model study. Based on test results that have been presented above, it is known of the 12 criteria, 11 of which are in good condition and one was in no fit. With this result the whole it can be said that the model study had the goodness of fit is good.

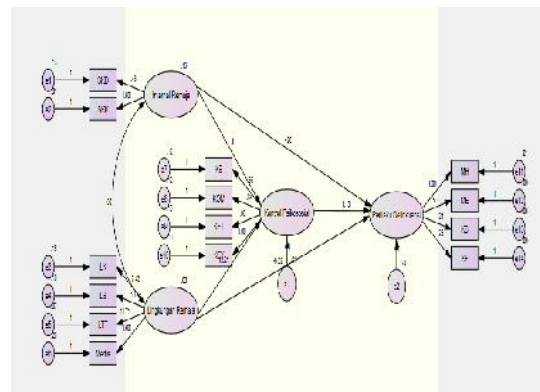
3. Results Analysis

Subsequent analysis is the analysis of Structural Equation Model (SEM) in full model intended to test the model and hypotheses developed in this study. Testing the model in Structural Equation Model done with two tests, which test the suitability of the model and the significance test causality through regression coefficient test.

a. Analysis of the hypothesis

Results of data processing for SEM analyzes were not conducted modification indices that describe the analysis of the research hypothesis is seen in figure 2 as follows:

Figure 2. Analysis SEM trends of behavioral delinquency



The picture above is the result of SEM analysis that have passed

the test modification indices. Test modification indices done because the analysis of the model in the early SEM ineligible Goodness of fit, so the need for improvement through modification indices SEM models.

The results of hypothesis testing regression weights as Structural Equation Modeling analysis in Table 3 below:

Table 3. Regression Hypothesis Testing Results Weight

			Estimate	S.E.	C.R.	P	Label
Control psychosocial	<--	Internal adolescent	.182	.061	2.980	.003	par_11
Control psychosocial	<--	Environment	11.567	14.344	.806	.420	par_12
Delinquency behavior	<--	Control psikosocial	.230	.220	1.043	.297	par_13
Delinquency behavior	<--	Internal adolescent	-.166	.083	2.004	.045	par_14
Delinquency behavior	<--	Environment	2.369	4.344	.545	.586	par_15

Based on the table above hypothesis obtained results as follows below:

1. H1: the existence of internal influence teenagers to psychosocial control in the above table amounted to 2.980 P value of 0.003. Results from these provide information that there is an internal influence teenagers to control psychosocial, because it meets the prerequisites which the value of CR above 1.96 and meets the P values below 0.05 can thus be said that the hypothesis 1 (H1) is accepted.
2. H2: the existence of internal influence on the behavior of adolescents delinquency in the

above table amounted to 2.004 P value of 0.045. Results from these provide information that there is an internal influence on delinquency behavior teenagers, because it meets the prerequisites which the CR values above 1.96 and satisfy P values below 0.05 can thus be said that the hypothesis 2 (H2) is received.

3. H3: the influence of the environment on adolescent psychosocial control in the above table is at 0806 P value of 0.420. Results from these provide information that there is no environmental influences on adolescent psychosocial control, because it does not fulfill the prerequisites which the CR values below 1.96 and did not meet the P value above 0.05 can thus be said that the hypothesis 3 (H3) is not accepted.
4. H4: the influence of the environment on the behavior of delinquency adolescents in the above table is at 0545 P values for 0586. Results from these provide information that there is no environmental influences on delinquency behavior adolescents, because it does not fulfill the prerequisites which the CR values below 1.96 and did not meet the P value above 0.05 can thus be said that the hypothesis 4 (H4) is not accepted.

5. H5: the influence of psychosocial control the behavior of delinquency in the above table amounted to 1,043 P value of 0.297. Results from these provide information that there is no influence on delinquency behavior psychosocial control, because it does not fulfill the prerequisites which the CR values below 1.96 and did not meet the P value above 0.05 can thus be said that the hypothesis 5 (H5) is not accepted.

b. Analysis of the effect of direct and indirect effect

1. Analysis of direct influence

Results of the analysis of direct influence in this study, namely:

a) The amount of direct influence adolescent environment to control psychosocial of 0802 (80%) and the direct influence of internal teens to psychosocial control of 0168 (16.8%).

b) The amount of influence the control psychosocial to the trends in adolescent delinquency behavioral of 0267 (26.7%), while the adolescent environment contributes to the trends in adolescent delinquency behavioral by 0191 (19.1%) and internal adolescents to the trends in adolescent delinquency

behavioral of 0179 (17.9%) had a negative impact.

2. Analysis of the indirect effect
Results of the analysis of the indirect effect in this study, namely:

a) The amount of indirect influence on the adolescent environment to the trends in adolescent delinquency behavioral due to psychosocial control of 0214 (21.4%)

b) The amount of indirect influence on the internal adolescent to the trends in adolescent delinquency behavioral because of the psychosocial control for 0045 (4.5%)

4. Discussion

a. Trends in adolescent delinquency behavioral caused that adolescence is a period of transition of changes ranging from changes in the physical, biological, psychological, and social, demanding teenagers able to face and overcome the challenges of change with the consequences of psychological, emotional, and behavioral.

b. Institutions of Islamic Education in Ponorogo amounted to 586 institutions, this suggests that most teens have in life in Institutions of Islamic Education of Ponorogo. Adolescent environmental influences to the trends in adolescent delinquency behavioral for 0191 (19.1%) and internal teens by 0179 (17.9%) had a negative impact. The magnitude of the indirect effect on the

adolescent environment to the trends in adolescent delinquency behavioral mediated by psychosocial control of 0214 (21.4%) and the amount of internal indirect influence on the trends in adolescent delinquency behavioral because of the psychosocial control for 0045 (4.5%). It provides information that adolescent environment has a strong influence on the trends in adolescent delinquency behavior rather than internal factors. And psychosocial control has a strong influence as well. The stronger the environmental function and internal adolescents as psychosocial control, then further reducing the trends in delinquency behavior and the various temperament unfavorable in adolescents.

c. Differences between the Institute of Islamic Education (School Muhammadiyah, Maarif School, Pesantren Modern and Traditional Pesantren) in the treatment of adolescent delinquent provide as follows:

1) The direct effect of adolescent environment to adolescent delinquency behavior dominated by SMA Muhammadiyah 1 of 49.4%, MA Darul Istiqomah 12.5%, and the others. It provides information that the Institute of Islamic Education that is less boarding school (*pesantren*), has a direct influence sufficient to adolescent delinquency behavior of Institute of Islamic Education, who plays schools like Modern Arrisalah MA and MA Pesantren Darul Istiqomah.

Adolescent in boarding school in daily life with Islamic values, commitment to self-identity, the ability to control themselves, a strong belief in the teachings of Islam, and is actively involved with the rules of the institution. The rules for forming social bonds as a form of adolescent psychosocial control.

2) The indirect effect on adolescent environment to adolescent delinquency behavior mediated by psychosocial control of 30.4% in MA Maarif Al-Mukarram, 26.7% in MA Pondok Modern Arrisalah, and others. It provides information that the boarding school system to form social bonds as psychosocial control. Strong social bonds, forming a psychosocial control to the trends in adolescent delinquency behavior, as in MA Darul Istiqomah have an indirect negative effect and I SMA Muhammadiyah at the time was the school.

d. Model of psychosocial control approach in the prevention and countermeasures against the trends in adolescent delinquency behavioral in Islamic educational institutions in Ponorogo, namely:

1) Discipline, some ways and approach adopted within the framework of enforcement of discipline at the school/boarding school, such as socialization sunnah discipline, scrape disciplinary offenses with absentee night, involving students

organizations/students in the discipline, various rules of discipline.

2) *At-tarhib wa At-tarhib*

e. Critical reasoning of this study are:

1. Adolescence is a period of transition of changes ranging from changes in the physical, biological, psychological, and social demanding teenagers face and overcome the challenges of change with the consequences of psychological, emotional, and behavioral, which then performs the behavioral tendency delinquency.
2. Psychosocial approach of internal control environment with a juvenile and religious values can reduce the tendency of teenagers delinquency behavior, only in some agencies; less the maximum value investment religiosity psychosocial impact on the lack of control on the trend delinquency behavior.
3. The need for clear rules of discipline and planting at-tarhib wa at-tarhib and the activities that lead to competence and high achievement with teenagers watching developments in the various Institutions of Islam.

D. Conclusion

Internal and environmental factors on behavior trends in delinquency behavior have a strong influence, either direct or indirect effect mediated by psychosocial control. The stronger the role of psychosocial control the diminishing trends in adolescent delinquency behavior. This indicates that the Institute of Islamic Education and its role is

expected to function as a control adolescent development, especially trends in delinquency behavior, hoping to usher teenagers into various achievements and the development of their talents to better.

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Volunteer Contribution Especially in Education toward Reduction of Poverty in Yogyakarta

Sub-Theme Category : Poverty Alleviation

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Abstract

Poverty is one of the main challenge and complex issue in Indonesia, particularly in Yogyakarta. Based on data by “Badan Pusat Statistik” Yogyakarta, in 2014 Yogyakarta reached 507.500 number of citizen. Then, in 2015 it increase up to 520.100 number of citizen. It means Yogyakarta increase number of poverty for around 12.600 number of citizen in a year. Therefore, Yogyakarta should have an option to decrease the number of poverty. One of the option which already applied is through voluntary activity especially in term of education. Education as the basic needs of quality improvement on human resources, it reflecting the citizen to be more independent in manage their living to be better and better, and it is also the key to fight poverty. Local government using method by applying regulation to decrease poverty and beside of that, youth movement also take a part on it. In Yogyakarta around thirty communities concerning in education improvement through several method applied. The aims of this paper is to analyze how volunteer could give the positive effect toward poverty decreasing in Yogyakarta. Then, the method that used in this research is qualitative analysis which applying direct and detail interview with respondent. The respondent is several communities that concern with education, and also several students that affected from volunteers. Then, the technique of analysis data are literature review, data attachment, and conclusion. By using the descriptive analysis and also exploited primer data, this paper concludes that volunteer contribution especially in education can give the bigger positive effect toward reduction of poverty in Yogyakarta. Based on the existence of voluntary community concerning on education which actively works for citizen proved by additional public facility provided for children around Yogyakarta such as free books, mobile library and informal teaching and learning activity.

Keywords: poverty, volunteer, education, citizen, community.

1. INTRODUCTION

Poverty is a multi-dimensional problem requiring holistic solutions that are sustainable over time. As a country characterized by great diversity in culture, religion, ethnicity, ecology and economies, Indonesia has experienced many challenges in pursuing poverty reduction. Economic growth and increased income are important but not the only routes to poverty reduction. These need to be complemented by better access to basic services, education, empowerment of the poor, and reduction of social exclusion, insecurity and vulnerability. Poverty is one of the main challenge and complex issue in Indonesia, particularly in Yogyakarta. Based on data by “*Badan Pusat Statistik*” Yogyakarta, in 2014 Yogyakarta reached 507.500 number of citizen. Then, in 2015 it increase up to 520.100 number of citizen. It means Yogyakarta increase number of poverty for around 12.600 number of citizen in a year. (*Badan Pusat Statistik*, 2014). Therefore, Yogyakarta should have an option to decrease the number of poverty.

Unemployment has been trending downwards in recent years, and was below 6 per cent in 2014. This indicates that the target of reducing unemployment to between 5 and 6 per cent, as set out in the medium term development plan for 2010-2014, has been met.(Allen, 2016). However, unemployment remains a challenge, particularly for youth generation, especially within the context of a slowing economy. Supporting youth to optimize their educational attainment will be a key factor for improving outcomes in this regard. Substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship. Realizing full and productive employment is essential to

generating the resources needed to achieve all the other goals.

Actually Indonesia is currently in a phase of development where it has a high working-age population rather than an ageing, dependent population. In order to optimize the benefits associated with this low dependence ratio, it is essential that the Government expands its investment in education and skills training, especially as highly educated workers can enjoy higher wages and better job opportunities. In particular, as the economy continues to modernize, the demand for highly educated workers will to continue to grow, underscoring the importance of appropriate education and skills investment now. The question is how to get a higher education, while they (the children) are people who are poor ? What kind of education can reduce poverty? and who did it other than by the government?

Interesting to observed, when in Yogyakarta which is said to be a student city in Indonesia. but still found many street children who lack formal education. There are also suburban schools are still far from decent. One of the option which already applied is through voluntary activity especially in term of education. Education as the basic needs of quality improvement on human resources, it reflecting the citizen to be more independent in manage their living to be better and better, and it is also the key to fight poverty. Local government using method by applying regulation to decrease poverty and beside of that, youth movement also take a part on it by voluntary activity especially in education. Therefore, to answer the previous question, in this paper we will discuss about the Volunteer Contribution in Education Especially toward Reduction of Poverty in Yogyakarta.

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Indonesia is currently in a phase of development where it has a high working-age population rather than an aging, dependent population. To optimize the benefits associated with this little dependence ratio, it is essential that the Government expands its investment in education and skills training, especially as highly educated workers can enjoy higher wages and better job opportunities. In particular, as the economy continues to modernize, the demand for highly educated workers will continue to grow, underscore the importance of appropriate education and skills investment now. The question is how to get a higher education while they (the children) are people who are poor? What kind of education can reduce poverty? And who did it other than by the government?

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2. RESEARCH OBJECTIVES

Based on the backgrounds, this research objective in this paper firstly, to analyze how volunteer contribution especially in education can reduce poverty in Yogyakarta. Secondly, in what way volunteers in the community can help reduce poverty in Yogyakarta.

3. RESEARCH METHOD

The method that used in this research is qualitative analysis or qualitative approach. The data collected is through indepth interviews with respondents related to this resaerch and through library research. The data analysis in this research is use analysis method by Milles and Huberman which are data reduction, data attachment, and conclusion.(Sugiono, 2009).

The venue In this research is community around Yogyakarta, Indonesia. Focus in this research is Volunteer Contribution Especially in Education toward Reduction of Poverty in Yogyakarta

4. THEORYTICAL FRAMEWORK

1. VOLUNTEER

Volunteer is a person that have an activity takes on a task, responsibility or some project on they concern without needing to be assigned, ordered, or told to do so. Often a volunteer is not paid for the work that they provide. Many people as possible believe that volunteerism is one way reciprocal transactions can occur between different systems. People who volunteer learn new things and feel like helpful and needed. People receiving assistance from volunteers benefit from the services and from

knowing they are important enough for others to care about the all focusing. For the example like agencies, businesses, and also organizations providing opportunities for volunteerism can generate positive public relations and have enough volunteers to carry out their operations. From a community perspective, volunteering can change a new different to make how people think about others, bring different cultures words, volunteerism allows opportunities for a greater diversity of inputs and outputs. Volunteering is part of help activity theory. But its not just an action for helping some people with spontaneity. It is an action more proactive than reactive, and its demanded a commitment of time and a lot more of effort (William 2004). In other definition, volunteering is the person give an energy, service, skill and also time without expect to have more of money Schroeder (1998).

2. EDUCATION

John M Echols and Hasan Shadily said that education have a connected with study. Characteristic of education is educate and also give a positive model to instructor or target of education According to the characteristic of the Education it consist to :

- a. Informal Education, is the education obtained someone from the experience of life. Education can run in the family in intercourse, and in employment, the community, family and organization.
- b. Formal Education, is the education such as which takes place on a regular basis, and certain terms in a strict manner. The component in education include :

1. System
2. Teacher and method
3. Cultural and Society

Rousseau said that education is one of tools to given effect in the future. But education will use when we life in the future.(Ahmad, Abu 2003)

Education is defined as an attempt to humanize the young man or the appointment of a young man to the human level. (Driyarkara, 1950).

Many thing of places like schools or colleges when seeing or hearing the word. They might also look to particular jobs like teacher or tutor. The problem with this is that while looking to help people learn, the way a lot of schools and teachers operate is not necessarily something we can properly call education. They have chosen or fallen or been pushed into 'schooling' – trying to drill learning into people according to some plan often drawn up by others. Famously called this banking – making deposits of knowledge. Such 'schooling' quickly descends into treating learners like objects, things to be acted upon rather than people to be related to. (Freire, P. 1972)

Education is wrapped up with who we are as learners and facilitators of learning – and how we are experienced by learners. In order to think about this it is helpful to look back at a basic distinction amongst others between having and being. (Fromm, E.1979).

3. POVERTY

Poverty is the old problem in the case of society since its connected with citizen prosperity. In the pilot of *Keluarga Sejahtera*, poverty is the condition when people disable with them self with the standard of life and no

capability too with energy and physical (1996:10). Poverty can be token with attitude and behavior that can accepted in the weak to advancement, low of human resource, low of quality human resource, and also low in the value of production. Financial is the number one to get a participation for the development. Observing deeply about poverty and this will appear various typologies poverty and dimension because they have multi complex definition, dynamic and with regard to space and time at which in that since poverty can be seen every viewpoint anywhere. Poverty can divide it with two criteria, it is :

1. Absolutely Poverty, it's the poverty that measured by income levels required to meet their basic needs.
2. Relatively Poverty, is the society who have income has reached basic needs but much lower than the state of poverty. While the poverty because of the natural disasters and chronic poverty and poverty in those less of skill and no more have stamina.

Several cause of poverty according Kuncoro (2000:107) included with:

1. In Macro, poverty occurs because
2. of ownership dissimilarity the resources to see distribution of income, poor of people that have only resources in limited numbers and the quality is low.
3. Poverty occurs a result of the difference the quality for human resources because the quality of human resources on the low level. Its means that productivity and unresponsively
4. Poverty turn up because have some differences about accessibility and finance.

Of the such as cause derived for the retardation, not perfect of the market and also caused by a lower factor. In the third of causes have a circle origins of the poverty.

5. DISCUSSION

Poverty characteristic in Yogyakarta

Poverty is the existing problems in any big cities in Indonesia , one of them is in Yogyakarta. Based on the data from the central bureau of statistic (BPS) the number of poor people in this town in 2014 reached 507,500 thousand people and increased to 520,100 thousand people in the year 2015. The inhabitants of which is said to be poor is individuals who are not able to fulfill the basic needs of them and characterized by productivity is low as well as a lack of capital. Of fundamental rights must be fulfilled such as food needs, health, work and education. Poverty in Yogyakarta or more in urban areas, in march 2014 the number of poor in urban reached 333,03 thousand people and fell to 329,65 thousand people in 2015 .In march 2014 the number of poor in rural reached 211,84 thousand people and up in march 2015 reached 220,57 thousand people .Poverty in Yogyakarta influenced by several factors , where factors in the sector food dominated the cause of poverty compared with the sector non-food .

Table.1 Factors caused poverty in Yogyakarta

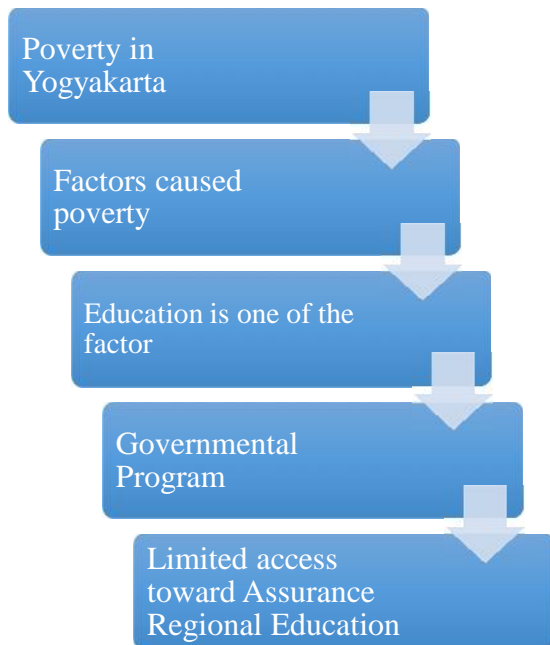
**Lima Kontribusi Terbesar Garis Kemiskinan menurut Tipe Daerah
Maret 2015 (Persen)**

Jenis Komoditi	Perkuliaan	Jenis Komoditi	PerDesaan
Makanan			
Beras	30,70	Beras	35,41
Rokok kretek filter	9,31	Rokok kretek filter	6,05
Daging ayam ras	5,58	Daging ayam ras	5,34
Telur ayam ras	5,56	Telur ayam ras	4,14
Mie instan	4,06	Mie instan	3,91
Non Makanan			
Perumahan	26,04	Perumahan	27,80
Bensin	16,75	Bensin	14,71
Pendidikan	9,46	Kayu bakar	7,48
Listrik	7,59	Listrik	6,98
Perlengkapan mandi	4,97	Perlengkapan mandi	5,08

Sumber: BPS, Susenas Maret 2015

Food sector are the main cause of poverty , three of the five commodities dominate the rice , cigarettes as a filter and of chicken .The sector is closely related to poverty. Non-food sector who became the biggest contributor to the housing and gasoline. One sector non-food such as education contributed 9,46 percent poverty in urban areas .Education is the cause of poverty for the links between them cannot be separated .The low level of education and lack of access to reach education cause productivity individual of being inferior .Productivity will affect the ability someone in order to gain the work so in scope the world of work will tend to take the job anything with the income available. Minimal job opportunities and a level playing high causes the individuals who the level of schooling low unable to compete. As a result, income is only enough to be used for the needs of and not enough to be used to save at the future for education .The situation and condition like this is poverty circle that is hard to arrange roots but the problem.

CYCLE THOUGHT OF POVERTY AND EDUCATION IN YOGYAKARTA



Governmental Policy in Decrease Poverty

Looking at the situation and the condition of the City Government Yogyakarta made various efforts to reduce poverty. City Government established a *Tim Koordinasi Penanggulangan Kemiskinan (TKPK)* by focusing on seven aspects of areas such as income, housing, clothing, food, health, education and social services. Within the field of education municipal government has had a strategy that is through the *Bantuan Operasional Sekolah (BOS)* and *Jaminan Pendidikan Daerah (JPD)* with release funds amounting to 101.2 billion for compulsory education for 12 years. This educational assistance given to the family card *Kartu Menuju Sejahtera (KMS)*. KMS is the identity poor population of Yogyakarta where the parameters are based through the decision of the Mayor of Yogyakarta No. 417 / KEP / 2009 on Stipulation Parameter Data Collection Poor Family. JPD is intended to

provide greater opportunities for children from poor families to study with waivers for 12 years. Besides getting a guarantee fee, children from poor families can enjoy several benefits like getting quotas in the Enrollment of Students New (PPDB) to enroll in school favorite, given help from kindergarten to high school a good school of State, Private and Extraordinary, and given the opportunity, if want to study up to the outside of Yogyakarta. Guidelines Assurance Award Regional Education Yogyakarta Mayor Regulation No. 19 Year 2010 on Guidelines for the Regional Education Guarantee. Assistance provided includes the school operating costs, investments, and the purchase of uniforms and books. Implementation JPD program is intended to reduce poverty in Yogyakarta. However, based on the results of research studies Assurance Education (JPD) in the city of Yogyakarta has not been effective due to several factors such as access, irregularities, to within service coverage.

Transnational movement or volunteer role throughout education in decreasing the poverty

A volunteer contribution, especially in education toward reduction of poverty, is to long-term by teaching the informal method which they apply. This method is expected to they received with children their community or we call that students community coming from the different backgrounds education. Students are expected to who is unable to and do not go to school will receive a method of lessons learned from every their community. Of this, our team has mapped some method used from various communities that are in Yogyakarta to give education to their students.

a. Alternative learning

Usually, each community does ice breaking or games when the stage in the first meeting of the contact between. Not only in the first meeting of but also according to the conditions certain are have felt saturated education done by a volunteer. Why is that? Because the volunteer has to ingratiate students their community first, they gave education more serious. For example on a community 1000 Guru Yogyakarta, Kelas Inspirasi UMY and Sanggar Anak Alam, they started with the introductions using sing together, play a game traditional, play charades, guess a profession and others. This game does not only entertain but also must have a message of education and certain values. Usually, the volunteer would give messages education in accordance his or her songs in the last session.

b. Training

According to Gunawan, poverty reduction effort can be done by make policy of them are a policy of not directly in the form of preserve our environment and set up the poor through training activities. When the old man the responsibility of the government in preparing community groups through his training program, then the a volunteer attended with their willingness to training regularly and impressed relaxed to his sons as student of the community to the science which he could later when mature or can even prepare early to help his family. Such an example, deafart community which providing training for children in term of art training, deafart hopes that they could have an output in term of qualified children who have creativity and independence in facing their further life, instead of having certain weakness and limitation on their audience. Beside of that, the income they got is coming

from what they did by themselves, without depending on others.

c. Speaking

The power of communication, is including one the way we do for the socialization that useful to shape a relation. There are many communities have taught how a manner of speaking to the crowd, said it was good presentation, sociable, read a poem, a harangue, etc. This way has been proved effective to increase confidence in students community mingle against the surrounding environment. It was not uncommon that of aspects were capable of engendering children who optimistic and cheerful to be more steady in staring his future.

For example, on a community Sanggar Anak Alam, the community who has been standing since 2000 use one of this method in developing optimism to their students since on average her students were students primary schools and junior high school. Of that age children often not confident, hence the volunteer help in confidence early one of them is the training of speak in front of his friends. The same thing also applied in 1000 guru Jogja and kelas inspirasi UMY, children in the village usually more not confident. Build moral characteristic of their students to be a good human resources, more independence and having a good attitude in order to be socialize easier in public. Especially when there is a mismatch social in a class or one school. With this method, hope can remove the wrong perception.

d. Character Building

Community based on strengthening character building as *1000 guru Jogja, kelas inspirasi UMY, Sanggar anak alam*, etc they are usually stressed the motivation to study and discernment to children to be what he

provided front. According to the instruction a volunteer that children they is divided into three types of. *First*, students who have been having ideals and character has formed. *Second*, students who have ideals but doubt. *Third*, students who do not have the ideal and usually he confused with his future. Of the three these problems the volunteer usually motivate and inspiring to their students through a question and answer session, call the police, doctor, and others their be the idol by children. Also, lessons character the basis of curriculum the government also be more emphasis on to children. The hope is from early the children already knows their goals and focus on truth has come to you with planned from now.

e. Ability Improvement

There are many communities also taught the ability certain to students their community that able to develop interest and their talents which are expected to become support for members they work long enough. For example on a community deaf art, this community aimed at to expand their friends "*tuna rungu*" or deaf, that others and its environment know that they have the capacity and special aptitude which enabled them to accepted in the society. The volunteer calls them friends are not students or children because they with they and us do not want to separate or discrimination with other.

Methods used by the community is divided into two classes of them class sign language every Monday and Thursday afternoon, and class creative as paint, dance, hip-hop, the art of theater, pantomime which was conducted in every afternoon. The community exercises the people with disability especially the hearing impaired to more independent, more capable of work, and not troublesome others.

f. Creativity Improvement

The learning methods informal has been very effective at this time is an increased creativity. Learning how to create a work with an instrument of all over us as its object. There are many communities implement this in the capabilities of these are the nurturing creativity to make their businesses without resorting to the government only. With unemployment so are squeezed and open his labor. Step by step the poverty rate will be decline. As practiced by the deafart community, they teach creativity by classes creative as paint, dance, hip-hop, the art of theater, pantomime which was conducted in every the afternoon to people with listening limitation or other students that they may more independent.

The same is applied by *FISMO* and *Sekolah Raya* in creating students who able to process used goods become a thing of the aesthetic is and economical. Training from paint, to make art paper, the art of wood, etc. Of course, the was easy to get and obviously is somewhere we. Creativity like that which should be needed young people these days without relying on anyone else. Unemployment will be declining and of course, poverty will be pressed.

g. Ecology and Cultural learning based

Within public schools formal education rare based ecology and education based culture as practiced by communities among others *Code pintar*, *Sekolah raya*, *FISMO*, etc. For example, *FISMO* taught their students to promote not littering and using second-hand to be handicrafts or a creativity aesthetic is and worthy of selling. Education as is not only to protecting the environmental around but also work regarding economical if provision it was brought to adult later.

Another example supposes, *code pintar* who a visionary power namely grow critical thinking his children, develop the interest in and aptitude children as well as protecting the environment and love art. Background vision out of *code pintar* this is because their students are on the outskirts of a river that sometimes flood. Hence, children are taught from the outset not littering especially in a code's river. Other activities of the community are the art of staging culture as gamelan of Java, traditional dance of gedruk, etc that results from staging are those in facilities the community activities.

Table 2. Magnitude of the Regional Education Guarantee Card *Kartu Menuju Sejahtera* (KMS)

No	Satuan Pendidikan	Klasifikasi	Rincian Penggunaan	Jumlah/ Besaran JPD
1	TK/RA/TKLB	Negeri	Pembelian Seragam	150.000
		Swasta	Biaya Operasional	600.000
			Pembelian Seragam	150.000
			Jumlah	750.000
2	SD/SDLB/MI	Negeri	Pembelian Seragam	180.000
		Swasta	Biaya Operasional	520.000
			Pembelian Seragam	180.000
			Jumlah	700.000
3	SMP SMP/SMP/MTs	Negeri	Pembelian Seragam dan buku	250.000
		Swasta Kelas VII	Biaya Operasional	700.000
			Biaya Investasi	200.000
			Pembelian Seragam dan buku	250.000
			Jumlah	1.150.000
Kelas VIII,IX	Biaya Operasional	600.000		
	Biaya Investasi	150.000		
	Pembelian Seragam dan buku	250.000		
	Jumlah	1.000.000		
4	SMA/MA/SMALB	Negeri, Swasta Kelas X	Biaya Operasional	1.500.000
			Biaya Investasi	500.000
			Seragam buku	250.000
			100.000	
			Jumlah	2.350.000
		Kelas XI, XII	Biaya Operasional	1.500.000
Biaya Investasi	300.000			
buku	100.000			
	Jumlah	1.900.000		
5	SMK	Negeri, Swasta Kelas X	Biaya Operasional	1.950.000
			Biaya Investasi	700.000
			Seragam buku	250.000
			100.000	
			Jumlah	3.000.000
Kelas XI, XII	Biaya Operasional	1.950.000		
	Biaya Investasi	500.000		
	seragam buku	-		
	100.000			
	Jumlah	2.550.000		

Sumber data : Dinas Pendidikan Kota Yogyakarta, Lampiran Keputusan Walikota Yogyakarta Nomor 580/KEP/2011, 2011

Educational programs provided by the government was able to reduce the number of dropouts, but not necessarily in

line with the program's objectives. The average length of the school each student to increase each year, but not coupled with the achievement of 12-year compulsory education. In 2014 Gunungkidul into counties with an average length of the school year low of just 6.45 years. The local government assistance is only capable of supporting infrastructure in the teaching-learning process, while there are still many needs of students who have not been seen by the government as the need for the fulfillment of Extraordinary students, and schools that have access to hard to reach. Communities engaged in education appears to help resolve the problem of education in Yogyakarta, which is not seen by the City Government. These communities are not only resolve access problems difficult to achieve, but also able to move in the field of meeting the needs of space art.

h. Providing Public Services

Several transnational movement in term of non-governmental organization or community such as KAGEM, Hoshizora and others also providing public services in order to improve educational quality of public, moreover children or youth in around Yogyakarta. Reading material provider independently in term of books, mobile library and ICT based learning such as let children learn technology through out introduction by i-Pad, computers and others. Qualified tutor provided freely to help student increasing their capability in learning through consultation, teaching, discussion and so on. And also the basic fundamental needs to learn which is fund in term of money also provided, some of them is fresh money, and some other providing link toward the fund source, like what Hoshizora has been doing for several years, in connecting students with the scholarship provider for long term

studying until they reach their higher education, moreover until their job seeking process. Followed by learning based alternative, mentality learning, leadership and direct appliance learning is a complete combination toward the reduction of poverty itself. So, there is a possibility toward those transnational movement to support producing educational assistance for resulting high qualified human resources in order to decrease poverty in Yogyakarta.

CONCLUSION

Based on the above, this paper conclude that volunteer contribution especially in education can give the bigger positive effect toward reduction of poverty in Yogyakarta. Regarding the several communities that concerning to developing of children education, many of them have method to deliver the material to the children like teach the character building throughout informal teaching method. In addition, by the presence of a volunteer this get them going more independent and creative because guidance a volunteer capable of develop the talent the children to basic needs in adulthood later.

The communities and their volunteer contribution can reduce the poverty in Yogyakarta. Then we can see it after 10-20 years later. Because the facility given a volunteer as mobile library, book, scholarship, and others unable to help them in short term time, will but some this may help them in promote the spirit of learning so that in the future (20 years from now) will show the results. In addition, communication built between a volunteer and her children shall have made a new unwittingly this is the way they got a job more widely under acquaintance more.

RECOMMENDATION

Recommendations what we have given the surrounding community in Yogyakarta is related to the management good human resources or financially that is in their community. The a volunteer is expected to contribute full and inconsistently. Because most of community whom we met the average volunteer often go out and nonpermanent they were very influential in the provision of education to the his sons.

Recommendations what we have given the government is the government should grow more matter to community good financially or policy or regulations more strengthening the legal basis community like this. Because, with any regulations will make community it will facilitate the management and finding funding of course. More than that, with the government service for communities will make the government had care to the poor especially his sons. In addition, education and school curriculum will more developed and better.

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Interview

Arif. Founder. Sekolah Raya Community.

Ayi. founder. KAGEM Community.

Defriadi, elvin. Chief. Fisipol Society Empoerment (FISMO) Community.

Fafa. Volunteer. Code Pintar Community

Khakim, M Luqman. Chief. Kelas Inspirasi UMY community

Khakim, M Luqman. Volunteer. 1000 Guru Yogyakarta Community

Syifa. Public Affair. Hoshizora Community.

Wicak, Arif. Volunteer. Deafart Community

Yudis. Volunteer. Sanggar Anak Alam Community

1 **9 YEAR COMPULSORY EDUCATION EVALUATION**
2 **IN BOJONEGORO REGENCY,**
3 **EAST JAVA PROVINCE, INDONESIA YEAR 2015**
4

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Abstract

7 Indonesia's 1945 Constitution, Article 31, Sentence 1, stipulates that "each citizen has the right to
8 education." This means that the Indonesian government has the obligation to provide and run a
9 national education system, in order to make intelligent the nation. Then, described in 2003 Law
10 number 20 on National Education System and in 2008 Government Regulation Number 47, on
11 Compulsory Education, that stipulated the Government and Local Government guarantee the
12 execution of compulsory education at the least in basic education without charging any tuition fee;
13 and obligates each region to set up Local Regulation and implement the Basic Compulsory Education
14 Program.

15 The Bojonegoro Regency Regulation Number 4 Year 2012, Article 65, Sentence 1, letter (a)
16 states that: "the Local Government is obligated to set a 12 (twelve) year compulsory education, which
17 comprises of 9 (nine) year basic education and 3 (three) year middle education." It guarantees that
18 each child has access to at the least 9 years of education, and that 9 year basic education expenses
19 is provided for.

20 The evaluation of the 9 year compulsory education in Bojonegoro, shows that the average length
21 of education is 6.7 years. It means that the citizen of Bojonegoro having finished the 6 year
22 Elementary School. The aim of 9 year compulsory education hasn't been reached.

23 Using the qualitative descriptive method, show several causal factors. These factors are that
24 school participation is low, there is significant level of illiteracy and school drop outs, and the
25 psychology of rural people who think that to ease the parents' burden, after 6 years of Elementary
26 school the girls are married off and the boys help with earning money.

27 To reach the aim of 9 year compulsory education, there should be a special program to eradicate
28 illiteracy, raising the capacity of Kejar Program A and B, Back to School Movement, and Education
29 Policy that involves both formal and non-formal education.

30 Key Words:

31 Evaluation, Indonesian Education System, Program/Policy, 9 Year Compulsory Education

INTRODUCTION

The 1945 Constitution of the Republic of Indonesia, article 31, paragraph 1 states that "every citizen has the right to education". This means that the Indonesian government has the obligation to provide and run a national education system, in order to make intelligent the nation and the increase faith and and good character in the

context of educating the nation. Then, described in 2003 Law number 20 on National Education System and in 2008 Government Regulation Number 47, on Compulsory Education, that stipulated the Government and Local Government guarantee the execution of compulsory education at the least in basic education without charging any tuition fee; and obligates each region to set up Local

Regulation and implement the Basic Compulsory Education Program.

Bojonegoro Regency Government in order to provide educational services have made Local Government Regulation No. 4, 2012, on the Implementation of Education in Bojonegoro. Bylaw is set compulsory in article 65, paragraph 1, letter (a), which reads: "Local Government is obliged to establish compulsory twelve (12) years, including primary education 9 (nine) years and secondary education three (3) years", This means that local governments guarantee every child has a chance to learn at least 9 years, and ensure the availability of the cost of basic education for 9 years. This regulations has been implemented for about 3 years, and the results of initial studies have shown that primary education 9 (nine) years in 2015 has not been reached. These conditions lead researchers to carry out the evaluation of 9-year basic education program or a 9-year compulsory program in Bojonegoro. Given the Bojonegoro district is now a district with rapid growth as a producer of oil and gas, and followed the development of new industry and supporting both the agricultural industry and oil-gas industry, so the level of education is an absolute demand in necessary.

Evaluation of the education program is needed because the process of evaluation of the results will provide some information that can be a consideration in achieving the goals set, seen from the level of achievement and constraints affecting the achievement, as a form of accountability of the implementor. This is consistent with the opinion of Stufflebeam and Shinkfield (1985; 159) in the book *Learning Program Evaluation*, Prof. Eko Putro Widoyoko (2015) which says: "*Evaluation is the process of deliniating, obtaining, and providing descriptive and judgmental information about the worth and merit of some object's goals, design, implementation, and impact in order to*

guide decision making, serve needs for accountability, and promote understanding of the involved phenomena". Related with the program compulsory 9 years in Bojonegoro, which has been running in three years, shows that the achievement of program is not run optimally. This evaluation is carried out with the intent and purpose in order to know why the program has not been achieved, what causes it, and the results of this evaluation should able to provide information about things to do, which is input as a policy-making in order to move forward to realize the activities in accordance with the specified program.

INDONESIAN NATIONAL EDUCATION SYSTEM AND 9 YEAR COMPULSORY EDUCATION PROGRAM IN BOJONEGORO REGENCY

National Education System according to Indonesian Republic Rule No. 20, year 2003, article 1, paragraph (1) is an education based on Pancasila dan Constitution of the Republic of Indonesia Year 1945 is rooted in religious values, national culture of Indonesia and responsive to the changing era. While in the National Education System in accordance with the Rule No. 20 of year 2003 Article 1 paragraph 3 said that is the overall educational components in an integrated manner to achieve national education goals.

National education goals is the development the potential of students to become human beings faith and fear of God Almighty, noble, healthy, knowledgeable, skilled, creative, independent, and become citizens of a democratic and responsible. The level in the national education system is defined by the level of development of learners, objectives to be achieved, and the ability must be develop. The level of national education consists of Elementary Education, Middle Education and High Education. In order to implement the

elementary education needs to be made a Government Regulation on Compulsory Education No. 47 Year 2008 concerning Compulsory

9-Year Compulsory Education Program in Bojonegoro is regulated by Regulation No. 4 of year 2012, concerning the organization of education in Bojonegoro Regency. According to this regulation, the compulsory is the minimum educational program to be followed by the citizens of Indonesia, under the responsibility of the Government and Local Government. The purpose of this program has been set in the local rule, chapter II, section 2, Article 3, which reads: The purpose is to provide education: a). Equalization the quality of educational opportunities; b). developing the potential of learners to become a man of faith and devoted to God Almighty, noble, healthy in physic and mental, knowledgeable, skilled, creative, independent and become citizens of a democratic and responsible; c). Improving the quality of learning activities and developing the management of education, based on transparant education budget and providing education accountability in overall and community participation.

Compulsory education specifically addressed in chapter XXI, Article 65, which reads as follows: Paragraph (1) Local Government shall: a). establishes compulsory education in twelve (12) years, of basic education in nine (9) years and in three (3) years for secondary education; b). ensure every child gets the opportunity to learn up on secondary education; c). ensuring the availability of basic education costs for the implementation of compulsory twelve (12) years.

From some of the provisions stipulated in the Regulation mentioned above can be interpreted that the compulsory in 9 (nine) years at Bojonegoro is the basic education level that must be reached, before rising to a secondary education in 12 (twelve) years.

Evaluation in compulsory education is seen as a process of determining the results achieved in several activities planned to promote the goals (Suchman; 1961, in Anderson 1975). Meanwhile, according to an expert evaluation of the program Stufflebeam (1971, in Fernandes 1984) says that the evaluation is a description of the process, searching for and providing useful information for decision makers in determining the decision alternatives.

METHODOLOGY

In the implementation of this evaluation, the methodology used is qualitative method. This method is used to examine the condition of the object that is natural, (as the opposite of experiment), where the research is as an instrument keys. The data collection techniques is done by triangulation (combined) and using inductive data analysis. (Prof. Dr. Sugiyono, 2005: 1), in the opinion of Bogdan and Taylor (1975; 5) that the qualitative method is a procedure that produces descriptive data in the form of words written or spoken of people and observed behavior.

The data collected is in the form of documents of implementation the compulsory 9 years in 2015, in the form of Rough Partisipation Index (APK), Real Partisipasion Index (NER), transition index and dropout index, and also interviews to the community / parents, and the child in school-age but don't go to school, and the institutions in the Bojonegoro Regency. All the data is processed and analysed. Responden selected is Head of Office and staff data section, the Office of education and Culture in Bojonegoro Rgency, school-age children are not in school, the community. The researchers randomly determined them in accordance with needs.

In the opinion of Lexy J. Moeloeng, qualitative analysis is research that

analytical procedures that do not use statistical analysis procedures or other means of quantification. (Lexy J. Moeloeng, 2006: 6). The analysis used in this study correspond to the type of data required. The method of analysis used as well the method of descriptive and explorative.

EVALUATION OF THE IMPLEMENTATION PROGRAM 9 - YEAR COMPULSORY IN BOJONEGORO REGENCY

Literacy Index

The literacy index is the proportion of the population aged 15 years and over who can read and write in Latin or others. Literacy index obtained from the percentage of the population over 15 years old, who can read and write by the total population above 15 years. The development of literacy index in Bojonegoro from 2012 to 2015 continued to rise. It showed a success against illiteracy alleviation efforts in Bojonegoro. In 2012 the literacy index in Bojonegoro is 84.60%. Whereas in 2014 the literacy index increased to 98.60% or an increase about 14%. And in 2015, the Department of Education make a breakthrough to improve the literacy index of 100% for the productive age. As an illustration can be seen in the table below:

Table 1.
The Developments Literacy Index
Year 2012- 2015 in Bojonegoro

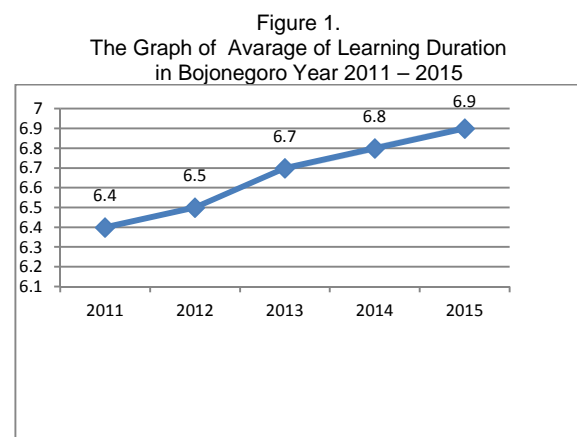
Description	Unit	2012	2013	2014	2015
Literacy Index	%	84.60	85,79	93,58	100

Source: Socio-Economic Macro Data East Java 2012 – 2015

The literacy index of the data, showed that the increase in the literacy index is 100% focusing on productive age, thus Bojonegoro been completed in eradicating illiteracy in productive age specifically

The Avarage of Learning Duration

Every year an increase in learning duration in Bojonegoro regency. Although the average of increase is relatively small. In 2012 the learning duration of Bojonegoro residents aged 15 years and above was 6.4 years, whereas in 2015 the average of learning duration in Bojonegoro was 6.8 years. More details, the average of learning duration from 2012 to 2015 in Bojonegoro can be seen in the chart below:



From the average of learning duration in Bojonegoro on the 2015 was 6.8, compared to Medium-Term Education Plan (RPJMD) Year 2014 – 2018, the average of learning duration has not been reached. In order to increase the the average of learning duration, the government must continue the public education program of productive age and older through Learning Packet to emilinate the illiteracy, namely Kejar Packet A, B, C.

Rough Participation Index

The Rough Participation Index is the ratio of the number of students at education level in the elementary / junior / senior high school divided by the population aged 7 to 18 years or the ratio of the number of students, regardless of age, who is studying in a certain educational level of the population of the age group associated with education level. The Rough Participation Index shows the level of participation of the population in general and an educational

level. The Rough Participation Index is the simplest indicator to measure the absorption of the school age population at each level of education. The Rough Participation Index developments in Bojonegoro are as follows:

Table 2.
The Development of The Rough Participation Index in Bojonegoro Regency 2012 – 2015

Description Of The Rough Participation Index	Year			
	2012	2013	2014	2015
Elementary School	100,98	100,99	101,01	101,01
Secondary School	99,99	100,02	100,03	104,04
Senior High School	78,53	80,88	80,88	84,97

Source : Education Office in Bojonegoro Regency, 2015

From the table above shows that the participation of the population in education at every level of experience has increased, because groups of people who are already literate continuing education through the Kejar Packet.

Real Participation Index

The Real Participation Index is the ratio of the population aged between 7 and 18 years were enrolled at the school level of education as elementary / junior / senior high school divided by the population aged 7 to 18 years. The Real Participation Index shows the percentage of students with age associated with education levels of the population in the same age. The Rough Participation Index and The real Participation Index is also an indicator of the absorption school-age population in every level of education. However, when compared The rough Participation Index, The Real Participation Index is an better indicator to look the absorption at the standard age group population participation in education in accordance with these standards.

Table 3.
The Development of The Real Participation Index in Bojonegoro Regency 2012 -2015

Description of The Real Participation Index	Year			
	2012	2013	2014	2015
Elementary School	99,11	99,45	99,71	100
Secondary School	91,66	92,55	92,55	93,44
Senior High School	71,77	75,72	75,72	80,45

Source : Education Office in Bojonegoro Regency, 2015

As seen on table above, The Real participation Index in all level are increased, specially in secondary level.

School Participation Index

One indicator that is often used to measure the performance of educational attainment is the School Participation Index. This indicator shows how much school - age children by a certain educational level are within the scope of education and absorption of formal education to school – age population. The School Participation Index is calculated based on the number of students in basic level per 1,000 population of primary school age.

Table 4.
The School Participation Index of Elementary and Secondary School in Bojonegoro Regency 2012 – 2015

No	Description	Unit	Existing Year			
			2012	2013	2014	2015
1	Elementary School	The Rough Participation Index (%)	100,98	100,99	101,01	101,01
		The Real Participation Index (%)	99,11	99,45	92,55	92,55
2	Secondary school	The Rough Participation Index (%)	99,99	100,02	100,03	104,04
		The Real participation Index (%)	91,66	92,55	90,30	93,44
3	Senior High School	The Rough Participation Index (%)	78,53	80,85	80,85	80,45
		The Real participation Index (%)	71,77	75,72	75,72	84,97

Source : Education Office in Bojonegoro Regency, 2015

The Availability of School Building and Other Educational Facilities

Besides The School Participation Index, the indicators of performance in education is the availability of school building and other educational facilities. More specifically the availability of educational facilities in Bojonegoro can be seen in table below:

Table 5.
The Availability of Educational Facilities In Bojonegoro Regency 2012 – 2015

No	Description	Unit	2012	2013	2014	2015
1	Educational facilities in Elementary School					
	- School Building	Unit	1.072	1.112	1.029	1023
	- Class Room	Local	5.374	5.442	6.629	7217
	- Teacher	Local	984	991	1.053	9031
	- Library	Local	833	881	890	923
2	Educational facilities in Secondary School					
	- School Building	Unit	216	224	211	218
	- Class Room	Local	1.692	1.782	1786	1927
	- Teacher	Local	196	209	4011	4756
	- Library	Local	111	112	132	139
3	Educational facilities in Senior High					

School	Unit				
- School Building	Unit	134	142	94	149
- Class Room	Local	1.125	1.221	1060	1553
- Teacher	Local	67	74	2357	3779
- Library	Local	133	141	153	169

Source : Education Office in Bojonegoro Regency, 2015

From the data above, shows that the educational facilities at all levels of education have added the number of facilities, ranging from the growing number of teachers, classrooms and libraries. This shows that the quality of education improvement in Bojonegoro goes well.

Number of Graduates and Students Graduation Index

The increasing number of graduation of students at various levels each school year, is the good condition of all parties, including government and society. But if there is a decrease, it needs to be observed wisely, by looking at the correlation and synergy among students, teachers and the parents. Here presented data on the percentage of the graduation and the number of graduation in Bojonegoro during the period 2012 – 2015.

Table 6.

The Increasing Number of Graduation, Transition Index and School Capacity in Bojonegoro Regency 2012 – 2015

Year	The Number of Graduation (%)		
	Elementary School	Secondary School	Senior High School
2012	100,00	94,21	98,69
2013	99,87	99,70	99,79
2014	100,00	99,80	99,81
2015	100,00	100,00	100,00
Year	Transition Index (%)		
	Elementary School	Secondary and Senior High School	
2012	99,14	94,94	
2013	99,68	96,03	
2014	99,72	97,33	
2015	99,83	98,02	
Year	School Capacity		
	Elementary School	Secondary School	Senior High School
2012	112	264	302
2013	114	263	306
2014	114	263	306
2015	106	245	298

Source : Education Office in Bojonegoro Regency, 2015

Based on these data, the percentage of elementary graduation in Bojonegoro years 2012 - 2015 was 100%, which means that students fully pass on elementary education (SD / MI), except in 2013 amounted to 99.87%. In 2015 for secondary (SMP/MTs)

increased graduation to 100%, as well as to senior high school (SMA/MA) graduation in Bojonegoro reaches 100%. This condition is a proud achievement for Bojonegoro, for all levels of graduation reached 100% pass. This achievement is also followed by the increase transition index rise by 0.11% from the previous year's level of SD / MI and SMP / MTs and 0.69% for senior high / MA. But to school capacity in 2015 has decreased for all levels of education, compared to 2014.

The Children do not Attend the School in 2015

The children in school age who do not attend the school is also one indicator that is often used to measure the performance of educational attainment. This indicator shows how much school-age children do not attend school, according its level. The greater the numbers in education, it indicates the dropout index. These conditions affect the average long term learning.

Table 7.

The Children Do Not Attend The School in Bojonegoro

No	Sub-Regency	Level of Education		
		Elementary School (SD / MI) 7 – 12 years old	Secondary School (SMP/MTs) 13 – 15 years old	Senior High School (SMA / SMK / MA) 16-18 years old
1	Balen	21	91	108
2	Baureno	19	8	9
3	Bojonegoro	10	12	33
4	Bubulan	1	3	3
5	Dander	29	225	283
6	Gayam	1	2	2
7	Gondang	3	1	3
8	Kalitidu	11	42	20
9	Kanor	5	11	17
10	Kapas	9	20	15
11	Kasiman	-	3	12
12	Kedewan	3	17	56
13	Kedungadem	36	64	36
14	Kepohbaru	12	17	47
15	Malo	140	30	11
16	Margomulyo	6	15	11
17	Ngambon	11	15	6
18	Ngasem	133	81	353
19	Ngraho	5	38	439
20	Padangan	24	26	30
21	Purwosari	15	11	14
22	Sekar	9	67	113
23	Sugihwaras	3	17	4
24	Sukosewu	7	49	242
25	Sumberrejo	11	15	81
26	Tambakrejo	57	91	134
27	Temayang	15	56	127
28	Trucuk	-	10	4
Total		596	1037	2214

Source : Education Office in Bojonegoro Regency, 2015

The table above shows that the higher the level of education, number of children do not getting the school is high. It can be calculated that in 2015, 1633 children in elementary school age do not attend the school, and it was very influential on the implementation of compulsory education. Given the number of primary school age children 9 (nine) years, many are not go school. This means that the 9 (nine) years compulsory, has not run optimally in Bojonegoro.

Psychological Factors of Children do not Attend School

In addition to factors of technical, non-technical factors also greatly affect the child does not attend school. These factors are economic factors and social-psychological factors. Especially in rural communities that consider that after six years primary school to reduce the burden on parents, the girls is married, and the boys go to work to help find some money. From the interviews with school dropouts and parents, their opinion is as follows:

- 1) "I do not go to school, because I help my mother to sell at markets, my father at home".
- 2) "I do not want to continue my school to junior high school, because my parents can not pay for school, let my sister go to school, I want to find some work to help my parents".
- 3) "In village children do not need to be high education, elementary school is enough, let them to be married, to lighten the burden of the parents"
- 4) "I do not want to go to school, because my father said it's better to work to help my parents, which is I already able to read and write".

From the interview, we know that a program related to public policy will work well and effectively, takes the form of socialization of the good sense and the right to the public about the importance of this program in the run, in order to get full

support from all elements of society. The factors that influence the success of the nine year compulsory program, in the terms of the socio-cultural is as follows:

- 1) Education Level of Parents
Education of parents will greatly affect the pattern for educating children. Because it will connect with the perception of parents towards the school itself. In some communities the skills of reading and writing, as well as primary school graduates are generally enough to understand simple problem of living. Most parents only got lower education as well elementary graduation. In this conditions, can happen several possibilities, such as not sending their children to school or dismisses her son prematurely.
- 2) Society Tradition Factor
Traditions and customs of the community often impede the participation of children to school. From some areas there is still a tradition of children to participate traveling away with their parents, such as visiting their family. Parents do not feel guilty even though taking his son to leave the school in the long term. Another tradition is still many people in society who believe educating girls is less profitable, so that parents are reluctant to send girls to the school. Because in the end, the girls will be a housewife, who only take care of the house working that are considered not require high school. Another tradition in the community is about to marry off girls at a young age. Because if they have a girl child is old enough, but not to get married in early, it becomes a burden and disgrace in the family.
- 3) Economic Factor
Poverty affects the level of education. Many rural residents are below the poverty line. The poverty index determine the drop out index of school. The parents cannot send their children

to school, because they do not have enough money for the school fee. Their children must help their parents to work for getting better life.

Nine Year Compulsory Education Evaluation in Bojonegoro Regency

From all the data that has been presented above when evaluated in terms of the implementation of the nine (9) year compulsory education program in Bojonegoro, shows the following:

- 1) From the adult literacy index, indicate that Bojonegoro already carry out the completion of illiteracy in 2015 for productive age, while the unproductive age are still many who are illiterate, and the literacy index is not accompanied by the intensity of education through the Paket Kejar Program.
- 2) From the indicators the average of learning duration in Bojonegoro Regency, showed 6.8 years. This is due to people who have completed literacy program is not followed by Kejar Paket as the advanced form of education. And unproductive are still many who are illiterate.
- 3) From the Rough Participation Index, all levels of education has increased. It is as a result of an increase in the literacy rate of productive age, and this condition when associated with Medium-Term Education Plan (RPJMD) Bojonegoro years 2014 - 2018, the Rough Participation Index is reached.
- 4) The Real Participation Index in 2015 also increased, but not in accordance with the target in Medium-Term Education Plan (RPJMD) Bojonegoro, so these index affect the implementation of the 9-year compulsory education program in Bojonegoro.
- 5) The Transition Index and graduation index indicates the difference between the graduation rate and the transition rate. It can be concluded that there is no continuing education to secondary

school or senior high school. It also means not achieving the 9-year compulsory education in Bojonegoro.

- 6) From the number of school-age children who do not attend the school is in high level. It affects the The Rough Participation index and Real Participation Index and the average of learning duration. Therefore, it is required of Bojonegoro government policy to enforce compulsory education, to get them immediately return to school.
- 7) From the social psychological factors as economic factors, helping their parents, and get married to reduce the burden on parents. All the factors affects the number of children who do not attend the school. Hopefully the government make a regulation to ban school age children to get working, or free schooling and socialization the terms of marriage.

From the results of the evaluation of each indicator of education \ performance in the framework of compulsory education as a trust legislation Bojonegoro number 4, year 2012, concerning the provision of education in the Bojonegoro Regency, indicating that the compulsory education program in Bojonegoro has not been reached, so that the program is run by purpose, the government is expected to make relevant policies, so that the 9-year compulsory education program can be run in Bojonegoro

CONCLUSION

From the description of the background and purpose of the evaluation, as well as the methods used in the evaluation of the 9 (nine) years compulsory program, as stipulated in Bojonegoro Regulation No. 4 of year 2012, concerning the provision of education in Bojonegoro, we can conclude as the following:

- 1) The literacy index is very influential on compulsory education 9 year in

Bojonegoro, because the increase in the literacy rate is only in the productive age, while the unproductive age remain illiterate.

- 2) The average of learning duration of schooling is still low, at 6.8 years, which still far from the target. The literacy people is not directed to pursue education in Kejar Paket (a program to eliminate the illiteracy). The unproductive age people are still illiterate.
- 3) The Rough Participation Index and The Real Participation Index have not been targeted which is set, so that this contributes to the 9 year compulsory education
- 4) There is the high difference between graduation rates and transition index, which show that children do not continue to pursue higher education, especially from elementary level (SD / MI) to secondary level (SLP / MTs)
- 5) There are large number of school-age children do not attend the school. It need to get attention of the government to make "back to school program" and implemented for free
- 6) The social psychological factors that cause parents allow their children out of school, such as economic constraints, working to help the economy of parents and married for girls to reduce the economic burden of their parents. In this case the children do not continue schools will affect the the learning duration, the Rough Participation Index and The real Participation Index. It severely hamper performance to achieve 9 – year compulsory education program. With these conditions, expected the Local Government of Bojonegoro provide socialization on the dangers of early marriage. They must told about the problem caused by the early marriage as about the health of reproduction, maturity emotional, healthy family and other social problem.

The government must give strict punishment to parents employing children of school age. The parents should get legal counseling mainly on the protection and the rights of children.

REKOMENDATION

The result of evaluation of the Bojonegoro Regulation no. 4 year 2012 on the implementation of Education in Bojonegoro; recommend a few things that are expected to be done by the government, as follow:

- 1) Increased the capacity the Kejar Paket A and B.
- 2) The Government set a new program in education, namely: "Back to School Program"
- 3) Make the regulation in formal education and nonformal education to succeed the 9 year compulsory education program, no exception to the right of every citizen to education equally.
- 4) Socialize the mature age to get marriage to the parents and the importance of family planning for building the healthy family.
- 5) Give strict punishment to parents employing children of school age.
- 6) Compulsory program requires a commitment of both society and government. The cooperation between the private sector and the government in the provision of scholarships, will be an opportunity to go to school.
- 7) The learning duration should not be the substance, but the competency to be achieved learners to face today and tomorrow, in order to educate the nation.
- 8) Involving community organizations to provide information and new paradigm to parents about the importance of formal schooling for their children in digital era. And also about family planning and the protection and the rights of children.

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Teramandemen

BASIC EDUCATION CURRICULUM IN THE DIVISION OF ILOCOS SUR, PHILIPPINES

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ABSTRACT

This study aimed to appraise the Status of the Basic Education Curriculum (BEC) in the Division of Ilocos Sur along the following dimension: goals and objectives, relevance of curriculum, competence in the use of teaching methods/approaches/strategies, adequacy of equipment and instructional materials, problems encountered, administrator performance, and teachers' performance.

In this study, the profile of administrators and teachers in terms of personal and professional factor were likewise look into. The personal and professional factors considered were determined in terms of position, length of service, length of administrative experience, salary, number of management trainings attended, awarded/recognition received, and membership in organization, age, sex, educational attainment, area of specialization, number of years teaching area of specialization, position, salary, length of service and training attended.

Goals and Objectives. Both of the administrators and teachers assessed the objectives of the BEC as "High" (3.80).

Relevance of Curriculum. The BEC as a whole is "High" (3.84).

The administrators and teachers are "Highly Competent" in using varied methods/approaches/strategies in imparting knowledge, skills and attitudes to the pupils.

Adequacy of equipment and instructional materials. They are assessed as "fairly adequate" (2.86)."

Problems encountered. "Moderately pressing" (2.86)

Performance of the administrator-respondents. The overall mean rating was 8.46 with "very satisfactory" as a descriptive rating.

Performance of the Teacher-respondents. The overall mean rating was 8.22 with "very satisfactory" as a descriptive rating.

The pupils' achievement was "Very Satisfactory" level with an overall mean rating of 85.68.

There was a significant relationship between the pupils' achievement and the attainment of goals and objectives ($r=.046$), competence in the use of teaching methods/approaches/strategies ($r=.058$) and teachers' performance ($r.041$).

Among the activities undertaken to implement the BEC, Seminar (1400 or 57.8%) shows the first rank while action research (26 or 1.1%) obtained the last rank.

Some problems were identified in the implementation namely: lack of trainings management and leadership to the administrators, only few teachers pursued graduate studies, giving of teaching assignment to teacher were not suited to their area of specialization although some teachers in the elementary are generalist, and lack of teachers' training and insufficient supply of equipment and instructional materials.

Key Words: Basic, Education, Curriculum

INTRODUCTION

An overcrowded curriculum can hinder or delay the development of lifelong learning skills as coverage of the subject matter tends to take priority over in-depth learning.

The curriculum serves as the core of educational efforts where the field draws a wide range of thinking about the complex, interrelated, and interacting phenomena that it involves. Every educational system is ultimately assessed in terms of curriculum or curricula. When a system's values are challenged, its goals criticized on its subject offerings praised or condemned, it is the curriculum that occupies center stage. As Garcia (1973) has said:

"The curriculum is the heart of education. It is "life sources" which to a significant extent determines the success or failure of an educational system. It is thus not surprising that both educator and layman dwell on issues which revolve around the curriculum whenever they stop on where the educational system is headed."

The Dep Ed curriculum stands on the conviction that functional literacy in its comprehensive meaning is the ability that is most essential for learning in this new world. Filipino learners who attain functional literacy will have acquired sufficient self-discipline, which can lead to sustainable accomplishments with our people innate adaptability to change. Filipino learners can do self-regulated learning, and with enough motivation, they on their own can seek sources of knowledge, read instructional materials, and conduct explorations on other subject matters or topics that interest them.

The curriculum aims empowering the Filipino learner to be capable of self-development throughout one's life and to be patriotic, benevolent, ecologically aware, and Godly. This overall aim entails the acquisition of life skills, a reflective understanding and internalization of principles and values, and the development of the person's multiple intelligences. Thus in the restructured curriculum, training in life skills, the identification and analysis of values, and the recognition of multiple intelligences permeate all the learning areas.

The design of the curriculum is based on the principle that there are two main sources of reliable and meaningful knowledge for contemporary basic education: expert systems of knowledge and the learner's experience in his/her context. The curriculum has been

restructured so that these two main sources will interact with one another reciprocally, and in this sense, the restructured curriculum is an interactive one.

This curriculum promotes more mutual interaction between students and teachers, between students themselves (collaborative learning), between students and multi-media sources, and between teachers of different disciplines. Also, what makes this curriculum interactive is the use of information technology and greater emphasis on computer literacy in all learning areas in every area in every school where equipment is available.

The task of curriculum development is never-ending, dynamic, and enormous task. It is a cycle that starts with curriculum planning, and moves on to curriculum development, curriculum implementation, and curriculum evaluation.

The ideal teacher for the interactive curriculum is not the authoritarian instructor but the trustworthy facilitator or manager of the learning process. She is not somebody on whom learners always lean but somebody who gradually rids them of the tendency to lean. She enables learners to become active constructors of knowledge and not passive recipients of information.

STATEMENT OF PROBLEM

This study assessed the Basic Education Curriculum in the Division of Ilocos Sur, Philippines. Specifically, the study answered the following:

1. What is the profile of the school administrators and teachers in the public elementary schools in terms of the following:

A. Administrator-Related Factors

1. position,
2. length of teaching service,
3. length of administrative experience,
4. monthly salary,
5. number of management trainings attended,
6. number of awards/recognition received; and
7. membership in organization?

B. Teacher-Related Factors

1. age,
2. sex,
3. civil status,
4. educational attainment,

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5. area of specialization,
 6. no. of years teaching area of specialization,
 7. position,
 8. monthly salary,
 9. length of service; and
 10. trainings attended on BEC?
2. What is the status of the Basic Education Curriculum in the Division of Ilocos Sur along the following:
- a. goals and objectives,
 - b. relevance of the curriculum,
 - c. competence in the use of teaching methods/approaches/strategies
 - d. adequacy of equipment and instructional materials,
 - e. problems encountered,
 - f. administrators' performance; and
 - g. teachers' performance?
3. What is the level of pupils' achievement in the public elementary schools in the division of Ilocos Sur?
4. Is there a significant relationship between the pupils' achievement and the following factors:
- a. administrator-related factors; and
 - b. teacher-related factors?
5. Is there a significant relationship between the pupils' achievement and the status of the Basic Education Curriculum?
6. What r topics that are the activities undertaken to implement the Basic Education Curriculum?

Conceptual Framework



The research paradigm as shown revolves on the appraisal of the status of the BEC in the Division of Ilocos Sur along the attainment of goals and objectives, relevance of the curriculum, competence in the use of teaching methods/approaches/strategies, adequacy of equipment of instructional materials, problems

encountered, administrators' performance, and teachers' performance. It was posited in the study that the pupils' achievement is related to the status of the BEC.

Related Literature

Republic Act 9155 otherwise known as the Governance of the Basic Education Act of 2001 mandated for the Restructured Basic Education Curriculum Reform 2002 translating subjects and activities of what in point are relevant and quality education as it shall promote holistic growth of pupils, enabling them to acquire the core competencies and to develop the proper values and attitudes.

The Governance of Basic Education Act of 2001 provides the general goal of basic education: to develop the Filipino learners by providing them basic competencies in literacy and numeracy, critical thinking and learning skills, and desirable values to become caring, self-reliant, productive, socially aware, patriotic, and responsible citizens.

As cited by de Jesus (2004) basic education can transform the Philippines into a great nation and that education can be a great equalizer by creating opportunity developing skills, and building competence and capability for the school children.

Lockheed and Levin (1991) the teachers who are the key curriculum planners, should exert more effort to implement the intended curriculum adequately, to develop/use innovative instructional materials, to maximize the use of increase learning time and to get actively involved in developing effective teaching process.

Lardizabal (1988) suggested that method is good if it utilizes the principle of "learning by doing". Since one learns through self-activity, provision should be made for direct experiencing. Activities should be planned so as to give children opportunities for doing, reacting and undergoing.

According to Quibol (1983) the major problem in the implementation of the program is limited budget and supplies of instruction as revealed by the teacher respondents.

Barcena (1982) as mentioned by Apolinar, expressed his ideas on the importance of materials and equipment. He avers that materials are inputs for more effective learning. Relative to this, learning environment should be

provided with necessary facilities by the school authorities so that quality education may be achieved. Teachers find difficulty in laboratory classes due to inadequacy of supplies, materials and equipment needed in teaching different units.

Bandas (1985) made on the study on the implementation of the New Elementary School Curriculum (NESC) in the Division of Mountain Province. She found out that the most pressing problems in elementary were lack of workbooks, textbooks, teaching aids and devices, facilities and equipment, preparing appropriate and adequate development activities congruent with lesson objectives, infusing values in every lesson and using mastery learning approach in all learning areas.

On the other hand, Gado (2003) pointed some problems affecting the implementation of the BEC were "fairly serious" which means that teachers have to be trained more and that instructional manuals should be made available for the teachers to use.

Gregorio (1967) pointed out ten methods namely, 1) Presentation, 2) Demonstration, 3) Reading 4) Drama 5) Discussion 6) Cases 7) Graphics 8) Playlikes 9) Gaming 10) Learner's Directed Inquiry

According to Anders as mentioned by Barcena (1982), audio-visual materials re educational aids that work primarily through the senses especially hearing and seeing. Visual aids include display boards, models, and mock-ups, overhead transparencies, photographs, drawings and slides. The findings of Anders was further supported by Mangkarotai (1986) for he recommended that "tools and equipment in teaching the subject should be provided and to have more for actual use." Hands on activities will further visualize and conceptualize abstract ideas which are believed to be more effective in imparting the lessons. Pupils get fascinated with the tools when they themselves experience manipulating.

Equipment and materials, according to Ainley (1987) constitute an important element of the physical environment for teaching. Two views were advance by Ainley concerning two ways to which physical influence pupil learning; (1) changes in the physical environment could change behavior by removing impediments to activities which are considered desirable but not feasible; (2) changes in the physical environment

could cause changes by suggesting possibilities which have not been previously imagined.

Corey and Dale (1984) give emphasis on the teacher's decision on audio-visual materials for instruction. According to them, teachers are right to be concerned about having ready access rich and varied collections for instructional materials, equipment and services. They understand how much resources influence both the nature and quality of their student's work.

Gapate (2004) revealed in her study that the problems encountered were "slightly serious" on the lack of materials, lack of references or supplementary materials, and teachers' indifference.

In Garcia's (1984) study, the findings showed that almost all the school administrators and the teachers have expressed favourable opinions on the administrative practices of "rating the performance of teachers" and setting goals and objectives of the school with the participation of teachers, pupils and parents. On the planning function, school administrators have appraised all the teachers, "Very satisfactory." On the organizing function, both school administrators and teachers have appraised almost all the teachers as "Very Satisfactory." There is a substantial disagreement between the appraisal of the school administrators and teachers on the administrative practices. There were favorable opinions on the item regarding the planning and evaluating functions.

Umali (1990) conducted a study on "Leadership Styles and Selected Factors in the Work Environment: Inputs to a Human Resource Development Program," and concluded that the Secondary School Administrators of Pampanga have their best performance on the component in planning and organizing work followed by the component on community relations. Their lowest performance score is on the components and accuracy in submitting reports.

Fernandez (1989) claimed that teachers are the pillars of the educational system. He further expressed that the quality of teachers determines the standard of the school. Along this line, teachers should always be updated with the educational innovations to maintain if not reach for the better in their performance, instructional skills, and classroom management.

Camacho (1995) demanded that educational institutions as organizations can be effective if its teachers as members of the

organization are to perform toward the achievement of the institutional goal. Teacher's performance therefore, demands evaluation.

Reotutar (1996) stressed that staff development in the school setting implies a program for promoting the professional and personal growth of staff members so that they can improve the teaching learning opportunities for students. A wide variety development programs is provided by different schools.

Esmena (1991) recommended for the school administrators to guarantee fair assessment of their teacher's performance by constantly motivating them, and should their strategies adoptive to present situation and their self-development in their profession.

Doctor (1991) in her master's thesis has the following recommendations as far as teacher's performance is concerned.

- Continuous in-service education program should be implemented to sustain the teacher's teaching effectiveness. These two were rated average only should be encouraged to grow professionally to improve themselves.

- The criteria used in teaching teacher's teaching effectiveness should be discussed fully within the administrators, teachers and students so that they will a common frame of reference.

- The guidelines in the use of Performance Appraisal System for Teachers should be reviewed and the entire educational sectors should be involved by asking feedbacks from the field.

- Teachers should utilize varied and appropriate teaching strategies to improve student's academic performance they should identify student's strengths and weaknesses in their particular subjects and be flexible in their methods and style.

Maquizo (1984) discussed that administration and supervision of teachers, the school plant, and such other activities that are related to curriculum making and student development.

In a study conducted by Bernardez (1983) on the "Management Practices of Secondary School Principals in Cabanatuan City as viewed by Teachers and Administrators themselves and their Implications to Administration and Supervision," the following were revealed:

1. The Secondary School Principals were comparatively middle aged and mostly women.
2. Age, sex, civil status and supervising experiences do not influence the management practices of principals.
3. The management practices of the principals in either the public and private schools do not vary.

As a result of the study of Refuerzo (1985) the teacher has always been expected to prepare the young people to become useful, upright and active citizen in the community. His study conformed on the mission-vision of the Basic Education Curriculum.

In the study of Dulay (1991) she found out that educational qualifications and age were very important factors in affecting the preparation of the teachers. It also found out that educational qualifications of teachers had a highly significant relationship with overall implementation.

Permpol (1985) stated that faculty who had been in the service, became better teachers because of their rich accumulated experience in the subject matter.

Biquero (1978) stated in her study that ateacher was expected to grow with his years in the teaching service; experience, exposure, idea sharing with other teachers, knowledge and skills gained and in-service trainings. Suggestions given by the schools officials contributed to the upgrading of his/her competence in teaching.

Menguito (1993) conducted a study to determine the relationship of educational attainment to successful performance. She found out that those who had higher education tend to be more effective than those who had lower educational attainment.

Arellano (1995) stressed that what students are good, competent, professional and dedicated educators and not teachers who in their experience in the academic community, have become ineffective, bore teachers who blame students to cover up in their inefficiency. Students likewise do not need teachers who, in their own domestic environment, are not loved and cared for, resulting in tyrants in classes who in belittle and insult students openly.

Alkin (1971) as cited by Duro states that product phase of evaluation determines whether or not the objectives have been attained. This phase often includes analysis of strengths and weaknesses with recommendations for future modifications if appropriate product evaluation is also often extended to assess terms effects, its main objective being ascertain the extent to

which the program has met the needs of the group it is intended to serve.

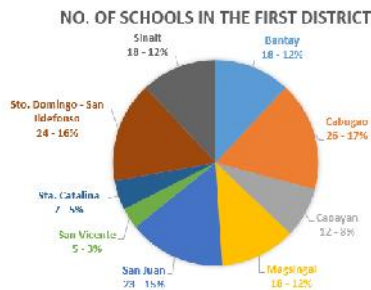
Methodology

This section presented the research design, sources of data, population, scoring and statistical analysis of the data that gathered in the study.

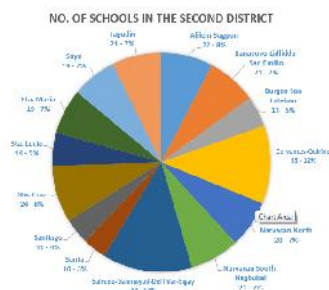
Research design. This study employed the descriptive-correlational method of research.

Population. Total enumeration of the 358 administrators and 2,516 teachers in the first and second Congressional Districts of Ilocos Sur were used as respondents of the study.

DISTRIBUTION OF RESPONDENTS BY DISTRICTS AND SCHOOLS



DISTRIBUTION OF RESPONDENTS BY DISTRICTS AND SCHOOLS



Data Gathering Instrument. The questionnaire served as the principal means of collecting data. It was administered to the administrators and elementary teachers in the Division of Ilocos Sur.

Data Gathering Procedure. Before the administration of the questionnaire, a letter request was sent to the Schools Division Superintendent of Ilocos Sur asking permission to allow the researcher to conduct his study in the elementary schools in the division. Immediately after the approval of his request, he administered the questionnaire to the respondents. Actual collection of data followed and retrieval of questionnaire was done.

The researcher conducted documentary analysis. Data on administrator’s performance, teachers’ performance and pupils’ academic result were gathered through the record of the school submitted to the Department of Education, Division of Ilocos Sur.

Statistical Treatment of Data. All collected data were properly tabulated and analyzed using:

1. Frequency and percentage were used to determine the number of responses or to establish the distribution of schools along teacher and administrator-related factors.
2. Mean was utilized to describe the status of the BEC.
3. Simple Correlation Analysis was utilized to determine the relationship between the pupils’ academic achievement and the following factors: administrator-related factors and teacher-related factors and the relationship between the pupils’ achievement and the status of the BEC.

Result and Discussion

1. Assessment of the Basic Education Curriculum along the following: Goals and Objectives

The goals and objectives of the BEC were achieved at a High Level. This based on the computed overall mean rating of 3.80. As a whole, among the goals and objectives of the program, the 4th objective “To teach basic health knowledge and the formation of desirable health habits and practices” obtained the highest mean (4.01) while the 7th objective “To develop critical and creative thinking through responsible judgment on current issues and concerns” garnered the lowest mean (3.61). The findings suggest that the administrators and teachers should well improve teaching competency level along critical thinking not from textbooks alone but from practical experiences which may help integrate concepts to daily living and process relevant knowledge, skills and attitudes.

Relevance of the Curriculum

The curriculum of the BEC as a whole, is implemented at a “High” level. Item 3 “Objectives are geared towards acquisition of knowledge, skills and attitudes” (3.93) has the highest mean rating, while item 5 “The pupils have sufficient activities for mastery of both contents and skills” (3.74) got the lowest mean. The BEC aims to

provide pupils' activities in order to arouse their interest to learn and to acquire knowledge, skills, and values, therefore, the curriculum maximizes in the learning activities of the pupils.

This is the consistent concept of Lockheed and Levin (1991) that the teachers are the key curriculum planners, should exert more effort to implement the intended curriculum adequately, to develop/use innovative instructional materials, to maximize the use of increase learning time and to get actively involved in developing effective teaching practices.

Competence in the use of teaching methods/approaches/strategies

The administrators and teachers competence in the use of teaching methods/approaches/strategies was evaluated as "High" with a mean rating of 3.41. This finding is similar to Gapate (2004) that the teachers' competencies in the use of teaching methods/approaches/strategies was evaluated as "High" with a mean of 3.99. Reading, Presentation Method and Demonstration Method are most commonly and competently used by the administrators and teachers for they are rated "Highly Implemented" as supported by mean ratings of 3.75, 3.73, and 3.72, respectively. On the other hand, the following methods/approaches/strategies used at a "Moderately Competent" level: Drama, and Data Retrieval Chart have the same mean ratings of (3.13), followed by Cases (3.11). Fieldtrips got the lowest mean (2.84) which is similar with Manzano's findings (2003) that fieldtrips as a method of teaching got the lowest mean rating of 2.94 still described as "Sometimes used". Therefore, this implies that the administrators and teachers were efficient in their execution of suggested methods/ approaches/ strategies that helped improve pupils' performance. Based on their means, although at a "Highly Competent" level could still be improved through the provision of adequate instructional materials and funds or resources.

Adequacy of Equipment and Instructional Materials

Equipment and instructional materials in teaching subjects are assessed "Fair" (2.76). Among the equipment and instructional materials

mentioned of the highest mean are items 5 and 6, "Pictures and Flashcards with mean ratings of 3.91. These flashcards and pictures are commonly used as they can be made easily utilizing their personal resources. The item with lowest mean rating of 1.81 describes as "Poorly Inadequate" is item 16, "Overhead projector". This gadget is available in the district offices only and is used during seminars. This finding contradicts Lazo's findings (2003) that the overhead projector is very common equipment in the schools. The findings imply that most of the schools in the Division of Ilocos Sur have met the minimum requirements prescribed by the Dep Ed on the equipment and instructional materials. Although some of the items were "Poorly Inadequate". There is a need therefore to look for some means to provide adequate teaching materials to enhance higher level of attainment of the objectives of the program.

Problems encountered

The administrators and teachers find the problems they encounter "Moderately Pressing" (2.86). Moderately serious problems are: inadequate prototype lesson plans, poor ventilation and lighting of the classrooms, lack of time in preparing the activities, difficulty in fusing values in every content lessons, inadequate supply of equipment and facilities, limited knowledge in BEC. Pressing problems along the line include: lack of reference or supplementary books, lack of workbooks and inadequate Audio-Visual Arts. Instructional materials are main hindrances of the full implementation of the BEC. According to Gregorio (1974) as cited by Manzano (2003), effective teaching requires a rich environment and instructional materials and devices. Instructional materials and devices will challenge the attention of the learners, stimulate thinking and facilitate understanding which makes learning more meaningful.

Level of Pupils' Achievement in the Division of Ilocos Sur

The elementary pupils in the Division of Ilocos Sur have "Very Satisfactory" level of achievement. In the first congressional district, District no 3 (Caoayan District) earned the highest achievement score of 87.88, District No. 6 (San Vicente) second with achievement score of 87.17 and District No. 2 (Cabugao District) third with achievement score of 86.23. Caoayan

District had the highest achievement score and again rated high in the status of the BEC. Therefore, the status of the BEC is greater effect the achievement scores of the pupils. District No.4 (Magsingal District) got the lowest achievement score of 83.66. However, all the districts rated "Very Satisfactory" in their pupils' achievement.

In the 2nd Congressional District, District No. 5 (Narvacan North District) obtained the highest achievement score of 86.89, District No. 12 (Sta. Maria District) with the second achievement score of 86.65, and District No 11 (Sta Lucia District) is the third with achievement score of 86.55. Unfortunately, District No. 2 (Banayoyo- Lidlidda-San Emilio District) garnered the lowest achievement score of 83.91. All the districts in the second congressional district are "Very Satisfactory". It shows that pupils in the upland school did not show good performance in their achievement. This is an indication that the farther the schools, the tendency that pupils will perform slow because of lack in disseminating information.

Activities undertaken to implement the BEC

Seminars (1400 or 57.8%) got the highest rank, followed by workshops (250 or 10.3%) and trainings (202 or 8.3%) respectively. The findings agree with the observation that these activities are essentially enhancement used by the teaching skills, strategies and other related programs and commonly used by teachers which are contributory to the improvement of quality education in the public elementary schools. Action research (26 or 1.1%) ranked at the bottom. This finding implies that this is not so much utilized in the teaching process and only master teachers are obliged to make action research because it is one of their functions, a great help in finding solution to problem encountered by the learners in the classroom learning. However, classrooms teachers should also conduct action researches for the realization of school objectives or purposes. This implies further that classroom teachers should be trained in conducting action research or other researches.

Findings

1. Status of the BEC

- Goals and Objectives. Both of the administrators and teachers assessed the objectives of the BEC as "High" (3.80).
- Relevance of Curriculum. The BEC as a whole is "High" (3.84).
- Use of Teaching Methods/Approaches/Strategies. The administrators and teachers are "Highly Competent" in using varied methods/approaches/strategies in imparting knowledge, skills and attitudes to the pupils.
- Adequacy of equipment and instructional materials. They are assessed as "fairly adequate" (2.86)."
- Problems encountered. "Moderately pressing" (2.86)
- Performance of the administrator-respondents. The overall mean rating was 8.46 with "very satisfactory" as a descriptive rating.
- Performance of the Teacher-respondents. The overall mean rating was 8.22 with "very satisfactory" as a descriptive rating.

2. Level of Pupils' Achievement

- The pupils' achievement was "Very Satisfactory" level with an overall mean rating of 85.68.

3. Significant relationship between the pupils' achievement and status of BEC

- There was a significant relationship between the pupils' achievement and the attainment of goals and objectives ($r=.046$), competence in the use of teaching methods/approaches/strategies ($r=.058$) and teachers' performance ($r.041$).

4. Activities undertaken to implement the BEC.

- Among the activities undertaken to implement the BEC, Seminars (1400 or 57.8%) shows the first rank while action research (26 or 1.1%) obtained the last rank.

Conclusions

1. The variables assessing the status of the BEC were rated "High" in the attainment of goals and objectives, relevance of the curriculum, and

competence in the use of teaching methods/approaches/strategies. Further findings indicated that adequacy of equipment and instructional materials were found out to be "Fairly adequate", and problems encountered was rated "Moderately pressing". On the other hand, the performance of the administrator-respondents and teacher-respondents were both at a "Very satisfactory" level.

2. The pupils' achievement in the public elementary in Ilocos Sur rated as "Very Satisfactory".

3. There was a significant relationship between the pupils' achievement and the BEC status indicators such as attainment of goals and objectives, competence in the use of teaching methods/approaches/strategies and teachers' performance.

4. There are activities undertaken to implement the BEC accordingly: seminars, workshops, trainings, remedial teaching, remedial reading, cooperative learning, collaborative learning, demonstration teaching, study sessions and action research.

Recommendations

1. Audio-visual equipment and instructional materials should be provided to arouse pupils' interest to learn more. More funds for the purchase of these should be provided. Administrators and teachers should continue to make varied materials that are practical but functional. Conducting popularity contests, raffle draws, and soliciting donations for well-to-do families in the community and from graduates and friends abroad will greatly help.

2. Considering that the administrators and teachers' performance is generally very satisfactory, they should continue working for outstanding performance.

3. Likewise, the pupils' achievement should also be improved towards the outstanding level.

4. More action researches should be conducted by classroom teachers not only by master teachers since they are in the position to feel and observe the pupils' problems, needs, and behavior in the classrooms.

5. It is further recommended that a continuing reassessment on the quality of education in terms of performance and other variables for a higher standard educational system be conducted.

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The Indigenous Peoples’ Inclusivity on “Integration through Education”

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Abstract

Inclusive education in the Philippines played a significant role and fundamental way in creating learning environments that foster educational systems with lifelong learning and economic opportunities especially to students vulnerable to exclusion or at the risk of being marginalized in the school. In Southern Philippines, the Mindanao State University-Iligan Institute of Technology had long been serving as a social laboratory for national unity and integration through its mandated Charter carried along as part of the whole Mindanao State University System. The task embodies significantly the assistance in helping accelerating the program of integration among the peoples of Southern Philippines, particularly the Muslims and other cultural minorities into the mainstream of national life through education. However, the current issues and challenges on inclusive education are highly evident within the institution which led to the questioning of its Charter, particularly among the children of indigenous people or the Lumads’ access to opportunities provided for students in tertiary education.

The research was based on statistical data from school registry, focus group discussions and key informant interviews among administrators, teachers, and students of the institution. Thus, this study attempted to determine the challenges faced by the IPs in terms of gaining access to opportunities in tertiary education and how MSU-IIT responded

to or addressed the issues on inclusive education among the IPs. In addition, this study also dealt with how the socio-economic, ethnic, and cultural profiles of the IPs have affected the System’s goal of “integration through education.”

Keywords: *Indigenous peoples, inclusivity, education, integration, cultural minorities, marginalization*

Introduction

Indigenous students’ inclusivity in tertiary institutions is essential in the fulfilment of “integration”. The extent of the realization of this pressing need, however, is also often overlooked by institutions.

Inclusive education in the Philippines played a significant role and fundamental way in creating learning environments that foster educational systems with lifelong learning and economic opportunities especially to students vulnerable to exclusion or at the risk of being marginalized in the school. In Southern Philippines, the Mindanao State University-Iligan Institute of Technology had long been serving as a social laboratory for national unity and integration through its mandated Charter carried along as part of the whole Mindanao State University System.

The task embodies significantly the assistance in helping accelerating the program of integration among the peoples of Southern Philippines, particularly the Muslims and other cultural minorities into the mainstream of national life through education. However, the current issues and challenges on inclusive education are highly evident within the institution which led to the questioning of its Charter, particularly among the children of indigenous people or the Lumads’ access to opportunities provided for students in tertiary education.

The Mindanao State University – Iligan Institute of Technology is non-secular, non-sectarian academic institution, it does not discriminate potential students based on their religious affiliation and ethnicity. MSU-IIT, as part of the MSU System, follows the MSU Charter to do the following: (1) Perform the traditional functions of a university, namely: instruction, research and extension service; (2) Provide trained manpower skills and technical know-how for the economic development of the Mindanao, Sulu, and Palawan (MINSUPALA), and; (3) Help accelerate the program of integration among the peoples of Southern Philippines, particularly, the Muslims and other cultural minorities (History 3 Reference Material, 2014).

In fact, the mission statement of the University says,

“Committed to the attainment of peace and sustainable development in the MINSUPALA region, the MSU System will set the standards of excellence in science, arts, technology, and other fields; accelerate the economic, cultural, socio-political, and agro-industrial development of the Muslim and other cultural groups, thereby facilitating their integration into the national community, preserve and promote cultural heritage of the region and conserve its natural resources; and infuse moral and spiritual values. For collaborative efforts, for diplomatic relations, and for international recognition as a leading institution of higher learning, the MSU System will pursue vigorously linkages with foreign agencies.”

Moreover, in its vital mandate, the “1954 Congressional Committee conceptualized the Mindanao State University as a social laboratory for national integration...it is the only university (in the country) directly charged by the government to advance the cause of national unity and actively

pursue integration through education” (History 3 Reference Material, 2014).

Statement of the problem

This study attempts to determine the challenges faced by the IPs in terms of gaining access to opportunities in tertiary education and how MSU-IIT responded to or addressed the issues on inclusive education among the IPs. In addition, this study also dealt with how the socio-economic, ethnic, and cultural profile of the IPs has affected the System’s goal of “integration through education.”

Hence, this paper aims to determine and assess the Mindanao State University – Iligan Institute of Technology’s extent of inclusivity of the indigenous people, as part of the considered cultural minorities, in realization and attainment of the Charter’s mandate.

Significance of the study

The plight of cultural minorities and indigenous communities for their equal recognition and self-determination in the Philippines has been a pressing concern. In response to this predicament, the government has taken its step through passing the responsibility to academic institutions since it is the avenue of conglomeration of diverse ethnicities. In fact, the mere creation of the Mindanao State University System is anchored on “integration through education”.

Hence, this study will reflect the University’s attainment of the Charter’s mandate. Whether or not the mandate has been responded accordingly, it will be indicative of the gravity of action needed. The University will take its cue on the gaps to be bridged for the full execution of the mandate.

Methodology

The study is descriptive in nature. Data collection is based on statistical data from school registry, focus group discussions and key informant interviews among administrators, teachers, and students of the institution within the Mindanao State University – Iligan Institute of Technology premises.

The respondents of the study are selected through non-probability sampling, specifically the purposive sampling method. The researchers treated and organized the data in a descriptive and narrative form. After presenting and discussing the data, the findings were summarized and conclusions were drawn in accordance to the theoretical framework. From the analyses of data and the conclusions that were made, recommendations were formulated.

Furthermore, this study took into account ethical considerations in the course of the research. The researchers practiced the five basic ethical principles which are the avoidance of harm, avoidance of deception, respect to privacy, the practice of confidentiality and the notion of informed consent towards the respondent. In addition, the researchers guaranteed confidentiality of privileged information that were given by the respondents, and provided assurance that the information obtained will be used only for the purposes of this study.

Locale of the Study

This study was conducted at the Mindanao State University – Iligan Institute of Technology, a University in Iligan City, province of Lanao del Norte, Northern Mindanao. With an average student population of not less than 12,000 per

semester, the University caters to all the students within the country.

Institute Vision

A world-class institution of higher learning renowned for its excellence in Science and Technology and for its commitment to the holistic development of the individual and society.

Institute Mission

To provide quality education for the industrial and socio-economic development of Mindanao with its diverse cultures through relevant programs in instruction, research, extension, and community involvement.

Theoretical Framework

Originally, the concept of inclusion revolves around the common assumption of a restricted education intended to people with disabilities and learning difficulties. During the 19th century, forerunners of special education consistently argued for and facilitated the development of provision for children and young people who were excluded from the mainstream education. In the later years, governments and other institutions presumed responsibility for such provision. The twentieth century education saw the advent and development of its certain special field, special schools, and quite a few institutions that effectively addressed the norm for students with disabilities and learning difficulties. Moreover, the segregated education of children, as most scholars and educators consider it be, according to their difficulties was seen as essential because they were deemed to be incapable of benefiting from ordinary

methods of instruction (Winter and O'Raw, 2010).

Historically, this was also evidently reinforced by the medical model of disability which views the barriers to learning as being within the child such as the advances of psychometrics or the science of measuring the mental capacities and processes. This segregated approach largely went unchallenged for many years. As the field of special education expanded, it became the received and unquestioned wisdom that separate provision was the appropriate and most effective option for meeting the needs of a minority of children while safeguarding the efficient education of the majority (Winter and O'Raw, 2010).

The drive for inclusive education in the Philippines has been advocated not only by the basic education but also by the higher education. These streams from the government laws and policies from the constitution, Republic Acts (RA) 7277 otherwise known as Magna Carta for Disabled Persons and its Implementing Rules and Regulations, and 9442 also known as An act amending the RA 7277) and Department of Education (DepED) and Commission on Higher Education (CHED) memoranda pertaining student with disabilities (Lartec, Bustos, Carpio, Casiano, De Guzman, and Tongyofen, 2015). Moreover, in the 1987 Philippine Constitution, Art. IV, Section 2, mandates the state to encourage non-formal, informal and indigenous learning systems as well as learning independent and out of school youth study programs and to provide adult citizens, the disabled and OSY with training on civics, vocational efficiency and other skills.

Respectively, this paradigm shift on the special needs on education is influenced by and a result of the Salamanca

Declaration in 1994 at the World Congress. As one of the participating countries, Philippines aims to promote the objective of the Education for All by considering the fundamental policy shift required to promote the approach of inclusive education particularly by enabling schools to serve all children including those with special needs (UNESCO, 1994). Therefore, there is an essential mechanism for any institution to lead the idea or to embrace the philosophy of inclusion by learning the theories and principles behind inclusive education with teacher education institution in the forefront. Teacher education plays a very significant role in instilling these principles to the would-be teachers because if they have a positive attitude, they are willing to provide accommodations to students with special needs (Baker, Boland, & Nowik, 2012) and if they radiate positive attitude, it would lead to its successful implementation (Burke & Sutherland, 2004; Avramidis & Norwich, 2002).

As an example in the Philippines, Saint Louis University's School of Teacher Education (SLU- STE) in Baguio City deals greatly on inclusive education by integrating a 3-unit subject entitled "Inclusive Education" in the curriculum of the pre-service education. This subject has been offered since 2002 every second semester in the first year level. The subject mainly discusses the principles of inclusive education, values such as accepting and valuing differences, understanding disabilities, and teaching and administrative strategies to integrate inclusion in the classrooms and in the schools (Lartec, Bustos, Carpio, Casiano, De Guzman, and Tongyofen, 2015).

The insufficiency of related studies made the researchers to utilize the work of Dr Eileen Winter and Mr Paul O'Raw (2012) entitled Literature Review of the Principles

and Practices relating to Inclusive Education for Children with Special Educational Needs, that entails a summary of existing literature on inclusion, current definitions of inclusion and a collation of the main principles and practices involved in inclusive education.

The differences and the confusion between integration (mainstreaming/incorporation of students with special needs in schools) and inclusion (essentially means that the school adapts to the child to facilitate personalized learning opportunities for all students). Adapt frameworks to various excluded groups (especially rural populations, girls, and students with special needs). Language as a factor related to the lack of access to education and to dropouts (lack of support for minority languages, indigenous and migrants).

Primarily, in the context of indigenous peoples' challenges of inclusivity on integration, this study was delineated from the seven principles of inclusive education pedagogy by Tanenbaum (2016), a secular, non-sectarian nonprofit organization that promotes mutual respect with practical programs that bridge religious difference and combat prejudice in schools, workplaces, health care settings and areas of armed conflict. These principles include the following salient points: (1) teaching all students; (2) exploring multiple identities; (3) preventing prejudice; (4) promoting social justice; (5) choosing appropriate materials; (6) teaching and learning about cultures and religions; and (7) adapting and integrating lessons appropriately. The researchers

highly underscore the context of inclusion on tertiary level and education especially in the case of Mindanao State University-Iligan Institute of Technology, Iligan City, contrary to the universal notion envisioned upon students with disabilities and learning difficulties. In line with the indigenous students' experience, they tend to be overtly excluded in schools or even universities for some certain economic and socio-cultural aspects such as the accessibility to the school, financial constraints, lack of local government's initiatives and programs, and even their doubt and anxieties to become a part of a larger mainstream society which underlies the very issue on integration in Southern Philippines. The above mentioned principles cover the paradigm of the indigenous students' challenges vis-à-vis their growing impetus in search for education as a basic necessity.

Accordingly, first of which highlighted the concept of exploring multiple identities through building confidence and affirming identity for indigenous students support their learning, integration, and ethos preservation. Generally, students who are excited about themselves and other people, and who are inquisitive about the world around them will more easily learn to be compassionate and understanding of people who are different from them. They are less likely to hold negative feelings about others, if they are comfortable with themselves and also with those who are different. Perhaps, this is the blatant enigma among indigenous students that are long been considered a fragment of the marginalized cultural population of Southern Philippines in their very own locality and much more likely, in an educational institution dominated by Christian and Muslim entities. Also, Tanenbaum (2016) asserted in the aspect of preventing prejudice that people are obviously influenced by the legacy of

institutionalized inequalities that permeate history as well as the stereotyped ideas and images encountered every day. As to the general population, the best scholarly and genuine approach to address preconceived stereotypes and to prevent them from escalating into feelings of prejudice and bias is to create awareness through education integration. This can be done by discussing students' stereotypes in both large and small groups and in the long term, would create student awareness of stereotyped beliefs and inequality.

According to Tanenbaum (2016), schools or universities must cater and teach students, regardless of ethnic and religious differences, explicitly about histories of unfairness, or institutionalized inequality. In relation to the indigenous' experiences, Christian and Muslim students should be guided to a humble understanding that institutionalized inequality is not everybody's fault, but that it is everybody's responsibility to become aware, and to create fair and equitable learning communities. It is imperative to discuss all of the student's feelings and attitudes to accept prejudicial behaviors or feelings that should be assessed in the long process. Educational institutions like Mindanao State University-Iligan Institute of Technology (MSU-IIT) should also cultivate a productive atmosphere of trust, examination and responsibility rather than one of guilt to promote the culture of peace, dialogue and integration in Southern Philippines. Educational institutions must set clear boundaries and rules about behaviors that are based on prejudices, such as teasing, bullying or excluding as well as goals for an anti-racist, anti-sexist, anti-biased classroom or learning community. In the context of indigenous peoples' circumstances, institutions should work explicitly with students to create ways to recognize and

interrupt discriminatory or biased language and acts.

Academic institutions should essentially help people to identify prejudicial behaviors as commonly conceived in a heterogeneous society. The common people tend to put others, places and things into categories to contextualize them in relationship to their selves. But respectively, placing a value on people means that is less than the value we place on ourselves, and thus, people are susceptible to treat others in an unfair manner. Particularly, in the academe, one should not be afraid to talk about stereotypes. Train students to discern fact from fiction, especially when it comes to stereotypes. If a student makes a statement or uses words that are prejudiced or are based on a stereotype, the academe or teacher should address the situation by asking questions about the information source, asking whether there are other points of view on the stereotype, provide concrete information that will enable students to rethink their stereotypes based on new information.

Young people are good judges of what is or is not fair. It is vital in talking to students about issues of fairness, and of justice or injustice in terms of equality especially in the perspectives of indigenous people and with this, several education institutions were encouraged to make comparisons (Tanenbaum, 2016). This would definitely help the academe to compare situations of injustice in their own lives to larger social issues. For some students, their experiences of injustice are directly linked to larger social issues, such as access to equitable education, immigration rights and civic neglect of urban environments. Hence, these larger social issues will be regarded as "new" ideas with which to grapple.

In parallel, the MSU System promote dialogues and provide grounds that would help students develop empathy and awareness within the broader community and develop a worldview through the encouragement of students to explore their perspective on issues within and outside their immediate communities and their relationship to the larger world. History 3, The History of Filipino Muslims and Indigenous Peoples of MinSuPala is a pedagogical medium for the integration of indigenous perspectives and experiences would be the application of critical thinking skills in discussing challenges of mainstream integration. General students should explore why they think what they think and examine where they got their opinions. There is a must for any educational institution to assist students in activities to gain accurate information or to see other perspectives through exploring power dynamics among the people in Mindanao and in the society. It would entail questions on students if every view has been represented in a given situation. This would serve as a catalyst to explore how they define “power,” who has power, who doesn’t, and examine issues of access to power that evidently undermine the situation of the indigenous people in Mindanao.

The encouragement of an academic institution particularly on its constituents and students to develop a sense of civic responsibility also plays a major significant role in creating grounds for the culture of understanding and integration among the people of Southern Philippines. The use of academic learning to encourage students understand their unique roles in society and the contributions that they can make. Institutions on the other hand should stipulate role models by introducing to students the other civic organizations and grass root communities who have created social change. With this, the full integration

of social justice perspective into all content areas can be addressed continuously in many different contextualization such as drawing the attention to a character's behavior in a book or in a math problem that compares the resources of one city with another. In terms of service learning and action planning, indigenous students should get involve in taking social justice issues into their own hands. Service opportunities can help them feel empowered to address issues of inequity in their own communities. The educational institutions might as well help them develop concrete projects and programs that are achievable and relevant in their own communities. On the other hand, the institutions’ general students should be guided in critically examining the mistaken assumptions of taking on the role of “rescuer” in humanitarian aid/“charity work. Hence, it is imperative for students to engage their voices and viewpoints of the communities with which the service learning is taking place.

And lastly, it is important that academic institutions and students learn about other cultures and religions in a positive and comfortable manner. This includes learning about the cultural and religious differences among their peers – as well as other cultures and religions that are more remote from their experiences. General people as well as students should value the opportunities of asking questions. The encouragement to think about how to ask respectful questions of each other and to practice doing so will underline the appropriate ways on inquiries of identity, religion, culture and race.

The academic institutions must use positive terms to gain information about others. The essential way for a learning community that hopes to open dialogue starts when people realize they may ask previously silenced questions, they can

become more eager participants in the integration. Emphasis on culture is not a fixed or permanent condition. Society and culture are constantly changing. Languages, religions, rituals, traditions and ways of knowing change over time. People often appear very different now from how they may have appeared in the past. It is important for any academic institutions to recognize the evolving nature of, and the inaccuracies of, previously assumed images. In the context of the academe, it will allow opportunities for students to learn about the ever changing cultures of the world. Complicate this goal through a range of subjects - not just social studies.

There is vast diversity within every cultural group. It may be more helpful for students to grasp the notion of diversity within groups and geographic regions than to try to oversimplify the experiences of a certain people, nation or region. The institutions must see a range of nuanced views and make connections within and between cultures. For example, a generalization such as “Muslim women cover their hair” is not only false, but it does not address the range of beliefs among Muslims about modesty in dress and what that entails. A more helpful discussion may guide people in seeing connections in all religions where people may cover their hair in different instances due to religious requirements and preferences (for example: Amish women, Jewish women, Greek Orthodox women, Sikh men and women, Catholic women, etc.) These discussions require constant attention to nuance and acknowledging the spectrum of practices that spring from the range of ways people interpret their religious teachings and beliefs.

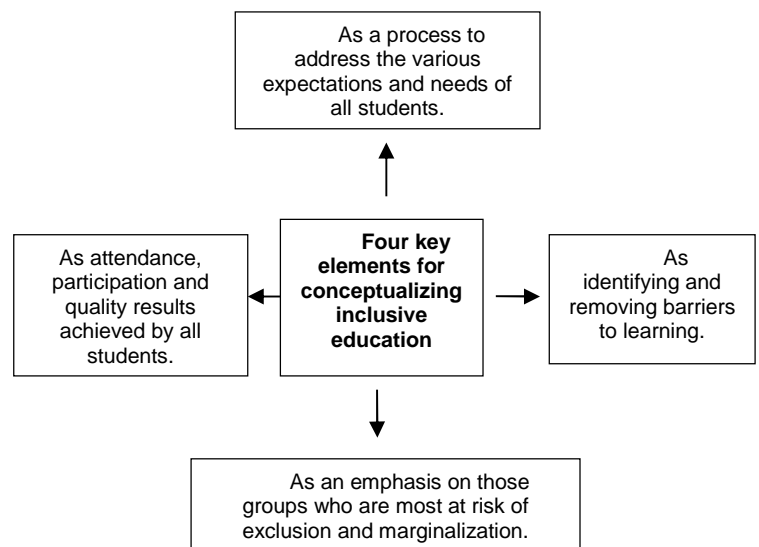
Inclusive education is related to the effort of overcoming barriers that prevent the participation and learning of all children,

regardless of their race, gender, social background, sexuality, disability or attainment in schools (Booth & Ainscow, 1998) and allows these children to socialize with their peers without special needs and actively participate in class activities which help develop their social competence, communication skills, behavior skills, and academic performance (Fisher & Meyer, 2002; Copeland et al., 2004).

Inclusive education does not only focus on the barriers that students face but also, as Booth and Dyssegaard (2008) argue, focuses on the development of cultures, policies and practices in educational systems as well as in educational institutions for them to be able to respond to the diversity of their students and to treat them equally. With this, the responsibility of teachers in creating an environment of meaningful learning where inclusion of students is practiced is deemed important.

Conceptual Framework

Guidelines for inclusion (UNESCO, 2006)



Discussions

In an interview with Jamaloding A. Sayana, a Higaunon student of the Mindanao State University – Iligan Institute of Technology, from Purok Bayanihan, Rogongon, Iligan City, the researchers were able to gather information relevant to the question of the inclusivity of the indigenous students in the Institute.

Sayana and the other 9 graduating students from Rogongon Agricultural High School, took the Mindanao State University – System Admissions and Scholarship Examination for the S.Y. 2015-2016 at the MSU-IIT campus. Out of the 10 SASE takers, only 4 of them passed. According to Sayana, the other 18 students from his batch weren't able to take the exam because of problems in accessibility and financial matters.

It should be noted that Rogongon is a hinterland barangay of Iligan City with a travelling time of 3-4 hours from the city proper. The researchers had a personal experience of going into the barangay for their community extension – 2-hour jeepney ride from the city proper to the center of the barangay and another one or two hour hike to the steep mountains where the school is located. Indeed, the researchers can understand the dilemma Sayana and his classmates faced when he said that one of the primary reasons for their inability to take the exam was because of accessibility.

In addition, besides the non-refundable testing fee of Php250.00, Sayana said that they have to incur a Php240.00 worth of fare in travelling to and from the examination venue. Sayana expressed that with the nature of his parents' work as farmers, to shell out such money is already a challenge.

Here we could see that the inclusivity of indigenous students in education is already confronted with a challenge from the initial phase – the accessibility. Availability of education is given; its accessibility is another thing.

In an interview with Sayana, he was asked of his perception on their state of inclusivity and he answered,

“Wala ma’am, wala man pud mi gi-inform ma’am so wala mi malay ma’am...katong nag-assembly mi sa mini-theater ma’am wala man pud mi nadunggan ma’am.”

“No ma’am, we weren't informed about anything so we weren't aware. During an assembly at the mini-theater, we didn't hear anything, ma’am.”

He then added by expressing his feelings towards their situation,

“Murag usahay ma’am kay maka-ana mi nga “wala lagi mga kauban namo diri?” mawad-an mi ug panlantaw ma’am ba. Pag muanhi na mi sa IIT ma’am, wala mi kaila, upat ra gud mi kabuok magtagbo-tagbo diri ma’am pero usahay pag magtagbom mi, mag-Hinigaunon pud mi ma’am, gusto namo i-preserve among culture ma’am. Kung Bisaya among kauban, mag-Bisaya pud mi.”

“Sometimes we could ask ourselves, “why don't we have any fellows here?” then we lose sight. Every time we come here in IIT, we don't know anyone; there are only four of us [Lumads] here, and sometimes when we see each other, we speak in Higaunon, we want to preserve our culture, ma’am. If we are with Bisayas, we speak Bisaya.”

On a lighter note, the Integrated Performing Arts Guild (IPAG), a resident cultural group of the Institute has made Sayana happy and relieved that an organization is showcasing their culture, he said,

“Kana bitawng sa IPAG ma’am, malipay mi ma’am. Ay, tuara! (clapping his hands) Parehas atong performance nila nga Data

Lakungan ma'am, grabe ug singgit namo ato ma'am kay ayos kaayo sila ma'am. Ang uban kay gikilig ma'am (giggling). Ayos kaayo pagka-perform ma'am. Ipa-audition unta ko sa IPAG ma'am pero wala ko nidayon ma'am kay maulaw man ko."

"The ones performed by IPAG (Integrated Performing Arts Guild), it makes us happy. Oh, there! (claps hands) Like that one performance they did about Datu Lakungan, we were really shouting and giggling all over. It was done beautifully. They actually wanted me to audition for it but I didn't pursue doing so because I'm shy."

When asked about his desire to have their own organization, he fervently said,

"Yes ma'am para pud molutaw among culture ma'am, ma-preserve. Pananglitan kanang sa mga Maranao, MIMSA ma'am, sa mga Christian naa pud silay organization, ang Higaunon kay wala man gyud ba. Wala pud mi nangita ma'am kay abi pud namo ug wala ma'am. Kung naay programa bitaw ma'am kay ang MIMSA, ang mga KASAMA ra ang naay organization diri so abi namo nga walay privileges ug decision ang mga Lumad diri so wala nalang pud mi gasaba-saba ma'am."

"Yes ma'am so that our culture will surface, it will [then] be preserved. Like in the case of Maranaos, they have the MIMSA (MSU-IIT Muslim Students Association), as for the Christians, they also have their organization, while there is none for us, Higaunons. We didn't bother looking for an organization because we thought there's no such existing one. When there's a program, only the MIMSA and KASAMA are present so we thought we didn't have privileges."

He frustratingly added,

"Nahiubos mi ma'am kay kumbaga murag wala bitaw gitan-aw among culture ma'am, wala gi-preserve ba. Murag ang gitutokan ra kay ang mga Maranao ug Bisaya ma'am. Kumbaga, kung minorities ang mga Maranao ma'am unya kay gitutokan man sila diri so murag kami na gyud ang pinaka-ubos bitaw ma'am. Mao na among na-feel ma'am. Murag ubos ra kaayo mi..."

"We were disappointed ma'am because it seems like our culture isn't recognized, it's not preserved. It seems like the only [cultures] looked into are the Maranaos and Bisaya. Say, if the Maranaos are considered the minority but since their culture is focused at, then it will come out like we are the ones on the bottom. That's what we feel – that we are really at the bottom..."

Hence, in order to alleviate the problem and put a solution to their current situation, he expressed his aspiration of an organization for indigenous students,

"Magbuhat ug organization diri ma'am para naay organization ang mga Lumad. Pwede nga madaghan ang mga Lumad diri nga moskwela ma'am kay mang-invite mi nila. Kung makatukod mi ug organization ma'am, ipakita pud namo among ability or talent ma'am isip mga Lumad para dili bitaw mi nila i-ubos ma'am. Kay basin man gud masalipdan mi ma'am ba. Kay kung diri ra man gud sila mag-focus sa mga Maranao ug Bisaya ma'am, so masalipdan gyud mi ma'am. Kung naa mi gusto i-suggest, dili namo ma-suggest."

"An organization for the Lumads should be created. It could be that because of that, many Lumads will come and study here since we will invite them. If we could build an organization, we could show our abilities or talents as Lumad. If they will just focus on the Maranaos and Bisaya, then, definitely, we will be overshadowed. We are afraid that our [ethnolinguistic group] will be overshadowed. If we want to suggest something, we cannot do it [since we don't have an organization as an avenue.]"

Conclusions and Recommendations

After careful analyses of the data gathered, the researchers have points to be laid regarding the inclusivity of indigenous people's inclusivity on "integration through education".

Records from the Department of Student Affairs show that there is no existing indigenous students' organization. This,

alone, could account for the lack of avenue of indigenous students' concerns and programs. This lack of institutional representation manifests their extent of inclusivity in the institute.

It is apparent that the indigenous students' inclusivity through education is already confronted with a challenge in its initial phase – that is, accessibility. Availability of education is already a given, its accessibility is another matter that needs serious attention. The fact that the indigenous students from the hinterland have to travel hours to the examination venue already poses interference to easy access.

The implementation of History 3 – History of the Muslim Filipinos and Indigenous People in the MINSUPALA has served its purpose on educating the students of MSU campuses. While this is a vital action in disseminating information and cultivating corrected histories to the minds of students, what should be penultimate to education is the means of expression through an institutionalized organization. This way, plans and ideas concerning cultural awareness and development could be properly facilitated, effectively mobilized, and efficiently realized.

Hence, the researchers recommend the administration of the Mindanao State University – Iligan Institute of Technology to facilitate the creation of indigenous students' organization. Through this, policies concerning their rights and privileges would be made known to the indigenous students. Also, this will help facilitate the showcasing of culture through cultural displays and exhibits.

Furthermore, the researchers recommend partnerships between various actors and institutions such as stakeholders, collaboration with the civil societies,

international organizations; designing curriculum or policies on equal access to all levels of education. Also, schools should protect and take care of conflict resolutions, offering quality education while respecting diversity, address social inequity, and poverty levels through inter-sectoral policies.

The challenge for educators is to find ways of sharing expertise and provide wider educational opportunities for the full implementation of inclusive education.

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YOUTH ON RESCUE: THE CHILDREN IN CONFLICT WITH THE LAW (CICL) IN NORTHERN MINDANAO, PHILIPPINES

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ABSTRACT

To reform the children in conflict with the law (CICL) and to get the said children back to the social mainstream were the main aims of the Juvenile Justice and Welfare Act of 2006 (Republic Act 9344) in the Philippines. However, in the context of its 10 years of operation, major structural limitations such as inadequate personnel and poor local facilities adversely affect its efficient implementation. Thus, this study tries to examine the profiles of CICLs who are currently under the custody of personnel managing rehabilitation centers in the cities of Northern Mindanao, Philippines and the factors that are responsible for their engagement in crimes and other delinquent acts. Employing mixed methods, findings in the study indicate that these CICLs are mainly males, barely educated, between 13-16 years of age and came from dysfunctional and poor families. Commonly, they were apprehended due to theft and robbery while a substantial number have been charged of heinous crimes like murder, homicide and rape. Although the law protects the CICLs from becoming hardened criminals since they are not detained in penal institutions, this provision has been abused by unscrupulous adults who use children as fronts to do criminal acts like peddling illegal drugs or robbery. The CICLs consequently become recidivists since they are no longer afraid of committing a crime. Absence of parental care and guidance, peer group influence, vices, and poverty are the most common reasons cited for violating the law.

Keywords: Children in Conflict with the Law, Rehabilitation Center, child offender, Juvenile Justice system

INTRODUCTION

Republic Act 9344 in the Philippines otherwise known as "The Juvenile Justice and Welfare Act of 2006" provides the legal definition, institutional support and processes to be undertaken for the protection of Children in Conflict with the Law" (CICL). Section 6 of the same law stipulates that "a child fifteen (15) years of age or under at the time of the commission of the offense shall be exempt from criminal liability". Once the age of the CICL is determined, the child shall be subjected to a community-based intervention program supervised by the local social welfare and development officer, and probably refer the child to a youth care facility or '*Bahay Pag-asa*' (House of Hope) managed by LGUs or licensed and/or accredited NGOs monitored by the Department of Social Welfare and Development (DSWD) (Sec. 20, RA 9344).

The phenomenon of CICL in the Philippines is a social problem that adversely affects the social capital of the county's youth sector. The increasing number of youth offenders is on the rise (Philippines in Figures. 2013). However, it is not only a major concern in the Philippines but also worldwide. For instance, data from the United States indicate the increasing involvement of children younger than age 10 and 18 in the juvenile justice system. The United States was not alone in seeing a dramatic increase in violent crime by juveniles in the 1980s and early 1990s. Many European countries and Canada experienced

increases in their rates of violent crime, particularly among juveniles (The National Academies Press, 2001).

Selected literature on CICL studies in the Philippines show that, on a national scale, CICL have been found to be usually involved in crimes against property, mainly robbery and theft. At the local level, however, the trend in monitored offences is quite different. Data from the Davao City Jail show that the majority of children in detention are involved in cases of chemical and substance abuse (Ancheta-Templa. 2004). Meanwhile, data from the Davao City Social Services and Development Office (CSSDO, 2001) show that rugby and solvent users comprise 38.7% of the reported 472 CICL provided with services. Children involved in curfew violations (32.2%) and in theft and shoplifting (22.6%) turned out to be the most common cases (CSSDO, 2001).

On the other hand, Shoemaker (1994) in his study comparing male and female delinquency using self-report data in a coastal city in the southern Philippines, found out that delinquency is higher among males. Using regression analysis, he was able to point out that peer relations and attitudinal constructs are significantly associated with delinquency. He raised the interest in finding out the family context and to the influence of peer groups, and gender on delinquency, especially among middle-class males.

There are still areas to be explored in light of the implementation of RA 9344 in other regions in the Philippines like Region 10 especially with respect to

the CICL staying in a rehabilitation center for the youth which is named the House of Hope or *Bahay Pag-asa* . Thus, this study intends to examine the profiles of the of the CICL housed in the rehabilitation centers in the region, the family situation of the respondents, the offenses they committed and the reasons for committing them.

Conceptual /Theoretical Framework

Cultural transmission theories posit that crime and delinquency are learned and culturally transmitted through socialization. According to Sutherland, crime and delinquency are learned in interaction with other people, for the most part within intimate primary groups such as families and peer groups (Sutherland and Cressey, 1978, as cited in Sullivan and Thomson, 1991). There are two elements of this learning process. First, people learn the specific techniques for engaging in criminal behaviour. Second, people learn to value criminality more highly than conventional behaviour. By associating with other people who are more likely to learn to view these activities as desirable, the juvenile will learn a rationale why they are preferable to a more conventional way of life. According to cultural transmission theories, learning to be criminal or delinquent involves mechanisms of socialization similar to those associated with learning any social status. If people have close group ties with others who conform to established group values, they are likely to learn to conform to that lifestyle. Those who associate with criminals or delinquent groups are more likely to adapt criminal or delinquent values.

Home conditions are significant factors that account for the proclivity of children to become delinquents. Parental absence will expose the child to the circumstances where necessary example, discipline or affection will complete his or her personal and moral development. The absence of parental control may predispose the child to do habitual uncontrolled impulses. A high prevalence of disrupted families is thought to increase delinquency both by its effects on children and by weakening formal and informal community social controls (The National Academies Press, 2001).. Also, unemployment and poverty in the family may tempt the children to become thefts resulting from the primal urge for food, clothing, and shelter, and from the jealous desire for some of life's luxuries. (Bridges,1927).

This study looks at some aspects of home conditions (marital status of parents, economic means of the family, relationship status of family members) and the associations of the CICL in committing the offense by looking at their profiles; the causes and nature of their delinquent behaviour.

METHODOLOGY

This article is mapped out from the data obtained from the study entitled "An Assessment of the Juvenile Justice and Welfare System in Region 10: Its Implications to Internal Security" conducted by the researchers in Northern Mindanao, Philippines. Region 10 is composed of 8 cities comprising of Malaybalay, Valencia, Cagayan de Oro, Iligan, Ozamiz , Tangub, Gingoog, and Oroquieta. Iligan City and Cagayan de

Oro City are the two highly urbanized areas among these 8 cities. Region 10 also covers 5 provinces, namely: Bukidnon, Camiguin, Lanao del Norte, Misamis Occidental and Misamis Oriental (Please refer to the map). Region 10 has a total population of 4,689,302 as of August 2015 census (<http://www.nscb.gov.ph/ru10/>). There are 7 *Bahay Pag-sa/Pangarap* (House of Hope) facilities available in the region where the CICL respondents are housed at the time of the study. These facilities are distributed as follows: Iligan City,1; Cagayan de Oro City, 1; Gingoog City 2; Valencia City, 1; and Ozamiz City 2.



Figure 1. Map of Region 12

There were two sources of primary information in this study; the 49 CICL respondents in the rehabilitation centers and the 38 focus group discussion (FGD) participants who

participated in the three FGD sessions held in Iligan City, Cagayan de Oro City and Ozamiz City. The participants comprise of the officers of the City Social Welfare and Development (CSWD), Barangay Chairs of the barangay having the most reported incidents of CICL, police personnel, CICL, parents of CICL, house parents of youth rehabilitation centers, Barangay Council for the Protection of Children (BCPC) and local security officers of the barangay.

This study made use of two data gathering instruments: the Survey questionnaires which were given to all the 49 CICL respondents and the focus questions used during the FGD sessions. Informed consent was given to all the CICL respondents prior to interview proper. Fieldwork was conducted in July 2015 to February 2016.

RESULTS AND DISCUSSIONS

Socio-demographic and Family information of CICL

Age

In The 8 cities of Region 10, the actual ages of the 49 CICL respondents in the study range from 13 to 19 years old. However, at a glance, the distribution of their ages are as follows: 13 (3 cases), 14 (1 case), 15 (9 cases), 16 (12 cases), 17 (14 cases, which is the mode) and 18 (8 cases).

Across ages, younger CICL respondents who are in ages 13 and 14 comprise 4 cases (8.1%). Those in ages 15-16 have 21 cases (42.9%) in which the highest frequency is noted in the

most urbanized city which is Cagayan de Oro. The older CICL respondents are in ages 17-18 with 22 cases (44.9%). The modal age is 17 years old which is close to the mean age which is 16 years old. There are also 2 CICL cases who are 19 years old. They are those who happened to be below 18 years old at the time they committed the offense and are still in the reformation center since their cases are still being heard in courts (see Table 1).

Table 1. Age of Respondents

Age	Total	
	N	%
13	3	6.1
14	1	2.0
15	9	18.4
16	12	24.5
17	14	28.6
18	8	16.3
19	2	4.1
Total	49	100.0

Sex

The data on sex distribution of respondents show the predominance of male constituting 86%. According to Reckless (1961), a good part of this great difference between male and female involvement in crime results from the differences in what is expected of men and women. Biologically and psychologically, human maleness may mean greater activity, greater risk taking, greater aggressiveness, greater wandering; and human femaleness may mean greater inactivity and greater passivity. On the other hand, from the sociological point of view, males are accorded by custom greater opportunities and latitudes for movement and activity, and females are more restrained and curtailed in their

activity according to custom. (Reckless, 1961: 37:38)

Also, Okagbue (2010) noted that based on the international police data, delinquency rate is higher among male juvenile offenders which is more than double than that of juvenile females. There are many reasons why this is the case. Among others, it tends to be true that girls in the family are subject to stronger family control than are boys.

Place of Origin

In terms of origin, more than half of the CICL respondents live in urban areas (26 or 53%). On the other hand, 18 or 37% also live in rural areas. There are 5 cases (10%) who live outside of the cities where they are now presently housed (see Table 2).

Table 2. Origin of CICL Respondents

Address	Total	%
Rural	18	37
Urban	26	53
Others	5	10
Total	49	100

Educational Attainment

Of the 49 CICL respondents, more than half (26 or 53.1%) are in the elementary level. It is followed by 15 or 30.6 % who are high school level. It is worthwhile noting that there are highly educated CICL respondents who are college level (3 or 6.3%). On the whole, the mode indicate that half of the CICL obtained low level of education because

they have not even finished elementary education.

Table 3. Educational Attainment

Educational Attainment	Total	
	N	%
Elementary Level	26	53.1
Elementary Graduate	2	4.1
High School Level	15	30.6
High School Graduate	2	4.1
College Level	4	8.2
Total	49	100.0

Number of Siblings

The data on the number of siblings of the CICL respondents indicate that there are 10 respondents (20.4 %) with 1-2 siblings, followed by 13 cases (26.5 %) with 3-4 siblings; 15 or 30.6% with 5-6 siblings, 6 cases or 12.2% with 7-8 and 5 or 10.2% with 9-10 siblings. The average number of siblings is 5 which is also indicated by the mode. The respondents generally live in bigger households.

Family-Related Information

Parental Education

The data on maternal education show that the mothers of CICL respondents mainly attained high school education (16 cases or 35.6%) Another 10 cases (22.2%) have mothers with low education having achieved elementary level only. Mothers obtaining college education also comprise 10 cases (22.2 %). There are 9 cases or 20% who do not have an idea about the educational level of their mothers.

Across all the cities, high school education is the modal education of the CICL's fathers. It is followed by 7 cases

who do not have information about their father's education; 6 cases each for those whose paternal education is high school level and elementary level; and 4 cases are college graduate.

Three trends can be seen in the data. The modal education of CICL's fathers are high school level/graduate with 14 cases or 38.9%. On the other hand, there are 7 cases of CICL's fathers with elementary education. Better educated fathers also obtain 7 cases. It is also worth noting that 7 CICL respondents do not know the educational levels of their fathers suggesting inability of these fathers to share personal information with their children.

Parental Occupation and Income

Generally, the mothers of the CICL respondents are housewives (25 cases or 54.3%) and the rest of the cases (21 or 45.7%) are into varied low paying jobs and manual livelihood like workers in eatery (6 or 13%), laundrywoman (3 or 6.5%) and farming (2 or 4.3%).

There are only 19 cases out of 49 who reported maternal income and 5 cases (26.3%) of them have no idea on this information. Another 4 CICL respondents (21.1%) admitted that their mothers do not have income. They could be those respondents whose mothers are plain housewives. Of the 10 cases (55.5%) who indicated that their mothers have income, the mode comprising of 3 cases or 15.8% fall in the Php 3, 000.00 monthly income bracket. On the other hand, only 2 CICL

respondents reported to have mothers who earned a monthly income of Php10, 000.00.. The average income of mothers per month is estimated at Php 4, 250.00.

With respect to paternal occupation, 12 (29.3%) respondents answered that their fathers do skilled jobs like carpentry or masonry. The are also 9 CICL respondents who admitted that their fathers work in unskilled jobs being generally construction workers. Seven CICL respondents also declared that their fathers are farmers (7 cases), or businessmen (4 cases). As the data would show, respondents' paternal occupation are not economically stable in as they do not land in high-paying jobs.

Looking into the income of CICL respondents' fathers, t3 (16%) of them said that their fathers earned less than Php 300.00 monthly. Seven respondents (3%) also have fathers whose monthly income is within the range of Php3, 000.00-Php 5, 999.00; 4 (21%) claimed that their fathers have Php 6, 000.00-Php 8, 999.00 monthly income; 5 cases have Php 9, 000.00 monthly income and up. The average monthly income is less than Php 5,000.

Relationship Status of Parents

Out of the 49 CICL respondents, there are 20 cases or 40.8% of them whose parents are married and still live together. On the other hand, about the same number (18 cases or 36.7%) have separated parents. There are also 7 cases (14.3%) among the respondents who are living with their widow mothers. The data suggest that

CICL respondents are predominantly living in single-parent households where full parental support cannot be fully expected.

Description of the Relationship of Household Members

What is notable to examine is also the atmosphere of the family of the CICL respondents. Of the 101 multiple responses to this item, the data indicate that the children have positive home conditions where love (24 cases or 23.8%), peace (19 or 18.8%) respect (13 or 12.9%) and a prayerful life (10 or 9.9%) govern their homes. The majority of CICL respondents admitted to have positive home conditions where love and care, kindness and concern, attention and support are provided by the parents to their children.

On the other hand, adverse home conditions characterized by lack of love (10 cases or 9.9%), constant trouble (7 cases or 6.9%), chaos (5 cases or 5%), lack of concern/attention (6 cases or 5.9%) and stress (5 cases or 5%) were also mentioned.

Table 4. Relationship of family members in the Household

Response	Total	
	N	%
Always in trouble	7	6.9
Broken family	1	1.0
Chaotic	5	5.0
Fighting for food	1	1.0
Lack of concern/attention	6	5.9
Lack of love	10	9.9
Loving	24	23.8
Peaceful	19	18.8
Prayerful	10	9.9
Respectful	13	12.9
Stressful	5	5.0

Total	101	100.0
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Common Problems in the Family

Out of 42 CICL respondents who gave answers on this item, the majority (27 cases or 64.3%) cited poverty or financial inadequacy as their main problem which is common across all the cities covered in the study. Quarrels in the family come next with 7 cases or 16.7%. There are also 4 CICL respondents who said the separation of their parents is their problem.

Table 5. Common Problems of CICL's Family

Response	Total	
	N	%
Financial/poverty	27	64.3
Always having family trouble/quarrel	7	16.7
Separated parents	4	9.5
Payment of Settlement/Being Trouble maker	2	4.8
Don't know	2	4.8
Total	42	100.0

Coping Mechanisms

The top 3 responses on their economic coping are the following: engage in credit/borrow money (12 cases or 32.4%), engage in farming, fishing and vending (10 cases or 27%); find job/look for support (4 cases or 10.8%).

With respect to the problem regarding conflicts in the family, 6 CICL respondents (16.2%) coped by mediating family quarrels. Three respondents from CDO coped by making good at his studies, ignore the situation and having friends.

In the Philippines, Banaga (2004) also indicated that most of the CICL respondents have to work to earn additional income for their families and or to find belongingness in their peers . The researcher further described that since their income is not enough, they are forced to engage in criminal activities such as snatching, shoplifting and got involved in illegal drugs trade. Poverty has also been cited by Sabangan (2011) and Etimadi et al. (2004) as a pressing home problem. Although poverty is not a justifiable excuse for committing crime, thousands of other juveniles have failed to get out of the trap and are forced to break the law primarily to survive. The other factor is the neglect and abuse that the children experienced at home.

Discipline in the Family

Both parents of the CICL respondents are the disciplinarians in the family (40 cases or 81.6%) which manifests the egalitarian nature of the Philippine society. However, there are also other family members who provide discipline to the children like grandparents, aunt, uncle or sibling alongside with the presence of either or both parents.

The study of Etimadi et al. (2004) in Cebu City also pointed out that one of the contributing factors to delinquency is the family where physical abuse is common.

Forms of Corporal Discipline Experienced

The top 3 most commonly experienced physical discipline was

being slapped (23 cases or 47.9%), boxed (9 or 18.8%), pinched and kicked with 5 cases each or 10.4% per type of discipline. There are 2 cases who were being spanked by belt. On the other hand, 2 cases (4.2%) had kneeled on salt. On extreme cases, one respondent from Iligan City was being injured as a form of punishment and another case from Cagayan de Oro City was chained.

Table 6. Physical/ Corporal Discipline Experienced

Response	Total	
	N	%
Slapped	23	47.9
Boxed	9	18.8
Pinched	5	10.4
Kicked	5	10.4
Spanked by belt	2	4.2
Kneeled on salt	2	4.2
Injured	1	2.1
Chained	1	2.1
Total	48	100.0

According to Sheldon Glueck and Eleanor Glueck (1950), delinquent boys often have fathers who are over strict in their discipline or fail to apply any discipline or mothers who fail to apply good supervision over them or do not pay attention to their children. In addition, a home that has no feeling of being together, disunited in doing things as a family is vulnerable to child delinquency. Being reared in a dysfunctional family is rated as the greatest risk factor for behaving in violent ways or becoming a victim of violence. A dysfunctional family is a family in which feelings are not expressed openly and honestly, coping skills are lacking and family members do not trust each other. Violent behavior is

usually learned early in life by observing the ways parents and other adults act. Children who have observed violence begin to show aggressive behavior at an early age. When children are treated in harmful ways, they are more likely to become juvenile delinquents (Meeks et al., 1995).

The most important factor that leads to juvenile delinquency seems to be the kind of parenting a person received. Parents of juvenile delinquents often lacked skills on how to raise children. Parents who lack parenting skills often are unable to set guidelines for their children’s behavior. They may not know how to get their children to do what they supposed to do. They may attempt to get their children to do what they expect them to do by using force. Their children learn this way of dealing with others. When children watch their parents behave in violent ways, they are more likely to be violent when they are frustrated. Often, parents who have violent behavior allow their children to treat other children in harmful ways. They allow their children to push, kick, fight, and call other children names (Ibid).

Related Information Being CICL

Where Stayed During the Apprehension

On the whole, 4 in 10 CICL respondents stay with complete parents during apprehension and 3 in 10 cases also live with single parents (either with mother only or father only), 2 in 10 cases stayed with their relatives, grandparents etc, and 1 in 10 cases are with friends. The usual reasons cited for not staying with both parents are

parental separation, one parent already cohabited with someone and stubbornness.

Times Apprehended for Committing Offense

The majority comprising of 31 cases or 86.1% said that it is their first time to commit an offense. There are 2 cases (5.6%) who have been apprehended twice and 3 cases who were caught 3-5 times already. This means that around 15% of the CICL respondents are repeat offenders.

Table 7. Times Apprehended for Committing an Offense

Response	Total	
	N	%
1	31	86.1
2	2	5.6
3	1	2.8
4	1	2.8
5	1	2.8
Total	36	100.0

Offense Committed

The top offenses committed by CICL respondents are the following: theft (17 or 40.5%), drugs (10 or 23.8%), rape (5 or 11.9%), murder (4 or 9.5%) and child abuse (2 or 4.8%). Theft has been predominantly reported both by the highly urbanized and least urbanized cities in the region. Drug-related offense is distributed across all the cities which is a reflection of the proliferation of drug problem in the Philippines. What is noteworthy is the involvement of the juveniles in heinous crimes like rape and murder at a very early age. In fact, the secondary data collected in the region indicate the

alarming increase of the incidence of heinous crimes committed by CICL.

Table 8. Offense committed

Response	Total	
	N	%
Rape	5	11.9
Theft/Stealing	17	40.5
Drugs/shabu	10	23.8
Rugby	1	2.4
Rugby, curfew, stealing	1	2.4
Child Abuse	2	4.8
Murder	4	9.5
Killed someone by vehicular accident	1	2.4
Homicide and Frustrated homicide	1	2.4
Total	42	100.0

Of note is the semblance of the findings in this study with the research conducted by Banaga (2014). Two of the most common crimes she mentioned which is also predominant in the major Philippine cities, specifically Metro Manila, Cebu City, and Davao City are crimes against property like theft and drug-related violations. The most common drugs involved are shabu and rugby (Bañaga, 2004). In Nigeria, Okagbue (2010) also found out that stealing/burglary (57.3%), assault/fighting (9.7%), wandering/truancy (8%), murder/manslaughter (4.9%), illicit drug use (1.7%), prostitution (0.9%) and rape (0.3%) were the crimes committed by youth offenders in his country.

The Companions in Committing the Offense

There are 4 in every 10 CICL respondents who made a crime with companions, where their friends (80%) stood as their accomplice. The other

people who were also involved were clan mate, neighbour, or younger brother. Also, most of their companions were apprehended and the rest were not. The latter were all able to flee out of the crime scene and went to other places in the Philippines. One CICL said that “he was the only one being identified in committing the crime” so he was the lone person being apprehended.

Furthermore, 75% of their accomplice were generally older than them. They are called by the children in several names like “uncle”, *manoy/kuya* (literally means elder brother), and *ate* or elder sister. According the FGD participant, “the crimes which usually involved companions are the following: illegal drugs, substance inhalation, snatching, gang riot, theft and robbery”.

Age When First Offense was Committed

The CICL respondents started to commit crime at the age of 15 (12 cases or 26.7%) which is also the mode in the distribution. Those who are also 16 years old comprise 11 cases or 24.4%, 9 cases (20%) for 17 years old offenders, 8 cases who are 14 years old, and 5 cases (11.1%) for those in ages 12 and 13 at the time of their commission of the offense.

On the other hand, one of the 3 cases of repeat offenders started doing illegal activities at the age of 8 and repeated to do other crimes when he was 13, 14 and 17 years old

Based on the information provided by the FGD informants, children at certain age brackets would do certain delinquent activities: for children with ages 6-12, they are involved in public disturbance and substance inhalation; ages 7-15 are engaged in drug addiction like taking marijuana; ages 8-15 already do snatching, pickpocketing, shop lifting and substance abuse; ages 12-15 can already conduct a hold up, prostitution, gang recruitment; 15-16 do human trafficking or rape, and 15-20- are daring enough to commit robbery and murder.

Table 9. CICL’s Age When Committing the First Offense

Response	Total	
	N	%
12	1	2.2
13	4	8.9
14	8	17.8
15	12	26.7
16	11	24.4
17	9	20.0
Total	45	100.0

Reason for Committing the Offense

When asked about the reason why they committed the crime for the first time, the modal response was that they were being influenced by friends (10 cases or 25%). It is followed by the temptation of having no money (7 or 17.5%); experiment or curiosity and vices with 6 cases each; being threatened or fuelled by revenge (5 cases), having been accused (3 cases), accident/unaware (2 cases) and ordered by leader (1 case).

Table 10 . Reason for Committing the Offense

Response	Total	
	N	%
Temptation/ no money	7	17.5
Accused	3	7.5
Experiment	6	15.0
Threatened/ revenge	5	12.5
Influenced by friends	10	25.0
Vices	6	15.0
Ordered by leader	1	2.5
Accident / unaware	2	5.0
Total	40	100.0

The report of FGD participants also indicate that parental factor is significant in the commission of juvenile offense. One observation cited is the lack of parental guidance to check on the behaviour of children, especially vagrancy. However, the most alarming side is that some parents from poor families even encourage their children to steal junks (*didang*) to support the economic needs of the family. The CICL may start to do *didang* or steal less valuable properties and this repeated behaviour will eventually lead the child to become a seasoned theft. Children also serve as front-liners in crime because the parents know that minors are not imprisoned for committing a crime as enshrined in RA 9344. A participant shared that “a parent consented to the child’s involvement in stealing a part of a heavy equipment (crane) and even extorted money from the owner of the crane who failed to prove that the child was involved in the crime “.

The study of Etemadi et al. (2004) in Cebu City also pointed out the contributing factors to delinquency: the

family where the parents cannot sustain the economic needs of the family and the social environment:- the role of delinquent peers and the presence of illegal activities in the area where the children are raised. The study of Fernandez et al. (2014) and that of Bruno et al. (2014) also pointed the factors identified by Etemadi et al. (2004) among the CICL in Iligan City who are detained in Iligan City jail and Bahay Pag-asa..

It was also gathered from the FGD participants that children who are involved with gangs or are having friends who are delinquents will eventually become delinquents. Gangs are involved in vices, drugs, violent behaviour and vagrancy which will be acquired by a newly recruited member. Hirschi (1969) identified the role of peers in the process of becoming a delinquent. Delinquent acts are usually committed with companions, usually delinquent friends. Three-fourths of those boys have four or more close friends who have been picked up by the police for committing delinquent acts in the previous period, while only slightly more than one fourth of those with no delinquent friends. In the language of Alampay (2006), “Adolescents are more susceptible to peer influence than are adults”.

In the assumptions of the differential association theory, “the earlier we are exposed to criminal definitions, the more often we are exposed to them, the longer they last, and the more strongly attached to those who supply us with them, the more likely we are to commit criminal acts when

opportunities to do so arise” (Walsh, 2012, p.7). This means that becoming a hardened criminal, as in the case of the few CICL respondents who committed heinous crimes, develop out of the frequency and duration of association with peers doing criminal activities.

CONCLUSIONS

The CICLs are generally male and have low level of education, much lower than the educational levels of their parents. Although more CICL are living in urban areas, it was noted that even a city with low level of urbanization have considerable number of youth offenders in the region. They come from families with more number of children and poverty is their number one problem.

Despite indications that majority of CICL live in favourable home conditions characterized by love, care, respect and attention, but a third of them live in unfavourable home situations governed by conflict, absence of love, attention and care of parents. The fragile structure of their families coupled with parental separation make these children vulnerable to delinquency as they are forced to engage in criminal activities such as snatching, shoplifting and got involved in illegal drugs trade just to eke out a living.

These children admitted to have received discipline mainly from both parents, specifically physical in nature. But the bad influence of violent behaviour observed at an early age may predispose these children to use violence in their later years. Parenting skills are necessary to guide the children develop positive behaviour and shy away from any form of delinquency. However, parents may also become the culprit in the formation of delinquent behaviour among the respondents as they tried to prod their children to steal to help the family. Thus the

implementation of RA 9344 that aims to correct delinquent behavior of children may suffer from structural impediment because of this mentality. Children’s moral definition is further obscured due to wrong parenting which takes advantage of the impunity of the children to legal obligation under the law.

As found out by the aforementioned studies (Banaga, 2004; Okagbue, 2010; Etimade et al., 2004; Templa et al., 2004), the most common type of offense committed by CICL are crimes against property like theft, drug-related violations and crime against persons like rape and murder. Property-related crimes especially theft and robbery reflect the phenomenon of social deprivation on one hand among the violators versus the affluence of the much privileged class. Deprivation will explain why the CICL are tempted to commit a crime. Moreover, in this study, the differential association theory of Sutherland is manifested in the reason why the CICL committed the offense because of the influence of peers and their engagement of vices. These peers become their accomplice in their commission of the crime.

RECOMMENDATIONS

For Policy recommendations, the following are advanced:

1. Since the family is the basic unit of society, intervention programs involving parents and children shall be targeted at the household level or a “household approach”
2. Parents proven to have done parental neglect or use children for nefarious purposes shall be held liable for the misbehaviour of children and shall be accorded corresponding penalty.
3. Enhancement of parental skills shall be incorporated in livelihood and poverty alleviation programs of the government

which shall be implemented at the barangay level.

4. Intensify implementation of adult literacy classes to deviate attention of out-of-school youth from their delinquent friends and focus on more productive career-enhancing activities.

5. Periodic assessment and monitoring of the implementation of RA 9344 especially as regards infrastructure support, personnel adequacy, legal follow-up and monitoring of CICL after care activities.

6. The funding support required for the CICL can be intensified with more external linkages that will enhance or foster their employability skills after rehabilitation.

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The Political Economy of Public Policy in the Field of Education (Case Study Educated Unemployment in Indonesia)

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ABSTRACT

Attention government, experts and observers of education to reformulate public service policy in the field of education through various forums brainstorming is important to follow, because it can stimulate us to also look at the complexity of the problems of education in Indonesia at this time, particularly the problem of educated unemployment amongst whom are alumni of institutions of higher education. The literature search result article presents and discusses the subject of discussion ever held by experts INDEF three decades ago that discussed again by education experts in Biak Numford together participants from relevant agencies (IISIP Biak, 2015). The results of the discussion agreed that the political economy of public policy in education highlighting the problem of educated unemployment in Indonesia is still the focus and locus of the study are important and relevant today, as it turns out a statement the number of unemployed educated majority come from the disciplines of the social and cultural inviting a wide response, both of the high officials and the public. The Ministry of Education and Culture is considered most responsible for the realization of the concept "link and match" the target of accusations of causing the large number of educated unemployment. Therefore, it was recommended strategies for improvement "incentive structure" for the education community (educators / teachers, religious teacher or lecturer and academic staff / employees) through the improvement of the real sector, keeping the relation between institutional / educational bureaucracy in order to avoid the process of involution , reform of higher education that do have to adjust to the demands of business and industry, as well as streamline the coordination, synchronization, and inter-agency simplification in addressing unemployment is multi-dimensional in this era of the ASEAN Economic Community (AEC).

Keywords: Political Economy, public policy, unemployment.

INTRODUCTION

Political Economy of public policy in the field of education, particularly to discuss the theme of educated unemployment (Theodoropoulou, 2008), is always interesting to talk about at various scientific forums. Therefore, Mr. Wardiman Djojonegoro never denied that the institution becomes the cause of the large number of educated unemployment. According Wardiman that the factors that determine whether graduates of

educational institutions (Universities) ready or not ready is a businessman (Kompas, November 8, 1986).

Educational institutions only provide supplies when graduates later work and not to prepare the workforce. Nevertheless, Wardiman regard still need to increase the amount of labor scholars only 3 percent to 10 percent, so that the added value of the Indonesian economy can also be increased (Voice Reform, December 18, 1996). In fact, at the end of

the Five-Year Development (PELITA) VII, the government expects the number of college graduates (PT) has doubled. Efforts will also be undertaken by the Ministry of Education, then, is to reverse the ratio of the discipline of the social sciences and the exact sciences, the original composition is 70: 30 to 30: 70 by adding the number of polytechnics, so hopefully this program can reverse pyramid composition of the workforce.

According Rachbini, et al. (Institute for Economic Development and Finance / INDEF, 1996: 2) that, anxiety various parties to the employment problem is not because the majority of labor is not ready to face the free trade of the era. Concerns overflow of labor from foreign countries who qualified a scourge and is expected to displace domestic employment if not immediately prepared. Competition is expected to occur at all levels and types of work. Thus, the necessary strategy and appropriate policies to address this, so that "Indonesian workers be able to host in their own country," not otherwise be servants to the gentlemen in foreign countries. However, a hasty reaction from various groups with a number of statements have political motives instead of just giving the impression of a lack of a common vision and understanding of employment issues being faced by Indonesia until today. Therefore, the concern is not the right solution for the response hasty.

To avoid the ineffectiveness of the solutions offered in addressing the problem of educated unemployment in Indonesia, the government together with the public and business (industry) need to apply creative solutions to be provided new jobs to job seekers, especially in the era of the ASEAN Economic Community (AEC) today (Akib, 2015). Based on data obtained from Indonesia Investments (2016) it is clear that, in the year 2010 to 2015, the unemployment rate of the labor

force in Indonesia showed an increasing trend fluctuates. In 2011, an increase from the previous year, but in 2012 and 2014 decreased compared to the previous year. And in 2015 experienced an increase in unemployment.

Indonesia Reports Investments (2016) explains that one of the characteristics of Indonesia is quite high unemployment faced by young workers aged 15 to 24 years, much higher than the average rate of unemployment nationally. Students who had just graduated from university and vocational and secondary school students are having trouble finding a job in the national labor market. Almost half of the total workforce in Indonesia only has a primary school diploma. The higher the education the lower the labor force participation in Indonesia. Nevertheless, in recent years seen a change in the trend: the share of higher education diploma holders getting bigger, and the share of basic education diploma holders wane. Based on this phenomenon, this article aims to explain the political economy of public policy in the field of education, in particular on the case of educated unemployment in Indonesia.

LITERATURE REVIEW

Political Economy of Public Policy

Alternative thinking about the political economy of public policy, particularly in the field of education and educated unemployment (Rachbini et al, 1996; Theodoropoulou, 2008), with reference to the results of the analysis of secondary data that is ex-post facto, based on the re-actualization of the content of education policy and employment nationally in Indonesia (Law No. 13 of 2003 on Employment). In fact, in formulating education policies can not be separated from the background of the political structures and institutional factors underlying the policy was born. A result that shows up is usually not more policies

that are efficient, effective, and economical, but have evolved into a political decision, because it is colored by the interests of the political environment that determines the pattern of operation, characteristics, and the performance / performance of the actors involved.

Neither least the performance of the actors involved will determine both whether or not handling the problems of education. This means there is a performance trade-offs between the political environment as the external environment with education policy. In these conditions it is also clear that there is a coherence between the education policy with economic and political dimensions that affect the appearance of the policy.

Conceptually, a political economy approach is a formal label that can be applied to a variety of public policy issues. For example, studies on the measurement of cost and benefit that is caused by the specific structure of the policy or decision making (Stainland, 1985: 2). Staniland added that more relevant and philosophically aggressive with this approach is that the main stream of new political economy. "New" approach is intended to apply assumptions, language and logic of neo-classical economics to understand political behavior, as well as further afield on the whole issue of decision-making, both in the public sector and the private sector. By some thinkers social science, political economy analysis method is often understood as economic politics that economic theories are used to explore various political issues.

The rationale for this theory is due to the political events always imply the actual economic process or behavior of economic actors in the face of a particular process or political events (Haryadi, 1990). Meanwhile, for the political economist as Kuntjoro-Jakti (1991: 5) and Rachbini (1996: 17, 43), the reason is, because the

political economy could be a "bridge" to understand the reality and economic processes relating to the political process, so it is a convergence (Akib, 1997) or the synergies between the two (Rachbini, 1996). Therefore, if visualized will appear integration and interaction (Frey, 1978: 9; Caporaso and Levine, 1993: 7; Alt and Chrystal, 1990) or intersection (Yamamura and Yasuba, 1987: 35) between the two.

In order to obtain a common understanding of the meaning of political economy and political economy, then the following is introduced expert opinion. Kuntjoro-Jakti (1991: 5) which states that the political-economic analysis method is an implementation approach which is based on economic theory to understand political phenomena. In short, the economic theory of politics. Meanwhile, economic policy analysis methods can also be said as the application of the approach stems from the way political theory for understanding economic phenomena. In short, the political theory of economics.

Kuntjoro-Jakti (1991: 3) states that, despite the political economy approach is considered inferior to the method of economic analysis pure (pure economics) because the analysis is considered less rigorous (sharp), but in practice is also evident limitations of economic theory purely because it is not able to delineate institutional social reality in society that brought in the current economic problems. In addition, pure economic science is only able to see the indicator on the surface, without being able to reach more realistically in the root of the problem occurred. This phenomenon is more obvious because economists generally more concerned about the development of macro-economic analysis of fiscal and monetary policies, as well as economic development.

Despite the obscurity of meaning and weaknesses in terms of rests, but the

discussion by using the approach of political-economic analysis is carried out by a number of economists. The goal according to Gilpin (1987) is to formalize the study concerned with the economic of public policy, by asking political questions about who benefits, who loses from the policy, and how the process (Haryadi, 1991: 14). This view is consistent with the core of the discussion of the theory of economic regulation of Stigler (in Rachbini, 1996: 130) which explains who benefits and who bears the brunt of the existence of a regulatory or economic rules issued by the government, so anything that happens because of their institutionalization done in the community.

Articulation Role of Government

In every activity of governance, development, community empowerment, and public services, including in economic activities in a country, either on the system of capitalism and socialism, the government always expected to play a very important role, minimal in carrying out the regulatory function, the function of equalization, distribution functions, and control functions. Reality as that described by the drafter pure capitalism, Adam Smith (1776), which states that, basically the government of a country has three main functions, namely: 1) maintain internal security and defense, 2) conduct judiciary, and 3) provide goods and services that were not provided by the private sector, such as roads and dams (read in Yay, 2010).

Similarly, during this reality, which in the era of the modern economy, none of the capitalist state is able to run purely capitalist system. The question is why the government needs to play a particular role in the economy of a country. The next question is whether or not it's better if it were left entirely to the economic activities of the private sector, or the market mechanism. Answers to questions like

these, by Adam Smith explained that, in a capitalist economy, someone will do the things that are considered to meet the interests or the best for himself. In any transaction activity that is done, each individual will perform activities that are in harmony, that seemed to have been set by "the invisible hand" of the unseen. Thus, it would seem that the scope of government activity being very limited or restricted, are just a few things or activities that can not be done by the private sector. The role of government as it is getting "less" in line with the demands and the spirit of "Reinventing Government" by Osborne and Gaebler (1992), which states that the role of government in the economy just as a director, not a player (steering but not rowing). In other words, in this case the role of the government is required when there is market failure.

In fact, the principle of economic freedom such as this often face a variety of conflicts of interest, because of the lack of coordination and synchronization of harmonious inter-actor interests or the interests of each individual. For example, the interests of employers are often incompatible with the interests of employees and even contradictory, can create conflicts of interest are different. In this case, of course, the government must carry out the functions and roles, so naturally when the government has a role and the authority to regulate, repair or direct the activities of the private sector. The private sector was also not able to overcome the global economic problems, so that the economy may not be the exercise itself fully. Based on this insight, in a system of a modern economy, for example in the case or the problem of unemployment, the role of government can be classified, at a minimum, into three categories, namely: 1) the role of the allocation or reallocation - in allocating economic resources and human resources in various fields and sectors of productive

activity, 2) the role of distribution - the ways and means to distribute the labor force that has the knowledge and expertise in various fields and types of activities, and 2) the role of stabilization - by arranging so that the workforce be distributed proportionately and professionally (Yay 2010; Reich, 2010).

Role Resource Allocation

Private goods (private goods) is the availability of goods that can be met by the market system, namely through the transaction between the seller and the buyer, but not all people's needs for goods and services can be provided by the private sector. Goods and services can not be provided through the market system is caused by the failure of the market (market failure). The market system can not provide certain goods and services, because the benefits are not only enjoyed personally but also by others. Examples of goods and services can not be provided through the market system, among other things, is cleaning the air and river water or sea water, and so forth. Air or water contaminated by pollution causing various diseases. Everyone is feeling the negative effects of air and river water or sea water is dirty and smelly, but nobody wants to buy a tool to clean the air, river water or seawater, and even what happens is the bad habit of the community in taking advantage (of fish) on the river with by poisoning or a bomb, as the case shown in the print media or electronic media. The reason is, when he bought an air purifier or cleaner river water or sea water then it is not only he who enjoys air or clean water but also others in the vicinity. Though he can not prohibit other people to inhale or take fish or water that has been cleaned.

Based on the illustration above, it can be said that the market system has failed to provide goods and services that do not have the nature of an exception,

namely for others to enjoy these goods. As with the private goods that can be provided via the market, because these items have the nature of an exception (excludable, divisible). For example, when someone buys a flip, then that person can exclude other people to wear them. So, someone will buy these sandals when needed. However, in the case of public goods, a person would not want to clean the air and river water or sea water, even if that person requires air or water, because it can not exclude other people who also have the benefit of air or clean water. Therefore, the public goods provided by the government for reasons of market system fails to accommodate through "market mechanism".

The next question is, how much the government should provide public goods? Several large government budget should be provided to provide roads, defense, security, public order, justice, and so on? Given in the case of public goods are a matter of setting the value of A, then the payment for the supply of such goods can not be done with the voting system (voting). In a voting system, everyone will be trying to use their rights, so that the results are as preferred. Results of voting itself, is not going to please everyone, because certainly there are those who are satisfied and vice versa, there are those who feel aggrieved. But by using certain criteria, the results of the voting will be close to completion an efficient market mechanism coordinated.

Role of Distribution

The role of government in the allocation of economic resources is to keep the allocation is carried out in an efficient, effective, and economical. Another role of government is cultivated as a tool distribution of human resources and sources of income. The success of the distribution of resources and sources of income depends on the ownership of the

factors of production, demand or supply factors of production and labor, as well as the ability to earn income. While the ability to earn an income for a person (the labor force that works) is determined by factors of education, talents, skills, and so on. Ownership of the factors of production as a source of revenue depends on the demand factors of production and the amount offered by the owners of the factors of production. Meanwhile, supply and demand determine the price of the factors of production are concerned. Finally, factor market is strongly influenced by the level of technology to produce labor-intensive goods, so the demand for labor is relatively larger than the demand for capital.

The distribution of income generated by the market system is often deemed unfair by the public. In economics, the issue of justice in the distribution of income is a very complicated issue, because the issue of efficiency is sometimes not appropriate to the problem of justice. Changes in the economy, it efficiently, if changes were made to improve the state of society or community group done in a way that does not aggravate the situation of other groups. It is of course difficult, as no action of man that does not affect others, either positively or negatively. For example, the government's policy to protect the domestic labor force to protect the entry of foreign workers or workers from abroad. This policy on the one hand protect the domestic labor force from overseas competitors, but on the other hand can also inhibit the transfer of technology and foreign investment, which often come together experts in the field.

Role Stabilization

The Government has a major role as a stabilizer of the economy. Disruption in one sector will certainly affect the other sectors, and will ultimately lead to the

creation or increase in unemployment and the disruption of economic stability. The solution, in which first suggested by Keynes is the government intervention (in Keynes, 2009). However, the government's role as an allocator of economic resources, the distribution of income and economic stability, may be a conflict arises between the government policy. For example, there is a view that economic growth will be achieved when the public investment increased ("development hypothesis view"). In general, the investment made by the rich by saving more than the poor. If the government wants rapid economic growth, the domestic private funds to be mobilized as much as possible. This means that the rich, who are potentially very large as the locomotive of national investment, should be taxed at a lower, as incentives to save and invest more. However, the imposition of lower taxes on the rich, so it is relatively lower than that charged to the poor, is clearly contrary to the principle of proportional taxation, being intended to promote economic growth. Therefore, even if the three functions of government could theoretically be separated, but in reality is not. The implication, an employment policies to tackle unemployment must be determined after careful consideration of objective and rational aspects that accommodate various other functions.

DISCUSSION

Based on theoretical thought, the literature review above, the relevant political economy approach is used to analyze and explain the determination of the political process in Indonesia education policy, including policy implications on the performance of actors involved in the management of educated unemployment problem at various levels and sectors. Here are presented the latest data on the ratio of the amount of labor

(labor force) by the number of unemployment in Indonesia.

Table 1. **Employment and Unemployment in Indonesia (millions)**

	2010	2011	2012	2013	2014	2015
Manpower	116,53	19,40	120,32	20,17	1,87	22,38
Works	108,21	11,28	113,01	12,76	4,63	14,82
Unemployed	8,32	8,12	7,31	7,41	7,24	7,56

Data from BPS (2016) shows that the trend is the amount of force (workers) working in Indonesia in 2010-2015 has increased the price fluctuates. In 2011-2012, total employment to increase, but in 2013 the number has decreased. Furthermore, in 2014-2015 the number of workforce again showed an increase. The assumption is, the more the labor force working more productively and may be the better the quality of a nation. It is inversely proportional to the data of unemployment, as more and more force is unemployed, the more unproductive and quality of a nation tend to be less good or decreased. Similarly, these assumptions may apply to the labor force in Indonesia, both working and unemployed, as the data will be presented below.

Based on data obtained indicates that, in 2010 to 2015, the unemployment rate of the labor force in Indonesia showed an increasing trend fluctuates. In 2011, an increase from the previous year, but in 2012 and 2014 decreased compared to the previous year. And in 2015 experienced an increase in unemployment. Information from Indonesia Investments (2016) states that one of the characteristics of Indonesia is quite high unemployment faced by young workers aged 15 to 24 years, much higher than the average rate of unemployment nationally. Students who had just graduated from university and vocational and secondary school students are having trouble finding a job in the national labor

market. Almost half of the total workforce in Indonesia only has a primary school diploma. The higher the education the lower the labor force participation in Indonesia. Nevertheless, in recent years seen a change in the trend: the share of higher education diploma holders getting bigger, and the share of basic education diploma holders diminishing (Indonesia Investment. 2016).

Basically, the problem of unemployment can be traced, among other things, of the government's efforts in the early New Order to fight against ignorance and illiteracy through education programs, both formal and informal. Formally, at ground level can be seen basic education program of six (6) years by way of the development of Presidential Instruction Elementary School (SD Instruction) on a large scale in various corners of the country are now followed by Indonesia and compulsory education of nine (9) years. Meanwhile, informally, the government also organized education forum through group study (Chase), either Packet A, B, or C. The program managed to reduce drastically the number of people who are illiterate. Its success not only at the primary level, but also followed by success at the level of higher education. In fact, the reality is rather striking is the increasingly large number of scholars produced by public and private universities. The number of graduates is not accompanied by the large amount of demand for labor at the undergraduate level, so as to create an undergraduate unemployment.

Unemployment scholars will be increasingly prevalent in case "domino effect" of education is not handled effectively. That is, with increasing income levels in recent years, it is not closed any possibility for a number of people who come from families able to continue to send their children to a higher level, so it will not only unemployment undergraduate

(S1) is there, but also graduates Master program (S2) or Doctoral program (S3). If that happens then obviously it will be difficult for the government, because it is like leaving a "time bomb" that would explode in the future.

The problem of educated unemployment of course have multiple dimensions related to demand and supply of educated labor, as well as government policies that govern them. Although the Ministry of Education and Culture reject the institution as one source of the problem of unemployment of educated (bachelor), but the result of the interaction between demand and supply of labor that resulted in the issue of unemployment of educated put the higher education system - on the supply side of an educated workforce - in a position that is worth questionable. On the supply side, the college system is not the only factor causing the unemployment of educated stand-alone, but it could be the problem is the product of the design of the education system as a whole. Regardless of the intensity contribution of higher education system in this matter, Mr. Wardiman statement may be very naive to eliminate the link between PT with unemployment scholar.

The education system is certainly not the only factor responsible for this problem. Labor demand side should also be questioned. Yes, the problem of unemployment among the educated in the business world demand accountability, but also feels very naive than demand accountability employers without serious understanding on the strategic environment that gave birth to the world's response effort, which in turn is considered the cause of educated unemployment. Therefore, policies and strategies for educational development should also be questioned, let alone with an allocation of the education sector in the

State Budget (APBN) is relatively small when compared with other countries.

Education system

Indonesia's economy growing at rapid dynamics in turn spawned new jobs with high skill levels. Labor demand (SDM) with a higher level of expertise is in fact a feature of the future economy is expanding rapidly toward modernization. However, the dynamics of this kind less received a response from the government in the last decade, because it is happening is "mushrooming" PT private - who was only an Institute of Exercise Private (LLS) is expandable - quality rated inadequate, as reflected in the number of graduates which grew rapidly in large numbers, but with the insight and level of skill and proficiency that is sometimes questionable. Therefore, the Indonesian education system still faces serious problems.

Rachbini, et al. (1996) and education experts highlighted some of the problems the education system in Indonesia today. The first is the issue of quality. It is undeniable that the graduates of upper secondary education (high school) who are interested in entering the PT grew rapidly, including due to system failure Vocational High School (SMK), before being applied dual education system. Today, a number of State Universities (PTN) that is estimated to be only able to accommodate about thirties percent of high school graduates who enter the PT, the rest were accommodated by Private Higher Education (PTS) which amounts to more than a thousand pieces. Response of the private sector in participating in education is commendable, because in developed countries in general, PTS was the one who actually gave birth to qualified scholars.

Second, a mis-match with the labor demand side. On the one hand, graduates of educational institutions from year to year to grow by leaps and bounds.

However, on the other side of the world of work and the various fields of economic activity it is still a shortage of experts, including for the supply of PT is very limited. There are areas of expertise that is required is precisely not responded normally by the institution, especially by PT, so that on one side there is a surplus of University graduates who are unemployed with the number and rate of growth is relatively huge.

Third, higher education systems are unlikely to give autonomy to the PT. Determination of centralized curriculum for this, it is very difficult to imagine PT to respond to the dynamics of labor demand. In fact, the allocation of the number of students in the determination of a department or program is also determined uniformly and centrally. As everything happens, where the granting of autonomy from the central government to the provincial government and district / city, as well as it seems that swept the world of education (high).

Alternative thinking

Some thoughts ever offered by experts INDEF (Rachbini, et al. 1996: 7) may be relevant as the suggestion to fix the problems of educated unemployment.

- Improvements 'incentive structure' for the workforce through the improvement of the real sector. Important ideas in it is the elimination of economic policies that provide opportunities for rent seeking (rent seeking).
- Relationship bureaucracy in order to avoid the process of "involution". At this time, the public sector (government) become a safety valve for the employment of graduates of PT. Meanwhile, the ability of public sector spending, particularly for labor, increasingly limited. In case of a decision of the Coordination Meeting of the Coordinating Ministry for People's Welfare it called for each department or

ministry increase employment scholars. This appeal on the one hand further accelerate the process of involution in the public sector. However, on the other hand the bureaucracy increasingly perceived as the main obstacles that hinder the development of the business world. Therefore, bureaucracy (public sector) need to be sterilized in order to avoid the process of involution. The solution offered is precisely contrary to the demands of today, that the government was time to reform the public sector. Without public administration reform done then surely the practice of KKN (corruption, collusion and nepotism) is becoming more prominent (mal-practice management of the state).

- Ideas about the need to reform higher education can adapt to the demands of the business world (link and match) has long been ejected. Curriculum, education, job descriptions, as well as all aspects of systems and processes demanded a "revitalization", to be closer to the demands of (market) work and development needs proportionately. Reforms are completely and comprehensively on the overall system components include, among others: (a) reform at the federal level (Ministry of Education and Culture); (b) reform at the micro level, the educational institutions (colleges). The most important aspect in this case is the granting of autonomy to educational institutions (PT) to be more flexible and dynamic in following the rapid changes taking place. In the midst of the demands of university autonomy does not mean that the government should lose a role in the higher education system. In this context, the government must provide direction and regulations guaranteeing the quality of the outcomes of the education agency (PT), while still exercising control in

execution. Today, touches have been widely granted to PTN. Meanwhile, the biggest portion of the PT is managed by private universities (PTS). Standardization product through the accreditation system which applies both to PTN and PTS, which is expected to contribute effectively in addressing and solving the problem of educated unemployment, as well as providing a sense of fairness in assessing the existence of state and private universities; (c) reform of the education agency network development with the business world. Therefore, the development of a systematic and sustainable networks, including the world's corporate responsibility efforts in the field of education.

- The unemployment problem is multi-dimensional, because it requires a coordination mechanism between agencies more effective. So far, the high official response to the problem of unemployment reflects much of the effectiveness of coordination, both in understanding the essence of the outbreak of educated unemployment, as well as in providing solutions to solve them.

CLOSING

Understanding the phenomenon of educated unemployment from the various reviews, including political economy approach, a constructive step towards the revitalization of the functions of institutions interested in its implementation. Interested agencies, among others, are the Ministry of Education and Culture as the main responsible for education at the supply side (supply), with the world of work / business and industry on the demand side (demand) labor. In addition, policies that regulate and shape the role of government (bureaucracy), also associated therewith, at a minimum as a safety valve, in addition

to carrying out regulatory functions and control functions.

The complexity of the problem of unemployment faced in times of economic crisis and institutional politics today is demanded reformulation of the draft national education system is set up. Therefore, through brainstorming forum of experts, should have presented the idea of diverse viewpoints relevant to look at the future of the national education legislation better and anticipate the problem of educated unemployment.

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LOCUS OF HOPE OF OFW CHILDREN AND NON-OFW CHILDREN IN SELECT PRIVATE HIGH SCHOOLS IN ILIGAN CITY

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This research attempts to differentiate the locus of hope of high school students with OFW parents and non-OFW parents from select private schools in Iligan City. Hope is a dynamic cognitive motivational system that leads to the will of children to achieve goals. Children learn values necessary to achieve goals, first from their families specifically, through the modelling of their parents. However, the physical distance between OFW parents and their children poses a challenge to this development. Other concerns researched were which parent is working abroad; how long their parents have been away; and the modes of interaction used to communicate. This research is a descriptive and quantitative type which used descriptive statistics and ANOVA. High school students whose parents either work locally or overseas were given questionnaires which were divided into two parts: individual information and scale for locus of hope. Major findings revealed that fathers are the foremost OFW workers and most have been working for more than five years. Also, it was indicated that most OFW parents call their children daily thru cellphones and internets. Majority also visit their families every one to two years. Both groups have very high regards in spirituality as locus of hope. However, it is revealed that OFW children consider spirituality and parents more as their locus of hope while non-OFW children consider internal and peers. Nevertheless, it was also found that there is no significant difference between the level of locus of hope of OFW and non-OFW children. Thus, one of the recommendations advanced in this inquiry includes creation of programs, such as seminars and counselling, on topics such as the importance of communication be conducted to strengthen the parent-child bond.

Key Words: Locus of Hope, Philippines, High School, OFW

INTRODUCTION

Migratory separation from parents is a common situation for youth in the Philippines since many parents work abroad as OFWs to improve the financial situation of their families. Indeed, from 36, 035 OFWs in 1975, the number increased to almost 2 million in the year 2012 (Rappler, 2013). OFW remittance had grown from 11.3% in November 2009 to \$1.5 billion (Sunstar, 2010) and constituted 10% of the Philippine GDP (NSO, 2013). Clearly the economic benefits of immigration are inarguable. The money sent back home was used to finance construction of houses, tuition fees for children, food, and various other luxuries which the basic salary of an ordinary worker here in the country cannot provide (Manila Bulletin, 2011).

However, when parents leave for work abroad, they leave their children to the care of extended families or friends (Ong,

2001). This poses a challenge in achieving intimate familial relationships between migrant parents and the children (Parreñas, 2005). The absence of a parent could be a main source of stress for adolescents and stressful events are known to have severe impact on physical health. The study of Smeekens (2013) revealed that adolescents from the OFW group reported to miss their absent parent a lot and reported more emotional loneliness and worse physical health outcomes compared to the nonOFW group. Indeed, Edillon (2008) reported that OFW children appear to be more vulnerable to psycho-social shocks brought about the splitting-up of families.

Filipino families are closely-knit. But the role of extended family in filling the gap left behind by the migrant workers remains an open question (Dela Garza, 2010). With the physical absence of the parent, technological gadgets like computers and

mobile phones have become the substitute for parenting. Indeed, in a study entitled "Parents Without Borders: OFW Online Parenting" revealed that OFW parents utilize information communication technologies to monitor, guide, admonish, and advise their children. Indeed, Shannon (2012) indicated in his study that electronic communication facilities positively impacts interpersonal relationships. However, although Alampay (2014) revealed that ICT plays a role in the children's understanding of their parents' nature of work and their parents' desire to be connected to them despite the distance, he noted that connectedness is significantly better when done at home than in cyber cafes. This somehow indicates that communicating in a familial setting results to better connectedness.

Still, these cannot replace the emotional intimacy formed when the parent is right beside the child. They also miss the years when their children are growing up and forming their own personal values. As a result, parent's long years of absence create a feeling of "permanence of absence" in their children, similar to those felt by orphans and abandoned children (GMA News, 2008).

Cabial (2007) pointed out that most OFW parents justify their absence by saying that they are sacrificing for the welfare of their children. He further pointed out that the parents must also ensure that the emotional and social well-being of their children is assured in their absence (Cabial, 2007). Estopace (2007) added that even if these children obtain economic benefits from the remittances, such as attending prestigious schools and affording new and latest technologies, deep inside the children are hurting from the absence of their parents. In effect, some migrant parents overcompensate by spoiling and indulging their children with material things (Inquirer, 2011). This could send the wrong signal wherein the children only see the "money-equivalent" of migration and develop consumerist attitudes by spending their parent's remittances in gaming, gadgets and other vices due to lack of guidance (Naval, 2008). Thus, children associate their parents to phone calls, gifts, and money.

With these observations, it is important that members of migrant-sending community take steps to assess the psychological effect of migration to the children who are left behind. Popenoe (1998) opined that children rely on their families when learning values, specifically, through the modelling of their parents. Thus, when the parent is absent, physically or emotionally, the development of the children's values is hindered (Popenoe, 1998). This includes hope – its locus or source and importance.

Hope is described as the dynamic cognitive motivational system that leads to the will to learn and achieve goals (Kaufman, 2011). Medical studies even cited the importance of hope for patients in coping with different diseases and adjusting to life (Rustøen et. al., 2010; Dorsett, 2010). Furthermore, Marques et. al. (2009) found that a hope-based intervention program for middle school resulted into an increase in psychological strengths.

Snyder (2002) defines hope as cognitions regarding one's expectations and ability to attain important goals. Hope is an optimistic cognition which involves the expectation that the goals can be attained, when one is committed, determined and has laid out the plans and strategies for achieving such objectives in life. As positive thinking, hope emphasizes a person's agency and capacity to work towards attainment of goals.

According to Hanson (2015) hope is "a positive motivational state that is based on an interactively derived sense of successful agency (goal-directed energy) and pathways (planning to meet goals). It is the desire accompanied by expectation for something to succeed. However the idea that hope is a purely individual pursuit was challenged by Bernardo (2014) who integrated external and internal dimensions to locus-of-hope. The findings of Bernardo's study reveal that: "External locus of hope refers hopeful thoughts based on conjoint forms of agency that relate to other persons and external forces, which are distinct forms of hopeful thoughts compared to dispositional hope". Further, the results of the study stressed that culture-specific societal processes

and orientations may affect hopeful thoughts of individuals.

Accordingly, furthering external dimension as hope is derived from one's family, peers, and or a supernatural/spiritual being. Bernardo (2014) as cited by Inquirer (2012) proposed the three sub-dimensions based on a Philippine study acknowledging the importance of parents, peers, and a higher being in attaining one's goals. His study also supports the survey conducted by researchers from United States whose findings reveal that the Philippines leads the world in the most number of people who believe in the existence of God reflecting the country's predominant Roman Catholic population.

Bernardo's idea is buttressed by Du & King, (2012). According to them, defining hope as an individually-motivated pursuit is already outmoded. Reviewing the conservative outlook, hope theory is dominated by an individualistic assumption wherein the self is considered as the focal agent of goal attainment. However, in collectivist cultures more relational dimensions of hope also need to be considered. The locus of hope dimension (internal vs. external locus) was added to the traditional hope theory in order to capture both individualistic and collectivist types of hope. Hope could either be anchored on oneself (internal locus) or on significant others (external locus). External locus could further be divided into family, friends, and spiritual hope. However, there is still a dearth of research on the external locus of hope, with most of the previous studies focusing only the internal locus.

There is a bond that connects hope and psychological well-being of the individuals. In the study of Bernardo, Du and Yeung, (2015), it investigates whether two types of self-esteem (personal and relational) could intervene the link between four loci –of- hope (internal, family, peers and spiritual) and life satisfaction among Hongkong and Macau college students. The findings disclose that both personal self-esteem and relational self-esteem to some extent mediated the effects of internal hope on life satisfaction. Likewise the results found that relational self-esteem has bearing on the effect of the

external-family locus-of- hope on life satisfaction, and there is an overwhelming effect of personal self-esteem on the relationship between external-peers locus -of – hope and life satisfaction. Indeed friends and peers are a powerful influence and strong sources of hope.

Garcia and Sison (2012) conducted a study on "Locus of Hope and Subjective Well-Being". Some literatures which they cited maintained the idea that locus of hope is an extension of the hope theory which is expounded by Synder, its leading exponent. It posits that individuals themselves are solely responsible in being able to generate pathway and agency thinking. However it does not preclude the idea that external agents also play a crucial role in an individual's goal attainment. These external forces have been linked to its influence on an individual's goal- related pursuits (Berardo, 2010 as cited by Garcia and Sison, 2012).

Hopeful individuals have positive views about the future, and this positive outlook would aid in increasing their motivation to conduct activities that are directed in addressing vital concerns to achieve personal goals (Park, Peterson, and Seligman, 2004 as cited by Garcia and Sison, 2012). Further, the positive outlook could be an important tool to survive against the negative consequences of life. It creates a positive emotional state while on the path to pursue goal attainment. Hopeful individuals feel more competent and confident of their own skills necessary to generate more pathways and sustain their motivation towards attaining life goals and consequently attain life satisfaction as well.

In the context of the Filipino culture, supportive relationship and extended family bonds produces a high subjective well-being. Evident both during hard and good times, this type of reciprocal relationship creates a sense of meaning to the well-being of the individual, and serves as a cognitive expression of individuals' motives for furthering social connectedness and growth.

Obviously, the parents play a big role in the development of their children. Their absence leaves an indelible mark on their

child's psyche. Several researches indicated that hope indeed plays a role in coping with the impacts of challenges of life. However Garcia and Sison (2012), revealed that researches which focus on the correlation between hope and other variables are abundant yet studies on the locus of hope are scant or relatively nil. Thus, the current study investigates whether the children of OFWs differ from those whose parents live with them in terms locus of hope. This also looks into the modes of interaction used by the OFW families, which may affect their dynamics.

Specifically, this inquiry investigates the locus of hope of children of OFWs and non- OFWs in select private high schools in Iligan City. This further investigates the modes of interaction of the respondents and their OFW parents; the level of the locus of hope of the respondents; and whether there is a difference on the locus of hope between OFW children and non-OFW children.

Theoretical Framework

This research utilized the Hope theory of C N. Snyder and the Locus of Hope theory espoused by Allan B.I. Bernardo and which is reviewed by John Addy S. Garcia and Karen Gayle Sison in order to assist the researcher in analysing the variables under study.

Snyder defines hope as the perceived capability to derive pathways towards desired goals and motivate oneself in attaining those goals. It involves positive thinking and expectations that despite some odds in life, one can still achieve goals by using a certain degree of commitment and determination in the pursuit on these goals. As a cognitive set, it encompasses two components: agency and pathways. On the one hand, agency refers to awareness, understanding and mental processes which convey one's determination, motivation and capacity to achieve goals. It also refers to agents like one's family, peers or a supernatural being which have bearing on the capacity and motivation of the individual to succeed in life. On the other hand, pathways refer to one's thoughts indicating available plans and strategies needed in the attainment of goals. These two aspects represent trait

-like dispositions that are enduring across events in a person's life (Synder, 1994). As utilized in this research, hope is a positive trait of the respondents- a coping behaviour. It involves their understanding and acceptance that while challenges in life are inevitable, hope is a coping strategy. It increases their psychological strengths to continue their studies and pursue other goals.

Bernardo (2010) extended the Hope theory. He added locus of hope as a dimension of trait hope. Accordingly, locus of hope probes the trait hope component if it involves internal or external agents and whether the pathways are generated internally or externally. The internal dimension of locus of hope purports that it is the individual who is the agent of goal attainment thoughts. In other words, it is the person himself or herself as the agent of goal attainment cognitions.

The external locus of hope refers to the significant others like the family, peers, and supernatural beings or forces. By incorporating these external factors the individual's level of hope is affected thereby altering the internal nature of hope itself (Garcia and Sison, 2012). This opinion is reinforced by Shonkoff, 2013 as cited by Sandstrom and Huerta, 2013) that:

The Role of parenting underscores the dramatic effect of a child's environment and experience on his or her growth and learning. A stimulating and nurturing environment fosters a child's potential achievement while environmental stressors and deprivation inhibit normal development, and even result in negative outcomes. Healthy development requires protection and enrichment from involved adult caregivers. Parents provide their children with the external stimulation and support they need to develop and largely determine their ability to cope and adjust during stressful experiences.

(Source: The Negative Effects of Instability on Child Development: A Research Synthesis Heather Sandstrom Sandra Huerta September 2013)

As used in this inquiry, the locus of hope of the respondents who are children of OFWs could be themselves as demonstrated by their positive behaviour towards accepting the fact that absence of their parents are intended for their welfare.

Also their locus of hope is pinned on their acknowledgment the importance of significant others like relatives, friends and God in attaining one's goals.

Limitations of the study

It is necessary to acknowledge the limitation of this inquiry. There are only four factors of locus of hope which are examined in this research and this research was conducted only in four private schools hence, the researchers feel the obligation to suggest that public schools be included for similar undertakings in the future. This could increase the samples and may also improve the conclusiveness of the findings.

METHODOLOGY

Participants

Participants (N=146; Male=67, Female=74) are fourth year high school students who were selected based on their parents' type of work (OFW=73, nonOFW=73). Their participation was solicited through four (4) participating private high schools in Iligan City - Corpus Christi Parochial School of Iligan, Inc.; Iligan Capitol College; St. Michael's College of Iligan City; and, St. Peter's College. In determining the sample, this study utilized purposive sampling method for those who are children of OFWs and convenient sampling for the nonOFW children.

Materials

This investigation utilized a structured questionnaire. The instrument is composed of two parts. Part I covers the profile of the participants and Part II, the Locus of Hope questionnaire (=.906) developed by Dr. Allan Bernardo (2010) which is composed of statements relating to sources of hope or locus of hope the term used in this research. The participants were asked to rate their degree of agreement with the statements presented in a scale of 1 to 4 with four (4) as the highest and one (1) as the lowest (4=definitely true; 3=mostly true; 2=mostly false; 1= definitely false). They were asked to encircle their choices.

Data analysis

There are two statistical tools used in this research. In treating and analysing the data on the profile, this research used descriptive statistics like frequency count and percentage distribution. Then in analysing the data on locus of hope, mean is used. And, in determining whether there is difference in the level of locus of hope between OFW children and nonOFW children, Analysis of Variance is used. All the statistical tools used in this research were derived from the student version of SPSS for Windows 7.

RESULTS AND DISCUSSIONS

For OFW children, which parent is working abroad

Results revealed that 60.8% of the participants whose parents are OFWs have fathers working abroad. This is followed by 21.7% of them with mothers working as OFW. And 17.3% said that both of their parents are working as OFWs.

The data show that most of the participants with parents working abroad have fathers as OFWs. It could be inferred that Filipino fathers are more willing to work far from the family to be able to provide as they are traditionally the providers for the family.

For OFW children, parent's length of absence

Results revealed that 64% of the participants whose parents are OFWs have been working away from home for more than five years. This is followed by 16% of them whose parents are working abroad for two to five years, 11% have parents working for one to two years, 7% have parents working for seven to twelve months, and 2% have parents working for six months or less as OFWs.

The data show that most of the participants have parents working abroad for more than five years. It could even be inferred that most OFW parents may have started working even during the elementary days of the participants.

Modes of interaction of the participants and their OFW parents

In this study, the modes of interaction between the participants and their OFW parents are discussed in terms of the following variables: frequency of home vacation, frequency of communication, and method of communication.

Frequency of home vacation.

52% of the participants whose parents are OFWs indicated that their parents are home every one to two years, 16% of them said that their parents are home every seven to nine months, and 11% indicated every one to three months. These are followed by every 2 years and four to six months with 8% each. Lastly, 5% revealed that their parents have never come home.

It is evident from the findings that majority of the participants have parents coming home within the span of one to two years. Yet, some parents have the opportunity to spend more time with their children by coming home every three months.

Frequency of communication.

38% of the participants had been communicating everyday with their OFW parents. This is followed by 23% who indicated that they have been communicating every other day and 18% have been communicating every week. These are followed by 8% who claimed that "Circumstantial". A follow-up interview was conducted with these participants and they answered that "circumstantial" means "Depende sa signal, Ma'am" (It depends upon the signal, Ma'am). Meanwhile another participant said that it depends on the free time of her parent.

Moreover, 5% of the participants indicated that they have communicating with their parents on monthly basis. Next, 4% indicated that their communications are every other week. With the same percentage or 4% of them revealed that they have no communications with their parents.

Thus, the data show that a few OFW parents and their children have the opportunity to communicate every day. Still, despite the modern communications

technology, there are still families that have no communication with each other.

Method of communication.

99% of the participants use the internet to video chat, voice call, and private message chatting as means of communication with their OFW parents. While only 1% cited mobile texting as their main means of communication.

The findings stressed that the internet has become the most preferred means of communication between children and their OFW parents despite the availability of other means of communication.

Level of the locus of hope of the participants

The levels of the locus of hope of the participants are measured in terms of obtaining the mean from their responses. Primarily the levels of locus of hope between OFW children and nonOFW children are examined. Next, the locus of hope of participants with OFW parents are further explored in terms of which parent is working as an OFW, length of parental absence, frequency of home vacation, and frequency of communication.

Locus of hope in terms of nature of work of parents.

Table 1 Locus of Hope in terms of Nature of Work of Parents

	Internal	Interpretation	EXT - PA	Interpretation	EXT - PE	Interpretation	EXT - SPI	Interpretation
OFW	3.14	H	3.33	VH	2.93	H	3.45	VH
Non - OFW	3.16	H	3.21	H	2.94	H	3.40	VH

Notes: H – high
VH – very high

Table 1 shows the level of locus of hope of OFW and non-OFW children. Accordingly, participants with OFW parents have "very high" spiritual locus of hope at 3.45, "very high" parental locus of hope at 3.33, "high" internal locus of hope at 3.14, and "high" peer exposure locus of hope at 2.93. Next, participants with nonOFW parents have "very high" spiritual locus of hope at 3.40, "high" parental locus

of hope at 3.21, “high” internal locus of hope at 3.16, and “high” peer exposure locus of hope.

As shown, both groups of participants show very high preference to spirituality as locus of hope. Still, between the two groups, OFW children show the highest preference to spirituality. Observing the results, it can be noticed that OFW children prefer spirituality and parents than internal and peers. Meanwhile, the opposite is true to the nonOFW children.

It can also be observed that among the locus of hope categories, peer exposure is the least preferred for both groups of participants.

Locus of hope in terms of parent away from home.

Table 2 Locus of Hope in terms of Parent Away from Home

	Internal	Interpretation	EXT-PA	Interpretation	EXT-PE	Interpretation	EXT-SPI	Interpretation
mother	3.20	H	3.48	VH	3.01	H	3.61	VH
father	3.12	H	3.30	VH	2.88	H	3.41	VH
both	3.03	H	3.17	H	2.98	H	3.26	VH

Notes: H – high
VH – very high

Table 2 shows that participants with their mother as OFW have “very high” locus of hope for spirituality at 3.61, “very high” parental locus of hope at 3.48, “high” internal locus of hope, and “high” peer locus of hope at 3.01. Next participants with OFW fathers have “very high” spiritual locus of hope at 3.41, “very high” parental locus of hope at 3.30, “high” internal locus of hope at 3.12, and “high” peer locus of hope. Lastly, participants with both parents as OFW have “very high” spiritual at 3.26, “high” parental at 3.17, and “high” peer at 2.98.

As presented, OFW children revealed that they have very high inclination to gain hope using the spiritual pathway for the three categories. Nevertheless, the children with their mothers as OFW show the highest preference for spirituality. Moreover, despite the absence of their parents, children still have very high regard to their parents as locus of hope more so with those whose mother is away.

However, for children with both parents away, they only have “high” regard to their parents.

Locus of hope in terms of length of parental absence.

Table 3 Locus of Hope in terms of Length of Parental Absence

	Internal	Interpretation	EXT-PA	Interpretation	EXT-PE	Interpretation	EXT-SPI	Interpretation
0-6 mos.	3.11	H	3.25	H	2.63	H	3.88	VH
7-12 mos.	3.13	H	3.25	H	2.91	H	3.25	VH
1-2 yrs.	3.25	H	3.36	VH	3.05	H	3.59	VH
2-5 yrs.	2.95	H	3.21	H	2.86	H	3.26	VH
5 yrs.<	3.18	H	3.32	VH	2.89	H	3.45	VH

Notes: H – high
VH – very high

Table 3 present the locus of hope of the participants in terms of the length of the absence of their parents. Participants whose parents are away for only six months or less show “very high” spiritual locus of hope (3.88), “high” parental locus of hope (3.25), “high” internal locus of hope (3.11), and “high” peer locus of hope. Next, participants whose parents are away for seven to 12 months show “high” spiritual (3.25), “high” parental (3.25), “high” internal (3.13), and “high” peer (2.91) as loci of hope.

Participants with parents working abroad for one to two years, reveal “very high” spiritual (2.59), “very high” parental (3.36), “high” internal (3.25), and “high” peer (3.05) as loci of hope. For participants with parents working more two to five years outside the country, they expressed “very high” regard in spiritual (3.26), “high” parental (3.21), “high” internal (2.95), and “high” peer as loci of hope. Lastly, data from participants with parents working abroad for more than five years indicated “very high” spiritual (3.45), “very high” parental (3.32), “high” internal (3.18), and “high” peer (2.89).

From the data, it was found that spirituality is consistently the most used

source of hope regardless of the length of parental absence. And, among the categories, children with parents away for 0-6 months, from the moment of data collection, accumulated the highest mean score. Furthermore, peer exposure is consistently the least source of hope regardless of the length of parental absence. Also, it has been noticed that participants with parents away for 6 months or less has the lowest mean score in peer as locus of hope.

Locus of hope in terms of frequency of home vacation.

Table 4 Locus of Hope in terms of Frequency of Home Vacation

	Internal	Interpretation	EXT-PA	Interpretation	EXT-PE	Interpretation	EXT-SPI	Interpretation
every 1-3 mos.	3.16	H	3.27	VH	2.96	H	3.45	VH
every 4-6 mos.	3.15	H	3.25	H	2.66	H	3.72	VH
every 7-9 mos.	3.25	H	3.39	VH	3.03	H	3.43	VH
every 1-2 years	3.22	H	3.38	VH	2.97	H	3.54	VH
every 2 years	2.96	H	3.30	VH	2.78	H	3.30	VH
never	2.97	H	3.46	VH	2.79	H	3.46	VH

Notes: H – high
VH – very high

Table 4 reveal that the locus of hope of participants with parents coming home every one to three months have “very high” spiritual locus of hope (3.45), “very high” parental locus of hope (3.27), “high” internal locus of hope (3.16), and “high” peer locus of hope (2.96). Next, participants with parents coming home every four to six months have “very high” spiritual (3.72), “high” parental (3.25), “high” internal (3.15), and “high” peer (2.66) as loci of hope. Participants with parents coming home every seven to nine months have “very high” spiritual (3.43), “very high” parental (3.39), “high” internal (3.25), and “high” peer (3.03). Following

these participants are those with parents coming home every one to two years have “very high” spiritual (3.54), “very high” parental (3.38), “high” internal (3.22), and “high” peer (2.97). Then, those with parents coming home every two years have “very high” spiritual (3.30), “very high” parental (3.30), “high” internal (2.96), and “high” peer (2.78). Lastly, participants with parents who have never come home for vacation have “very high” spiritual (3.46), “very high” parental (3.45), “high” internal (2.97), and “high” peer (2.79).

Data revealed that children with parents coming home every four to six months have the highest spiritual locus of hope. Also, it is interesting to note that those with parents who have never been home still have very high parental locus of hope.

Locus of hope in terms of frequency of communication.

Table 5 Locus of Hope in terms of Frequency of Parental Communication

	Internal	Interpretation	EXT-PA	Interpretation	EXT-PE	Interpretation	EXT-SPI	Interpretation
everyday	3.15	H	3.41	VH	2.95	H	3.50	VH
every other day	3.21	H	3.38	VH	3.00	H	3.52	VH
every week	3.03	H	3.17	H	2.72	H	3.33	VH
every other week	3.18	H	3.31	VH	3.13	H	3.44	VH
every month	3.15	H	3.34	VH	2.84	H	3.19	H
circums-tantial	3.14	H	3.08	H	2.94	H	3.46	VH
never	3.21	H	3.38	VH	2.96	H	3.71	VH

Notes: H – high
VH – very high

Table 5 presents the locus of hope of the participants in terms of the frequency of communication with their OFW parents. Participants communicating with their parents everyday have “very high” spiritual locus of hope at 3.50, “very high” parental locus of hope at 3.41, “high” internal locus of hope 3.15, and “high” peer locus of hope at 2.95. Participants communicating every other day have “very high” spiritual at 3.52, “very high” parental at 3.38, “high”

internal at 3.21, and “high” peer at 3.00. Next, participants communicating every week have “very high” spiritual (3.33), “very high” parental (3.17), “high” internal (3.03), and “high” peer (2.72). While participants communicating every other week have “very high” spiritual (3.44), “very high” parental (3.31), “high” internal (3.18), and “high” peer (3.13). Participants with monthly communicating have “high” spiritual (3.19), “very high” parental (3.34), “high” internal (3.15), and “high” peer (2.84). Circumstantial communication garnered “very” high” spiritual (3.46), “high” parental (3.08), “high” internal (3.14), and “high” peer (2.94). Lastly, participants with no communication with their parents have “very high” spiritual (3.71), “very high” parental (3.38), “high” internal (3.21), and “high” peer (2.96).

The data revealed that spirituality is mostly considered as the top locus of hope of participants regardless of the frequency of communication with the exception of participants with parents who communicated monthly. It is highly interesting that children who had no communication with their parents have the highest locus of hope for spiritual. Also, despite the absence of communication, their regard on parents as locus of hope is still very high, which is at par with those who communicated every other day, and almost at par with those with daily communications.

Locus of hope between OFW children and non-OFW children

Table 6 ANOVA

Locus of Hope Variable	F	Sig.	Interpretation
Parental Agency	1.819	.180	No significant difference
Internal	.059	.809	No significant difference
Peer Exposure	.025	.875	No significant difference
Spiritual	.420	.518	No significant difference

Table 6 shows the analysis of variance on locus of hope between OFW and non-OFW children. According to the table, parental agency as locus of hope

has an F value of 1.819 and significant at .180 which means there is no significant difference between the participants with OFW parents and nonOFW parents. Null hypothesis 1 is not rejected. Next, internal locus of hope has an F value of .059 and significant at .809 which means there is no significant difference between the two groups. Null hypothesis 2 is not rejected. Moving on, peer exposure has an F value of 0.25 and significant at .875 which indicates there is no significant difference between the two groups. Null hypothesis 3 is not rejected. Lastly, spiritual has an F value of .420 and significant at .518 which indicates that there is no significant difference between there no significant difference between the two groups. Null hypothesis 4 is not rejected.

The data reveal that there is no significant difference between OFW and non-OFW children among the different locus of hope variables. This may indicate that the distance between the OFW parents and their children do not affect the locus of hope of the students.

CONCLUSION

Based on the results, OFW children and nonOFW children do not differ in their locus of hope. However, it can be observed that OFW children have higher rating for parents and spirituality as locus of hope while nonOFW children have higher rating for peer agency and internal as locus of hope. Also, it is interesting to note that despite parental absence, OFW children still have a “very high” rating for parents as locus of hope. Meanwhile, nonOFW children have higher rating for internal and peer as locus of hope. This is in contrary to the implied concept of Berger (2001) on family and friends. According to her, parents and peers are powerful influences during adolescence. So, when parents are away, as in the case of OFW parents, the peers become the most influencing factor. However, Sandstrom & Huerta (2013) stated that the quality of living of a child affects them till their maturity. Subsequently, the capacity to in live safe homes, eat nutritious foods, and access medical care allows children to reach their full potential (Sandstrom &

Huerta, 2013). These positive consequences may have allowed the OFW children to believe in the ability of their parents in providing them with their needs. This in turn explains their “very high” rating to parent agency as locus of hope. This assumption is supported by Belgira et. al. (2013) in their study on children of seafarers. Accordingly, the children understood the necessity of the absence of their parents as they have comparatively better lives than the other children whose parents work near. Furthermore, results from their study revealed that parental absence was not considered as a detrimental factor to the relationship of the family with the help of satisfactory communication (Belgira et. al., 2013). This in turn is similar to the results of this study of which some of the participants reported daily communication process with their OFW parent while others reported communicating with their parent every two days. Such frequent communications may have been the reason why parenting and guidance was possible. Yet, despite the availability of the information and communication technologies today, there are still a few numbers of OFW parents and children who do not communicate.

It can also be noted that despite the “very high” regards on parents as locus of hope on either parent, it can be observed that children with mothers working abroad have higher rating than those with fathers working. This validates the finding that among the migrant parents, it is the mother who expends more effort in parenting their children from a distance, being more involved in the child’s day to day life as opposed to OFW fathers (Parrenas, 2005).

Also, among the factors of locus of hope, spirituality had the highest rating for all categories and variables. These results may also be a reflection of the respondents’ education and culture, considering that Philippines have very strong religious beliefs. Especially that this is the only country in Asia that consist predominantly with Roman Catholic population, making her fifth in the world (Inquirer, 2011).

Lastly, the result of this study is parallel to the result of Bernardo (2014) in which adolescents, in general, have higher family and spiritual as locus of hope. Also the female participants of Bernardo reported to have higher parental and spiritual locus of hope. Although, locus of hope between sexes was not explored in this study, the results of this study showed that there are more female respondents than male respondents. Perhaps this contributed to the results of this study. Thus, further research is needed and other method of data gathering is suggested like case studies. Case studies allow a more in-depth discussion of data thus making the findings more meaningful and conclusive.

Recommendations

Based on the results and conclusions drawn in this research it is important that programs, such as seminars, group dynamics, and counselling, on topics like the importance of communication should be conducted to strengthen the parent-child bond as it has been implied that communication played a role for the participants in this study to develop and maintain their hope on their parents despite the absence. Also, children whose parents are new OFWs should be counselled on the necessity of the absence of their parents.

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WOMEN IN A THREATENED COASTAL COMMUNITY IN SOUTHERN PHILIPPINES

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ABSTRACT

This study examines women's involvement in a coastal resource management in Barangay Panalsalan, Plaridel, Misamis Occidental, a coastal community in Mindanao, Southern Philippines. Using Key informant interview, the study gathered data from 12 women officers and members of Panalsalan Coastal Resource Association (PCRA) and Barangay Women's Association (BWA). These women have resided in this coastal community for at least 10 years and are familiar with their coastal environment. Data gathering was conducted in July 2015 by the researchers.

Having lived in the area for quite some time and having involved in coastal resource management in Plaridel, these women are cognizant of the threats in the coastal resources brought about by climate change and improper ways of fisher folks. They are motivated to join the CRM in their barangay because aside from the economic incentives they get from the organization, they also feel responsible in preserving the environment for the present and younger generation.

Women's accounts reflect some folk knowledge regarding nature, specifically about the sea and fishing practices. For instance, the shape and brightness of the moon symbolizes a voluminous or scarce fish catch. "Palina" and not sweeping the floor before fishing are identified by the informants as among their local practices which are believed to bring good fish catch. Their notions on climate change are indicated in their accounts on the unpredictable weather and increased water temperature, among others.

Through their involvement in Coastal Resource Management (CRM) in varying capacities as member and/or officer, women informants claimed it has enhanced their awareness in the importance of protecting their coastal environment. They participated in the CRM's mangrove planting and campaign for the fish ban period. Their involvement in the CRM from planning to implement of activities made these women empowered and fulfilled. Despite of being housewives and having low income occupations, they felt they are contributing to safeguard their threatened coastal community and to preserve the coastal resources for their children's children.

Key Words: Coastal Resource Management, indigenous knowledge & practices, climate change, women's involvement

INTRODUCTION

If we talk of natural management from a global perspective, whom do we find in the forefront of the race for protection and preservation of the resources. The answer comes very naturally, it is the women. (Yadav, Naresh p.1, n.d.) The yesterday's women are left home or given a task to do small things in the workplace or a huge company, however the modern women become more and more active in doing what men can do. As far as the environment is concern, the need of continuous protection and preservation of it is highly compulsory. Most women do navigate and interact with the nature because they can relate some of its aspects in the nature. Gender and environment concerns come across in certain aspects of policy-making, particularly in participatory decision making and stakeholder involvement which are important both from the gender perspective but also from a broader environment perspective. (Sefraoui, 2009)

In Plaridel, an under developed municipal town located in the region of Misamis Occidental shows the active involvement of women in the different social institutions most especially in the environmental preservation features. Plaridel consist of 33 barangays, of which 13 are located in the coastal; while other 20 are situated in the upland. Plaridel has 9,885.37 hectares, that accounts 8,844.67 hectares of Alienable and Disposal area wherein basically an agricultural and a 1,040.70 hectares encompassing the only timberland in the municipality. The most common livelihood in Paridel is farming, fishing, and agricultural businesses.

Plaridel's Costal Resource Management 2013-2023, this planning process encouraged the local community

groups actively participate as principal stakeholders in the planning and its implementation. The plan was made to be applicable from 2006-2016 but were not adopted, however, when Iligan Bay Alliance for Misamis Occidental (IBAMO) was formally created and with the inclusion of Municipality of Plaridel in 2011 encourages and mandated to submit its CRM Plan approval, certification and the presentation in multi sectorial forum.

We the researchers want to know the women in Coastal Resource Management particularly in Barangay Panalsalan, Plaridel Misamis Occidental, and the challenges they encounter in managing the coastal resources and how do they address such challenges in order to implement it without the destruction of other environmental aspects of the community. With these insights, we are hoping to come up with the best practices of women in managing the coastal resource management that would be a helpful to other coastal communities.

The objectives of the study were to give an overview of Plaridel Coastal Resource Management, describe the socio-demographic characteristics of women involved in PCRMM, find out their notions on environment and coastal resources in Plaridel, climate change, and disaster preparedness, determine their involvement in PCRMM and generate assessment of women in PCRMM

The researchers believe that the findings of this study are highly significant theoretically, methodologically, and in policy making. In terms of theory, this research attempts to make meaningful links on gender roles and sustainable development.

In terms of methodology, this research provides empirical proofs about

attempts of sustainable development on the ground from the experiences women in a coastal community. In doing so, this research could provide inputs to other communities that are also implementing similar coastal resource management programs.

Moreover, the findings of this study may serve as an inspiration to all people. This will motivate them to participate in the community development and preservation of natural resources.

Furthermore, this study provides recommendation to the educators where to focus on the point to improve the plan. They may instil future strategies for development and preservation of the environment and for the success of the implementation of the Coastal Resource Management Program.

CONCEPTUAL/THEORETICAL FRAMEWORK

This study is anchored on the Ecofeminism perspective. According to the Western society, women are treated as inferior to men, 'nature' is treated as inferior to 'culture', and humans are understood as being separate from, and often superior to, the natural environment (The Green Fuse, n.d.)

Ecofeminism believes that Patriarchal society is built on four interlocking pillars; sexism, racism, class exploitation and environmental destruction. Eco-feminist analysis reveals that it is not only women who are portrayed as being 'closer to nature'; oppressed races and social classes have also been closely associated with nature. This is also the primary stage towards the foundation of ecological stability. (Sinha, 2008)

Bases such as ecofeminism describes movement and philosophies that link feminism with ecology, as of Plaridel's women involving in ecological reservations. From arguments that there are particular and significant connections between women and nature, ecofeminism interprets their repression and exploitation in terms of the repression and exploitation of the environment. These connections are illustrated through traditionally female values such as reciprocity, nurturing and cooperation which are present both among women and in nature. Ecofeminism has made a particularly useful analysis of power relations, and rejects any form of hierarchy. The emphasis is on shared power, finding our own 'power-from-within' rather than needing to impose the manipulation and control of 'power-over'. (Mishra, 2015)

Symbolic Interactionism

The role of women can be also classified as integration of the planning, implementation, management, monitoring and evaluation of this program. In planning, women are more likely to be endorsed in the field of defining activity's goal for the future of the program and its economic effects to every individual. In planning phase, women can also modify the resources, understand its valuable concern and it will serve as an effective asset to secure an achievement based on the assign tasks.

Hence, in this coastal resource management, women find their roles as an asset that what they do is for the betterment or for the cause of having a life of importance through this endeavor. Symbolic interactionism theory also emphasizes that human being make conscious and meaningful adaptation to their environment. (Blumer, 1969) Women

are not just influenced by the people around her, but also in the environment she lived in. If she lived nearby the sea probably her livelihood would be fishing and etc.

RESEARCH SITE

Plaridel is a leading municipality in agri-fishery industry and eco-tourism destination in Misamis Occidental with self-reliant, ecology-conscious and empowered people in a safe and livable place with enhanced opportunities governed by efficient and God-fearing public servants. Thirteen (13) out of thirty-three (33) barangays in Plaridel are located in coastal areas some of these are the Barangay of Calacaan, Kauswagan, Catarman, Katipunan and Looc Proper. This study will be conducted in Brgy. Panalsalan, Plaridel, Misamis Occidental, Philippines.

The interview was conducted in July 24-30 2015. Each interview lasted for about 30-60 minutes in their houses. The researchers use Visayan dialect in asking questions for the key informants to understand and express themselves thoroughly. When we submitted our first tables, the adviser suggested that we add informant to enhance our findings. Because one of our member of the researcher is from Plaridel, she gathered additional four 5 key informants.



Figure 1. Map of the Philippines



Figure 2. Map of Misamis Occidental

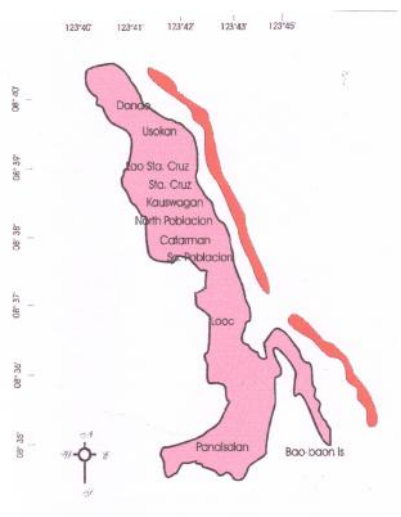


Figure 3. Map of Coastal Areas in Plaridel

RESEARCH METHODS

The researchers used a semi structured interview guide to gather information from the informant. The interview was done in a flexible manner to allow the informants to give their views and opinions regarding the topic that they were asked.

In-depth and intensive interview are usually recorded on tape or video-videotaping visual aspects of the interview situation are of course captured as well. Some authors argue that these recordings contain a richer representation of the interview situation than tape (Kvale 1996), in our case, we recorded the interview proceedings and at the same time took notes of important information. After gathering data, we transcribe the interview findings.

Because the qualitative design of the study using interview, data gathered were subjected to thematic analysis. Thematic analysis in its simplest form is a categorizing strategy for qualitative data. Researchers review their data, make notes and begin to sort it into categories. Styled as a data analytic strategy, it helps researchers move their analysis from a broad reading of the data towards discovering patterns and developing themes.

While researchers debate whether thematic analysis is a complete "method" per se, it is a process that can be used with many kinds of qualitative data, and with many goals in mind. For that reason, thematic analysis is often implicitly and explicitly a part of other types of data analysis including discourse analysis, grounded theory, and case study (Boyatzis, 1998). In this study, since there are guide questions, the responses for each question are classified into themes,

identified themes were then used as bases for discussion.

PRESENTATION AND ANALYSIS OF DATA

The researchers used a semi structured interview guide to gather information from the informant. The interview was done in a flexible manner to allow the informants to give their views and opinions regarding the topic that they were asked.

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1998). In this study, since there are guide questions, the responses for each question are classified into themes, identified themes were then used as bases for discussion.

Most of the key informants obtained high school level of education. Majority earned an income between P 1, 000.00 and P 5,000.00. Clearly, educational attainment is highly correlational with the kind of occupation the key informants have. Most of the key informants want to participate because of the income they get from the funds or livelihood they have in the community. This livelihood they have is also in line with the goals they have to achieve in upholding the program. When it comes to monthly income, 8 key informants earned income between P 500.00 – P 1,000.00; 1 key informant earned income between P 1, 001.00 – P 5, 000.00; 3 key informants earned income between P 5, 001.00 – P 10,000.00.

According to NEDA (2011), despite increases in income and economic growth, poverty remained high in the region compared to its neighboring regions in Mindanao. The region remained to have the fourth highest incidence of poverty among families (and population) among the six Mindanao regions and sixth among the 17 regions in the Philippines. Based on trends, the region's target of having its poverty incidence among population by 2016, which is also among its MDGs, appears to be unattainable. Misamis Occidental had the highest poverty incidence (among population) at 45.7 percent among the five provinces of the region in 2009.

Women's Notions on Environment and Coastal Resources

In this part of the study, notions of the key informants are presented. These

notions pertain to environment, coastal resources and fishing in Plaridel, as well as folk beliefs or indigenous knowledge and practices related to coastal environment and resources.

CRM in Plaridel

Barangay Panalsalan is one of the three mangrove plantations by the DENR in the Municipality of Plaridel. It is part of the Coastal Resource Management Program (CRMP) under Iligan Bay Alliance of Misamis Occidental (IBAMO) in Northern Mindanao. It is Alliance-built partnerships provide a framework for collaboration between local governments, implementing strategies and supporting sustainable coastal resource development in Misamis Occidental Province. Local government unit is Municipal Environment and Natural Resources Office (MENRO).

This study discussed the role of women in Coastal Resource Management in Barangay Panalsalan, Plaridel Misamis Occidental, and the challenges they have encountered in managing the coastal resources and how have they addressed such challenges in order to implement it without the destruction of other environmental aspect of the community. Practices and beliefs of women in managing the coastal resource management were also included.

Informants' Views of the Environment

Key Informants	Answers	Themes Positive	Themes Negative
Virginia	Minus ang pagpanagat, tungod sa init. Apektado ang mga pangisda. (Decrease in volume of catch due to		Change in the volume of catch due to intense warm temperature.

	intense warm temperature. It has affected our fishing.)		
Pacita	Sauna hawan ang katunggan karon, pag-abot sa mga DENR nananom sila. Okay na hayahay. (Before, there were no mangroves. But when the DENR came, they planted. It is okay now and comfortable.)	There are a lot of mangroves.	
Ana	Okay ra ang environment, Hapsay. (The environment is okay. Peaceful.)	Peaceful environment.	
Evelyn	Lahi ra jud sa una ug karon. (It was different before.)		Change in the environment
Analita	Malinawon ug hapsay. Pero naa lang illegal na kasulod. Dili jud ni sya maayo. (Neat and Peaceful. But there are illegal who have entered. This is not good.)	Peaceful environment,	Illegal who have entered
Lovely	Mahangin lang usahay, pero okay ra biya pud. (Generally okay except for being windy at	Generally okay except for being windy at	

	times.)		
Virgie	Makatabang ang environment. (The environment is helpful.)	The environment is helpful.	
Girle	Maayo na ug improve na ang environment. (The environment is good and improved.)	The environment is improved.	
Victoria	Maayo ra man ang environment, crisis lang ang pagpangita sa dagat. (The environment is good, but there is crisis in fishing.)		There is crisis in fishing.
Jovelyn	Okay raman sya nindot kaayo ang hangin. (It's okay, nice fresh air.)	Environment is okay with fresh air.	
Artemia	Naay kakulangan, tungod sa panginabuhin. (There is lack in terms of livelihood.)		Lack in terms of livelihood
Lourdes	Okay ra. Malinawon ra pud ug nakatabang kay dili polluted. (It's okay. Peaceful and helpful because it is not polluted.)	Peaceful, not polluted	

On Sample Group

This is a descriptive qualitative design research which employed individual

interviews. This research comprised twelve (12) women key informants, who have stayed in Brygy. Panalsalan for more than ten years and have lived in the area along the coastline and determined through the purposive sampling technique.

Participation and Challenges Encountered by the Women in CRM

Many women in the coastal community are involved in fishing, shell gleaning or gathering, planting mangroves and other coastal activities. These women exercise their roles in terms of planning, implementing, monitoring and evaluation. These roles were under PCRA, in planning mostly the officers were gathered together to make action plans for the advancement of the program and the coastal area itself. In the implementing process, it is where the laid plans are being put into action and all of the officers and members are required to join and participate the different activities under coastal resource management.

One of the projects being implemented by the association was the Mud Crab Fattening but it was a failure because of the absence of responsible people in guarding the mud crabs. But still they continue to find other areas where they can help maintain the beauty of the nature. They are moving on to planting mangroves and right now they are able to plant many mangroves in the seashore. In the monitoring process, they are assigning different people or a member from time to time to watch over the mangroves they have planted. At the end of the process they also have this evaluation during monthly meeting in their organization. This is how the women participated in their association. Actually the recent president and officers of PCRA nowadays are all females. They are the ones holding the

association and they have fishermen members in the association. For information, PCRA is a related association with CRM. PCRA association is not under LGU but NGO.

On the other hand, if they have participated and reformed well their roles as agents in the coastal resource management because of that good work they have expressed also their distinctive benefits they acquired while they involved themselves in the coastal resource management. Personally women have spoken about themselves that there is really a change deep inside them. Women who are involved in coastal resource management expressed their benefit on the enhancement of leadership skills, communication skills, knowledge about planting mangroves and how to preserve our coastal resources. Economically, women have spoken that CRM benefits the economic stability of Plaridel since this municipality is rich in agriculture and marine resources.

Conserving the natural resources of Plaridel, helps to sustain the economy ensuring that there will be a continuous supply of vegetables, fishes, seashells and other products in the market. In the community, the program really helped in the preservation of the environment. Socially, it enhances the socialization with other people, they feel united and equal with one another. These women have encouraged other women to participate in the said program, saying "the more, the merrier".

In an association conflicts and challenges among members are always present. The women are involved in the association faced some challenges in their lives. Most of them ----- faced with financial problems that they were not able to join

seminars which are important in their participation in the CRM. Also, there are conflicts in leadership and disorganized records of the association. These things always happen but according to the women involve in it, they were able to resolve the problem before leaving the meeting area. Women in the CRM are also asked about the views of men towards them who participated actively in the association. Most of the views of men are positive. Men's perception is that they view women very highly and equally, they supported the women, understand them and they perceived women as their sisters. This proves that men should also support the women like the women supporting them.

Awareness in Climate Change And Disaster Preparedness

Climate change occurs anywhere in the world. The coastal areas in Plaridel mostly in Barangay Panalsalan were affected. The manifestation of it was the seawater gets warmer this result to fish kill due to increasing temperature. There are tendencies sometimes that there are only small fish catch due to climate change. This affects the livelihood of the people living in the area. All of the women involved in this association were aware of the climate change and how does it affect people and the natural resources. In addition, it can also give impact on their livelihood, climate change can cause also calamities such typhoons, floods, landslides and other calamities. In connection with this, they were asked on disaster preparedness in their barangay most especially in their respective homes.

Most of them prepared a survival kit which includes; medicines, cash cards, clothing, foods, canned goods, flashlights and other necessities. So far, the key

informants have not experienced super typhoons only sometimes, strong winds and heavy rains however are common. Typhoon Sendong (Haiyan), the coastal community was affected for almost 3 months because there were dead bodies of animals and humans along the shoreline, and most of there were found in the coastline because there are mangroves that blocked the passages. Key informants thus suggested that everyone must be ready and watchful all the time.

Traditional Beliefs on CRM

Moreover, this women have also shared their traditional beliefs in relation to coastal resources management. Many of them believed in *tuob* which can help them in catching fish because as they are going to perform the ritual, fishes will be attracted to it. Some also consider the new moon as the time when it is low tide, a cat washing his face depicts of there are a lot of fish catch, when there is an eclipse it warns people that there will be a coming calamity or disaster in the place and lastly the lamp when there are a lot of flying insects gets close to it, it is a sign that there are a lot of fishes in the sea and lastly the belief of not shouting in the sea because it will disturb the spiritual beings who are residing in it. These traditional beliefs are indigenous knowledge from their early ancestors. They are passed to them and it became a tradition and a practice in order for them to believe more so they must do something. They always believe that nothing will be lost if they will try those practices.

Informants' Folk Knowledge

Key Informants	Folk Knowledge	Themes
Virginia	1. Kung dulom (Bulanon) minus ang isda sa dagat. 2. Palina, mga	*New Moon *Traditional rituals to dispel bad lucks.

	insenso, mga palihi na para mawala ang dimalas.(1. If it is New moon, there's only few fish in the sea. 2. Palina and incense those are for dispelling bad lucks.)	
Pacita	1. Isdaan ang dagat kung ang suga kay dugukon ug mananap nga maglupadlupad. 2. Palina pud para dili dimalason. (1. When insects circle around the lamp, it means that there's a lot of fish in the sea. 2. Palina to dispel bad luck.)	*Relationship between the lamp and the insects *Traditional rituals to dispel bad lucks.
Ana	1. Mutuo kog tu-ob2x or insenso, para abog na sa dili ingon nato. Ang insenso para to pang dani sa isda. (I believe in "tu-ob2x" or incense, to get rid of bad spirits. It is also to attract fish.)	*Traditional rituals
Evelyn	1. Basta bation nako na gamay ra ang kuha sa isda, magtuob ko. Kay walay makapildi sa tu-ob. Akong gamiton kamangyan. 2. <i>Eclipse</i> -Bakunawa na mokaon sa bulan basta naay in ani naay katalagman mo abot. Usa sa mga nasaksihan na ma katalagman kay katong sa	*Traditional rituals to dispel bad lucks. *New Moon symbolizes low tide

	bagyong Sendong. (1. Whenever I feel that there is a few catches of fish, I used "Tu-ob. Because nothing can defeat "Tu-ob". What I usually used is "Kamangyan". 2. Eclipse-Dragon that eats up the moon, it means that there's a catastrophe that will come. One of the catastrophe that I've witnessed was Typhoon Haiyan.)	
Analita	Dili dapat magsinggit singgit sa dagat. Dili magsaba saba. Kay dili ta tagiya sa dagat. Naay dili ingon nato. (We should not be noisy in the sea because we don't own it. There are spiritual beings.)	*Belief in the spirits in the sea which should not be disturbed
Lovely	Kung tibuok ang bulan, mahunas ang dagat. (if it is full moon, it's low tide.)	*New Moon symbolizes low tide
Virgie	Ug new moon gali, pasabot hunas ang dagat. (If it's new moon, it's low tide.)	*New Moon symbolizes low tide
Girlie	Wala koy mga tuo-tuo.	*None
Victoria	Tuob tuob ug mga sagbot, pahiuli na kahoy, kamangyan, kandila gikan sa simbahan. Para makaabay me, para makakuhag isda. Binsilon ka	*Traditional rituals to dispel bad lucks.

	kung dili ka musunod ani. Ang pasabot sa binsilon dili kakuhag isda. (I used "Tu-ob2x and grass, wood, incense, candle from the church. So that we can catch fish. If you'll not follow this, you'll get nothing.)	
Jovelyn	Magpaaso ra man me. (We just use incense.)	*Traditional rituals to dispel bad lucks.
Artemia	Kaanang Bulanon. Kanan pud manghilam-os ang iring, pasabot ana kay daghan makuha nga isda. (New moon means low tide. (When the cat clean its face, it means we can catch a lot of fish.)	*New Moon symbolizes low tide *Relationship of the cat the volume of fish.
Lourdes	Wala koy tinuuhan.	*None

If they have believed in the various traditional beliefs, how much more the real ordinances and laws being implemented by the coastal resource management. One of the most well-known ordinances is the ban period. This ordinance is all about the red flag displayed in the sea which symbolizes the no fishing ordinance in the coastal areas. It was implemented for the benefit of the other fishes to grow and lay their eggs. It is very important to follow this ordinance in order for them to have also the discipline in catching fish in the sea. It is also prohibited to use *tubli* or a poisonous plant, hypo chloride, dynamite and electric devices for catching fishes because this can greatly affect and poison the seawater or even ruin the coral reefs

and habitat of the fishes under the sea. These are the ordinances being observed by the women who are involved in the coastal resource and management.

Livelihood Program

Since Barangay Panalsalan is a coastal community, more of their livelihood and source of living is found in the marine resources. The women who are involved in coastal resource management have this non-government organization called PCRA which is Panalsalan Coastal Resource Association wherein women are the present officers with both men and women as members. Their main goal is to preserve the natural resources and improve one's life through livelihood projects. These women are aware of the movement and the process of the association to help improve and develop the beauty of Plaridel and its natural resources. In livelihood programs, the most common source of living is fishing and shell gleaning but they also have this alternative source of living since there is no consistent volume number of fish catch in the sea. Some of the women engage in sari-sari store, farming, poultry and coconut copra.

Women's Vision for CRM

So far as the future is concerned, women involved in CRM are still hopeful that the problems of the coastal area will be mitigated. Some visions in the future is that if the illegal practices of men will be continued then there will be no fishes left in the sea, there will be more fishes in the sea if we know how to save our marine resources. People just like the informants in this study wanted also to elevate their livelihood and way of living. CRM is looking forward to the implementation of the projects. There is no perfect

organization, CRM has its own story of successful days and also a share of failures. CRM gained success when the projects were implemented like the planting of mangroves and ordinances are being observed. It is already a success to the management. Failures happen when there are conflicts and misunderstanding in the group.

Overall, the involvement of women are highly seen in the context of participation because there are outputs seen in the coastal area. Until now, they are still into the development of the projects and looking forward for more to be contributed in the environment

CONCLUSION

Plain housewife that is how women who do not have any professional job only stay at home to taking care of the children and doing household chores. They are aware of involvement and participation in outdoor activities, like these women in the Coastal Resource Management. If we will define a woman, we will always say that they are vulnerable and weak but actually we just do not know some aspects of their lives on how they function well in their roles even in the roles of men.

The women's role as primary caretaker still intact within most segments of society (Ferree 1987; DeVault 1987), women have had to take on an additional role: that of caretaker of the nature. Looking at the women in CRM, they are commonly plain housewives and yet they have greatly contributed to the preservation and protection of the coastal environment and resources in their community. Their characteristics as a mother and a wife implies how they could take care of the environment around them. The theory of ecofeminism describes the

women's role in environmental protection, that women are the "natural careers" of the environment perpetuates traditional views on gendered division of labor (Klien, 1999).

The women involved in Coastal Resource Management adheres to superstitious beliefs that cause them to believe in the various forms of traditional practices from their ancestors. They also tell of how a people view the unknown and the means to appease the gods that control the future. (Estareja, et. al., 2009). This idea of belief symbolizes the connection of the human beings, plants, animals and the surroundings from the air beneath and ground below. Somehow these beliefs did not remain as it is but it was really proven by most of the women who lives there. Being sensitive is one of the best assets of women inside of them. A particular discussion about this matter will develop better concepts and ideas beneficial to both man and nature (Saway, 2007). Their awareness of the environment is not only for the prevention of disasters but also for dealing with them when they come.

The involvement of women in CRM is given much attention in this study. Somehow, the idea of only men can go fishing has been disprove because it is proven in this study that also women are engaged in going to the sea and catch fish. Another point of highlighting women are their participation on the coastal resource management activities which gives the notion of how do women helps preserve the environment most especially the means of coastal resources. Their involvement created an impact to the other people as they go on continually to do their roles and render service to the coastal community. Hence, women find their roles as an asset that what they do this for the betterment or for the cause of having a life

of importance through this endeavor. Symbolic interactionism theory also emphasizes that human being make conscious and meaningful adaptation to their environment (Blumer, 1969).

These women involve themselves in planning, implementing, monitoring and evaluation of the state of the coastal area. This association they have which is the PCRA or the Panalsalan Coastal Resource Association. It is where the officers and members are mostly women in partnership with the fishermen. Their resiliency as women was given attention also in time of calamities and disasters that might occur in the coastal community. Their preparation basically is that saving and keeping a survival kit and spiritual preparation which is pray to God because He is able and He can do all things. Only few of them have answered that they will just stay at home. This preparation will guide the women in being alert and watchful always in times of disasters. In Sheldon Stryker's view of symbolic interactionism, human social behavior is organized by symbolic designations of all aspects of the environment, both physical and social.

Finally, the observation of the study is that integrated coastal management means the collaboration of the government, community especially the women and the NGO partners. There is a great part of success in Coastal Resource Management in valuing the indigenous knowledge and practices in the coastal community. Women are responsible agents of environmental preservation.

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RESETTLED WOMEN AND THEIR HOUSEHOLDS IN GAWAD KALINGA-SHELL, SITIO CALAANAN, CANITOAN, CAGAYAN DE ORO CITY: COMPARATIVE CONDITIONS AND ROLES TOWARD DESIRED RECOVERY CONDITIONS

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Abstract

This study is about the resettled women and their households' comparative conditions in Gawad Kalinga- Shell, their roles and desired state towards recovery. It uses the qualitative research design and methodological triangulation with the application of in-depth interviews and probing questions.

This study provides information about the conditions, roles and desired state towards recovery of the respondents particularly in livelihood, health, house, social relations and adaptive capacity aspects. The study was conducted on June 2015 in the biggest Sendong resettlement site in the city of Cagayan de Oro. Among those interviewed were 60 mothers, the president of GK-Shell Homeowners Association and the member of Estate Management Division. Chosen because of their availability, the respondents are in the age bracket of 21-70 years old, mostly married and housewives. Furthermore, many of these informants previously resided in depressed communities along the river in Cagayan de Oro which were badly hit by Sendong in December 17, 2011 and are now declared as no-build zone by the local government.

In analyzing in the study, the researchers used descriptive design and thematic analysis. Furthermore, the conditions of the respondents were compared by two times frames: 2 years before and 2 years after resettlement. Overall, the interview themes revolved around women depicting the worse conditions in the resettlement site than in their previous communities of their household's livelihood, house, and community relations. On the other hand, family health and relations have shown better conditions in both before and after resettlement. Thus, they are still far from reaching the "built-back better" framework of the government because most of their current conditions have not improved relative to their previous conditions; these have even worsened. However, they have notions of being fully recovered from the onslaught of Sendong and being resilient to future disasters. In livelihood conditions, it includes having enough capital to put up their own business which enables them to have family income which is more than barely meeting the household needs. For house conditions, it means having extra space, better-designed comfort rooms, and drainage system and well-ventilated housing units. For their community, a better and closer relations with their neighbours, implemented BDRRMP, and an efficient local leadership.

Key words: women in disaster, community, equality

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INTRODUCTION

After the tragedy of Typhoon Sendong, the Philippine Disaster Risk Reduction Management (PDRRM) played a crucial role in resettling the victims to safer and disaster-risk free areas. Strengthened disaster risk reduction and management plays an important role in realizing the government's promise of "building back better, faster, safer" communities after the storm. Along with this is the construction of drainage, sewage channels and other essential infrastructures such as roads and walkways to ensure the protection of both the people living on the land and the land itself. Furthermore, before families moved into their new homes, as part of the induction to the new settlements, they received an initial training induction on disaster preparedness which was coordinated with the local emergency management agency.¹

The Cagayan de Oro local government designated around 21 hectares for the permanent shelter and some transitional sites in Sitio Calaanan. Gawad Kalinga with the help of Shell Philippines started building houses and continues the housing project for the Sendong survivors while Shell further committed to build a Multi-purpose hall. Each shelter unit has a multiplepurpose room, an attached sanitaryunit (toilet and bath area) and a small kitchen area. The height of the buildings allowed a mezzanine level to be built by occupants to create a raised sleeping area. This could potentially increase the living space from 21m² to 36m².²

When it comes to the conditions of the women in the resettlement sites, they are overrepresented among those who end up unemployed because they have lower educational and literacy attainments.³ In the Philippines, some women in the resettlement

sites in Kadamay-Batangas consent to sex in exchange for two cups of rice because they cannot sustain their living. These women used to earn from selling native cakes in or near the port before they were resettled. But in resettlement the sites, they could hardly make a dollar out of a bilao (tray) of rice cakes. In Cagayan de Oro, most of those who have been officially resettled have found themselves far from livelihood opportunities in Cagayan de Oro central business districts and constrained by the cost of transport and the time needed to get to them. In Calaanan resettlement site, many women engage in informal employment through traditional laundry cleaning in the river bank due to lack of employment opportunities for them.⁴

When it comes to the roles of women in post-disaster stages, it is categorized into reproductive, community and productive roles. Reproductive roles include roles within household and the family such as inclusive of bearing, nurturing and rearing children, and caring for sick and elderly. These roles may also be expanded to include agricultural work in the home stock within household, rebuilding family and community spirit but do not give economic values. Women's community roles are done voluntarily and do not also provide economic returns include such as: maintaining kinship relations, religious activities, social interactions and ceremonies, communal sharing and caring activities, communal survival activities etc. Although these are usually related to reproductive function, there are instances where it includes work related to relief and reconstruction including the physical reconstruction of their homes.⁵ Lastly, productive roles give economic remuneration for manual labor, professional labor and subsistence activities.⁶

Findings of this thesis which caught the attention of the research team are the

¹ and ² Shelter Projects (2011-2012), Retrieved on December 2014 from

<http://sheltercasestudies.org/shelterprojects2011-2012/A25-A27-Philippines-2011.pdf>

³ Chew, L. & Ramdas, K. (2005). *Caught in the storm: The impact of natural disasters on women*.

⁴ Risa's story – Struggles of a Firewood Vendor, Retrieved on March 2015 from

<http://hands.org/risasstory-struggles-of-a-firewood-vendor/>

⁵ Ariyabandu, M.M. & Wickramasinghe, M. (2003). *Gender dimensions in disaster management*. Colombo: ITDG South Asia Publication.

⁶ Enarson, E. & Scanlon, J. (1999). *Gender patterns in flood evacuation: a case studying Canada's Red River Valley*.

similarities of their resettlement conditions and the lack of recognition to women's roles toward their desired recovery conditions. Thus, this paper focuses not just on the conditions of the resettled women and their households in GK-Shell, Cagayan de Oro but also on their roles and desired recovery conditions particularly in livelihood, health, house, social relations and adaptive capacity aspects. Furthermore, some of the specific objectives of this paper is to describe the Gawad Kalinga- Shell Resettlement site in terms of its location, access to basic services, facilities and utilities, determine the socio-demographic profile of the respondents, and identify the forms of services/assistance received by the respondents from LGUs and NGOs.

STATEMENT OF THE PROBLEM

This is a study on the conditions, and roles toward recovery of the resettled women and their households in Gawad-Kalinga-Shell, Sitio Calaanan, Canitoan, Cagayan de Oro City.

THEORETICAL FRAMEWORK

The main theoretical framework of this study is the Gender and Development (GAD) paradigm which examine not only women's labour force participation but issues such as women's health, reproductive rights, female-headed households, women and decision making, and women's collective action.⁷ Furthermore, it emphasizes on the participation of the state in promoting women's emancipation.⁸ In this study, labour force participation refers to the resettled women's engagement in informal sectors in order to supplement their husband's income. Health refers to their state of physical and psychological well-being as well as their households in the GK-Shell resettlement site. Moreover, their collective actions pertain to their roles in livelihood, health, house, social relations and adaptive capacity toward recovery thus raising women's emancipation.

⁷Moghadam, V. (1998). *Women, work and economic reform in the Middle East and North Africa*.

⁸Connolly, M. et al. (2000). *Theoretical perspectives on gender and development*.

⁹Blackstone, A. (2003). *Gender roles and society*. Retrieved on March 2015 from

http://digitalcommons.library.umaine.edu/cgi/viewcontent.cgi?article=1000&context=soc_facpub

¹⁰Talcott, Parsons. (1967). *Sociological theory and modern society*.

¹¹Hyogo Framework Action for 2005-2015 – Retrieved on October 2015, from <http://www.unisdr.org/2005/wcdr/intergover/official-doc/L-docs/Hyogo-framework-for-action-english.pdf>

Furthermore, gender roles are the product of the interactions between individuals and their environments, and they give individuals cues about what sort of behaviour is believed to be appropriate for what sex.⁹ In explaining gender roles, this study utilized the functionalist perspective. According to Parsons, three features are needed to group dynamics: interdependency, social values and stability and equilibrium. The latter part explains that certain social patterns or roles are needed to ensure a group's stability.¹⁰ In line with this study, gender roles denote to the functions of the resettled women in their family and social relations as well as disaster preparedness in their new environment which is the GK-Shell resettlement site.

This study also utilized Hyogo Framework. Part of its priorities for action is the integration of gender perspective into all disaster risk management policies, plans and decision-making processes, including those related to risk assessment, early warning, information management, and education and training and the need for proactive measures, bearing in mind that the phases of relief, rehabilitation and reconstruction following a disaster are windows of opportunity for the rebuilding of livelihoods and for the planning and reconstruction of physical and socio-economic structures, in a way that will build community resilience and reduce vulnerability to future disaster risks.¹¹

In relation to the framework, R.A. 9729 or the "Climate Change Act of 2009" amends "Gender Mainstreaming" which refers to the strategy for making the concerns and experiences of women as well as those of men an integral dimension of the design, implementation, monitoring, and evaluation of policies and programs in all political, economic, environmental or ecological and societal spheres so that women and men benefit equally and inequality is not perpetuated. It is the process of assessing the implications for women and men of any planned action,

including legislation, policies, or programs in all areas and at all levels.¹² It is in the context of gender mainstreaming that the socio-economic conditions, roles and desired state of situation toward recovery of the resettled women in GK-Shell are being examined.

Furthermore, R.A. 10121 or an act strengthening the “Philippine Disaster Risk Reduction and Management System” provides for the National Disaster Risk Reduction and Management framework and institutionalizing the National Disaster Risk Reduction and Management Plan which provided the legal basis for formulation of policies, plans and programs to deal with disasters in the country. NDRRMP covers Disaster Prevention and Mitigation, Disaster Preparedness, Disaster Response and Disaster Rehabilitation and Recovery. Under the recovery and priority area of NDRRMP is “build back better” which is the restoration and improvement of facilities, livelihood and living conditions of disaster-affected communities, including efforts to reduce disaster risk factors.¹³ In this study, “build back better” denotes to the housing units and facilities in GK-Shell resettlement site that would reduce disaster risk factors in the area and vulnerability of the resettled population to disasters.

CONCEPTUAL FRAMEWORK

The conceptual framework shows the flow of the research. The study focuses on the comparative conditions, roles and desired state of situation in the terms of the five aspects that resettled women in Gawad Kalinga- Shell want to achieve in order to fully recover from the tragedy.

The schematic diagram shows the socio-demographic profile of the mother respondents and the description of the Gawad Kalinga-Shell resettlement site including its access to basic services and the facilities/utilities provided by the LGUs and NGOs. Furthermore, it illustrates the comparative conditions before and after resettlement, roles and desired recovery conditions of the respondents in livelihood, health, house, social relations, and adaptive capacity aspects.

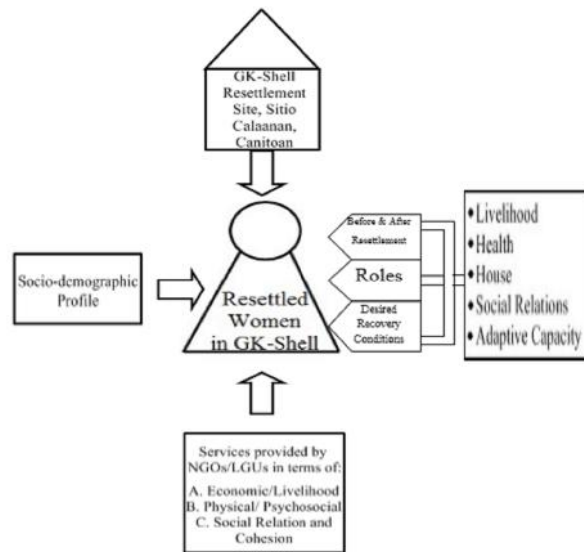


Figure 1. Schematic diagram of the study

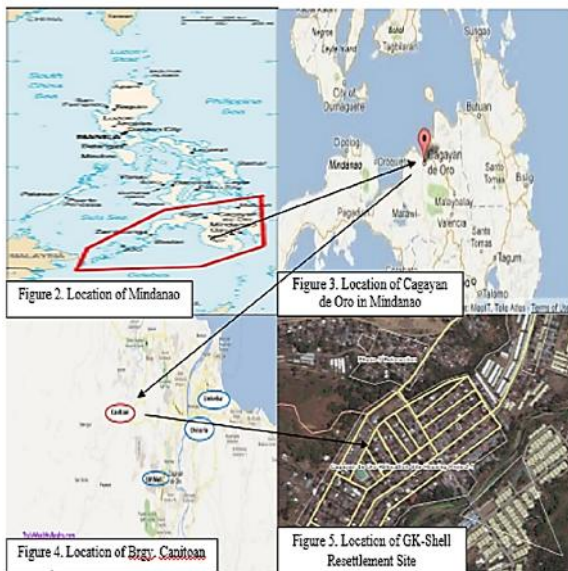
METHODOLOGY

As the study utilized the method of triangulation which involved the qualitative and quantitative method, the median distribution and the Wilcoxon test of difference have also been employed to determine the changes in their conditions in terms of their economic/livelihood condition, physical and psychological condition, living and housing condition, social relation and cohesion, and adaptive capacity/resilience condition before and after Typhoon Sendong on the quantitative part of the study. Fiduciary limit was also utilized to measure respondents’ level of living condition in GK-Shell. The thematic analysis on the other hand was used for the qualitative data. The study made use of purposive and stratified random sampling in selecting the respondents. The data gathering instrument used in gathering the qualitative and quantitative data was the interview guide.

The locale of the study, Sitio Calaanan, in Barangay Canitoan, Cagayan de Oro City was chosen to be the locale of the study because it is the biggest resettlement site in the city and also where Gawad Kalinga-Shell Housing Project is located. The figures below pinpoint to where the study was conducted.

¹²R.A. 9279, Climate Change Act of 2009

¹³R.A. 10121, National Disaster Risk Reduction and Management Act of 2010.



In this study, the researchers took one representative from each household as the informant of the study. A total of sixty (60) mother respondents who are currently residing in the area. There were also two (2) key informants: the president of the GK-Shell Homeowners Association and a member of the Estate Management Division (EMD). Furthermore, the research used non-probability sampling particularly the quota and convenience sampling.

In compliance with the research ethics, the first thing that the researchers did was to ask permission by writing a letter to the barangay chairperson of Canitoan if they could conduct an interview in Gawad Kalinga- Shell resettlement site. After getting the permit, the researchers then went to the GK-Shell president to also ask for permission to conduct an interview in the resettlement site. Once permitted, the researchers immediately started the interview process in the area. The researchers first introduced themselves to the respondents and asked them if they could be interviewed. The identities of the respondents were also confidentially assured as well as their views and answers were also respected. Permission to take pictures during the interview process was also asked from the respondents.

FINDINGS

Community Profile of GK-Shell

GK-Shell is one of the new resettlement sites in Cagayan De Oro City. Also known as GK City, it takes 15-20 minute jeepney ride to reach Sitio Calaanan, Barangay Canitoan, which is the largest resettlement site in Cagayan De Oro City and also where GK-Shell is located. The land where the GK-Shell resettlement site was built was granted by the City Government of Cagayan De Oro with the total land area of three (3) hectares. In partnership with Gawad-Kalinga Housing Project and Shell Philippines, housing units were built measuring 21 m² providing shelter to 270 families. GK-Shell has also internal rules and regulations that must be followed by the resettled grantees.

GK-Shell resettlement site is accessible to elementary and secondary schools where resettlers' children are attending and there is also a mini-market nearby. Furthermore, they have their own multi-purpose community center where meetings and any type of gatherings are usually held. A playground was also donated by UNILAB, which is now non-functional because it was burned down by unknown outsiders, and some materials were also stolen. In addition, there is project proposal regarding the establishment of their own health center.

Socio-demographic Profile of the Key Informants and Respondents

There were two (2) key informants who were interviewed by the researchers who are both female ages 52-55 years old. The first key informant is one of the resettled and the president chosen by the GK-Shell officials, while the other key informant is a member of Estate Management Division (EMD) which monitors the implementation of house rules. EMD also monitors the peacefulness and unity in the GK-Shell.

A total of sixty (60) female respondents in GK-Shell Resettlement Site served as the survey respondents in the study. Most of them are married, Roman Catholic,

high-school graduates, has an average family size of 6 members and previously lived in Barangay Carmen before Typhoon Sendong. In their present location in GK-Shell, most of the respondents have been living in the area for three (3) years, are housewives and depends mostly on their husband's income. Since most of them were only high school graduates, their job opportunities are limited to low-paying jobs such as cashier, doing laundry, and manicure/pedicure. Some of them also engaged in small scale businesses such as sari-sari stores and vulcanizing shops for additional income.

Some factors such as the respondents' low educational attainment and their dependence to their husband's income are seen as the causes of their daily struggle to provide for their daily needs. Family size is also one of the factors; however, it is not the sole cause of household poverty. According to Bauer et al. (1992), families whose household head lacks formal education have a high risk to poverty.¹⁴ Also, occupation [plays a role. Poverty rates are highest among household headed by laborers and agricultural workers.

Forms of Services/Assistance Received by Respondents

The respondents identified the types of assistance they received from various donors before and after they were relocated. As far as they could remember, the support came from LGUs, CSWD, DOLE, TESDA, Securities and Exchange Commissions, Church, UNICEF, Red Cross, GMA, ABS-CBN, Estate Management Division, HRC, SWISS-Batulong, UNILAB, KDRN, Mayor Ejercito Estrada, Congressman Rufus Rodriguez, and former Cagayan De Oro Mayor Vicente Y. Emano. These government, non-government organizations and politicians have extended their assistance to Sendong survivors resettled in GK-Shell, Sitio Calaanan, Barangay Canitoan. The assistance included food and non-food items, economic and livelihood assistance, physical and psychological assistance as well as seminars/lectures to improve family and community relation.

Furthermore, most of the respondents in the study claimed that the assistance provided by the LGUs, NGOs and some politicians was only a short-term one. Other than the ham and cheese that they received during Christmas, there are no more assistance from the LGUs and NGOs after they were resettled, that is why they engaged themselves in profitable activities in order to sustain the economic needs of their families.

On Livelihood Aspect

Respondents in this study had a bad economic condition as indicated in their blue collar and menial jobs with income lower than the minimum wage. Many of the respondents had work before they were resettled, but after they were resettled at GK-Shell, many of them became housewives, depending only on their husbands. One factor of this is that GK-Shell is located far from the city compared to their former address, so respondents cannot easily find jobs especially the ones that suits to their educational attainment. Another factor is extension of houses is strictly prohibited by the GK-Shell as part of the agreement. However, many of the respondents disobeyed this rule and extended their houses to build small sari-sari stores because according to them, they would rather break the rules than to starve.

The present condition of the resettled women in GK-Shell clearly indicate that they have not yet reached the "build-back better framework" of R.A. 10121 which is the restoration and improvement of facilities, livelihood and living conditions of disaster-affected communities, including efforts to reduce disaster risk factors. That is why most of them desired to put up their own business, hence the need for capital. Achieving this desired state is one step closer to recovery.

When it comes to their economic roles, their main notion is to supplement on their husband's income. The respondents engaged in part-term jobs particularly vending and laundering to earn extra money in order to meet the economic needs of their family since their husband's income was not enough to suffice their daily needs. Although most of

them were only high school graduates and has limited job opportunities in the resettlement site, it did not hinder them to be able to provide for their family. Instead, they strived to acquire jobs even if they were only low-paying just to earn a little extra income. Human Development Report published annually by the United Nations Development Programme (UNDP) also stated that although a woman might not hold a paid job, she earns income for the home from several different activities in the informal sector, whether from the “backyard economy” or from small home-based business.¹⁵

In view of the Gender and Development perspective, although the respondents’ labour force participation decreased after resettlement since many of them became housewives, they established certain collective roles in order provide for the needs of their families. They involved themselves in several activities from the informal sectors. With their participation, they contribute to promoting women’s emancipation in terms of the livelihood aspects.

On Health Aspect

In terms of the respondents and their households’ physical conditions, it showed no significant difference before and after resettlement because they maintained their well-being after the disaster. Also, no major diseases and sickness were not that rampant after the typhoon, because respondents were given enough medical assistance such as free medicines and vaccination by LGUs and NGOs in order to help them acquire a strong immune system. Despite there were some minor sicknesses like fever, cough, runny nose, and colds encountered by some respondents, they were immediately treated in a short period of time.

In the case of their psychological condition, the respondents had a bad psychological condition before the resettlement because they did not have a good sleep, peace of mind. Furthermore, they were also prone to stress and depression since their

previous community was near the river where flood was inevitable if it rains heavily. However, after the resettlement, the respondents have improved psychological condition. Though some of them were still traumatized after they were resettled, they have joined stress debriefing programs handled by LGUs and NGOs that helped them to recover from the traumatic event. That is why the respondents now have a good sleep and peace of mind, since they are now located in a safer area.

Women particularly mothers are the most hands-on when it comes to the health of their family. When it comes to desired state toward recovery, their ultimate desire is to have a healthy family free from diseases, sufficient supply of medicines in the health center, maintenance of health services for children such as free immunization and vitamins and availment of Philhealth to have a health insurance. Which is why they manifested the role taking care of their family. As mothers, they do everything in their capability to make sure that everyone in her family gets the proper healthcare. Despite of their poor livelihood conditions, respondents strived to maintain healthy and able-bodied family members.

Looking at these findings in terms of Baha’i International Community (1988) statement on the roles of women on health, women are the main agents of primary health care, play an essential role in maintaining family and community health. They are the ones who are most aware of the sickness and suffering in the community because of their social role as nurturers and care-takers of the young, the old, the sick and the handicapped, and they exert an important influence on health habits in the family.¹⁶

On House Aspect

Sendong survivors in this study have owned the houses they are occupying in GK-Shell City. They were chosen through the lottery method to ensure fair treatment. Their houses

¹⁵Human Development Report published annually by the United Nations Development Programme as cited in *The impacts of disasters*. Retrieved on January 10, 2015 from <http://www.cepal.org/dmaah/mdn/cd/manual/ing/women.pdf>

¹⁶Baha’i International Community. Retrieved on October 9, 2015 from <https://www.bic.org/statements/bahai-international-community-and-international-organizations>

in GK Shell are better than the tent city or transitory shelter that they occupied prior to resettlement. However, the respondents did not fully adapt to the changes of their housing and living, because there were already problems with regards to some parts of the house. Before they were resettled, their housing condition and accessibility was in good condition because it was spacious enough for all family members, had bedrooms which provided privacy, proper ventilation, their own water installation. After resettlement, the houses given to them have only one bedroom, the roof does not have “alkoba” and not spacious enough for all family members. Some respondents also do not have their own water supply and their comfort room got easily clogged because the septic tank was easily filled since it was just a barrel. Furthermore, their work, basic facilities and amenities are not accessible anymore thus making the process of adaptation slow and harder. In a study conducted in one of the resettlement sites in Sta. Elena, Iligan City house problems also existed in which there were also cracks on the walls with no proper ventilation as well.¹⁷

On the positive side, they now reside in a safer environment free from flood, landslides and storm surge since they are far away from the sea and GK-Shell is not a mountainous area. Furthermore, they now own the house they are now living in since it was given to them by the Gawad Kalinga and Shell Philippines. Also, they have their own comfort room and electricity was already installed even before they were resettled.

In this view, the “build back better” under the recovery and priority of National Disaster Risk and Reduction Management Plan (NDRRMP) according to R.A. 10121 to restore facilities with efforts to reduce disaster risk factors was effective since they were resettled in a flood and landslide- free area. However it did not fully adapt to the changes of their housing and living conditions because they already have some problems on their houses and they are resettled far from the city making it harder for them especially on their livelihood.

Since the respondents as well as their households felt that their house conditions fall short of full recovery standards, the respondents and their households desired to put up mezzanine for their houses to lessen the hotness of the house and also to make the house more spacious for all of their family members. Furthermore, they wanted to fortify by repairing some parts of the house such as walls, floor and roof since there were already cracks on the walls and floor and leaks on the roof. Some also desire to have their own water supply since they only buy from their neighbours and solve the issue about their septic tanks. With these notions, the respondents manifested efforts in saving for house improvement and repair. However, given their economic conditions, most of them cannot save for house repairs anymore since the family income is barely enough to provide their daily needs. That is why they find alternative efforts such as planting flowers and have ornaments to beautify their houses thus making it more pleasant for them to live in. They are also responsible for household tasks such as cooking meals, doing the laundry and cleaning their house.

On Social Relations Aspect

Family relations of the respondents are included in this study to find out if there are any changes in relations among families affected by Sendong. Having resettled in a new community, respondents and their households has some adjustments. The survey and interview results indicated that the respondents’ social relations conditions before resettlement was in good condition. They had regular time together, and at the same time had an open communication. They relied on each other for emotional support and strove to resolve internal conflicts/quarrels together. Aside from that, they also relied on each other in terms of financial and material support. Indeed, it revealed that the families had strong family ties. After they were resettled, they still maintained strong filial links in their families. However, they now spend less time with each other since most of them were busy finding source of income. Similar findings of a study conducted in Barangay, Sta. Elena resettlement site stated that most of the

¹⁷Canares, L. & Violanda, V. (2013). *Perceived adaptive capacity among Sendong relocatees in Brgy. Sta. Elena, Iligan City.*

respondents had a harmonious relationship with their spouses. It is very important to them to have this harmonious relationship since they play as role models to their children.¹⁷

When it comes to the community/neighbourhood solidarity, many of the respondents came from various barangays before Typhoon Sendong and have only been living in the resettlement site for only 2-5 years that is why harmonious social relations in the community takes time to achieve. Leadership problems also exist in the GK-Shell Resettlement Site because they have two (2) presidents: one which was chosen by GK officials and the other was chosen by the residents of the resettlement site. Furthermore, most of them have not established camaraderie with their neighbours since they chose to mind their own business and even stay at their homes because they don't want to be involved in the conflict and also to prevent future quarrels. However, there were some respondents who already established friendship with their neighbours because they share their goods with them.

As mothers, the respondents only want the good for their family. All of them desired to maintain and continue the good relationship that they have with their family to avoid problems and conflicts and to provide the needs of their family. Moreover, the respondents also desired to have a harmonious relationship with their neighbours that the existing leadership problem be solved so that their community can finally have unity.

With these perceptions toward recovery, the respondents manifested certain roles such as spending quality time with each other. Despite their economic hardship, they still managed to maintain strong family ties by spending time with each other although they don't have the luxury for extravagant activities. They just stay at home and watch television or have karaoke. Also, they also serve as mediators, role models in their family to teach their children good morals and right conduct and protect their children at all times and at all cost. Furthermore, they always bring their children whenever they go to church and teach them how to pray. Some respondents also join

Family Development Seminars (FDS) since they are members of the Pamilyang Pilipino Pantawid Program (4Ps). They also help their husbands by engaging in informal income-earning activities for additional earnings. Furthermore, most of them refrain from quarrelling with their husbands since it is not just unhealthy for their family but also for the sake of their children.

In line with the functionalist perspective approach in explaining gender roles, the resettled women serve as mediators and role models in their family to teach their children good morals and right conduct. Furthermore, they make sure to have an open line of communication which is an important factor in maintaining strong filial links. Since most of the respondents and their households do not have the luxury for extravagant activities, they still spend time with each at home and also have family counselling to avoid any conflict/quarrels. In this case, the respondents' social role as mothers is adhered thus sustaining strong family ties.

Moreover, viewing from the gender and development approach, the respondents involved themselves in decision making particularly on their household which signifies their empowerment.

When it comes to the social relation roles of the respondents to their community, most of the respondents abstained from backstabbing their neighbours. Instead, they just try to understand and adjust to each other. They also join meetings to stay informed about their community especially if there are upcoming events. These events particularly are community activities such as tree-planting, clean ups and fiestas. Most of them actively participate since it is an opportunity for them to interact with their neighbours. Furthermore, mostly women participate on these activities since their husbands are at work. In this manner, the respondents slowly establish a sense of camaraderie with their neighbours. These findings are similar to the study of Galigao et al. (2014) which stated that the relocatees in the Deus Caritas Village are still adjusting to their neighbours since they are still new to their community.

¹⁷Canares, L. & Violanda, V. (2013). *Perceived adaptive capacity among Sendong relocatees in Brgy. Sta. Elena, Iligan City.*

Furthermore, there are positive signs that the resettled women are striving towards making DCV a community with good social relation and cohesion.¹⁸

On Adaptive Capacity Aspect

The adaptive capacity of a community lies on how they cope up, stand firm, face and recuperate from disaster. Moreover, the communities' capacity can also be equated with resilience.¹⁹ At the GK-Shell level adaptive capacity, this study shows that they are not aware if their community has its own disaster risk reduction and management plan. Although there is a Barangay Based Disaster Risk Reduction Management (BBDRRM) in Barangay Canitoan where GK-Shell is located, the respondents are not knowledgeable about it being new in the community. GK-Shell also does not have seminars, and drills to strengthen people's disaster resilience.

For the barangay adaptive capacity before and after resettlement, the survey results showed that before they were resettled, they had good adaptive capacity conditions since they know about BBDRRM and there were also equipment and means of transportation available in times of disasters. After resettlement, it shifted to a bad condition since they are new to their community and their barangay officials lack efforts in disseminating information about Barangay Disaster Risk Reduction Management Plan (BDRRMP).

While on the family adaptive capacity, the respondents and their households had a bad adaptive capacity conditions because they do not have emergency/survival kit and they are not attentive to weather forecasts. After resettlement, the respondents are now more weather conscious and take heed to PAG-ASA warnings, and some of the respondents has now own their emergency/survival kit at home. This is similar to the study on the adaptive capacity of Sendong Survivors conducted by Arsoler et al., (2013) in GMA, Kapuso, ¹⁸Galigao, J., Gorgonio, J., & Saquilabon, L. (2014). *Conditions of Sendong relocatees in Deus Caritas Village, Luinab, Iligan City.*

Mandulog which stated that resettled women are now more weather conscious, monitors on both television and radio warnings and some of them have prepared safety kit.²⁰ This just means that after they were affected by the typhoon and relocated into a safer locality, there have been changes in their disaster preparedness.

As mothers, all the respondents want is to have a disaster resilient family that is why they desire to have preparations such as emergency kits and financial reserves in case of emergencies. Furthermore, they also wanted trainings/drills for their children so that they would also be knowledgeable on disaster preparedness and also to prevent/lessen any kind of trauma caused by disasters. Lastly, most of them wanted to have a better condition particularly in their livelihood since a change of their living condition is a head start towards recovery.

Turning to the roles of respondents toward recovery, the respondents became more cautious and vigilant when it comes to their ecological, social or economic systems. This was manifested through the application of what they learned in the seminars and drills conducted. Part of this application is to prepare emergency kit, clean their surroundings and educate their children and husbands so that they would also be aware of disaster preparedness. Furthermore, they alert themselves by watching news on the television particularly on weather reports and listening to radio. Despite of the existing conflicts in their neighbourhood, respondents still choose to help each other since after all, they are part of the GK-Shell community.

In view of the gender role theory, the respondents became more cautious and vigilant when it comes to their environment. This was shown through applying what they learned in the seminars and drills conducted by preparing emergency kit, clean their

¹⁹Republic of the Philippines, 2010. National Disaster Risk Reduction and Management Act of 2010. Republic Act 10121 – August 2015

http://www.ndrrmc.gov.ph/attachments/article/45/Republic_Act_10121.pdf

²⁰Arsoler, H., Navales, J. & Pagente, T. (2013). *Living conditions of Sendong survivors: The case of the GMA Kapuso foundation housing beneficiaries in Barangay Mandulog, Iligan City.*

surroundings and teach their children and husband so that they would also be aware of disaster preparedness. Hence, their ability to prepare their family for disasters indicates of their social role as a mother which is the behaviour appropriate for their sex.

Conclusion

After analyzing the findings, viewed within the framework of this study, the following conclusions are advanced:

That the respondents, although most were only high school graduates, initiated to find jobs in their new resettlement even if they were low-paying ones just to earn additional income to supplement their husbands' income and to provide for their family's needs. The respondents were also able to maintain healthy and able-bodied family members since they are the main agents of primary health care. They prioritize the health of their family by taking good care of them especially their children. The respondents are also mainly responsible for domestic tasks cleaning the house, doing the laundry and cooking meals. Despite their bad housing conditions, the respondents took charge in finding alternative efforts such as planting flowers and have ornaments to beautify their houses making it more pleasant to live.

Regardless of their tragic experience with Typhoon Sendong, the respondents still managed to maintain their strong family ties. They played multiple roles such as "Ilaw ng Tahanan", mediators, role models, teachers and protectors in ensuring healthy family relationship. Clearly, the resettled women take the lead responsibility when it comes to sustaining strong filial links in their family. However, the respondents are still adjusting to their community. They have not established good relationships with their neighbours most of them since they do not mingle with each other and they mind their own business. This is because there is an existing leadership problem in the GK-Shell community and they do not want to involved or take part of it. Regardless of their community problem, they attend to block meetings and participate on community activities such as clean-ups and

tree planting. With this, respondents make an effort to achieve a neighbourly relationship with their co-resettled. Moreover, the respondents showed vigilance especially on their environment. This was manifested through their knowledge on disaster preparedness, application of what they learned in the seminars and drills conducted and preparation of emergency kits.

Recommendations

In light of the findings of the study and limitations identified easily the following recommendations are offered:

For future research areas, it is recommended to conduct studies on other resettlement/relocation sites, use of other qualitative methods such as case studies, focus group discussion, life story methods be used by future researchers and the use of other theoretical perspectives like conflict perspective on their social relation condition. It is also encouraged to focus on other vulnerable groups like children, elderly and physically handicapped on their views of recovery and the use of quantitative method with a bigger sample size among the respondents of GK-Shell.

For policy implications, officials of Barangay Canitoan should conduct different seminars, forums, and drills to strengthen the resettlers' disaster resiliency as well as ways to augment their incomes and the local government should give extra effort in disseminating information about Barangay Disaster Risk Reduction Management Plan.

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Assessment of the Needs and Capacities of Women's Organizations in Bukidnon, Philippines

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Women empowerment in the Philippines is further strengthened with the enactment of Republic Act No. 9719, otherwise known as the Magna Carta of Women. Through its provisions, the Magna Carta of Women ensures equal opportunities for productive and economic activities for both men and women. Thus, several women organizations in the province of Bukidnon were established as well as in the country in general. Through a survey conducted to 240 women and interview to 15 key informants, this paper assesses the women's organizations in terms of (a) organizational management and leadership and (b) their programs, projects, and activities. It also examines the issues, concerns, and problems encountered by the women's organizations and their mechanisms in addressing such issues. Findings indicate that there is a relatively positive assessment of women's organizations particularly in terms of management/leadership and activities. Nevertheless, the lack of advocacy-related activities limits the opportunity for women's organizations to address gender and development issues and concerns. Thus, there is a need for strengthening these organizations through capacity building activities.

Key words: women's organizations, management and leadership activities

INTRODUCTION

Republic Act (RA) No. 9710, or known as the Magna Carta of Women, ensures the empowerment of Filipino women and recognizes their role in nation building. This act provides the opportunity for women to participate in and benefit from any development activities in each of their locality.

The women's movement in the Philippines may have its beginnings in 1970's during the martial law era, but "it was only the early 1980's that the self-identifying feminist groups were formed" (Sobritchea, 2004). Hence, women's movement in the country had an origin of political activism stance, or if not, a "leftist origin". Many of the members of first women's associations were from the nationalist movement against martial law

regime. There were those from the "underground" as well as from NGOs which were into development work. Thus, their efforts were addressed to "women's issues and concerns within the context of a nationalist agenda for genuine agrarian reforms, nationalist industrialization, and peace with justice." They are also involved in "campaigns against militarism in the countryside, the proliferation of anti-communist vigilante groups, and war-related sexual crimes" (Sobritchea, 2004).

Women's movement in the Philippines could be described as "militant, nationalist, and cross-cultural" thus, can be explained within the context of its history. Its "strength and militancy" have "roots in the pre-Spanish period when women in this Pacific archipelago were active in social, economic, and political decision making. The imposed

Spanish colonial culture (1578-1898) which stressed male superiority, turned the tide against women, and the American colonial presence after 1898 reinforced male control of both economic and religious life” (Friesen, 1989).

In 1980s, there was an increasing number of women advocates. They took time conducting gender sensitivity seminars among “community residents, students, government employees, and CGO workers” which somehow resulted in an increased awareness of the public on “women’s issues and rights”. Two major women’s groups were formed during this decade namely: the Lakas ng Kababaihan (Group of 10, G-10); and the Women’s Action for Development (WAND) (Sobritchea, 2004).

The formation of women’s organizations in Bukidnon is an opportunity for RA 9710 to be effected in the province. According to the concurrent president of the Provincial Federation of United Women of Bukidnon, Inc. (PFUWBI), there are now more than 500 women’s organizations in the province. Some of these organizations were established in early 2000.

When organized, women could have a collective effort to pursue development initiatives. They could have stronger bargaining power as well. Women’s organizations could be considered as “viable institutions to undertake a variety of development activities such as health and family planning programs, income-generating projects, and literacy and education activities” (Trager and Osinulu, 1991). Indeed, the United Nations Development Programme emphasizes gender equality and women empowerment not only as human rights but also as pathways to the attainment of Millennium Development Goals and sustainable development (<http://www.undp.org/content/undp/en/ho>

[me/ourwork/womenempowerment/overview.html](http://www.undp.org/content/undp/en/ho/me/ourwork/womenempowerment/overview.html)).

Women empowerment is essential to build stronger economies and improve the quality of life of men, women, families and communities. Its significance in development initiatives is therefore without questioned. To develop empowered women, it is imperative that they must possess the necessary capacities, especially in decision-making process. Empowering women also entail giving them more responsibility. According to Aamodt (2010), increased responsibility can result in higher skill levels.

Hence, this study aimed to describe the programs and activities of the women’s organizations in Bukidnon, Philippines. It also assesses the women’s organizations in terms of (a) organizational management and leadership, (b) programs, projects, and activities, (c) establishing linkages and lobbying. Lastly, it examined the issues, concerns, and problems encountered by the women’s organizations and their mechanisms in addressing such issues. It is important to explore the experiences of these organizations to come up with accurate basis for developing more responsive interventions.

Though data on women’s organizations at the national level could be accessible, its local counterpart particularly in the province of Bukidnon, are not available at present.

On the other hand, the University, particularly the University Center for Gender and Development (UCGAD), is expected to play its role in the development of the province. It could be noted that UCGAD aims to “develop and initiate programs to help the government implement its plans for a gender responsive development,” and to “serve as resource center for gender/women’s programs and studies”. Thus, assessing the women’s organizations in the province

provides UCGAD the opportunity to identify its entry points for helping the women's organizations in particular and the province in general. Generating data on the experiences of women's organizations provides UCGAD with the basis for coming up with more responsive extension projects or development initiatives.

METHODOLOGY

Research Design and Locale of the Study

As a descriptive and exploratory study, it described and explored on the experiences of the women's organizations in order to assess their needs and capacities. This study was conducted in the province of Bukidnon, Philippines which is composed of two cities and twenty municipalities. During the conduct of this study, the province still had three political districts (presently, it has four districts). As of 2010, Bukidnon has a total population of 1,299,192 (<https://psa.gov.ph/directory>).

Data Gathering Methods/Tools

This study utilized quantitative and qualitative methods of data collection. For quantitative, a survey was conducted using structured survey questionnaire. However, qualitative methods such as Focus Group Discussions (FGDs) and Key Informant Interviews (KIIs) were conducted prior to the construction of survey questionnaire in order to generate more accurate categories and measures for the latter.

Specifically, in the "assessment items" on the survey questionnaire, the respondents were asked to rate from 1 to 5 (where 5 as the highest and 1 as the lowest). The qualitative description was likewise explained to the respondents.

Moreover, FGDs and KIIs were conducted in order to probe or generate in-depth responses particularly on the experiences of women's organizations using a semi-structured interview schedule. Key informants and participants in the FGDs were purposely selected based on certain criteria such as number of years as members in the organizations, and position in the organizations. A review of secondary data (e.g. constitution- and by-laws, reports) was likewise conducted.

Sampling Procedure

This study employed a multi-stage purposive or non-probability sampling. Firstly, two municipalities were purposely selected from each of the three districts of the province. These municipalities include Sumilao and Pangantucan for the first district, Lantapan and Malaybalay for the second district, and Quezon and Maramag for the third district.

Consequently, two barangays (one "near" or "poblacion" and one "far" or a barangay that is relatively far from the "poblacion") were selected from each municipality. The selection of "near" and "far" barangays is based on the assumption that proximity or distance from the "center" (of social activities) affects social participation e.g. "near" barangay has more access to opportunities for social participation. In each barangay, twenty members were selected. Thus, 240 members were conveniently selected as a sample in the survey. Convenient sampling, and not random sampling, was used because of the absence of a complete list of members.

Thirteen Key Informants (KIs) were also selected based on identified criteria. There were also five Focus-Group Discussions that were conducted separately.

Data Analysis

A univariate analysis was employed in this study. Thus, basic descriptive statistical tools (e.g. frequency, percentage, range, and mean) were used in the analysis of quantitative data. Moreover, the data that were generated through qualitative methods were transcribed and subjected to thematic analysis where patterns and themes of the responses were determined and analyzed to form part of the discussion.

RESULTS AND DISCUSSION

Programs and Activities of Women's Organizations

Table 1 presents the programs and activities of the women's organizations in Bukidnon. Basically, these projects and programs were formulated to help women become more empowered (socially and economically). As indicated in their Constitution and By-laws, they are required to participate in regular meetings. To support their barangay's clean and green program, they also conduct "Bayanihan/Pahina" regularly.

The livelihood/financial program of the women's organizations is considered to be the backbone of their organizations. Without this program, few will be interested in becoming members. In fact, according to one respondent, "*naporma among grupo tungod sa among gusto nga makadawat og livelihood activities.*" (Our group was formed because of our desire to receive livelihood activities).

Another livelihood activity of women's organization is swine-raising. This activity was an initiative of the local government unit (LGU). The members were not consulted if they want to raise swine. Some members would opt for other livelihood activities but they were not consulted. They just received what was

offered to them.

Table 1: Programs and Activities of the Women Organizations in Bukidnon

Programs	Activities
Organizational/ Barangay Participation	Meetings (Regular and Special)
	Bayanihan/Pahina
Livelihood/ Financial	Lending
	Bigasan ng Bayan
	Botika sa Barangay
	Cattle/Chicken Dispersal
	Material Recovery Facility/Recycling
	Canteen
	Nursery
	Backyard Gardening (Vegetable)
	Swine-raising
Skills Training	Training on making Handicraft, bag, soap, candle, custom jewelry, mat, etc.
	Training on Food Processing, Baking, Cooking
Seminar	Gender and Violence Againsts Women and Children (VAWC) related topics
	Financial management
Recreational	Women's Day Celebration
	Christmas Party
	Lakbay Aral/Field Trip
	Municipality/City Foundation Day

Other livelihood activities (e.g. Bigasan ng Bayan, Botika sa Barangay, Nursery, Material Recovery Facility) were conceptualized by the organizations taking into consideration the resources (manpower, physical and financial) they have.

Some private organizations (companies and non-government organizations) organized skills training which targeted the women participants. Also, seminars on gender-related topics were conducted by government agencies

though the participation is limited to officers of the organizations.

The Women’s Day Celebration is a national activity thus, its conceptualization is at the national level. Other recreational activities (Christmas Party and Lakbay Aral) are planned by the organization (either by the officers only or with participation by the members). They also participate in the Municipality/City Foundation Day by joining the parade and showcasing their talents.

In a related study among 111 women’s groups in the country, Sobritchea (1999) described that the programs of these organizations include welfare services, gender training and education, health and medical service, livelihood and small business, advocacy, and research on women’s issues and concern.

Assessment on Women’s Organizations

The selected women’s organizations in the province are assessed in terms of some of their structural characteristics and experiences namely; status of membership, goals and objectives, organizational management and leadership, programs/projects and activities, and problems. The assessment is based on the responses of 240 respondents.

Status of Membership

Table 2: Respondents’ current position in women’s organizations (N=240)

Current Position	Frequency	Percentage
Officer	71	29.6
Member	169	70.4
TOTAL	240	100

Table 2 presents the member respondents’ current position in women’s organization. It can be observed that majority (70.4%) of the respondents are

members while only a few (29.6%) are officers. Their average number of years as part of women’s organizations is 7.4.

Certain characteristics of the leaders may guarantee excellent leadership however, it is not always the case. Aamodt (2010) described that effective leadership is an outcome of placing the right person in the right place at the right time.

The members are women of a diverse demographic profile. They are professionals and non-professionals of different levels of educational attainment. Some are employed in public or private sectors. Others are self-employed, and entrepreneurs, while there are also full-time housekeepers. Different ethnic tribes comprise the membership of the organization that includes the lumads of Bukidnon.

Table 3: Respondents’ status of membership in women’s organizations (N=240)

Status of Membership	Frequency	Percentage
Active	203	84.6
Inactive	27	11.3
Not sure	10	4.2
TOTAL	240	100

When asked about the status of their membership in the organization, many (84.6%) claimed that they are active members as shown in Table 3. Those women who considered themselves as inactive may have the desire to actively participate in organizational activities but they are just constrained with household and maternal responsibilities.

Membership in the local chapter is open to all willing and committed women residents of the barangay who are 18 years old and above (except for the Malaybalay City Federation of Local Council of Women, Incorporated whose qualification for membership is determined by its board). A member may be

considered as good standing by complying all the duties and responsibilities of the local organization.

The participation of the members is important for the success of the organization. With the contention of the Leader-Member Exchange Theory that the quality of the relationship between the leader and member will have a significant effect on the attainment of the organizational goals (Levy, 2010).

Goals and Objectives

Table 4: Respondents’ purposes/reasons for joining women’s organizations (Multiple response: N=240)

Reason/purpose for joining	Frequency	Percentage
Livelihood & skills training	186	77.5
Financial benefit	90	37.5
Participate in barangay activities	81	33.8
Awareness of social issues	72	30.0
Recreational activities	70	29.2
Others	38	15.8

Data in Table 4 show that many (77.5%) of the member respondents considered livelihood or skills training as their main reason for joining women’s organization. They mentioned that most of the women were enticed to join in women’s organizations because of the possibility of availing skills’ training and livelihood project that may augment their income. Consequently, majority (60%) of the respondents revealed that they have achieved their objective of benefitting livelihood and skills training as shown in Table 5.

Table 5: Achieved purposes for joining women’s organizations according to respondents (Multiple response: N=240)

Achieved purpose	Frequency	Percentage
Livelihood/skills training	144	60.0
Recreational activities	71	29.6
Participate in barangay activities	67	27.9
Financial benefit	57	23.8
Awareness of social issues	45	18.8
Others	15	6.3

McKee (1989) found that the sector- and function-focused strategies offer the most promise for helping women to make significant economic gains. Women’s organizations are established for various purposes.

In Nigeria, some of the women’s organizations are formed in order to generate savings and provide access to credit. They develop not only “village-level income generating projects or projects aimed at small and micro-enterprise development and skills training for rural women but also based on savings and credit programs” (Mc Cormack, Walsh, & Nelson, 1986 cited in Trager and Osimulu, 1991).

Table 6: Objectives of women’s organizations according to respondents (Multiple response: N=240)

Objective of women’s organization	Frequency	Percentage
To provide livelihood for women	195	81.3
To make women aware of their rights	95	39.6
To support barangay activities	79	32.9
Others	26	10.8

It can be noted in Table 6 that most (81.3%) of the member respondents considered providing livelihood to women as an objective of women’s organizations. In effect, it was also identified by majority

(67.5%) of the respondents as had been achieved by their organization as shown in Table 7. Evidently, it is the primary reason why most of women’s organizations in the province are established as mentioned above.

One of the reasons why women join women’s organization is to avail of livelihood programs/activities. Accordingly, the local chapters of Provincial Federation of United Women in Bukidnon, Inc. (PFUWBI) had been organized with some of their members originating from the Rural Improvement Club (RIC), a barangay-based nationwide non-government organization in the country which adopts comparable objectives. The latter, however, focuses only on uplifting the living conditions of women by building self-reliance and acquiring/learning the skills of livelihood operations.

Table 7: Achieved objectives of women’s organizations according to respondents (Multiple response: N=240)

Achieved Objective of the Organization	Frequency	Percentage
To provide livelihood for women	162	67.5
To support barangay activities	84	35
To make women aware of their rights	79	32.9
Others	3	1.3

McKee (1989) identified the measures of effectiveness of those programs that support poor women’s income earning and these include meaningful, sustainable increases in income levels for large numbers of participants; policy and regulatory changes that expand economic choices for the poor; increases in aggregate employment, economic growth, and diversification of the local economy; and “empowerment”—evidence that women mobilize and gain more control over their social, political, and economic lives.

Seminars and training had been done for the development of agricultural and entrepreneurial skills of the women in the barangays, and they were able to avail of livelihood projects such as “Bigasan” (Rice Retail Center) cooperative store, handicrafts, hog/swine-raising, goat-raising and money lending for small business or microenterprise. To avail of such livelihood projects had become the distinct if not the sole motivation of the women in the barangay in joining the local chapters of PFUWBI.

Table 8: Reasons for not achieving the objectives of women’s organizations according to respondents (Multiple response: N=240)

Reason for not achieving the objectives of the organization	Frequency	Percentage
Lack of support (financial, technical)	40	16.7
Inactive/non-participative members	17	7.1
Poor leadership	11	4.6
Others	8	3.3

Only a few mentioned of reasons for not achieving the objectives the organization. Of these few respondents, there are those who identified lack of financial and technical support (16.7%), inactive members (7.1%), and poor leadership (4.6%) as revealed in Table 8. McCusker (2002) revealed that change in livelihoods was found to be minimal largely due to lack of capital, lack of skills and labor, and gender bias.

Organizational Management and Leadership

Table 9 presents the assessment of respondents in the areas of organizational management and leadership. It can be gleaned from the results that all the areas have a very

satisfactory rating, except for establishing linkage with other organizations/institutions which have a rating of satisfactory. However, there were some members and even officers who revealed that there is still a need to enhance the organizational and management skills of the leaders.

Table 9: Assessment of respondents on areas of organizational management and leadership (N=240)

Criteria	Assessment/ Rating	Descriptive Rating
Selection of leaders	4.05	Very satisfactory
Fairness in dealing with members	4.05	Very satisfactory
Dedication, sincerity, and honesty of leaders	4.02	Very satisfactory
Effectiveness in meeting targets/objectives	3.98	Very satisfactory
Coordinating activities and disseminating information	3.93	Very satisfactory
Financial management	3.92	Very satisfactory
Motivating/ encouraging members	3.90	Very satisfactory
Settling conflicts	3.82	Very satisfactory
Lobbying	3.59	Very satisfactory
Establishing linkage with other organizations/institutions	3.48	Satisfactory

As reflected in Table 9, the respondents rated the selection of leaders positively because the officers of the women's organizations are directly elected by the members.

Most of the presidents were elected based on the qualities and skills that they possess. There are those who have served the organizations for a very long time and still continue to lead because of their leadership skills. Thus,

their dedication, sincerity, honesty, as well as their effectiveness in meeting their targets and objectives are rated very satisfactorily.

Most of their livelihood activities really help in improving the quality of life of the members and their families, and their relationship, in general, is harmonious thus, financial management and setting of conflicts are rated very satisfactory. In this way, they also help in motivating and encouraging the members to participate more.

Also, the Local Government Unit (LGU) in Bukidnon assigned an office to monitor the activities of these women organizations and serves as an overseer. Thus, they function well in coordinating and disseminating information their organization. In fact, they have regular meetings and annual provincial women's month celebration. Also, because of close coordination with the LGU, lobbying is rate very satisfactory. However, there is still a need to establish linkage with other organizations and institutions because this is the only area rated as satisfactory.

Programs, Projects, and Activities

Table 10: Activities of women's organizations according to the respondents (Multiple response: N=240)

Activities	Frequency	Percentage
Meetings	198	82.5
Livelihood projects	177	73.8
Recreational and civic activities	154	64.2
Trainings	132	55.0
Advocacy	23	9.6
Others	7	2.9

Many (82.5%) of the respondents mentioned of meetings as one of their activities, as shown in Table 10. More so, majority (73.8%) of them identified livelihood projects as their activity. As mentioned above, most of the women's organizations in the different barangays

and municipalities in the province were organized primarily because of a certain amount provided to them for a livelihood activity.

It can be noted that this finding is consistent with the results of studies on women's organizations in the Philippines as well as that in other countries, as mentioned above. However, livelihood activities are just one of a number of their initiatives and to name a few; education and training, advocacy campaigns, etc. These activities are less likely conducted by the women's organizations in the province. In fact, the same table shows that only a few (9.6%) of the member respondents identified advocacy as their activities. Thus, it may be implied that the said organizations in the province still have a low level of awareness of gender and development issues.

Table 11: Assessment of respondents on areas of organizational activities (N=240)

Criteria	Assessment of activities					
	Livelihood	Descriptive Rating	Trainings	Descriptive Rating	Recreation	Descriptive Rating
Participation of members	3.59	Very satisfactory	3.55	Very satisfactory	3.75	Very satisfactory
Efficiency in attaining objectives	3.62	Very satisfactory	3.48	Satisfactory	3.69	Very satisfactory
Relevance to women's needs	3.84	Very satisfactory	3.70	Very satisfactory	3.71	Very satisfactory
Wise use of resources	3.75	Very satisfactory	3.65	Very satisfactory	3.65	Very satisfactory
Overall assessment	3.88	Very satisfactory	3.69	Very satisfactory	3.76	Very satisfactory

Data in Tables 11 and 12 show that except for the efficiency of training in attaining the set objectives and the participation of members in advocacy-related activities (with satisfactory rating), all the areas on organizational activities are rated very satisfactory based on identified criteria. In fact, the overall assessment of areas related to organizational activities of the member respondents is very satisfactory. It could be noted that the activities referred here

are primarily meetings and livelihood project.

Table 12: Assessment of respondents on areas of organizational activities (N=240)

Criteria	Assessment of activities					
	Advocacy	Descriptive Rating	Meetings	Descriptive Rating	Others	Descriptive Rating
Participation of members	3.44	Satisfactory	3.82	Very satisfactory	3.25	Satisfactory
Efficiency in attaining objectives	3.55	Very satisfactory	3.75	Very satisfactory	3.00	Satisfactory
Relevance/responsiveness to women's needs	3.72	Very satisfactory	3.85	Very satisfactory	3.00	Satisfactory
Wise use of resources	3.75	Very satisfactory	3.88	Very satisfactory	3.75	Very satisfactory
Overall assessment	3.67	Very satisfactory	3.92	Very satisfactory	4.40	Very satisfactory

Majority of the respondents mentioned that they participate in meetings (66.3%) and livelihood projects (62.5%) as shown in Table 13. Only a few (19.2%) are participating in advocacy-related activities thus, consistent with the above data that women's organizations are just having meetings and livelihood projects.

Table 13: Participation of respondents in organizational activities (Multiple response: N=240)

Participation in activities	Frequency	Percentage
Meetings	159	66.3
Livelihood projects	150	62.5
Recreational and civic activities	124	51.7
Trainings	117	48.8
Advocacy	46	19.2
Others	5	2.1

Table 14 shows that the primary reason for not participating (or for less active participation) in organizational activities is being busy with household chores. This result is consistent with the above contention that certain factors particularly the traditionally associated domestic roles (childbearing and child rearing) and productive roles are hindering women to participate in social activities.

Table 14: Respondents' reasons for non-participation in organizational activities

(Multiple response: N=240)

Reason for non-participation	Frequency	Percentage
Busy with household chores	40	16.7
Disinterested	9	3.8
Not informed	8	3.3
Far from the house	3	1.3
Others	41	17.1

Problems of Women's Organizations

Table 15: Organizational problems/issues according to respondents (Multiple response: N=240)

Problems/issues	Frequency	Percentage
Inactive participation of members	111	46.3
Lack of support	101	42.1
Misunderstanding	61	25.4
Poor leadership	28	11.7
Others	26	10.8

Table 15 reveals that almost half (46.3%) of the respondents considered inactive participation of members as a problem of their organization. It can likewise be gleaned from the said table that few (11.7%) of them identified poor leadership as a problem.

However, it can be argued that encouraging members to participate in activities is a component of leadership. A good leader is expected to motivate her members to get involved in activities. It may also mean conceptualizing and implementing activities that are of interest to women.

Yudelman (1987) described the strengths and challenges facing women's development organizations are discussed in terms of policy impact, the role of leadership, the need for management

systems, the role of boards of directors and other protectors.

Table 16: Mechanisms to address organizational problems/issues according to member respondents (Multiple response: N=240)

Mechanisms to address problems/issues	F	%	Rating	Descriptive Rating
Confrontation/dialogue	128	53.3	3.5	Very satisfactory
"leave it as it is"	46	19.2	3.19	Satisfactory
Refer to federation officers	25	10.4	1.69	Fair
Others	24	10.0	3.29	Satisfactory

Confrontation or dialogue was identified as a mechanism to address organizational problems according to more than half (53.3%) of the respondents as shown in Table 16. It is also rated as "very satisfactory" mechanism in addressing the organizational problem.

The "confrontation technique" has been used successfully in complex organizations. Roberts (2002) demonstrated the advantage of dialogue in managing contradictory motives and forces in the organizations. It is specifically effective when traditional problem-solving methods have failed, thus preventing any one group from imposing its definition of the problem or its solutions on others.

Table 17: Respondents' recommendations to women's organization (Multiple response: N=240)

Suggestions/recommendations	Frequency	Percentage
Financial support	210	87.5
Technical support	109	45.4
More relevant activities	83	34.6
Improve participation	79	32.9
Improve leadership	48	20.0
Better dissemination of information	36	15.0

Table 17 shows that many (87.5%) of the respondents recommended for financial support to women's organizations. Almost half (45.4%) also mentioned of technical support.

On one hand, Yudelman (1987) emphasized the importance of donors in helping women's organization attain their goals and objectives as well as disseminate their experiences. Kabeer (2005) on the other hand, found that though financial aid can contribute to economic productivity but it is dependent on context, commitment and capacity of these women. Thus, improved participation and leadership are important factors for the success of women's organizations.

CONCLUSION

There is a relatively positive assessment of women's organizations particularly in terms of management/leadership and activities. Nevertheless, it could be contended that while conducting meetings is a necessity for organizations, having it as a major (if not an only) activity may indicate a less "mature" organization. Lack of advocacy-related activities where gender and development issues are learned and internalized limits the opportunity to address the concerns of women (e.g. multiple burden, domestic violence, subordination, and marginalization).

More so, the livelihood projects of the women are truly augmenting their meager income. There is, however, a need to widen the scope and evaluate these activities. The members have to participate from conceptualization to evaluation of such activities so that they could be more supportive thus, sustainability is ensured.

The low participation of women is affected by the traditional notion that women are expected to perform primarily

the domestic role. Hence, addressing it through shared domestic responsibilities may facilitate the participation of women to socio-civic activities.

RECOMMENDATIONS

The livelihood projects of the women are truly augmenting their meager income. Thus, there is a need for more livelihood programs of the women's organizations to be conceptualized and implemented. In addition, there is also a need to widen the scope of these activities. Also, it is important that the members have to participate from conceptualization to evaluation of such activities so that they could be more supportive thus, sustainability is ensured. To better serve the women and their concerns, there is a need for more activities directed towards Gender and Development (GAD) and Violence Against Women (VAWC) issues.

To ensure sustainability of programs and activities of women's organization, these have to be regularly monitored and evaluated. Thus, there is a need for a standardized monitoring and evaluation tool to be used for the activities of women's organizations in the province.

The success of any organization is dependent on the people or the human resources. Thus, there is a need to enhance the capabilities of women and their organizations.

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WOMEN IN SOUTHEAST ASIAN POLITICS: STRUGGLES AND SUCCESSS

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Abstract

The end of the World War 2 signalled the demise of European colonialism in Southeast Asia. The independent states that emerged over decades were committed to gender equality. These pave way to opportunities of giving equal treatment between men and women to participate and be involved in both societal and political activities of the region. The main goal of this research is to study and compare similar political struggles shared by each woman of the region, to review significant policies championing the role of women in the region's political sphere, to stressed noteworthy contributions of influential women who arise for the development of their governments and to conduct analysis on how all this factors affect the past, current and future condition of the Southeast Asian Countries. Emerging as empowered and influential women is never easy for every women of Southeast Asia since several barriers have come their way that led to serious struggles on their political participation on their respective countries. Significant struggles and barriers shared by the countries of the region include: First, the great influence of their respective traditional conservative norms which value women less than men; Second, the religious influences brought by their former colonizers which conveyed negative attitudes towards women; Third, the impacts attributed by state-society relations; Fourth, the struggle towards education, literacy and awareness about politics; Lastly, the time each woman could allocate to join the political sphere.

Despite all those, women have never stop striving thereby arise as influential women in modern day politics thus gave inspiration to every woman of Southeast Asia. Ranging from advocacies like independence, women empowerment, democracy, and crusades against corruption, these women made a very big impact to the world's ideology that "Men were born as leaders, and women as followers."

Key Words: Women Empowerment, Political Struggles, Democracy

INTRODUCTION

The 11 countries of Southeast Asia include over 550 million people. Despite great linguistic and cultural diversity, the region is characterized by the relatively favorable position of women in comparison with neighboring regions, East and South Asia. This has been explained by several factors: traditionally kinship was traced through both maternal and paternal lines; a daughter was not a financial burden because of the widespread practice of bride price; a married couple often lived with or near the wife's parents; women had prominent roles in indigenous ritual; their labor

was essential in agricultural field and they dominated local markets. Overtime, however, the rise of centralized states and the spread of imported philosophies and religions provided increasingly privileged males and stressed female subordination. Although such influences were not noticeable among the elite, the strength of local traditions was always a moderating force (Andaya, 2009).

In the nineteenth, century Southeast Asia's economic resources and strategic position between India and China lead to increasingly European involvement. By the 1890's the entire region except for Thailand was under European

Control. In some areas women were recruited as cheap wage labor on plantations and in processing factories. At the village level colonial regimes strengthened the male position as head of the household and reformed customary laws that had given women considerable autonomy. Similar trends can be found in Thailand, the only non-colonized country, where legal codification strengthened patrilineality. Those developments encourage a preference for sons rather than daughters. Nonetheless, women were still influential in community life, at times even leading anti-colonial rebellions. Increasing literacy for women and exposure to western feminism encouraged elite women to confront issues on gender inequality

(http://www.asianlink.com/org_egxryy, Retrieved February 23, 2016).

From the late nineteenth century nationalist movements developed across Southeast Asia. Male leaders focused on political independence but educated women were equally concerned with polygamy, divorce, domestic abuse and financial responsibilities of fathers. For the most parts, however, politicized women accepted the male argument that attention to female concerns should be delayed until after independence was attained, yet despite active involvement in anti-colonial movements, sometimes as fighters, but more often as strike organizers, journalist, couriers, and clandestine agents women were viewed as auxiliaries rather than partners. Such attitude was still evident in the independence movements that exploded after the surrender of the Japanese, who occupied most of the Southeast Asia between 1942 and 1945 (http://www.asianlink.com/org_egxryy, Retrieved: February 23, 2016).

The end of the World War 2 signaled the demise of European colonialism in Southeast Asia. The independent states that emerged over the next 15 years were committed to gender equality. Southeast Asian countries with the exception of Laos and Vietnam, signed the Convention on the Elimination of All Forms of Discrimination Against Women promoting gender equality that pave way to opportunities of giving equal treatment between men and women. Such opportunities for women include the right to participate in the societal activities as well as in the political involvement of women in the region (Andaya, 2009).

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BARRIERS AND STRUGGLES: OBSTRUCTING WOMEN IN SOUTHEAST ASIAN POLITICS

Emerging as empowered and influential women is quite hard and challenging for each woman in the Southeast Asian Region since a number of barriers have come their way that pave way to serious struggles on their political participation on their respective countries.

One significant barrier obstructing women in Southeast Asian politics can largely be attributed to the great influence of its traditional conservative norms which value women less than men. This cultural context sets discriminatory social and political rules for women which generally hinders social changes. This is very true in some countries of the region particularly in Cambodia where women represent 51 percent of the country's population, yet their ability to participate as equal partners in social, political, and economic life is severely constrained. Cambodian society is very traditional and moralistic and this hinders social changes and thus blocks women from effectively participation in Cambodian development. In elected and appointed positions, Cambodian women are significantly underrepresented in the political sphere. Men dominate all branches and levels of government, and paid more than women for the same work. Marginalization and limits on effective participation are what female politicians face in Cambodia. The Prime Minister started only to grant significance and to finance proposals for the promotion of gender equality in 2006. Though women's representation in political parties is required there are still no efforts in place to promote their active participation. On many

occasions, to keep their positions these women have to align themselves with men's decisions and they cannot defend their interests.

At all levels of government women are relegated to the sectors of childhood, women and social parties. This division is not only discriminatory in itself but it also has a negative impact since budgets for these sectors are minimal and the decision-making power is very limited. Thus, women do not acquire the competencies any political man develops and which are so necessary for internal promotion with government structures.

Similar to Cambodia, the traditional cultural attitude hindering women political participation continues in the case of Vietnam. The cultural context establishes limitations to women with regard to their political and social participation. Women are responsible for all family care and they must remain at home, they lack the support of their communities and families for being involved in politics. Moreover, there are no measures in place to implement public services to support family care and so far private services are very expensive, thus it makes economic sense for women to take on all responsibilities involving the family. However, the situation with regard to gender equality still lacks the necessary support for structural transformations; the traditional attitudes still contribute to maintaining a discriminatory society against women hindering them from having a voice and claiming their rights. Similarly, women in decision-making positions are mainly in charge of sectors considered as women's privilege, such as education, social issues, youth or ethnic minorities, and their presence in sectors such as the economy, budgets, security or defense is minimal. Women's participation at local level is limited, although less than that at national level. Women's positions in local government are not strategic and they are not given the same responsibilities as the ones provided to men in the same position. In the provinces, in the party buildings and in the people's committees there are no women, they can only be found in the Women's Union offices.

Moralistic traditional culture also brought negative attitude towards the political participation of women in Thailand. It is still common in Thailand to view women and politics as totally opposite entities. Since the traditional political culture in Thailand has been essentially

elitist and non-egalitarian, thus many traditional views on the role of women continue to prevail. The role of women has long been confined to that of wife, mother and housekeeper. It seems that the demands of domestic and parental obligations and the social separation of the sexes have prevented women from participating in the society of the same level as men. As a result, women have thereby not been able to obtain the experience required for a political career. One of the most important cultural factors in explaining women's underrepresentation in politics is sex-role socialization. According to theories of sex role socialization, women and men are socialized to accept gendered assignments to different kinds of roles in life. For instance, women's domestic roles are viewed as incompatible with the toughness and assertiveness that politics and political leadership require; thus politics is perceived as a male domain. As a consequence, such stereotypical attitudes influence whether women are prepared to run for office. What is discovered in many societies with traditional cultural values is that women may be reluctant to come forward as candidates for elected office. In a survey of nearly 200 female parliamentarians in 65 countries by the Inter-parliamentary Union (IPU), many respondents (76 percent) cited hostile attitudes toward women's political participation as an important obstacle to running for parliament (Inter-parliamentary Union 2000).

In Myanmar and Laos, leadership is almost exclusively associated with men, wherein men are described as natural leaders and women as followers. There is a belief that to be a leader demands a more masculine approach. Many women leaders were acutely aware of deeply rooted social stereotypes, norms, and gendered discrimination which act as barriers to women attempting to advance in their fields, as well as these barriers' impact on the views of men whose support for their work was needed. The prevalence of gendered stereotypes has a direct impact on women's confidence in their own abilities to lead and how women's capacities to perform their leadership roles were perceived. In the area of women's leadership abilities unease in the leadership role or with the title of leader was commonly felt at the community level. There was a sense of fear of not doing as well as they felt they should or would want to in their roles. This anxiety was linked to lack of technical skills and sense of duty and obligation to fulfil a role that

seemingly few other women wanted or were able to do. Whenever women felt burdened by their role, the role itself became disempowering. In the area of lacking confidence on women, all national level leaders were being confronted early on in their careers by the lack of confidence others had in their ability, specifically because they were women.

Women are restricted in the decision making process. Even in their homes, women are seen as housewives and mothers and men are seen as fathers and superiors. Superiority gives you the power to make decisions, same thing in the government, women are restricted from making decisions because they are seen as inferior over men. There are negative perceptions in women's essential capacities for leadership which had clear knock-on effects on the nature and extent of involvement women could have in public life. The views of men across diverse regions in Myanmar reflected strong gendered stereotypes of women's involvement in community affairs and engagement in leadership roles. East Timor, Singapore, Brunei, Indonesia meanwhile also shared the same struggles with that of the mainland Southeast Asia. The societal and cultural norms are patriarchal resulting in a strict division of female and male roles, being very restrictive for women by limiting their possibilities for holding decision-making positions in public life as well as economic and mobility independence. The political structures are made up mainly of men, the structures do not consider women's rights. Another factor obstructing women political participation is the religious influences by their former colonizers, foreigners, and traders. Malaysia and Indonesia for instance have low representation of women in politics due to the politicization of religion. The islamization, or perhaps more appropriately, the arabization of society, state and laws in this countries are leaned on Islamic teachings. Unfortunately, the perspective of Islam adopted by the state determines that women may not be leaders, and this affect how women are regarded and treated. Out of 30 positions in the ministerial cabinet of Malaysia, only one position is occupied by women, the Minister for Tourism. The same factor also affects the Philippines and East Timor; it's just that these two countries are predominantly Catholic. Its influence acts as a serious obstacle, both at political level, preventing the approval of legislation defending

women's right and at social level, causing restrictions and limitations in the roles women can take on. The role of the Muslim religion in the Autonomous Region of Mindanao is also discriminatory for women, since religion is used to argue politics is not the place for women and neither fits their role in society. Filipinos have proven that they are able to carry out their responsibilities and duties in the political domain alongside their male counterparts. However gender stereotypes based on the religious beliefs that have been ingrained from childhood might explain why their political representation has not been satisfying. Women who are able to participate in politics are seen to have burst through the masculine glass ceiling.

Third obstacle that barred women's participation in Southeast Asian politics is their state-society's relations. In Myanmar for instance, before it was democratize just recently it was first under an authoritarian regime with a military dominated bureaucracy. This causes fear to anyone most particularly the women to participate in any political aspects. Commemoratively, even Aung San Suu Kyi the woman who arise for the democratization of Myanmar had experience all coercions and penalties from the military dominated government. Same thing with Brunei, since it's an absolute monarchy who embraces an authoritarian regime, women only submit to what the men leader would command. Meanwhile in the Philippines the dynastic system of political connections limits the possibility of women to be elected, general Filipino women only earn their seats due to their fathers or husbands' political allies and popularity. The decentralization process initiated by Indonesia in 2004 on the other hand is far from being an opportunity for Indonesian women political participation and representation. It conveyed a revitalization of the traditional institutions and the adoption of laws and regulations based on religious doctrines, both Muslim and Christian. Laws governing personal status are directly motivated by a very conservative reading of Sharia and they establish the superiority of man versus woman. This situation implies a great deal of lack of protection and discrimination against women, under the auspices of the law.

Struggle towards education, literacy and awareness about politics is also seen as one of the barriers in women's participation in Southeast

Asian Politics, in Thailand for example, women's educational background is important in determining the eligibility of women for elective office. It has been said often that women lack the appropriate background to be a candidate. Despite the fact that women's educational level in Thailand has risen substantially in the recent decades, it still seem to be disadvantageous for women relative to men. Many women leaders at the local level were disqualified from running for the national level because they lack university degrees.

Lastly, one of the largest barriers to women participation in political activity is time. This is most significant in the case of Laos where the major pre-requisites for nomination to party membership and to leadership positions are active participation in state organized activities; and punctuality, good attendance and willingness to perform overtime duties in the workplace. Women who are burdened with domestic concerns are often prevented from meeting these qualifications. Those women who have attained high positions in politics are in most cases related to powerful men in the country and have the resources to hire other women to perform their domestic duties.

CHAMPIONING LAWS AND INITIATIVES FOR POLITICAL PARTICIPATION OF WOMEN IN SOUTHEAST ASIA

The Southeast Asian region is quite surprising, especially with regard to women's political participation and representation. Despite the strong local patriarchies reflected in various gender coercions varying from one country to the next, with a very clear separation of roles, stereotypes and prejudices regarding women's role in society, this region has an outstanding trajectory in women's political participation and representation: thus, the first women in the world to be elected through democratic processes and to gain the highest positions of political representation have done so in this region (Rise of Women Participation, 2014). Moreover some countries have equality measures in place in terms of political representation and there is a significant associative and activist feminist fabric while some other countries had also initiate programs and somehow made it as a part of their laws and policies to empower the political role of women. This part aims to discuss the initiatives

and laws promoting the role of women in politics of each countries of the region: Singapore, Philippines, Indonesia, Malaysia, Brunei, Timor-Leste, Thailand, Vietnam, Cambodia, Laos, and Myanmar.

After obtaining independence from the Federation of Malaya, Singapore has arise as a progressive country and thereby create policies promoting gender equality in its political sphere.

There is much room for development for women in Singapore's politics and especially in the Singapore Democrats Party (SDP.) The women leaders have also been active in the region participating in several women caucuses organized by the Council of Asian Liberals and Democrats (CALD) of which the SDP is a member. The Women Democrats (WD) also organizes workshops and seminars on various topics like women's health issues, leadership development and community organization. Currently, WD members are actively involved in the party's Policy Community Services, Fund-raising, and Training & Development Units. As the SDP continues to expand, WD plays a greater role in shaping the party's future.

In 2004, the Government, under the new Prime Minister Mr. Lee Hsien Loong, made a significant advancement for women in politics and policy-making when he appointed three women political office-holders as part of his team. They were the Senior Minister of State for Finance and Transport (two portfolios), the Senior Minister of State for National Development and Education, the Minister of State for Community Development, Youth and Sports, and the Mayor of Southwest Community Development Council. More than a decade later, recent cabinet appointments saw only one woman appointed full Minister, four women Senior Ministers of State and 2 Mayors.

Similar to Singapore, Philippine women advocates also strive to give voice to women participation in Southeast Asian politics. Filipino feminism revolved around the context of the fight against dictatorship. Within the social movements, women groups that participated in men's demands and started to suggest that gender differences and patriarchal power should be taken into account in the struggle. When the dictatorship came to an end, they created the feminist party KAIBA (meaning "different"), and their members were later involved in the

institutions and NGOs promoting policies defending women's rights.

At a later stage, KAIBA divided itself into two groups that are currently represented by Abansy Pinai!, Pilipina and GABRIELA. These groups are currently very active in the Philippine feminist movement (Iwanaga, 2005).

The constitution guarantees the fundamental equality of women and men before the law and recognized the role of women in nation building. Further, Section 11 of the Magna Carta of Movement (MCW) provides for the acceleration of women's participation and equitable representation in decision-making and policy-making processes in government and private entities to fully realize their roles as agents and beneficiaries of development, (Magna Carta of Women, 2011).

Women are faced with numerous obstacles to partake a bigger role in politics and decision making. These obstacles include gender stereotyping, multiple burdens and lack of political education and support from political parties. To address these concerns and make women's presence in the field of governance more apparent and cognizable, several measures need to be implemented. These measures include leadership and capability development programs for women, advocacy for shared responsibility at home, and the full implementation of the temporary measures of the MCW, as well as of their related laws and policies. It is deemed that through these undertakings, parity between males and females in political participation and representation shall be achieved (Philippine Periodic Report to CEDAW, 2004).

In Malaysia, political reform started after the economic crisis swept over Southeast Asia and was led by Anwar Ibrahim in 1998. In 1999, the Women's Candidacy Initiative (WCI) was established, formed by women activists as a channel to advocate for women's agendas. Women's participation in politics in Malaysia was, quite unexpectedly, driven by the women's wing in political parties rather than by civil society movements. Post World War II, the first women's wing of the Malay National Party (MNP), named Angkatan Wanita Sedar (AWS), was founded in 1946. The British government went on to dissolve MNP and the AWS. AWS activists joined various organizations, including Pergerakan Kaum Ibu. In 1947, Pergerakan Kaum Ibu supported male

domination in the United Malays National Organization (UMNO), and women's wing of UMNO, called for women's representation in political parties and parliament, however she was subsequently dismissed from the party. Eventually, Malay women entered state politics through the inter-ethnic consociational model (ensuring representation of the minority) and in 1963 the multi-ethnic National Council Women's Organization (NCWO) was established. However, women's participation became even more limited. In the mid-1980s, women organizations within civil society organizations emerged, focusing on the issue of violence against women.

Malaysia's 10th election on 5 May 2013 was an important moment. For the first time, a woman from a civil society organization put herself forward as a candidate. Zaitun Mohammed Kasim, popularly known as Toni Kasim, was one of the founders of the Women's Candidacy Initiative (WCI) in the 1998 election. She was the first female independent candidate who participated in the 1999 election for the Selayang area. She did not succeed in her candidacy but she garnered 30,000 votes. WCI then actively advocated for women candidates, especially those who fought for gender fairness.

In 2013, prior to the election, *Mama Bersih* founded by *Persatuan Kesedaran Komuniti Selangor* declared a manifesto. The manifesto contained eight demands regarding gender fairness, the election system, economic development, and privileges provided for candidates during the campaign period. Three demands were addressed at Federal and Government levels in regards to the legal assurance for a 30% women's quota. However, their demands received little attention from both the Government and the public. Cho Eng described that in general, Malaysian politics was still closed to women. To increase the number of women in Parliament, a compulsory quota proportionate system is implemented. This is a seat reserve method similar to Timor-Leste. Curiously, in 1999, when a political tsunami took place, votes for the opposition rose from 41 to 81 seats.

This may be one of the causes that slightly changed the women's composition in Parliament, as opposition parties selected more women candidates to represent the parties

(Political Participation of Women in Southeast Asia, 2014).

The collapse of Suharto's New Order, for the first time since 1950, the freedom of expression, freedom of the press and free elections were restored.

In this context, Indonesian women and feminist activism increased and was consolidated, as well as their participation in the various sectors of society integrating them into the country's political dynamics.

This new era also gave way to a climate of political violence and to the most fundamentalist tendencies of political Islamism, which even at present position themselves against women's presence in the political and public arenas basing themselves on the holy texts and in the Sharia. In 2001, Megawati Sukarnoputri, daughter of Sukarno, first president of Indonesia, became the first female president of the country, considered by Forbes Magazine as one of the 100 most powerful women in the world at that time. Her mandate lasted until 2004, when she lost the presidential elections in favour of Susilo Bambang Yudhoyono, the current representative of this position.

However, the fact of having a woman in the highest political power position in the country did not translate into the expected advances in terms of equality among men and women. At present, women constitute 16.61 per cent of the National Parliament representatives, with 21 per cent in the DPD (Senate) and 11.5 per cent in the DPR (Constitutional Assembly). Since the 1987-1992 parliamentary term, a period when women's representation in DPR reached their highest, that number has been in decline. It reached its lowest level during the 1999-2004 parliamentary term, with only 9 per cent. Out of the 33 provincial governors elected in the whole country, there is just one woman and only 1.5 per cent of the municipalities are held by women. The percentage of women in public administration is 7 per cent. In government, out of 49 positions, only 4 are held by women: Trade, Finances, Health, and Secretariat of State for the empowerment of women. There is only one female judge in the Supreme Court.

In 2004 the first direct elections took place with two rounds for electing the President of the Republic. In the Senate the rate of women in office is higher since candidates are directly elected through preferential vote system and not

through electoral lists. This system has favoured women's political representation since they can count on the direct votes of other women. In 2004, the new electoral law introduced two important changes that benefited women's political participation and representation. The first was the introduction of a limited open list system in which voters can vote for a party and at the same time for a candidate of the party. This person would therefore be elected if he or she received a certain number of votes, even if he or she is not at the top of the list.

The women's initiatives for political openness since the country's democratization has benefited women's activities: there are more women's organizations and two women's political groups have been formed: *Kaukus Perempuan Parlemen* (the legislative group of women) and *Kaukus Politik Perempuan Indonesia* (the political group of Indonesian women). In 2003 these associations developed a women's network involving parliament, political parties and mass organization leaders. This coalition of activist women and representatives from the political world has put pressure on the parliament to adopt two positive action measures: Firstly a law on quotas aimed at the political parties. The latter must ensure a 30 per cent women's representation in the electoral lists. This law will be accompanied by sanctions for those parties that do not observe this legal obligation. Secondly, the political parties must rotate male candidates with female candidates in the electoral lists, with a minimum of one woman per each three men. According to the "Public Opinion Survey" made by IRI, dated January 2009, 75 per cent of female voters are in favour of introducing positive actions into electoral legislation.

There is a women's movement with a long trajectory dating back to 1928, when the first "Women's Congress" took place. A group of organizations joined forces as feminist organizations working for the defense of women's rights.

An agenda was gradually defined and the organizations put pressure on the media and used campaigns to make a political impact. At present they are concentrating their efforts in the political campaign and their slogan is "We women vote women."

There are groups of Muslim feminists who are trying to oppose the arguments of the Islamist radical groups. To avoid being accused

of defending western values, they search inside the regulations of Islam the arguments to defend their presence in the public arena and to ask for changes for their social status. They offer new interpretations of the Koran and the Hadiths. One of the most prominent figures of Muslim feminism is Siti Musdah Mulia, researcher in the Department for Religious Affairs of the Republic of Indonesia. She was in charge of reformulating the Compilation of Islamic Laws (KHI). This researcher is known for her position against traditional and radical interpretation of the Islamic laws (Gender Analysis: Political Participation, 2005).

Similarly, women in Brunei, in accordance with Koranic precepts, women are denied equal status with men in a number of important areas such as divorce, inheritance, and custody of children.

It has been a great help that the Women Council of Brunei Darussalam has successfully organized several awareness programs through seminars, courses, talks and goodwill meetings, signifying their concern for progress and development. The participation of women in voluntary organizations are becoming more prominent, either at local, regional or international level (Eight National Development Plan 2001-2005, Government of Brunei Darussalam).

Married Women's Law- the rights of non-Muslim married women with respect to maintenance, property and domestic violence.

Though just an emerging country after it obtained its independence from Indonesia, Timor-Leste has find ways to promote equality before each of its citizens.

The Law against Domestic Violence aims to help women navigate legalities. The enforcement of the law is important and continuing problem which leads to empowerment of women. So, this structures and policies about women were supported by UN Women and they were strong advocate about this matter. This act by UN Women set global standards for achieving gender equality and works with governments and civil society to design laws, policies, programs, and services needed to implement these standards. It stands behind women's equal participation in all aspects of life. This aspect focus on five priority areas these are: ending violence against women, increasing women's leadership and participation, engaging women in

all aspects of peace and security processes, enhancing women empowerment and lastly making gender equality central to national development planning and budgeting ([www.wikipedia.org/Human Rights in Timor Leste](http://www.wikipedia.org/Human_Rights_in_Timor_Leste), Retrieved February 23, 2016).

In 1932, women acquired the rights to vote and stand for election in Thailand following the change from the absolute to constitutional monarchy. Although Thai women were among the first in Asia to the gain the franchise, their situation in the political arena did not substantially change after women obtained the right to vote.

In 1955, a law requiring candidates in parliamentary elections to belong to political parties was enacted. During the last 15 years, Thailand has undergone an extraordinary transformation. It has changed from an authoritarian regime to a multiparty democracy in which politicians are chosen in regular elections. In the late 1990s, a range of new institutions was established. The new constitution has been heralded as one of the most important events in the democratization of Thailand's political systems, which witnessed the transformation of parliament and significant changes in the electoral system. The new constitution of 1997 has provided a significant enabling framework for gender rights. Article 30 states that women and men shall enjoy equal rights, this is a first step towards giving women more opportunities to participate in the male dominated political arena. It was the women's movement that has continually emphasized the gender-based capsizing of political institutions. Nevertheless, Thai women's role in politics continues to be minimized to tokenism in their ascent to political power (Bratton, 2002).

In the first elections, the Secretary of State for Women's Affairs was founded, and then it became a Ministry. Since the 1990s work has been carried out in an effort to incorporate a gender approach with a view to dealing with gender discrimination, inequality and vulnerability of women.

Other initiatives created were the establishment of the Cambodian National Council of Women (CNCW) where the Queen is the President of Honor of this council and the Prime Minister's wife is the Vice-president of Honor. The CNCW President is the Minister of Women's Affairs (CEDAW, 2005).

The primary challenges to gender equality are enabling equal access for women and girls to opportunities and resources, particularly for rural and marginalized women, illiteracy, poor reproductive and basic health, food insecurity and economic disenfranchisement rank high among development priorities for women.

Lao Prime Minister Thongshing Thammamong approved the first ever national draft strategy on gender; a broad plan designed to increase the number of women in senior positions in the government. The strategy is not yet public, and is not clear whether this will become a law or a decree, but it is at the top levels of government in leadership positions.

In relation with gender equality, the convention on the elimination of all forms of discrimination against women was adopted by the UN General Assembly on December 19, 1979, coming into force as a treaty on December 3, 1981. It is one of the core international human right treaties systems and referred to as the women's bill of rights of the UN treaty system. However, it is currently confined mainly to senior government officials or to the Lao Women's Union, National Commission for the advancement of women, established in 2003, and serves as Lao PDR's national women's machinery. It is tasked with formulating and implementing national policy for the advancement of women.

The establishment of Lao Business Women's Association (LBWA) in 2004 provided a stronger network for women-owned businesses. It now claims a membership of approximately 300 women led businesses through Laos.

Women participate in all different levels of government and decision-making positions in mass organizations in Vietnam. The Vietnamese Women's Union mass organization presents a hierarchal organization self-described as representative of all women in the country. Women's Union has a structure that facilitates contacts with all levels of the administration and with women at all levels. Women's right to vote and right to be candidates is granted in article 54 of the Constitution of Vietnam (1992), electoral legislation of National Assembly, article 2 (1997) and People's Councils, article 2 (2003). There is also the existence of institutional and mechanism and an action plan for the advancement of women (politically) in Vietnam (2006-2010) to

improve the quality and efficiency of women's participation in political, economic, cultural and social spheres with the purpose of increasing women's numbers in leadership positions, women's proportion in parties and in the national assembly (one female per ministry). Civil law permits female citizens to pass their nationality on their children and to own property and other assets which includes business properties. With equal opportunities and incentives, women can similarly play an important role in socio-economic national development of Vietnam.

Despite the many challenges, women in Myanmar are overcoming barriers to take up leadership positions. There are several factors behind women's success in Myanmar. First, religion, Myanmar is a Buddhist country; this means as a country that embodies the teachings and principles of Buddha, it is a country that does not deny access upon women participation in society. Second, Myanmar's women have high literacy rate due to the wide spread of primary education throughout Asia. Third, the civilian men of Myanmar lack competent since many volunteered during the military regime. Lastly, because of Aung San Su Kyi - the role model for all women in Myanmar.

Many of the women were deeply affected by early exposure to politics and injustice, and the desire to struggle against prevailing inequalities. They viewed these phenomena as key influences on their decisions to take on leading roles in politics, business or development. The Government of Myanmar has recently approved its National Strategic Plan for the Advancement of Women (NSPAW 2013-2022) and is moving forward with the development of anti-violence against women law which will create new opportunities for work on women's rights and gender equality (Oxfam, CARE, Action Aid & Leadership, Retrieved: February 3, 2016).

INFLUENTIAL AND FAMOUS WOMEN IN SOUTHEAST ASIAN POLITICS

Influential women in modern day politics gave inspiration to every women of Southeast Asia, not only as an icon of respect and authority but also as a fresh air towards equality miles away from the so-called gender stereotyping. Throughout the regions development, women's participation kept on increasing. During these

times, several remarkable women emerged from the countries of the region.

Ranging from the advocacies like independence, women empowerment, democracy, and crusades against corruption, these women made a very big impact to the world's ideology that "Men were born as leaders, and women as followers."

Just how Marquita Soares of East Timor, Leavyi or Soma of Cambodia, SomdetPhra Sri Suriyothai, ThaoThepKasatri, and ThaoSuranari fought for independence of their country, Senator Pia Cayetano of the Philippines, Queen Indradevi of Cambodia, the Lao Dong Party of Vietnam, Josefa Kai-bate, The women's Democrat and Ms. Chee Siok Chen of Singapore, strived to fight for women's equal rights, educating and leading them towards unity and advocated for their welfare and health.

Politics opened to women as the years passed, like Wan Azizah Wan Ismaili of Malaysia, Grace Fu of Singapore, Trung My Hoa, Nguyen Thi Doan, Nguyen ThiBinh of Vietnam, Aung San Su Kyi of Myanmar, Senator Grace Poe-Llamanzares, Senator Miriam Santiago, Corazon Aquino of Philippines, who bravely helped fight against corruption, led the crusade for democracy, and also made remarkable things of how competitive women of Southeast Asia are. They proved that they can stand on the same level with that of men and they showed that women deserve to be heard.

Justice also prevails for women in Southeast Asia, at the same time they became the justice themselves. Like Justice Secretary Leila de Lima and Supreme Court justice Maria Lourdes Sereno of the Philippines and HayyateSalleh of Brunei who became the First Female High Court Judge.

Unlike other countries in the region where several women arise and became popular due to their worthwhile contributions, the situation of Laos differs. Women who emerged in Laos focused on the domestic and civil service rather than engaging in politics. Lao women general perspective was of the other aspects of initiating amenities.

But before emerging as empowered women who take part in the Southeast Asian Politics, several barriers have block their ways and a number of struggles have challenge their faith. For instance, in the case of the Aung San Suu kyi of Myanmar and Cory Aquino of the Philippines: these two

women showed their courage and passion in pushing through, though barred by an authoritarian dictatorship government.

CONCLUSION

Legislative advocacy, collective and stronghold campaign is an empowering process. Realizing that law-making is not the law-makers job alone and that women, when they are organized, can make their influence and impact felt. But this advocacy maybe a long term strategy and its aim is not only to change the law but also to make women's participation a permanent feature of the policy making process. As new players in the field, women's group realize that the political arena is wide and varied, and that engagement in this arena can help address women's concerns. Women can be involved in politics not just elected officials but also advocates of the women's cause as well. Ultimately, however, women have to actively seek positions of formal political authority through elections in order to better fulfil their agenda. The number of participants initiating pro-women legislation and blocking the contrary has to increase over time.

As strategy for change, women advocacy must combined with consciousness raising, community organizing, ground breaking empowerment programs for women. It will be an empty exercise if not rooted in the awareness and consciousness of women's oppression in patriarchy.

The transformation of women's lives requires a holistic approach that interrelates the socio-economic, cultural and political aspects of women's life situations.

In the modern day, countries of the region of Southeast Asia abide in the laws and policies of the international community, the United Nations and the ASEAN for instance, initiatives and laws have been initiated by some advocates and even by the government of every countries of the region to now ensure the equality before women and men and break the traditional culture of formerly discriminatory and prejudicial society. The presence of women participation and representation even in other faces of national development has simply showed that a gender-biased region is deteriorating.

Seeming through the life of Southeast Asian women gave us the idea of how difficult it is to live in a world dominated by men. But then at the same time, it showed us how competitive this *femme de monde* are. For the next years it is not difficult to foresee how women will dominate the world and how they will change their respective country's bended governments.

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MERANAO WOMEN'S PARTICIPATION IN THE LOCAL GOVERNANCE OF MARAWI CITY

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Abstract

The study was conducted for the purpose of examining the participation of Meranao women in local governance. Marawi City is the locale of the study. Marawi, officially known as the Islamic City of Marawi is the capital city of the province of Lanao del Sur in the island of Mindanao, Philippines. All Meranao women in local governance both at barangay and city level and occupying elective positions such as barangay chairpersons, barangay councilors, and appointive positions such as city head officer, barangay secretaries and treasurers served as the respondents. A structured questionnaire was used in gathering the data and analyzed using simple descriptive statistics. The following were the major findings of the study. Meranao women in local governance were young, in the ages of 40 years and below and were married with a number of one to six children and found out to be new in their position being there for three (3) years and less. The size of the household of the respondents, in general, was big with an average of number of nine (9). The level of literacy of was high since many of the respondents were college graduates. Majority of the respondents had a monthly income of P 15,999 pesos and less. Membership to socio-civic organization was common among the Meranao women in local governance. The socio-civic organizations to which the respondents were member include family clan, religious organizations and people's organizations. There were also significant numbers of respondents who were not affiliated to any organization. Almost all of the respondents have family members or kinship ties occupying positions in the local government. This validates that women leaders and women in politics have political connections. The data result show that the level of participation of women in local governance had been assessed as average level Generally, Meranao women in local governance claimed to be participating and leading in governance and community activities. Family, political and social connections plays a strong factor for giving women the space and opportunities in local governance. Meranao culture is one of the top most challenges in women's participation.

Key Words: Meranao, local governance, women's participation

INTRODUCTION

Meranao is a patriarchal society. In Meranao context, men are perceived as providers and accountable of decisions within the family and the society at large. (Tawano, 1979). This is one of the global challenges in women's participation and women's agency. How can gender disparities be addressed in a patriarchy society.

In the statistics of the United Nations, women perform sixty-seven per cent (67 %) of the world's working hours yet sixty-six per cent (66%) of women's work are unpaid and earning only ten per cent (10 %) of the world's income and having less than one per cent (1 %) of the properties in the world. (UN Report, 2013). In the same way, in the Philippines Local Government Unit, there were 18 (22.5%) women Provincial

Governors and 11 (13.8%) women Vice Governors as well as 332 (20.9%) women City/Municipal Mayors, 265 (16.7%) women Vice Mayors, 2,668 women councilors.(NSCB,2014). The data show the situation of women at the global and national level in the area of governance. The number of women is far lower than that of men.

The reality of women's situation is likewise experienced at local level. In one of the five provinces of the Autonomous Region of Muslim Mindanao which is also part of the core territories claimed for the Bangsamoro which is the Province of Lanao del Sur comprising thirty-nine (39) municipalities and one city, there are eight (8) mayors, eleven (11) vice mayors, fifty-two (52) councilors with a total of 71 women elected or with a percentage of twenty-one (21) (Lanao del Sur- DILG, 2014). While in its capital or centre which is Marawi City, at present the local government unit is male dominated. All of the elective positions are occupied by males. At the barangay level of the city, out of 96 barangays, there are only 30 elected women barangay chair persons. In the appointive positions there are only 6 heads out of 16 officers.(DILG Data,2014)

Meranao women have potentials in development. Women can be effective change agents in the government program and integrating the Muslims into the national body politic (Umpa,1972). This is one of the many studies testifying the potential role of Meranao women in development. But despite the potentials and opportunities for women to participate in local governance, lived realities of women's representation and participation in local governance is at a minority and secondary level. And so, this inspired the researcher to study the situation and factors affecting the women's participation in local governance. The researcher believes that the findings of the study will

find out the situation of Meranao women's participation. For in this way the situation of Meranao women can be better understood. This study is useful guide in enhancing and strengthening women's participation in development.

The study focuses on the analysis of the participation of women in local governance giving emphasis on the socio-demographic profile of the respondents and some identified factors affecting women's participation in local governance at barangay and city level. Specifically, the researcher aims to answer the following questions:

1. What is the socio-demographic profile of the respondents in terms of:
 - Age
 - Position/ Designation
 - Number of years in service
 - Household Income
 - Household Size
 - Civil Status
 - Number of Children (if presently married or had been married before)
 - Educational Attainment
 - Socio-Civic Organization Affiliation
 - Personal Advocacy/ies
 - Family's Political History
2. What is the perceived level of involvement of Meranao women in community activities of Marawi City?
3. What are the factors associated with participation of Meranao women in the local governance of Marawi City?
4. What are the issues and problems encountered by the respondents in their participation in local governance?
5. What are that actions that needed to be done to improve or increase participation of women in local governance in Marawi City?

Theoretical Framework

This study was anchored on theories that serve as theoretical foundations. This includes gender equality and women's empowerment and some of the Qur'anic (Islamic) verses on gender equity; First is the Longwe's Gender Equality and Women's Framework (GEWEF). This theory stated that the women's empowerment framework focuses first on women's special needs and the needs that women have due to their different sexual and reproductive roles. It explores gender issues and women's gender concerns. The framework speaks of five levels of gender equality and women's empowerment. The second was Islamic Principles stated in the Verses of the Holy Qur'an. Islam recognizes the fundamental equality and unity of all humanity: All Human Beings are considered equal because all are equally created by God. As stated in Holy Qur'an in Surah Al-Ahzab 33:35.

“For Muslim men and women and For believing men and women, for devout men and women, for true men and women, for men and women who are patient and constant, for men and women who humble themselves, for men and women who give in charity, for men and women who fast (and deny themselves), for men and women who guard their chastity, and for men and women who engage much in Allah's praise – For them has Allah prepared forgiveness and great reward. “
(Surah Al Ahzab [The Confederates], 33:35)

To be more particular in the Islam political aspect, both men and women are obliged to help one another in the performance of duties in governance: enjoining what is right, forbidding what is wrong, performance of prayer, and giving zakat.

The figure below shows the various variables such as the socio-demographic profile of the respondents and advocacy works, the level of participation as indicated by position held and self-assessment of the respondents of their level of participation and involvement in community projects and decision-making. Also were included are the issues and difficulties that are encountered by the respondents in local governance.

Analytical Model

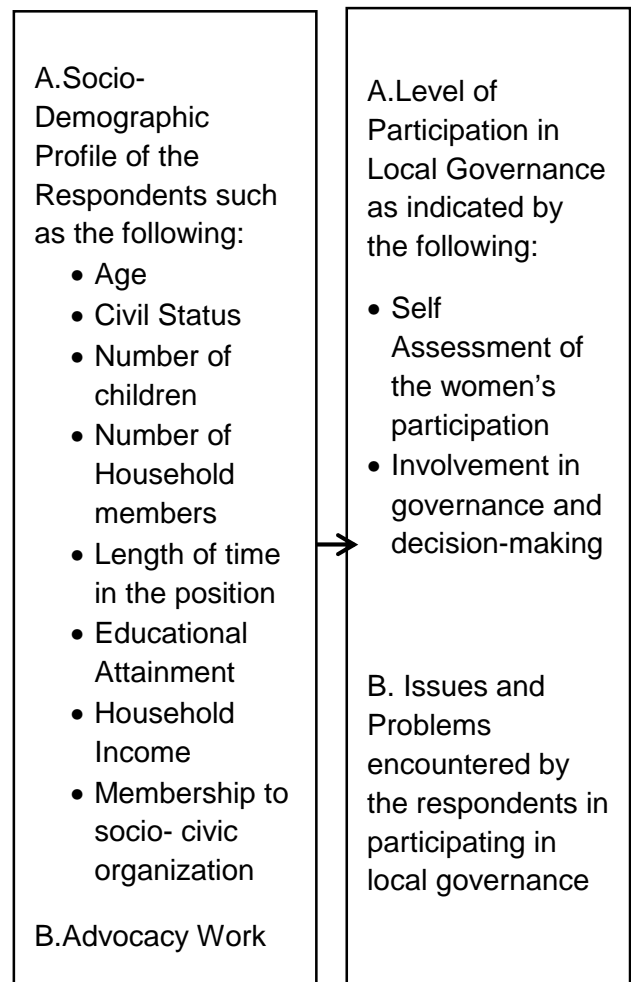


Figure 2. Schematic Diagram that shows the variables of the study and its relationship

RESEARCH METHODOLOGY

The locale of the study is Marawi, officially known as the Islamic City of Marawi and often referred to as Marawi City is the capital city of the province of Lanao del Sur on the island of Mindanao in the Philippines. There are 96 barangays in Marawi City divided into five districts which will be the research site of the study. Based on the 2010 NSO Census, Marawi City has 187,106 populations with 24,587 households and a total land area of 8,755 hectares.

The respondents of the study were the Meranao women who were holding elective and appointive positions at barangay and city level at the time of data collection. The positions held at the barangay level were barangay chairperson, barangay secretary, barangay treasurer and barangay councilors and also Sangguniang members. At the city level the three branches were considered such as the executive, legislative and judiciary branches in which women holding positions therein were chosen as respondents of the study. Out of four hundred twenty-two (422) women in positions whom the researcher requested to answer the questionnaire, there were only two hundred sixty-four (264) women in elective and appointive position who participated in the data gathering. The study aimed for a complete enumeration of the target respondents. There were one hundred ninety (190) women occupying elective position such as barangay chair and barangay councilors and there were fifty-nine (59) who are occupying appointive position such as head of office barangay secretary and treasurer. There were fifteen (15) respondents who chose not to identify their position.

The researcher used questionnaires as a tool in data gathering.

The results were organized and computed using the Statistical Package for the Social Sciences (SPSS) program. The data were analyzed using frequency counts and percentage to describe the demographic profile of the respondents and mean as a measure to determine the central tendency.

RESULTS AND FINDINGS

Part 1. Socio-Demographic Profile

Part I presents the socio-demographic characteristics of the respondents. The socio-demographic characteristics include age, civil status, position held, number of years in service, household income, household size, number of children, (if presently married or had been married before), educational attainment, socio-civic organization affiliation, personal advocacy/ies and families' political history.

A. Age of the Respondents

There were thirty two percent (32 %) of the respondents who belonged to the age bracket of 21 to 30 years of age while there were fifty nine (59) of the respondents or twenty two percent (22%) that belongs to aged 31 to 40 years old. Very few of the respondents belonged to the age bracket of 20 years of age or fifty to sixty years old. The youngest respondents aged 14 years old and the oldest respondents aged 66 years old. Majority of the respondents were found in ages 40 years and younger where one hundred fifty eight (158) or fifty nine per cent (59 %) of them belonged.

As depicted in the data that Meranao women can be elected or appointed on any position in local governance regardless of their ages. However majority of them were found serving the local government of Marawi

City in their most productive ages or years in life that is age 40 years old below.

Table I. Frequency and Percentage Distribution of Respondents' As of Age

Age Bracket (in years)	f	%
20 yrs. and below	14	5.30
21- 30 yrs	85	32.19
31-40 yrs	59	22.34
41-50 yrs	35	13.25
51-60 yrs	14	5.30
61 yrs and above	4	1.51
No Response	53	20.07
Total	264	100

B. Civil Status of the Respondents

Majority of the respondents were married with a percentage of sixty five percent (65 %). Others were single with fifty-seven (57) or twenty-two percent (22 %) of the respondents. Very few of the respondents were divorced and widowed with only four percent (4 %). Thirteen of the respondents had not responded at all as to their status in life.

The data implied that in both appointed and elected position, there is a greater tendency to be married. Being married means that you are more responsible and people expect you to be matured in carrying yourself and in handling your duties and responsibilities.

Table II. Frequency and Percentage Distribution of the Respondents' As to Civil Status

Civil Status	f	%
Single	57	21.6
Married	171	64.8
Divorced	12	4.5

Widowed	11	4.2
No response	13	4.9
<i>Total</i>	<i>264</i>	<i>100.0</i>

C .Number of children of married and formerly married respondents

Majority of the respondents had one up to six children with a percentage of fifty-nine (59%). Some of the respondents had no child at all with a percentage of eight percent (8 %). Others had seven and more with a percentage of twenty percent (20.76%). The average number of children is four (4) among the respondents.

This implied that the respondents tried to limit their children contrary to the old practice of having more than one dozen children. The findings may be attributed to the fact that people now days were conscious of how expensive to maintain a big household.

Table III. Frequency and Percentage Distribution of Respondents' as Number of children for married respondents

Number of Children	f	%
No Child	16	7.72
1-6	123	59.42
7 -18	43	20.76
19 above	1	0.483
No response	24	11.59
Total	207	100

D. Household Size of the Respondents

Majority one hundred seventy-seven (100) or thirty-seven per cent (37 %) of the respondents had seven and twelve household members which is considered as large household size . Others have one to six household members with fifty five or twenty percent (20%). Few, thirty (30) or eleven point thirty-six per cent (11.36 %) of the respondents have no household

members with only of them. There were even seven percent (7 %) that have household of nineteen and above. The average number of household members is nine (9).The average number of male is 4 and 5 for females.

Large household sizes were found out among the respondents due to extended families .The members of the household includes cousins, nieces and nephews and relatives who are working or studying in Marawi since it is centre and city of the province of Lanao del Sur. Extended families is a common practice among Meranaos because it is part of the hospitable culture they have. The data further indicated that most of the respondents can be classified as big household due to extended families which can be hardly refused as part of their culture.

Table IV. Frequency and Percentage Distribution of Respondents' Number of Household Members

Number of Household Members	f	%
None	30	11.36
1-6	55	20.83
7 -12	100	37.87
13-18	77	29.16
19 and more	18	6.81
No Response	27	10.22
Total	264	100

E. Position-Held in the local Government Unit or Office

The table below depicted that target respondents of the study were all appointed and elected women officials/ personnel at city and barangay level. The majority consisting of one hundred

seventy-one (171) or sixty eight percent (68.4 %) of the respondents were found to have been elected as barangay councilors. Some that is thirty (30) or eleven point four percent (11.4 %) were those occupying appointed positions like Barangay Treasurers while twenty seven (27) or ten point eight (10.8 %) were Barangay Secretaries. Only nineteen (19) or seven percent (7.6 %) of them were elected Barangay Chairpersons and two respondents were head of offices.

The data indicated that there were significant numbers of Meranao women in local governance. At city level there was no women elected but there were women appointed as head of offices. Most of the women were occupying elected position at barangay level. Like, out of the ninety-six (96) barangays in Marawi City, there were thirty one (31%) percent were women as chairpersons and forty-one percent were barangay councilors (41%). At barangay level women were represented more than the aim of the gender index of 30% women's representation and participation in local governance , however, at the city level, women are still minority and of second level position.

Table V. Frequency and Percentage Distribution of Respondents' as to Position in the local Government Unit

Positions Held	f	%
Barangay Councilor	171	68.4
Barangay Treasurer	30	11.4
Barangay Secretary	27	10.8
Barangay Chair	19	7.6
Head of Office	2	0.8
Others	1	0.4
<i>No Response</i>	14	5.4
<i>Total</i>	264	100

F. Number of years in the position currently held

Majority that is, one hundred forty three or fifty seven percent (57%) of the respondents were first term in their current position. Some percentage of about nineteen (19%) were on its second term. Others, thirty (30) or twelve per cent (12 %) were on their third term while few, twenty seven (27) or ten point eight per cent (10.8 %) of the respondents were occupying their current positions for only less than one year. But, there were at the time of the survey very few that is four (4) or five percent (5%) of the respondents who were re-elected about three terms (3) times. Thus, majority of the respondents had been found out to be new to their position being there for one years or first term in their positions.

The data implied that they are still starting to take part in the local governance and that at present they still are learning the art of governing. As elected with less experience it is expected that they are very conscious of rendering services to their constituents as they are building their political career.

Table VI. Frequency and Percentage Distribution of Respondents' As to the Number of years in the position currently held.

Number of Years	f	%
Less than 1 yr	27	10.8
1 st term (1 year to 3 years)	143	57.0
2 nd term (4 years to 6 years)	47	18.7
3 rd term (7 years to 9 years)	30	12.0
Reelected after 3 terms	4	1.6
No Response	13	4.9
Total	264	100

G. Educational Attainment of the Respondents

Most that is one hundred six (106) or forty percent (40%) of the respondents were college graduates. While, some that is sixty-six (66) or a twenty-five percent (25 %) of the respondents were college level. Only few only ten (10) or (1%) were high school graduates.

The data has depicted that the highest level of educational attainment achieved was a doctoral degree and the lowest educational attainment is elementary level with four respondents claimed to belong to this. Generally, the data implied that respondents had high educational attainment.

Table VII. Frequency and Percentage Distribution of Respondents' as to Educational Attainment

Educational Levels	f	%
Elementary level	4	1.5
Elementary graduates	10	3.8
High school level	25	9.5
High school graduates	26	9.8
College level	66	25.0
College graduates	106	40.2
Vocational	3	1.1
Masteral level	4	1.5
Masteral graduates	4	1.5
Ph.D Graduate	3	1.1
No response	13	4.9
<i>Total</i>	<i>264</i>	<i>100.0</i>

H. Monthly Income of the Respondents

Almost one third (1/3) or thirty point three (30.3 %) of the respondents were earning less than five thousand pesos per month while fifty nine or twenty-two percent (22 %) were earning a monthly income of five thousand to ten thousand

nine hundred ninety-nine pesos. Some that is forty (40) or fifteen (15%) of them were earning eleven thousand to fifteen thousand nine hundred ninety-nine. There were only fifty-three (53) or twenty point two percent (20.2 %) of the respondents who were earning sixteen thousand and above. Majority that is, one hundred thirty nine (139) or fifty two point six percent (52.6 %)of the respondents had household income of less than eleven thousand pesos (11,000 Php) and most of them were on this income bracket.

The data show that majority of the respondents had only an average income and considering the cost of living at present a household that is big(seven to ten members earning only P11,000.00 may be having a decent living but could not enjoy a good life.

Table VIII.Frequency and Percentage Distribution of Respondents' as to Income per Month

Amount of Monthly Income (in pesos)	f	%
Less than 5,000	80	30.3
5,000 to 10,999	59	22.3
11,000 to 15,999	40	15.2
16,000 to 20,999	21	8.0
21,000 to 25,999	7	2.7
26,000 and above	25	9.5
No response	32	12.1
<i>Total</i>	<i>264</i>	<i>100.0</i>

I.Respondents' Responses whether or not they have membership in any socio-civic organizations

Majority that is one hundred forty six (146) or fifty five point three percent (55.3%) of the respondents were members of socio-civic organizations. The data implied that Meranao women were now participating as members of organizations. However, there were almost a half that is,

one hundred eighteen respondents who were not members of any socio-civic organization which can also be considered large in number.

Table IX A.Frequency and Percentage Distribution of Respondents' Responses on their membership in socio-civic organization

Responses	f	%
Yes	146	55.3
No	118	44.7
<i>Total</i>	<i>264</i>	<i>100.0</i>

J.Kind/Type of Socio-Civic Organization where the respondents belong as members

The table below show that respondents membership in civic organization. This organization are socio-civic organization where they sought membership, family clan, religious organization and people's organizations that ranked as top three socio-civic organization. As seen from the table that the type of organization mostly joined by meranao women were family clan, religious and people's organization. The data implied that women type of organization membership affirmed that principle that the Meranao were very clannish in mentality and of course side by side with religious and community orientation.

Table IX B.Frequency and Percentage Distribution of Kind/Type of Socio-Civic Organization joined by respondents

Type of Organization	f	%
Family clan	99	37.5
Religious organization	48	18.2
People's organization	29	11.0

School organization	13	4.9
Fraternities and sororities	8	3.0
Cultural organizations	7	2.7

*multiple response

K.Promoted Advocacies of the Respondents

The table below show that, all the respondents have an advocacies they believe and work on. Their advocacy is not limited to only one advocacy but some of them had two or more. The average number of advocacy is two (2). Basic Human Rights is on the top as the most advocated advocacy by the respondents. Majority of them advocated the protection of basic human rights regardless of the socio-economic status in life. Other advocacies were good governance, peace building, solid waste management, gender equality and disaster risk and reduction management.

Table X.Frequency and Percentage Distribution of Respondents' Advocacies

Advocacies	f	%	Rank
Basic human rights	143	54.2	1
Good governance	111	42.0	2
Peace building	102	38.6	3
Solid waste management	79	29.9	4
Gender equality	55	20.8	5
Disaster risk and reduction management	46	17.4	6

*multiple response

L.Family members or kinship ties occupying positions in local gover or currently occupying positions in Marawi City or outside Marawi City

Almost all that is, two hundred fifty-four (254) or more than ninety-six 96.9 percent of the respondents have family members or kinship ties occupying positions in the local government of Marawi City or outside Marawi City. There were fifty five (55) or twenty one percent of the respondents who have cousins occupying position in the local government. Some 25 percent of the respondents have aunts and uncles who were occupying position. Other respondents have grandparents and grandchildren, brothers and sisters, immediate family members such as spouses, sons or daughters occupying such positions. The position held were barangay chairman with a percentage of thirty two (32 %) and others such as head of office with a percentage of thirty six percent (36%).The average number of family members who have occupied position in the local government is at least one. This validates that all women leaders and women in politics have political connections. According to the Philippine country report on the State of Women in Urban Local Government, family connection is a major factor in political involvement The top three family members occupying position are cousins ,uncles and spouses and all of them are male.

Part II. Perceived Level of Participation of Meranao Women to Local Government of Marawi City

This section presents the level of participation of the respondents specifically in the local governance. The first part is the frequency of participation in governance and community involvement where there are ten (10) statements that served as indicators to be answered by

the respondents using always, usually, seldom, never and undecided as the assessment or rating tool. The second part is the level of participation in local governance where there are ten (10) statement indicators answered by the respondents using the high, average and low as an assessment rate. The third part is the list of factors associated by the level of participation where the respondents had to rank from one to eight where eight (8) is the highest and one (1) is the lowest.

A. Participation in Governance and Community Involvement

The data obtained on the respondents' responses to the statements provided to determine their level of participation in governance and community involvement showed that there were two hundred forty three (243) respondents or ninety-two point four percent (92.04 %) of the total respondents who answered this portion.

On the first statement, "there is no hindrance to women being elected or appointed in any governments' position", more than one third (1/3) of the respondents about thirty seven percent (37 %) responded usually and seventy-eight (78) or thirty two percent (32 %) of them said always; thirty-three (33) or twelve point five (12.5%) said seldom but less than ten percent (10%) said never. This means that majority of women were not hindered to seek elected or appointed positions on government.

On the second statement, "women in our community got elected or appointed because of social and political connections", almost one-half of the respondents answered usually with a percentage of forty-nine point four percent (49.4 %) and one-fourth (1/4) of them said seldom. Only fifty-two (52) or twenty-one point four percent (21.4%) said always.

This implied that respondents agree that socio-political connections had a big role in getting elected or appointed. This is so, since Meranao are very good in tracing or accounting members of the clan who are in key positions.

On the third statement, "women in our community got elected as a successor of their male family members", two-fifth (2/5) of the respondents ninety-eight or forty percent (40.3 %) replied seldom while eighty-seven (87) or thirty-five point eight (35.8%) said usually.

On the fourth statement, "women in our community got their position and promotion thru merit and fitness", many, consisting of one hundred three (103) or forty-two percent (42 %) of the respondents replied usually.

On the fifth statement "Women in our community were consulted on critical decisions or action on community endeavor or undertakings", many of the respondents replied usually with more than one-fourth(1/4) of them.

On the sixth statement, "women can make important family or community decisions without consulting the male in our community", many of the respondents replied usually with ninety-three(93) or a percentage of thirty-eight percent (38.3 %) of the respondents but never a little over one-third (1/3) of them or thirty-three point seven percent (33.7%) said seldom it happened. There were forty-four (44) or eighteen percent (18%) of them who said never and less than ten percent (10%) who said always.

On the sixth statement, majority of respondents' responses is towards seldom and never. But, on the seventh statement, "women initiate community organizing and convening other women to access resources for their development", many of the respondents replied always followed

by greater than one-third (1/3) of them or thirty four percent (34.2%) saying usually.

Thus, their response indicated positive answer to this statement implying that it is the role of Meranao women to initiate organizing of women to have access to resources for their development.

On the eighth statement “Women make essential decision or action for the development of their community” many of the respondents replied usually followed by eighty-one (81) or thirty-three percent (33 %) said always while fifty-three (53) or twenty-one percent (21%) said seldom.

On the ninth statement “Women help other women be placed in any government position many of the respondents replied usually with a percentage of forty-two (42.3).While one-third (1/3) of them said always and one-fifth (1/5) of the respondents said seldom. The tenth statement, women can access and own properties in their community without male interference, many of the respondents replied usually with a percentage of thirty-five (35). And a little less than one-third (1/3) of them said always it happened. However, about one fourth (1/4) of them replied seldom it happened.

On the basis of mean, the women level of participation in governance and community involvement is considered high with one hundred fifty-four (154) or sixty three point six (63.6 %) of them in this category. Rating it as average were eighty-eight (88) or thirty-six point four (33.6%) of the respondents. No one rated it as low. Generally, Meranao women in local governance assessed themselves participating and leading in governance and community activities.

Data implied that respondents perceived themselves as having high participation and were leader when it

comes to governance and very much involved in community services.

Table XII.Frequency, Percentage and Mean Distribution of the Respondents’ Participation in Governance

Statement of Indicators	Mean (x)
1. There is no hindrance to women being elected or appointed in any government position.	2.90
2. Women in our community got elected or appointed because of social and political connection or alliances.	2.88
3. Women in our community got elected as a successor of their male family members or relative.	2.64
4. Women in our community got their position and promotion thru merit and fitness.	3.03
5. Women in our community were consulted on critical decisions or action on community endeavor or undertakings.	2.89
6. Women can make important family or community decision without consulting the male in our community.	2.38
7. Women initiate community organizing and convening other women to access resources for their development.	3.14
8. Women make essential decision or action for the development of their community.	3.07
9. Women help other women be placed in any government position.	2.90
10. Women can access and own properties in their community without male interference.	2.92

B.Level of Participation of Women in Local Governance as Perceived by the Respondents

Table 13 shows the level of participation of women in local governance. There were ten statement indicators formulated rated by the respondents based on their experience and perceptions to local governance. There were two hundred forty (240) respondents who completely answered this portion out of two hundred sixty-four respondents. This constitutes ninety point nine percent (90.9 %) of the respondents.

On the first statement, involvement of Maranao women in community activities, majority of the respondents rated it as average level of participation. Only less than one fourth (1/4) of them rated it as high and less than twenty percent (20%) said participation is low. Only four indicated no participation.

On the second statement, willingness to initiate community planning, programs and activities, majority that is thirty point four percent (30.4%) of the respondents also rated it as average.

On the third statement, assistance in convening community meetings and assembly, half that is eighty-six (86) or thirty-five point eight percent (35.8%) of the respondents considered it as average; eleven percent (11.3%) only said low.

On the fourth statement, availability for community services and delivery, many that is one hundred eleven (111) or forty-six percent (46.4%) of the respondents replied average. There were ninety-nine (99) or forty-one percent (41.4%) of them who considered the participation of Maranao women in making them available community services and delivery as high. Only three of them said no participation of women in this aspect.

On the fifth statement, facilitation and supervision of community development, majority of the respondents replied average level of participation of

women. There were almost one-third (1/3) of them who said it is high with few rating it as low.

On the sixth statement, assistance provided in deciding the launching of community programs and projects, majority also of the respondents answered average but greater than one-third (1/3) of them said it is high.

On the seventh statement, conducting information education campaign (IEC) in the community, again majority of the respondents rated it as average level of participation with eighty-three (83) or thirty five percent (35.3%) of them saying it is high. Only ten percent (10.6%) of them considered it as low level of participation.

On the eight statement, organizing women in community for projects. Almost half of the respondents forty-nine (49.6%) replied average with eight-eight (88) or thirty seven (37 %) said high. On the ninth statement, coaching and mentoring other women in the community for leadership, majority of the respondents or one hundred thirty three (133) or fifty-five percent (55.6%) answered average with sixty-seven (67) or twenty-eight percent (28%) rating it as high and only thirty-six (36) or fifteen percent (15%) as low.

On the tenth statement, promoting accountable and transparent governance in the community, many of the respondents answered average with ninety-eight (98) or forty-one (41%) of them rating it as high level of women's participation in this aspect. Only less than ten percent (10%) of them assessed it as low participation level.

On the basis of mean, the level of participation of women in local governance had been assessed as average with a mean of 21.77. This implied that respondents were in a consensus that the

level of participation of women in local governance was categorized as average only. This further implied that the struggle of women for participation in governance is very much alive.

Table XIII.Frequency, Percentage and Mean Respondents' Level of Participation in Local Governance

Statement Indicators	Mean (X)
1. Involvement in community activities	2.03
2. Willingness to initiate community planning, programs and activities.	2.15
3. Assistance in convening community meetings and assembly	2.23
4. Availability for community services and delivery.	2.28
5. Facilitation and supervision of community development.	2.18
6. Assistance provided in deciding the launching of community programs and projects.	2.20
7. Conducting information education campaign (IEC) in the community.	2.21
8. Organizing women in the community for projects.	2.22
9. Coaching and mentoring other women in the community for leadership.	2.10
10. Promoting accountable and transparent governance in the community.	2.29

Part III. Perceived Factors that Influence the Level of Participation

The table below shows the results of the factors associated with the level of participation of Meranao women in the governance of Marawi City .There were six factors identified that were associated with the level of participation of Meranao women such as education which plays

important role in qualifying and equipping women to take responsibility in holding position in local governance. Education includes experience and training. Second factors were family and social networks also showed in the study that Meranao women in local governance have political connection or from a political family. Likewise, religious beliefs and practices may also affect the women's participation in local governance. There are hadiths and verses in the Holy Qur'an that supports women's participation although there are also interpretation and opinions of many scholars against women's political participation. Lastly, the economic status affected the women's participation in politics the financial capacity is necessary for anybody who want to run for politics. Politics is expensive in reality since one needed to buy votes in order to win certain or desired position.

The data implied that there are factors that influence or associated with Meranao women participation in governance and community involvement. As glimpsed from the table that six of the statement indicators have the same scores except for two statement indicators such as;Religious belief is a hindrance in women' s participation in local governance and Education, experience and training were not important in women's participation in local governance that got the same score which is high. This implied that education and religious affiliation had an influence in the participation of Meranao women in governance and community services.

Table XIV.Score and Mean Distribution of the Factors Influencing Women's level of participation

Perceived Factors that Influence the Level of Participation	Total	Mean

1. Family is a hindrance in women's participation in local governance.	232	3.43
2. Religious beliefs facilitate women's participation in local governance.	233	3.49
3. Education enhances women participation in local governance.	232	3.01
4. Experience and training help promote women's participation in local governance.	232	3.03
5. Money will strengthen the possibility of women's participation in local governance.	232	3.73
6. Family, friends and alliance connection support in women local governance participation.	232	3.18
7. Religious belief is a hindrance in women's participation in local governance.	232	4.64
8. Education, experience and training were not important in women's participation in local governance.	232	4.71

Part IV. Problems encountered and Actions needed

A. Issues and Problems encountered

The table shows the issues and problems encountered by the respondents being considered as women leaders in the community. Among the two hundred sixty four respondents, there were only two hundred forty respondents who answered

the question on the issues and problems encountered. Others did not to respond to this query. There were nine percent 9% who did not respond to this question. Respondents have multiple responses but the average number of issues identified is two. There were 94 of the respondents or thirty nine percent (39 %) who encountered the issues of limitations set by culture to the mobility of women. In Meranao culture, women were usually prohibited to travel or for cannot travel alone without mahram (Arabic word for escort/company) for those more conservatives This practices is still observed among Meranaos. While, there were seventy-nine (79) or thirty-three percent (33 %) of them who had the issue of burdensome household chores.

This is a common scenario in Philippine setting in which domestic works and reproductive roles are mostly and often given to women. This is a result of gender stereotyping and biases brought by socialization and cultural beliefs. When men are unable to meet all of their family's financial needs and have trouble fulfilling their productive role, the women has to take bread winner role, and do farm works as well, especially during conflict (Hilsdon,2009). Women engaged in productive role but the reproductive and domestic works remained as duties and responsibilities of women.

Others identified the lack of confidence and lack of technical skills as a challenge for being women leader. In the study it has found out that women in local governance were young and new to their position thus, they still need the technical assistance to hone their capability and skill and need to undergo personality development to become a good leader. There were also sixty five (65) respondents or twenty seven percent (27%) of the respondents who have encountered family feuds as an issue.

This is so because Rido has been closely linked to Maratabat which is defined as pride and attached to Meranao rank and prestige.

Table XV. Frequency and Percentage Distribution of Respondents' Issues and Problems Encountered

Issues	f	%
Limitations set by culture to the mobility of women	94	39.2
Burdensome of household chores	79	32.92
Lack of confidence	71	29.58
Lack of technical skills	71	29.58
Family feud	65	27.08
Lack of support from spouses and family members	38	15.8

*multiple responses

B. Actions needed to increase and improve women's participation in the local governance

The needed actions to increase and improve women's participation in local governance include the following: Out of the two hundred sixty four (264) respondents, there were only two hundred forty (240) respondents who answered the question. There were nine percent 9% who did not respond to the question.

Respondent have multiple responses on actions needed but the average number of actions is 2.51 which show that respondents were advocating 2 to 3 actions needed to increase and improve the women's participation in local governance. Majority of the respondents identified education of women on leadership and participation as the action needed to improve and increase participation of women. However, there

were one hundred twenty three (123) or fifty one percent of the respondents who identified the need for organizing women as appropriate to take actions in improving women's participation. Some of the respondents about forty six (46%) percent identified coaching and mentoring. Also there were forty five percent (45%) who identified the actions of more facilities for women such as women center to improve and increase their participation. On the other hand, forty five percent (45%) of the respondents identified the actions on more gender responsive budget and programs.

The data implied that there are recommended solution or action that can be taken to improve the Meranao women leader so that their capabilities be improved and thus also increasing their participation in both governance and community services.

Table XVI. Frequency and Percentage Distribution of Respondents' Responses on the Actions needed to be able to improve and increase the women's participation

Actions Needed	f	%
Education for women on leadership and participation	147	61.3
Organizing women	123	51.3
Coaching and mentoring women leaders	111	46.3
More facilities for women such as women center	109	45.4
More gender-responsive program or budget	102	42.5

*multiple response

SUMMARY OF FINDINGS

The study was conducted for the purpose of examining the level of participation of Meranao women in local governance. It specifically investigates the socio-demographic profile of the Meranao women in local governance, their level of participation and factors affecting their participation. It also looked into the issues and problems they encountered in local governance and explore on the actions needed to increase and improve their participation in local governance. Marawi City is the locale of the study. Marawi, officially known as the Islamic City of Marawi and is the capital city of the province of Lanao del Sur on the island of Mindanao in the Philippines.

A total of 264 Meranao women in local governance both at barangay and city level of Marawi City served as respondents of the study. All were occupying elective positions such as barangay chairpersons, barangay councilors, and appointive positions such as city head officer, barangay secretaries and treasurers. The three branches of the government were considered such as executive, legislative and judiciary department.

A structured questionnaire was used in gathering the data from the respondent. The questionnaire consist of questions answering the statement of the problem. The data gathered were analyzed using simple descriptive statistics such as frequency counts, means and percentages. The computation involved in the analysis of data was done using the Statistical Package for Social Sciences Program (SPSS)

The respondents were young, in the ages of 40 years and below. The distribution was more skewed towards the younger respondents. Majority of the respondents were married with a number

of one to six children. The size of the household of the respondents, in general, was big with an average of number of nine (9). The respondents identified their positions in the local government such as barangay chairpersons, barangay councilors, barangay secretaries and treasurers and heads of offices. Very few of the respondents chose not to identify their positions.

Majority of the respondents was found out to be new in their position being there for three (3) years and less. The level of literacy of the respondents was high since many of the respondents were college graduates and while some of them were on college level. Majority of the respondents had a monthly income of P 15,999 pesos and less.

Membership to socio-civic organization was common among the Meranao women in local governance. The socio-civic organizations to which the respondents were member includes family clan, religious organizations and people's organizations. The clannish culture of Meranao has now structure and women implied participation and representation. But there were very few respondents who were members of sororities and fraternities, school and cultural organizations. There were also significant numbers of respondents who were not affiliated to any organization.

All of the respondents have advocacies they believe and that they are promoting. The average number of advocacies per respondents was at least two. Basic Human rights is the top most advocacy. The least of advocacy are disaster risk and reduction management and gender equality. This findings has major implication in our current development situation where the world's people are affected by climate change and gender being an integral part of development.

Almost all of the respondents have family members or kinship ties occupying positions in the local government in Marawi City and outside Marawi City. The average number of family member who have occupied positions in the local government is one (1). This validates that women leaders and women in politics have political connections.

To determine the women's level of participation in governance and community involvement, there were ten (10) statements provided for the respondents to identify their level of participation by responding their frequency of participation using always, usually, seldom, never and undecided. The data obtained shows that there were two hundred forty three (243) respondents or ninety-two point four percent (92.04 %) of the total respondents who answered. The result states that the Meranao women's level of participation in governance and community involvement is considered "high" with one hundred fifty-four (154) or sixty three point six (63.6 %). Rating it as average were eighty-eight (88) or thirty-six point four (33.6%) of the respondents. No one rated it as low .

To assess the women's experience in local governance, there were ten statement indicators formulated for the respondents to rate based on their experience and perceptions of local governance. There were two hundred forty (240) respondents who completely answered this portion out of two hundred sixty-four respondents. This constitutes ninety point nine percent (90.9 %) of the respondents. As a result, the level of participation of women in local governance had been assessed as average level with a mean of 21.77. Generally, Meranao women in local governance claimed to be participating and leading in governance and community activities. The most relevant factors associated with the level

of participation in LGU were as education, family, friends and alliances, religious beliefs, experiences, trainings, money and religious beliefs.

The issues and problems encountered by the respondents being considered as leader in the community (in rank order) were as follows; (1) limitations set by culture to the mobility of women, (2) burdensome of the household chores, (3) lack of technical skills, (4) lack of confidence, (5) family feuds, (6) lack of support from spouses and family members.

The identified needed actions to increase and improve the women's participation in local governance were as follows ; in rank (1) education for women on leadership and participation, (2) organizing women, (3) coaching and mentoring women leader, (4) more facilities for women such as women center, and (5) more gender responsive program.

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THE EXPERIENCES OF INTERNALLY DISPLACED MOTHERS OF THE ZAMBOANGA CONFLICT IN JOAQUIN F. ENRIQUEZ MEMORIAL SPORTS COMPLEX, ZAMBOANGA CITY.

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Abstract

On September 2013, the Moro National Liberation Front (MNLF) troops marched in Zamboanga City to raise their so-called Bangsamoro Republic because wanted to include Zamboanga in the Bangsamoro. This resulted into a siege since the city government was against it. Many died and thousands were displaced into different evacuation centers in the city including Joaquin F. Enriquez Memorial Sports Complex, which was considered as the biggest evacuation center. The conflict, however, affected many Muslim (Tausug, Badjao, Samal, and Bangingi) and Christian people. These people lost their homes, livelihoods, and loved ones as well. Today, some of these victims are still staying in JFE evacuation center while others were already relocated to transitory sites. In this paper, the researchers identified the experiences which include the conditions of the internally displaced mothers before, during, and after the siege. Mothers were chosen since they are more vulnerable in times of disaster.

The researchers used a triangulation research method and applied purposive sampling to comprise the sample of the study. Case stories were conducted to 6 mothers, survey on 60 mother respondents, focus group discussions on camp peacekeepers and key informant interviews were administered to some government officials. Findings identified how struggling the experiences of the mothers during the conflict and upon their stay in the evacuation center were. It was seen that even after a year after the attack, they were still inside the evacuation center and their situation got even worse. Deaths were doubled because there were no more aids coming from different organizations since Typhoon Haiyan, which caused too much destruction, happened after the Zamboanga Conflict. Thus, these internally displaced people were left in poor conditions. Further, mothers have provided their aspirations for their children, family, and community.

Key Words: Zamboanga Conflict, Women's Vulnerability, and Mothers in Armed Conflict

Introduction

Women experience armed conflict in the same way men do. They are also killed, injured, disabled, and tortured during times of war. Violence against women arises particularly during armed conflicts. And as violence increases, women become more vulnerable. The claim supports the study of Mazurana (2012) in which women victims are targeted and suffer social and economic dislocations.

The Zamboanga siege started when Nur Misuari proclaimed the independence of the Bangsamoro Republik on August 12, 2013 at Talipao, Sulu. The MNLF then went to Zamboanga City to proclaim their independence for Muslim-dominated areas in Southern Philippines by marching through the city and undertaking the siege. On September 9, 2013, which was Friday the 13th, Moro National Liberation Front (MNLF) protested what they considered was government's failure to fulfill the provisions of the peace agreement that the MNLF signed with the Ramos Administration in 1996. Government troops fought back and it was said to be the Philippine Military's biggest operation in history. The battle stretched for three (3) weeks, killed 19 government forces and 208 rebels, and also dislocated 24,000 families (Fonbuena, 2014).

Armed conflict and its adversities have a particular effect on women given conventional cultural expectations: the burden they bear is not just their own but also that of the whole family. There were over 180,000 affected people living in the villages of Rio Hondo, Sta. Catalina, Sta. Barbara, Talon-Talon, Kasanyangan, Lustre, and Mariki Residents that were forced to flee to the Joaquin F. Enriquez Memorial Sports Complex in Baliwasan. Other evacuation centers for the Internally

Displaced Persons (IDPs) were also established along the Cawa-Cawa shoreline, and at the various public schools in the city (mb.com.ph). Several months after the attack, which saw government forces searching house to house for the MNLF men, Zamboanga City businessmen appealed to the national government to speed up the restoration of basic services in the areas razed by the fighting. It was said that their appeal was made as national attention shifted to devastation wreaked by the powerful earthquake that rocked Cebu, Bohol and other parts of the Visayas, followed by the horrific destruction unleashed by Super Typhoon Yolanda (<http://www.philstar.com/>). Because of the destruction caused by the aforementioned natural disasters in Visayas, which later occurred months after Zamboanga siege, the focus of the government and the people were shifted towards the family affected by such. That is why today, the families affected by the 2013 siege were still struggling in the evacuation centers in Zamboanga City. A year after the start of the Zamboanga siege, reconstruction is moving slowly, and the victims can fall under the United Nations definition of internally displaced people. Shortly after the siege, aid workers had warned of a humanitarian crisis in the affected city districts. Government officials say residents still staying in makeshift shelters may have to wait until the end of the year for decent temporary housing (<http://www.philstar.com/>).

In this study, the researchers identified if the mothers tend to have been more burdened after the conflict rather than before and during through looking into their experiences. Moreover, the researchers also tried to know whether how much the different government and non-government organizations have given aids and interventions for the affected

people, specifically mothers who are staying in JFE Memorial Sports Complex evacuation center. Also, this study determined the possible efforts done by the mothers towards themselves, their family and their community and so as their aspirations in rebuilding everything they have that were destroyed.

This research tried to investigate the effects of siege to the affected mothers and their conditions in the Joaquin Enriquez Memorial Sports Complex evacuation center after the MNLF siege happened in Zamboanga City. Thus, this study intended to answer the following objectives:

1. To identify the experience of the temporary relocated mothers in Zamboanga city with regards to:

1.1A. Before the MNLF attack

1.1B. During the MNLF attack

1.1C. After the MNLF attack

Including the threats to their:

1.2A Threats to their Health Conditions

1.2B Threats to their Economic Conditions

1.2C Threats to their Religious and Cultural Conditions

1.2D Threats to their Peace and Security Conditions

2. To describe the capacities and efforts of mothers in dealing with the adverse effects of the MNLF siege.

3. To elaborate the aspirations of the mother respondents for their community with regards to:

3.1 The future of their children

3.2 Health of the people affected

3.3 Peace and Security of the people affected

4. To identify forms of support received from the following sectors:

a. LGU

b. NGOs

c. Private Institutions

On the other hand, this study was limited on the experiences and conditions of the mothers before, during and after (until June 2015) the alleged Moro National Liberation Front siege in Zamboanga City. The study was limited only to the mothers in JFE Memorial Sports Complex evacuation center. The researchers conducted a survey to 60 mother respondents who came from different ethnic groups namely: Tausug, Badjau, Samal, and Chavacano/Bisaya; that came from different affected barangays in Zamboanga City. The researchers also interviewed 6 mother informants who narrated their stories before the conflict, during the conflict, and their stay in the evacuation center after the siege.

This study, however, is relevant to the understanding of the society towards the condition of women in the aftermath of the conflict in Zamboanga City and to every area of the Philippines. This study may emphasize the situation of the women in the context of conflict. The vulnerability of women is already conspicuous to every situation such as disasters and others and the conflict that occurred in Zamboanga City proved the need of assistance for women.

Theoretical Framework

Conflict is a very serious issue and its effects ripple through the experiences of the affected innocents. This topic discusses the effects of the affected

refugees in the Zamboanga conflict and their capabilities of coping to the after effects.

This study is anchored on Social Vulnerability Approach. Vulnerability generally denotes a susceptibility to harm. The notion of social vulnerability as opposed to the vulnerability of built structures refers to the potential harm to people. However, there are vulnerable groups named in this approach, mainly: women, children, the elderly, etc., but this paper is only limited to women, specifically mothers.

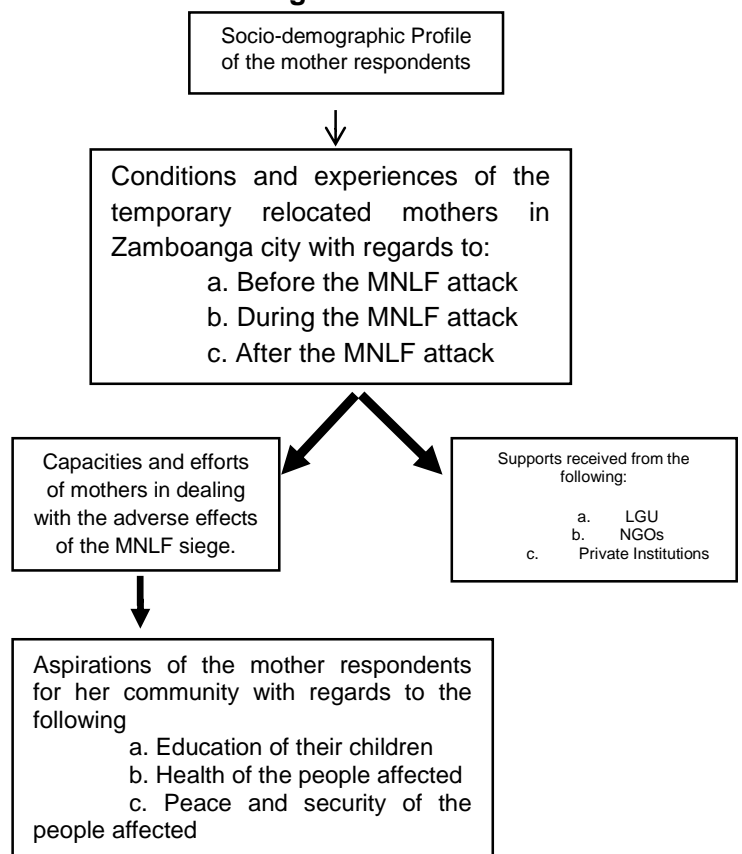
On the other hand, Social Vulnerability refers to the “characteristics of a person or group in terms of their capacity to anticipate, cope with, resist and recover from the impact of a hazard. It involves a combination of factors that determine the degree to which someone’s life and livelihood are put at risk by a discrete and identifiable event in nature and society.” Lastly, Social Vulnerability includes capacity, recognizing that everyone has some capacity to anticipate, cope, resist, and recover (Bara, 2010).

Furthermore, in Social Vulnerability to disasters, it acknowledges that not only life itself, but livelihoods are at risk, thus shifting the focus from “fatalities” as the single dominant measure of disaster impact. Progression of vulnerability from economic, political, cultural, and other root causes to the unsafe conditions that are eventually responsible for death and destruction in a disaster were presented in the approach. A number of dynamic pressures on the local, national, and global levels- such as population expansion or lacks of good governance- mediate between root causes and unsafe conditions.

In application of this concept to the study, Social Vulnerability Approach will

show if there is really a capacity of women, especially mothers, to cope with the trauma they have encountered during the MNLF attack. In this study, the researchers tried to determine how destructive the conflict was that made it difficult for the internally displaced mothers to cope and recover easily with its adverse effects. Further, this paper also identify how being vulnerable in many factors led into having fatalities. Lastly, this concept was used to determine the efforts done by mothers in reconstruction of their selves, families and community as well as their capacities in dealing with the adverse effects of the MNLF siege.

Schematic Diagram



METHODOLOGY

This study made use of Triangulation Research Method, which is a mix of qualitative and quantitative data, in

gathering and discussing the data. The researchers employed in-depth interview as their data gathering instruments for the six (6) selected mother informants. Further, for the 60 respondents, the researchers used survey method. The researchers also administered Focus Group Discussion to the evacuation camp peacekeepers and Key Informants were interviewed too.

On the other hand, this study was conducted at Joaquin F. Enriquez Memorial Sports Complex evacuation center, also known as JFE Sports Complex. This complex until now serves as one of the evacuation centers of displaced people after the alleged attack of MNLF in the selected areas in the city. According to DSWD, the JFE Sports Complex remained the biggest evacuation center sheltering 5,350 families or 25,304 persons. This gave a huge advantage for the researchers since there are number of families present in the center which was easy for the researchers to gather the estimated respondents and key informants of the study. The JFE Memorial Sports Complex evacuation center, however, was divided into four (4) Zones, namely Zone A, Zone B, Zone C, and Zone D, in which mostly Badjao IDPs stayed in the grounds (Zone A and D) while Tausug IDPs predominantly stayed in the bleachers (Zone B and C). Hence, inequality can be seen.

The following tables below were records as of June 20, 2015. These were the total demographic population of the remaining evacuees in the JFE Memorial Sports Complex evacuation camp. The families that are still present there were to be relocated to the different transitory sites in Zamboanga City. However, families who do not wish to be relocated needs to find a place for them to live temporarily due to the immediate rehabilitation of the sports complex.

Zones	Total number of Families	Total number of Individuals	Total number of Males	Total number of Females
Zone A	49	279	135	144
Zone B	96	555	293	262
Zone C	65	449	199	250
Zone D	202	1,194	574	620
Total	412	2,477	1,201	1,276

On the other hand, the researchers employed a Judgment or Purposive Sampling technique in this study. The researchers selected mothers who were affected by the siege as the respondents of this study together with the selected key informants and FGD respondents. The key informants were the mothers who narrated their experiences during the siege. In selecting the Case Informants, we chose those who have a contact with the perpetrators and those who were greatly affected by the siege even after a year after the attack. The way of choosing them was through the help of the evacuees. Also, another set of key informants were interviewed, namely: Evacuation center camp managers, City Social Welfare and Development Officer, and Philippine Red Cross officer. Also, the peacekeepers were the ones chosen as respondents for the Focus Group Discussion to know anything about what has been happening inside the camp during the conflict and even after it since they were the ones who are responsible for the peace and order of the camp.

The researchers administered an interview guide for the experiences of mothers and a researcher-made scale to further discuss the impacts of the conflict to them before, during and after it. In this study, a research-made scale was used to 60 respondents which contains the following: Socio-demographic profile of the respondents and statements that captured

their conditions before, during and after the siege. This researcher-made scale is based on Likert Scaling that determined the extent of effects it brought to the respondents. The participants or respondents were selected through the help of the peacekeepers who are familiar with the zones to where the mothers are located.

For the key informant interview, the researchers employed a Life Story approach. In this case, six (6) mother informants were gathered to share their life stories which captured the 3 phases: before, during and after the siege. The informants were selected through the help of the IDPs in the evacuation center. They pinpointed some mothers who have not yet recovered from the siege. This study also identified the traumatic experiences of the mothers during the attack and their coping process, so as their condition upon their transfer in the evacuation center. Furthermore, this study also determined the aspirations of the mother respondents for their selves, children, family, and community with regards to the education of their children, better living condition of their families, health of the people affected, peace and security of the people involved and the community as well, and the future lives of the evacuees.

Since the study was quantitative and qualitative methods, the researchers needed several techniques to analyze the data. In analyzing quantitative data, the researchers used the IBM-SPSS. This is a computer software designed for analysis of research data in the social, behavioral and educational sciences; it allows the researcher to make sophisticated and complex statistical operations for an almost unlimited amount of data (Nachmias and Nachmias, 1996; Seigel and Castellan, 1998). Also, the researchers used Likert Scale to identify the levels of condition of the respondents

before, during, and after the attack. The mean is interpreted through fiduciary limits: 1.0-1.9 = worse condition; 1.91-2.61 = bad condition; 2.62-3.32 = good condition, and; 3.33-4.0= better condition, for positive statements. However, for negative statements, the limits are to be reversed: 1.0-1.9 = better condition; 1.91-2.61 = good condition; 2.62-3.32 = bad condition; 3.33-4.0 = worse condition.

Lastly, the researchers also used probing questions. Probing is asking follow-up questions when we do not fully understand a response, when answers are vague or ambiguous or when we want to obtain more specific or in-depth information.

FINDINGS

There were a total of 60 mother respondents in which majority of them lived in Rio Hondo before the siege. Others came from Mariki, Sta. Barbara, Sta. Catalina, Kasanyangan, and Zone 4. The age bracket of the respondents is 15-80. 11 out of 60 respondents ages 15-25. 18 of them ages from 26 years old to 36 years old; 16 of them ages from 37-47, seven (7) ages from 48-58, six (6) ahrs from 59-69, and 2 of them ages from 70-80. 50 out of 60 mother respondents follow the teachings of Islam. In terms of marital status, 44 of them are married. In the educational attainment aspect, however, 40 out of 60 of them never went to school. Lastly, majority of the mother respondents are Tausug and Bajau with a total number of 20. Thus, the respondents of this study were subdivided into 4 ethnic affiliations, specifically: 20 Tausugs, 20 Bajaus, 10 Samals, and 10 Bisaya/Chavacano.

Internally Displaced mothers in JFE Memorial Sports Complex had different experiences before, during, and after the attack. In this study, there were

only six (6) mothers that were interviewed to narrate their experiences, namely: Riza, Imang, Sophia, Amsaya, Nursia, and Mariam.

Informant	Age	Address	No. of children	Educational attainment	Religious affiliation	Ethnic affiliation	Livelihood before the conflict	Livelihood after the conflict
Riza	32	Rio Hondo	5	Never obtained education	Islam	Bajau	None	Fish ball vendor
Imang	37	Rio Hondo	2	Only finished Grade 1	Islam	Tausug	Helper	Junk foods and cigarettes vendor
Sophia	39	Rio Hondo	10	Never obtained education	Islam	Bajau	Seaweed vendor	None
Amsaya	75	Rio Hondo	6	Only finished Grade 1	Islam	Samal	Sari-sari store owner	Fish vendor
Nursia	42	Mariki	6	Only finished Grade 3	Islam	Samal	Sari-sari store owner	None
Mariam	39	Sta. Barbara	3	Only finished 2 nd year high school	Roman Catholic	Bisaya	None	Sales Lady

Before the conflict, informants were plain housewives who were left in their respective houses to take care of their children. However, others build a sari-sari store so that they could support their husband in earning money. One respondent was a helper and the other one was a seaweed vendor. Some of the mothers said that they did not have a stable economic condition because their husbands, who were fishermen, could not earn enough money for the family every day. Some have said that they could only eat once a day. However, others have said that they have a stable economic condition because their husbands were employed in an office. On the other hand, despite their problems economically, they believed that they were living peacefully and healthily in their communities.

When the conflict erupted, the mothers were in great shock because they thought that the MNLF troops were just going to march on the streets of Zamboanga. One informant was able to

evacuate before the conflict started. However, others were still staying in their houses when the conflict started. According to them, they were all sleeping when their neighbors knocked on their houses to evacuate because the war has already started. Due to panic, they were not able to bring anything. Their children were all scared and were crying because they have seen many houses being burned and they have heard continuous gun fires. The mothers were panicking as they were protecting their children to evacuate. One mother forgot that she's running barefooted on their way to the evacuation center. Others were crying and didn't know where to go. One informant shared that they were about to ride their boat but the some MNLF combatants fired their boat. They were all afraid to be hit by stray bullets. Most of them were able to get into the evacuation center while others have gone to their relatives. Moreover, one informant cried because she could still remember a gun pointed at her face and that they were held up in their barangay hall by government forces for 2 days without anything to drink and/or eat. Also, one informant shared her anger to the MNLF troops because they were actually her *suki* customers in her *carenderia* yet they were the ones who burned their houses.

Upon their entry to the evacuation center, all of them were hesitant because it was overcrowded and unsanitary. Many were still crying and there are those who were wounded. Mother informants were still protecting their children because according to one informant, there were already many children who went missing inside the evacuation center. They have not eaten and slept properly for how many days inside because they could always hear gunshots and they could see the evidences of fires. Mothers, together with their families, were forced to sleep on bare

and dirty floors. Lastly, during the month-long siege, people in the evacuation center got doubled. And as people doubled, number of deaths also increases. In the distribution of food packs, the mothers were the ones lining instead of their husbands.

Inside the evacuation center, a lot happened to the mothers- physically and mentally. Due to trauma, the behaviors of the mothers toward their children changed. Imang, on the other hand, who is one of the respondents said that her sister delivered her third baby inside the evacuation center. However, according to her:

“Naiinis ako diyan sa kapatid ko. Hindi naman niya pinapalo yung anak niya noon. Pero pagdating dito, palagi na niyang pinapalo yung mga anak niya (I get angry at my sister everytime she spansks her children. She’s not like that before, it just happened the moment we got here),” cried Imang.

On the other hand, when the government declared ceasefire, their husbands and even the mothers themselves went to fishing while they were left in their houses to take care of their children. One mother informant said that she’s suffering for an illness but she has no choice but to take care of her child first who was also sick that time. Mothers also complained about the food that sometimes they receive spoiled, burnt, or raw foods. Some informants exclaimed that everything got worse when Typhoon Yolanda, which hit some parts of Visayas, happened- it led to the discontinuity of distribution of food packs. Even though people staying in the evacuation center decreased because they were already transferred to transitional sites, organizations also transferred their aids to the transitory sites.

Even after a year, the informants have not yet recovered from the conflict. They are still struggling to forget what has happened that even the voice of a moving jeepney scares them. Also, most of the informants shared that there were police posts inside and outside the grandstand but they were not monitored properly. They have stated how thankful they are to the peacekeepers who monitored them everyday. They did not feel secured because anyone could enter in the grandstand. They still cannot sleep peacefully at night because there are always thieves inside the evacuation center. Sometimes, misunderstandings arise between mothers and their husbands because of money. Furthermore, mothers have no choice but to send their children to work for the family such as to sell cigarettes or candies in the streets. However, even though they are still suffering from these, driven by the difficult situation, they started to find a job or something that they could earn, while taking care of their children as well. They do not care as to how they look like now because their families are their priority.

Lastly, despite their situation and their experiences, they always aspire to give their families, especially their children, a better future. According to Mariam, she could not stand to see her children wearing ripped and ragged clothes, playing innocently in muddy grounds. She wished to give them better education even though they have no enough money to send them. However, not just Mariam, but all of the informants aspired to give their family a better future. Mothers continued to teach their children good lessons even though they not all of them were able to study. They do not want their family to experience this kind of situation again. That is why mothers do not want to be live in transitory sites because the situation is still the same and it is far the city proper in

which they could not have a good life there. Thus, mothers wish that the government authorities will assist them to transfer in a better place.

On the other hand, mothers struggled in terms of their health, economic, religious and cultural, and peace and security conditions inside the evacuation center. They suffer from taking care of their family such as what food they should serve them or what clothes they should let their children wear.

With regards to the conditions of mothers before the siege, there was a better health condition of mothers even though others have said that they have experienced hunger and fatigue before. Thus, this is significant with what they answered in terms of their economic conditions. Respondents believed that businesses were operating very well, but respondents also believed that their limited sources of income was a contributing factor to their incapability to have better economic conditions. Hence, good condition was felt. However, in terms of religious and cultural conditions, it clearly showed how strong and harmonious the relationship of the respondents was to others despite their religious and cultural differences. Thus, it was depicted that they have a better religious and cultural conditions. Lastly, respondents could say that they have somehow a better peace and security conditions because they had freedom in terms of going around the area, unafraid of anything to happen. Although there were cases of drunkenness and some other violent acts that worried the respondents, it was still concluded that they have a good and almost better peace and security condition.

During the attack, it was attested that the respondents had a worse health and economic conditions. With regards to

the mothers' health, they could not eat and sleep properly. Because of this, majority of the respondents lost weight and got sick during the month-long siege. Moreover, the situation got even worse because they lost their sources of living and they were forced to live in an overcrowded and unsanitary evacuation center where there were no enough food supplies present. According to the City Health Office of Zamboanga, there were recorded cases of deaths and pneumonia was said to be the leading cause with 26 recorded cases.

According to an article written by Cecilia Gonzales (2013), The United Nations declared the Zamboanga situation as a humanitarian crisis. Almost 70,000 people stayed in JFEMSC who are struggling to survive, in desperately overcrowded conditions and insufficient sanitation facilities. Thus, the UN said that there is a real risk of a disease outbreak.

Food, drinking water, health services, cooking utensils, tents and other necessities were urgently required.

As to the respondents, they had a worse condition because there is a great food demand in the evacuation center, yet there was no enough supply. Nevertheless of their situation, the respondents were still able to maintain a good relationship with others. Also, their faith became even stronger and they have not reached into the extent of blaming others to what has happened. Furthermore, they believe that everyone was working together despite the differences in order to survive inside the evacuation center. However, their peace and security conditions were undeniably worse. Others who have not yet evacuated were afraid to go out of their tent-houses because they were worried that they might be hit by stray bullets. Others also have seen the evidences of the attack that made them more scared. They have seen houses being burned and

they could hear continuous exchange of gun fires. Nevertheless, others believed that they were escorted by military forces on their way to the evacuation center that is why they somehow felt secured during the attack.

With regards to the conditions of mothers after the attack, mothers are looking forward to go back to their places due to their situation inside the evacuation center. Their health condition was still the same and other respondents would say that it got even worse because they have not yet forgotten about the attack and their weight continued to drop due to fatigue in taking care of their families especially their children. Further, they got sick as well as their children because their temporary shelters were not well-built. According to one of the case informants, they were given home materials but it all seems to be old stocks, which were useless for them. According to the City Health Office of Zamboanga, there were a total of 139 recorded mortalities in the evacuation center from September 2013 to June 2014. This clearly depicts that they are in a state of humanitarian crisis, which was proved by the United Nations. Also, in terms of their economic condition, the respondents believed that the government's provision of sources of income is ineffective. When businesses in the area started to operate and have a good condition, respondents concluded that the supply of food is still in a bad condition and that their earnings can still not provide the things they need and that they are not well-assured that they can now eat good foods. Thus, they have a bad economic condition. Moreover, respondents said that they have a better religious and cultural condition because they became a family in the evacuation center. Also, they believed that they got closer to the people and that the conflict never lessened their faith. They also had a

good condition in terms of their company with other IDPs. Lastly, in terms of their peace and security condition, they believe that their condition became even worse because the place is still not peaceful and that the authorities are not giving aids anymore. The peacekeepers, who were the participants in the focus group discussion, shared that the most reported case inside the evacuation camp was stealing of tents and appliances. The Tausug were the usual cause of conflict while the Badjau is the group in which they had a hard time dealing with due to the lack of education they have been experiencing.

On the other hand, the mother respondents are also scared that anything might happen to their families due to the existence of violent acts in the evacuation center. In general, respondents have a bad and almost worse condition even after the attack.

According to the mothers, their children were the ones willing to help them to survive everyday. Sofia, one of the informants, said that her children decided to look for plastics around so that they could sell it to junkshops and earn money. *"Hindi ko naman sila pinigilan. Alam ko namang gusto lang nila makatulong. Hindi naman kasi habambuhay kami nandito eh kaya mas mabuti nalang siguro na humanap na kami ng mapagkikitaan ng pera habang nandito pa kami (I didn't stop them. I knew they just wanted to help. We're not going to stay here anyway that's why they engaged into any means of acquiring money while we're here)."*

Sophia, furthermore, shared how their lives in the evacuation center became worst. Even though there are lots of food packs given to them, she somehow felt disappointed with the people who prepared it because it sometimes looked

like a dog food. But since they had no money to buy food, they had no choice but to eat what's given to them.

“Yung mga anak ko nagkakasakit na. Hindi ko na alam ang gagawin ko dahil kahit ako nagkakasakit na rin. Inaalagaan ko pa yung mga anak ko habang nag-aalala sa kondisyon namin dito (My children are getting sick. I don't know what to do because I myself is getting sick. I am taking care of my children while taking care of myself),” cried Sophia. She was so worried about her children because they got sick. *“Yung isa kong anak nagtatae, yung isa naman nagkalagnat, habang yung isa din nagka ubo (One of my children had a diarrhea, the other one had a fever, while the other one had a cough).”* She could not take care of them because she too had flu that time. It was her husband and their other children who brought them to the health station present inside the evacuation center. She blamed the people inside for the poor sanitation in the center. She added that the people were not responsible for their own wastes. There were comfort rooms but others prefer to pee or poop anywhere. Also, she had noticed that although they had unlimited supply of water, she didn't know if that was potable.

Mothers, however, shared that despite the difficulty they are facing in dealing with the impacts of the attack, they somehow became braver today in facing problems because of their children.

“Mas gusto kong magpaka-ina sa mga anak ko para di nila makitang naapektuhan pa rin ako sa nangyaring giyera. Gusto kong ipakita na malakas ako para makita naman ng mga anak ko at ng iba pang mga nanay na kagaya ko na lumalaban pa rin ako sa gitna ng hirap at takot (I want to be a mother to my children so that they will not think that I am still

affected by the war. I want to show to them and to other mothers like me that I am strong and I am fighting despite the hardships),” Imang cried.

Interventions of Local Government Unit (LGU) in the Evacuation Center

Abner Mundoc, camp manager in JFE Evacuation Camp, was one of this study's Key Informants; and was also the one who provided the researchers with the following interventions of the Local Government Unit of Zamboanga. According to him, the Department of Social Welfare and Development or DSWD provided cash assistance per family worth 5,000 pesos. Also, the City Government also distributed housing materials worth 10,000 pesos which included plywoods, nails, and roofs (*tulda*). Furthermore, The City Health Office in partnership with Red Cross Zamboanga conducted Medical Missions inside the evacuation center. However, the medical mission only lasted for five (5) months. After that, the families were given free consultations in the City Health. All they had to do was present their IDs certifying that they are IDPs. Moreover, Local Police of Zamboanga also provided 24-hour security in Grandstand but the problem is that anyone could enter the evacuation center that's why the number of police officers per shifting is not enough to monitor the security of the IDPs inside, especially the security of women and children. Lastly, there were also housing project interventions of the City Government but the money was funded by the national government and private institutions.

With regards to the organizations and agencies present during the siege, Philippine Red Cross (PRC) funded by International Committee of the Red Cross (ICRC), The City Health Office of

Zamboanga (CHOZ), Department of Social Welfare and Development (DSWD) together with the City Social Welfare and Development (CSWD), National Housing Authority (NHA), UNICEF, United Nations High Commissioner for Refugees (UNHCR), International Organization for Migration (IOM), and Administration for Children and Families (ACF) were actively giving aids to the IDPs, but later transferred their aids to the transitory sites, although they are still monitoring the conditions of the IDPs that remained in JFEMSC evacuation center.

Conclusion

A total of 60 respondents with different ethnic affiliations, specifically: 20 Tausug, 20 Bajau, 10 Samal, and 10 Bisaya/Chavacano mothers were gathered. The researchers provided them with a research-made scale type of questionnaire in which they have answered the questions with a scale of 1-4; 1 as strongly disagrees, and 4 as strongly agree. Fiduciary limits were able to identify the conditions of the mothers before, during, and after the siege given that: 1-1.09- Worse Condition; 1.91-2.61- Bad Condition; 2.62-3.32- Good Condition, and; 3.33-4.0- Better Condition. The limits are reversed if statements were negative. However, with regards to the case stories, six (6) mother informants were gathered to narrate their experiences during the conflict as to the time and day of attack, and to their contact with the perpetrators; as well as their experiences in the evacuation center. Findings show that these respondents were having the same condition even though they have different ethnicity. However, Bisaya/Chavacano has the least number of families living in the evacuation center because others were granted with houses for rent, and were privileged to have been helped by one of

the priests in Zamboanga, whom they did not make known.

In the data, it is evident that the respondents are in deep distraught and were greatly affected by the siege. They are still struggling for proper living in the area and they could not have a better living condition due to numerous factors.

On the other hand, all of them had a low economic status during the siege and even months after the siege. Health status was also alarming because there was an outbreak of diseases inside the evacuation center, which pneumonia, recorded as the number one (1) causes of death.

With regards to the Peace and Security inside the center, the Focus Group Discussion that was conducted with the camp peacekeepers, who were also IDPs, mentioned that there were a lot of crimes that happened inside the camp. Stealing of *tulda* or tents is the most common among all. According to them, having a tent was more important than having food, that time. Domestic violence was also seen. Drugs, on the other hand, were also prevalent inside the camp. As to the peacekeepers, there were about 20% of the total population are into drugs. On one hand, they have also mentioned that Badjaos are the ones who are hard to reach because they many of them have not acquired education. Also, Tausugs were the people who were always involved in conflicts inside the camp.

In terms of the mothers' conditions before, during, and after the siege, it was seen that they have a better health, economic, religious and cultural, peace and security conditions before the attack. However, during the attack, it became worse and it was worst after. By this, it can be depicted how armed conflicts really affect the lives of people, especially

mothers, who have greater responsibilities, in terms of coping up or recovering from such disaster. A year after the siege, mothers got more vulnerable with regards to health, economic, and peace and security factors, though they have a better religious and cultural condition despite the siege. However, the living conditions of mothers inside the evacuation center were worse because they have a difficulty in coping up with the trauma and destructions encountered. Social Vulnerability, therefore, is applicable and true.

Based on the findings of the study, even after a year also, when other IDPs were gradually transferred to transitory sites, the situations of mothers that are still staying inside the evacuation center did not seem to be different at all. The situation got even difficult because there were no more aids coming from different authorities. Moreover, these IDPs will then be transferred to transitory sites. However, mostly do not want to be transferred to any transitory site due to some factors-accessibility, health, economic, and peace and security. Transitory sites are far from the city proper which could, according to the respondents, isolate them from job opportunities. Health, on one hand, is at risk because their shelters in the evacuation camp are still the same in the transitory sites. They still have to stay in bunk houses. They prefer to just stay in the grandstand because there is free water and electricity. Economically, they are afraid that they could not make anything for a living. They are also afraid about their peace and security because transitory sites have been culturally diversified. Thus, mothers, thinking for the good of their families, are hesitant to be transferred in transitory sites because their life will be just the same.

Nevertheless, the mothers became braver to face the problems. They

now tend to find means for them to earn money to sustain their daily needs and to send their children again to school. Thus, today, mothers still say that they are still afraid and they have not yet fully recovered from the trauma they have encountered. But for their families, especially to their children, they have to be strong enough for their betterment.

Overall, these IDPs are still living in the JFEMSC evacuation center for over two (2) years now. As of June 15-22, 2015, there were a total of 323 families left in the evacuation center or a total of 1,907 individuals. These IDPs will soon be transferred to the 11 different transitory sites in the city. As of June, transitory sites houses 16,990 IDPs. The concerned government and non-government organizations present in the evacuation centers before have now transferred their aids to people in transitional sites. On the other hand, key informants have stated that in armed conflicts, especially to what had happened in Zamboanga, people have no idea on how to prepare and respond to such kind of disaster. Women or mothers, specifically, easily get scared when it comes to guns, bombs, and mortars, which they have encountered. Thus, mothers in the study were seen to still feel affected and devastated because of the Zamboanga Conflict.

Recommendations

The research that has been undertaken has highlighted a number of topics on which further research might benefit.

1. A study on the conditions of families living in Mampang I, II, and III transitory sites is highly recommended.
2. A study on Households' Perception on Solid Waste

Management in Joaquin F. Enriquez Jr. Memorial Sports Complex Bunkhouses.

3. The researchers would recommend future researchers to conduct a study on the Role of LGU in the Reconstruction and Rehabilitation of Joaquin F. Enriquez Jr. Memorial Sports Complex Evacuation Center.
4. A Comparative Study between the Lives of the Families in the largest Evacuation Center and in the largest Transitory Site which is Mampang I is recommended.
5. The researchers would recommend future researchers to have a study regarding the mental condition of children affected during Zamboanga siege.
6. Conduct a study regarding the perceptions of people in Zamboanga towards Bangsamoro Basic Law.
7. The researchers recommend that the government should have a Armed Conflict Mitigation and Preparedness for the people to be informed as to what they should do in times of armed conflicts.

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Towards Recovery or Subsistence: Effects of USAID Rebuild Reconstruction Projects on Haiyan Survivors in Tacloban Communities

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Abstract

This paper is an excerpt of the thesis of the student-researchers whose study highlights on the initial effects of three reconstruction projects (economic, education and health) of USAID Rebuild, a multi-component program funded by USAID designed to help the victims in Haiyan-affected communities in Tacloban City. The data were gathered from the interview findings of 60 survivor-beneficiaries in Barangay 94-A Basper and a key informant in Barangay 25, in Tacloban City.

Survivor-beneficiaries were asked to compare their livelihood, health and school conditions before Yolanda and after Yolanda, and they provided varying results. For those in agriculture and aquaculture, they had good livelihood condition before Yolanda struck them. With the recovery projects provided by the USAID, their livelihood condition is as good as before. In contrast, beneficiaries of sari-sari stores already had bad economic condition before Yolanda and have gone worse after Yolanda despite of the cash assistance they received. For the school beneficiaries, the students and the Principal of Tacloban National Agricultural School agreed that the school was in good condition before Yolanda but during Yolanda the school building and all its facilities were destroyed. But when USAID Rebuild constructed a flood-resilient educational building, their school and its facilities were back in good condition. The third project is on TB Dots in which only the doctor was interviewed for health security of the researchers. According to the doctor, all the facilities and equipment (such as TB apparatus, microscope, etc.) were given by the USAID.

Overall, the initial findings suggest of varying levels of recovery. After all, the three reconstruction projects were turned over by the USAID Rebuild to the local government units and enjoyed by beneficiaries barely a year and a half only when this study was conducted.

Key words: reconstruction project, recovery, Haiyan survivors in Tacloban, pre & post Haiyan livelihood condition, pre & post Haiyan school condition

INTRODUCTION

Natural calamities nowadays have been a normal occurrence due to climate change. It can be in forms of storms, typhoons, earthquakes, flashfloods, and landslides. These calamities caused a lot of damage to properties and caused death to thousands of people: men, women, and children. According to Deutsche Welle (October 2013), the Philippines has suffered from an inexhaustible number of deadly typhoons, earthquakes, volcano eruptions and other natural disasters. This is due to its location along the Pacific Ring of Fire, or the Typhoon Belt of the Pacific. The Philippines is a large island group consisting of 7,107 islands. According to Philippine Islands (2010), Visayas is one of the three principal geographical divisions of the Philippines, along with Luzon and Mindanao and is located at the center of the Philippines. Visayas has been known to be prone to typhoons especially the Eastern Visayas region in which cities, towns and municipalities are said to be always affected by natural calamities. Particularly in Tacloban, Leyte which was greatly devastated by super typhoon Yolanda (Haiyan) leaving the city with millions worth of damaged properties and livelihoods, traumatic experience to men, women and children and death to thousands of casualties.

Last November 6, 2013, a typhoon with an international name Haiyan entered the Philippine Area of Responsibility (PAR) in the East of Mindanao and was named Yolanda. The following day, super typhoon Yolanda intensified and moved West Northwest towards Eastern Visayas. According to the situation report of National Disaster Risk Reduction and Management Council (NDRRMC) (April 2014) out of 9 regions (IVA, IVB, V, VI, VII, VIII, X, XI and CARAGA) a total of 16, 078, 181 individuals or 3, 424, 593 families were affected by super typhoon Yolanda. Aside from the casualties involved, there was a long disruption of power and water supply, and damaged properties, livelihood and agriculture, business establishments and infrastructures because of super typhoon Yolanda. Months after super typhoon Yolanda (Haiyan) struck Tacloban City and its neighboring communities, national and international humanitarian and non-government came to their rescue in terms of responding, recovering and rehabilitating Tacloban City.

This study was an attempt to describe the recovery attempts in Tacloban City specifically of the USAID through USAID Rebuild an international humanitarian agency, and how these recovery attempts affected the lives of the beneficiaries. The study focuses on the USAID Rebuild Projects in Tacloban City.

Conceptual/Theoretical Framework

The theoretical framework of this study is a combination of R.A 10121 or the Philippine Disaster Risk Reduction and Management Act of 2012 and Symbolic Interaction Theory. Republic Act 10121 or the “Philippine Disaster Risk Reduction and Management Act of 2010” provides for the development of policies and plans and the implementation of actions and measures pertaining to all aspects of disaster risk reduction and management, including good governance, risk assessment and early warning, knowledge building and awareness raising, reducing underlying risk factors, and preparedness for effective response and early recovery. Republic Act 10121 solidifies one of the four pillars of DRRM which is the Disaster Rehabilitation and Recovery which states that the restoration and improvement of facilities, livelihood and living conditions of disaster-affected communities, including efforts to reduce disaster risk factors, in accordance with the principles of "build back better". The “Build Back Better” principle serves as the guiding framework in the development and implementation of rehabilitation and recovery interventions. The principle focuses on long term, sustainable efforts to reduce vulnerabilities and strengthen capacities to cope with future hazard events. This approach takes into consideration the need for urgency

while ensuring safety in implementing programs and projects (OPARR, 2014).

Symbolic interactionism’s principle of “meaning” contends that people act towards objects (people and things) based upon the meanings that they have given to those objects. Second is the principle of “language”. Language provides the tools (symbols) to negotiate meaning. The last principle is that of “thought”. The idea here is that we interpret symbols in different ways. In our own minds, we take on the roles of others and try to assume different points of view. (G. MacKinnon, 2005). According to the Thomas Theorem, “definition of situation”, “if people define situations as real, they are real in their consequences” suggests that the meanings of human actions are not inherent merely in their actions. Rather people attribute meanings to those actions, and the meanings have consequences for future actions. (Ritzer, G. and Ryan, J.M 2011:531).

Research Site

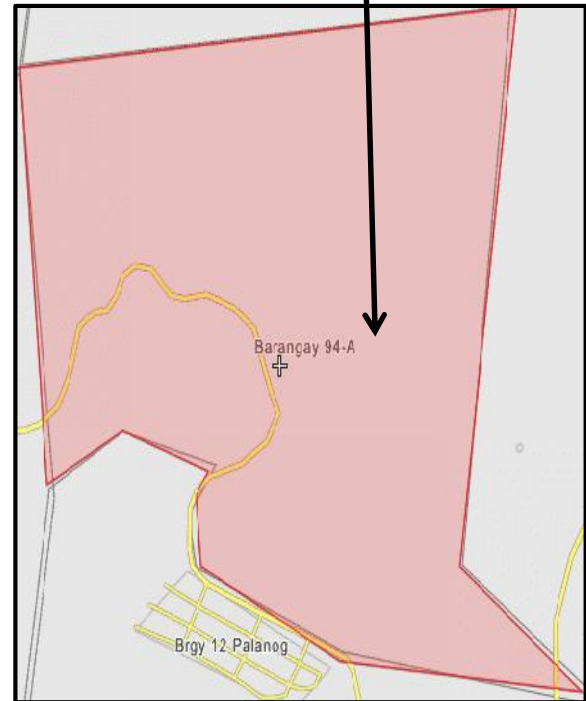
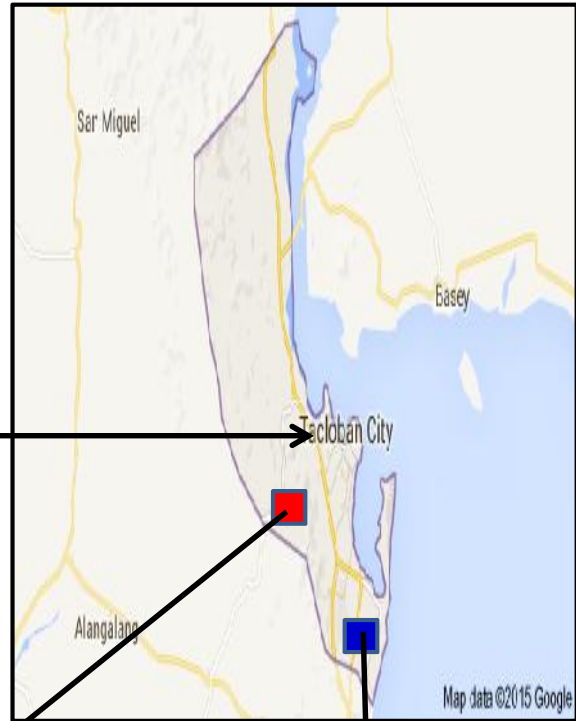
Tacloban City is the largest city and regional center of the Eastern Visayas region of the Philippines. The city has an actual total population count of 217, 199 with an average annual population growth rate of 2.73 percent. It is also the capital city of Leyte. According to the City Government

of Tacloban, the city's populace is predominantly Waray-Waray as it is spoken dialect in the city. Cebuano, kana, visayan are among the dialects spoken in Tacloban City. Aside from the Waray-Waray there are other ethnic groups that reside in Tacloban such as Tagalog, Ilocano and Kapampangan. It is the center of commerce, tourism, education, culture, and government in the region.

Tacloban City is located in the northeastern part of the Island of Leyte, one of the islands in Eastern Visayas or Region 8. Tacloban is located on Cancabato Bay, in the San Juanico Strait which divides the islands of Leyte and Samar. (<http://tacloban.gov.ph/about/city-profile/>).

This research was conducted in Tacloban City particularly in Brgy. 94-A Basper and Brgy. 25. These sites were selected due to easy accessibility to the USAID Rebuild program, which is the focus of the research. Barangay 94-A Basper and Barangay 25 are barangays of the Philippine highly urbanized city in Tacloban City in the province of Leyte, Eastern Visayas which is part of the Visayas group of islands.

The researchers chose Brgy. 94-A Basper for the reason that the projects in livelihood and education is accessible in the area also the projects are used by the beneficiaries longer than the other projects in Tacloban City.



- Legend:
- – Barangay 25
 - – Barangay 94-ABasper

Research Methods

This study mainly used both quantitative and qualitative approach, but much concentrated to quantitative approach, survey research in particular. Generally used for descriptive, exploratory, or explanatory purposes with individual people, groups or interaction as units of analysis, a survey research requires some individual persons to serve as respondents or informants. This is to facilitate responses to questions that are intended to attain information on the respondents and describe the role of USAID to the reconstruction efforts in Tacloban, Leyte.

The survey design, however, is triangulated with qualitative method by incorporating a few open-ended questions in order to enrich the data derived from closed-ended questions. Purposive sampling was the method used in selecting the informants and some of the respondents needed in the study. It is a method in which researchers pick cases that are judged to be typical of the population in which one is interested, assuming that errors of judgment in the selection will tend to counterbalance each other (Selltiz, et al. 3rd edition). The respondents of the study consisted of a total of sixty (60) beneficiaries, thirty of whom are students of Tacloban National Agricultural School (TNAS) and are beneficiaries in education and the other thirty (30) who were

divided into three: The agriculture, aquaculture and the sari-sari store. Four (4) key informants were interviewed, two (2) key informants are USAID Rebuild employees, who are knowledgeable of the services the project provides, one (1) principal of TNAS and one (1) head doctor of TB Dots Clinic. Purposive and simple random samplings were used in selecting the key informants and respondents.

The researchers used interview guide. Interviewing according to Kvale (1996) as cited by M. Sewell (n.d.), is a method of qualitative research in which the researchers attempt to understand the world from the subjects' point of view, to unfold the meaning of peoples' experiences, to uncover their lived world prior to scientific explanations. The interview guide was mainly made up of open-ended questions. The researchers also focused on surveying the respondents where the researchers gave survey questionnaires to the respondents which they filled. The survey questionnaire is composed of close-ended questions to which respondents were encouraged to answer shortly or in short-word only. Yet, they are more rigid than the open-ended questions which are common in interview guide.

Research ethics were observed. The researcher observed proper protocol in interviewing the employees of USAID

rebuild, the principal of TNAS, the head doctor TB Dots clinic and their beneficiaries. The researchers went to USAID Rebuild to ask for permission to conduct a study on the projects they gave to Brgy. 94-A and Brgy. 25. On the next day, letters were sent to the informants and subjects requesting them to be interviewed and surveyed during their most convenient time. When the protocol was done, the consent process ensures that the individuals will voluntarily participate in the research with full knowledge about the said research. The researchers first coordinated the head of USAID Rebuild program before conducting an interview with the USAID Rebuild employees, and the beneficiaries. With the consent of the USAID Rebuild head and together with the consent of the interviewees, and the researchers started conducting the interviews and surveys.

After the interviews and surveys were done, the data were encoded and tabulated, and the record interviews were transcribed. Table matrices were utilized for easier management of data. The analyses of the data gathered were preceded from clustering information of common ideas into categories or patterns based on the specific objectives of the study. In analyzing the data gathered in the survey, the researchers used Statistical Package for the Social Sciences (or SPSS). In this study the

researchers used Wilcoxon Signed Rank, a nonparametric test that compares two paired groups. It was used to analyze the data and to determine the significant difference of the before and after conditions among the USAID Rebuild beneficiaries. Transcribing is a straightforward technical task that involves judgments about what detail to choose, data interpretation and data representation (Bailey, 2008). On the other hand, transcribed interview results were analyzed using a thematic approach. Thematic analysis has been defined as a method for identifying, analysing and reporting patterns (themes) within data (Braun & Clarke, 2006:79 cited in Williamson & Whittaker, 2011:78).

FINDINGS

A. Background Information of USAID and USAID Rebuild

Humanitarian assistance comes with many agencies and organizations and one of it is USAID which is the focus of the study. The United States Agency for International Development (USAID) is an independent federal agency of the United States that provides aid to citizens of foreign countries. USAID provides disaster relief, technical assistance, poverty alleviation and economic development. The agency creates country-specific programs that provide

tailored solutions based on individual needs (Investopedia 2015).

According to USAID (1999-2001) the agency was established in 1961 by President John F. Kennedy and is a federally funded development agency of the United States. USAID focuses on the concept of participatory development, actively engaging in partners and customers in sharing ideas, committing time and resources, making decisions, and taking action to bring about a desired development objective.

The agency aims to advance the political and economic interests of the United States through its programs, and U.S. products and services are used to this end. USAID works worldwide to democratize the development process by involving people in the decisions made about their countries and communities for greater sustainability. Through the assistance programs, USAID plays an active and critical role. The assistance of the agency goes as far as Asia especially in Afghanistan and Pakistan, Africa, Latin America and the Caribbean, Middle East, Europe and Eurasia. USAID extends help from the American people to achieve results for the poorest and most vulnerable around the world and assistance does not represent a democratic value or a republican value,

but an American value (USAID, January 2015). The bureau focuses on the four objectives in assisting the needs of each country. Prevention to countries vulnerable to disasters and political instability, and an increased human rights abuse or violent conflict, the bureau strengthens the resiliency of every individual of a community to prepare for a coming disaster and mitigate the impacts of disasters; consolidate new, effective democratic institutions; and address underlying grievances that cause instability and conflict. Response to every emergency and provides life-saving humanitarian assistance and, response to large-scale disasters. They also promote a rapid and durable recovery by supporting livelihoods, markets, and the sustainable provision of basic services. The bureau promotes a peaceful political transition by strengthening civil society and respect for human rights, facilitating reconciliation, supporting effective democratic governance, and fostering the resumption of basic economic activity.

Furthermore, according to USAID the agency's idea is to improve the lives of men, women and children by investing in agricultural productivity so countries can feed their people and can sustain its basic need such as food. Combating maternal and child mortality and deadly diseases like HIV, malaria and tuberculosis and provide life-

saving assistance in the wake of disaster. It also promotes the democracy, human rights and good governance, support private sector development and sustainable economic growth, elevates the role of women and girls around the world and accommodates the educational needs of the children.

Moreover, according to the history of USAID in the Philippines, the United States has been providing assistance in the Philippines since 1946, the agency helps the country in developing the infrastructures, providing training and technical assistance, increasing the agricultural productivity and economic growth. It promotes a sustainable environmental management, improves the health and nutrition and foster democracy and decentralization. USAID's current strategy in the Philippines is to accelerate and make economic growth more inclusive through improved competitiveness and increased infrastructure services. It also improves the fiscal management and revenue administration and strengthen the governance, rule of law, anti-corruption efforts and electoral processes. Lastly it seeks to improve human rights protection and anti-trafficking efforts; improved family health, reduced geographic disparities in health services and increased access to water and sanitation; increased access to quality basic education; improved

environmental management; and increased effectiveness of disaster preparedness and relief programs.

USAID Rebuild is a program under USAID and is funded by the U.S Government. The program is designed for the victims of the typhoon Yolanda which occurred last November 2013. USAID Rebuild was launched by June 2014, with its components such as assistance in Education, Health, Livelihood which was determined on the same month, but before the components of assistance was formulated, USAID's key personnel, which is based in Makati City, went to Tacloban City together with the selected employees of GEM Program in Mindanao which is also an agency under USAID to make an assessment of the situation in Tacloban City. And by the last week of January 2014, an assessment meeting with the governor, DepEd Division Office and the USAID Personnel happened. PNP and the military were coordinated by USAID and all other agencies to make the assistance in recovery efforts possible. It is also part of the commitment of U.S to help in the Yolanda affected areas not just in the relief effort but in line with the components of assistance.

B. Socio-Demographic Profile of Respondent-Beneficiaries of Livelihood Project

There are 30 survey-respondents representing livelihood recovery project of USAID Rebuild. The female constitutes majority eighty six point seven percent (86.7%) compared to males because these women are housewives who engage themselves more in livelihood projects like for example the sari-sari store in which they are the ones who manage the business since it is built near their houses or in their houses. In terms of age, respondents varied widely, the most number are 15 years of age accounting twenty three point three (23.3%) who received projects in agriculture.

Most of the respondent's educational attainment is high school level, comprising more than half of their number. This is followed by college school level and lastly elementary school level. Half of the respondent's number is married and then forty three percent (43.3%) are respectively single and the least six point seven percent (6.7%) are separated. Many of the survey respondent's families had between 6-10 members comprise of thirty six point seven percent (36.7%), thirty three point three (33.3%) had between 11 to 15 members, and those with 0 to 5 members accounted for twenty six point seven percent (26.7%).

In terms of the occupation of the respondents before the recovery project of USAID Rebuild, majority of them are students, followed by housewives,

manicurist, security guard, farmer, pre-school teacher and bakery owner, then public school (High school) teacher and lastly dry goods dealers and vegetable vendors. After the recovery project given by the USAID Rebuild, most of the respondents are students, followed by 66 sari-sari store owners, public school (High School) teachers then, housewives, dry goods dealers and bakery owners and lastly manicurists.

The income of the respondents which has the highest number is in bracket 1-10,000 which is thirty six point seven percent (36.7%), then Not Applicable (for Students) thirty three point three percent (33.3%), next is in bracket 10,001-20,000 twenty three point three percent (23.3%), and finally in brackets 20,001-30,000 and no response thirty three point three (3.3%).

In comparison of the occupations of respondents in livelihood before and after recovery project of the USAID Rebuild is that the students, public school (High School) teachers, manicurist and dry goods dealers before and after are the same in percentage of thirty three point three (33.3%). The housewives before and after differ from twenty per cent (20.0%) to six point seven percent (6.7%) and bakery owners from three point three percent 3.3% to 6.7%. Other occupations of the respondents before the Typhoon Yolanda

are security guards, farmers, pre-school teachers and vegetable vendors.

After the devastation, though most of the respondents became sari-sari store owners. The occupations before of most respondents were good because they earn more than after typhoon. There are also other respondents who earn the same such as public teachers. But overall, most of the respondents revealed that their incomes before is way better than after Yolanda and the subsequent assistance of USAID.

USAID Rebuild Reconstruction and Recovery Projects in Tacloban City

Implemented in close partnership with the Government of the Philippines and local communities, USAID Rebuild focuses on restoring access to education, health services and promoting livelihood activities. Livelihood is divided into three components; the sari-sari store, agriculture and aquaculture.

Sari-sari store

Sari-sari store business is another means of livelihood in Brgy. 94-A Basper. It is also one of the greatly devastated businesses during the catastrophe. Selected residents in the said barangay were given sari-sari stores by USAID through USAID Rebuild. Twelve (12) of the finished sari-sari stores are present and was constructed for almost a week. A total of 5000 worth of

products as an initial inventory for them to start again their business is provided by their partners Coca-cola and Procter and Gamble (P&G).

Problems Encountered and Solutions among Sari-sari Store Recipients

Quantitative findings are supplemented with qualitative data gathered through interview.

After the reconstruction and turn-over of the sari-sari store, respondents have shared their common problems with the given project. These problems are when the rain pours the water enters easily their stores due to weak construction. During that during typhoon Ruby, the store's roof was damaged. All of these problems were being solved according to them by either repairing the store by themselves or approaching the USAID to repair the said damage.

Furthermore, another problem in which many of them were borrowing money from creditors or what they call Bombay. They borrowed money for their stores and their daily needs as well and they offered the store as collateral. Moreover, with regards to the store, the barangay were not happy about the said project and angry with the USAID because they did not ask permission before the reconstruction of the sari-sari stores. And the last problem as yielded by most recipients, their common problem is how to sell their goods/stocks

because the stores given are almost close to each other, which make it more difficult for them to vend.

Aquaculture

USAID Rebuild helped the PTA of TNAS in restoring the fishpond in the vacant lot which is owned by TNAS and was not used for 8 years. The restoration of the fishpond last for almost 2 months and it benefited the Parents-Teachers Association (PTA) and the school of TNAS. They also provided 3000 fingerlings of milk fish or “Bangus” to the PTA of TNAS last September 2014 in which they need to safeguard in order for the fingerlings to grow.

Problems Encountered and Solutions among Aquaculture Beneficiaries

The qualitative data through interview are gathered to support quantitative findings of the study. Interviewees shared their common problems regarding the restoration of the fishpond under the aquaculture project given by the USAID Rebuild. These common problems they encountered are many anglers and thieves are present at night time because of some reasons like the fence around the fishpond; it was easily destroyed by the cows placed near it because it was not strong enough, and there were no lights as well as care takers that monitors the

fishpond. The first harvest of the fishpond last February 2015 was affected these anglers and thieves because 3000 fingerlings were given by the USAID Rebuild and only 500 fingerlings were harvested.

Furthermore, one of the reasons why such problems happened is the officer's inactive involvement on the maintenance of the fishpond. Another issue is the problem in paying the care taker. Since there is no budget for that, the PTA officers decided to divide the duties in monitoring the fishpond to be done during weekends and with regards to the proliferation of grass along the path through the fishpond; the students of TNAS are enjoined to clean the area. Other problems were addressed by putting a sturdy fence, providing lights, giving notice to the residents that placing cows near the fishpond is strictly prohibited, and to have a close monitoring of the fishpond

Agriculture

Agriculture which is one of the types of assistance in livelihood which USAID Rebuild gave was given to the students of Tacloban National Agricultural School (TNAS). They were given seedlings such as cabbage, sweet corn and other varieties of seedlings. They were also taught the new technology on how to plant climate resistant seedlings.

Problems Encountered and Solutions among Agriculture Beneficiaries

Through interview, qualitative data were gathered to supplement the quantitative findings.

Respondent No.	Common Responses	Themes
1,2,3,4,5,6,7,8,9,10	<i>Expired ang mga seeds at hindi tumubo.</i> (The seeds were expired and did not grow).	Prevention/Solution: *Students bought new seeds.
1,2,3,4,5,6,7,8,9,10	<i>During summer, mga baka ang</i>	Lack of Notice to the Public

	<i>kumakain sa mga pananim</i> <i>(During summer, the cows eat the crops).</i>	
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According to the students, the seeds were given by the USAID Rebuild during the turn over last October 2014. The seeds given were expired, so the students bought new ones.

The program conducted seminars and trainings among selected ten (10) crop production students, each of the three sections in Grade 9. The said activities helped improve the performance of the students especially in their major subjects.

The Livelihood Conditions of Respondents-Beneficiaries

Category	1 year Before the Recovery Project		1 year After the Recovery Project		P.Value	Level of Significance	Interpretation
	Median	Interpretation	Median	Interpretation			
Agriculture	2.3	Good Condition	2	Good Condition	.000	>0.05	Not Significant
Aquaculture	2.3	Good Condition	2.1	Good Condition	.000	>0.05	Not Significant
Sari-sari store	3	Bad Condition	3.23	Bad Condition	.000	>0.05	Not Significant
Grand Median	2.5	Good Condition	2.44	Good Condition	.000	>0.05	Not Significant

Fiduciary Limit: 1.00-1.75 = Better Condition; 1.76-2.5 = Good Condition; 2.6-3.25 = Bad Condition; 3.26-4.00 = Worse Condition

Comparing the medians of livelihood conditions of the respondents 1 year before and 1 year after the recovery projects, the result shows that out of the three (3) livelihood, two (2) yielded a good conditions from before and after the recovery projects namely; Agriculture and Aqua-culture. While the other one (1) which is the sari-sari store livelihood conditions, the result shows that even before, the economic/livelihood conditions of the respondents in sari-sari store are not good and is in bad conditions.

Socio-Demographic Profile of Respondent-Beneficiaries of Education Project

There were a total of 30 respondents who served as survey respondents in

education. Most of them are females. The survey-respondents were divided into two. Fifteen (15) of them are from grade 9 while the other fifteen (15) are from grade 10. Almost half of them were fifteen (15) years old with the highest percentage of thirty six point seven percent (36.7%). Most of them were from Brgy. Palanog followed by Brgy. Salvacion, Brgy. Basper, Brgy. Tigbao and lastly two respondents did not indicate their address.

Education Project: TNAS School

Tacloban National Agricultural School (TNAS) as one of the top schools that has been damaged during the typhoon Yolanda was one of the schools that were being assisted by the USAID through USAID Rebuild. They were given a two classroom buildings with a total of 10 classrooms.

Furnished arm chairs, bookshelves and teaching kits for teacher were also given.

USAID Reuild is ensured that in case the same intensity of typhoon (like typhoon Yolanda) might hit Tacloban City, disaster resilient type of school buildings can withstand any circumstances such as teachers and students trapped in the classrooms are guaranteed safe.

Problems Encountered in School

Interviewees shared their common problems and solution perceived regarding the recovery project after the typhoon Yolanda and the assistance of USAID Rebuild. The school area is prone to soil erosion, because the area or place is not actually plain which is very dangerous for them especially during rainy season. Also another problem of the school is the lack of teachers teaching specialized courses. Field of Specialization allows every student to experience depth in some subject area, for potential inter-disciplinary approaches within the subject of concentration, and for the creation of smaller communities of learners dedicated to a particular discipline in which in their school they have four, namely: Horti-Culture, Crop Production, Food Processing, and Animal Production. Many teachers have transferred for reasons, such as economic, health, and etc. In fact most of the teachers are just new to the school.

The Education Condition of Respondent-Beneficiaries

The respondents education situation before and after the typhoon Yolanda and after the turnover of the recovery projects assisted by the USAID through the USAID Rebuild program were just the same and is in good condition. This does not mean that there was no damages done in school but it means before Typhoon Yolanda, their school building was in good condition and after USAID Rebuild constructed the damaged school, it is now again in good condition. Although based on the interview results, it is even in better condition because of its resilient structure. Thus, it is in educational recovery project where USAID Rebuild has fulfilled the build-back-better objective of the recovery framework cited in R.A 10121. The focus of the assistance however is on the logistics of the school. It does not include the effects of the academic performance of the Yolanda survivor-students. The quantitative result was contradicted by the qualitative interview result which considered the USAID Rebuild reconstruction building as better than the previous buildings.

Other assistance extended to TNAS is also a great factor that quantitative data shows a good condition in both one year before and one year after the reconstruction project of USAID through USAID Rebuild. A

Chinese organization gave a Temporary Learning Space (TLS) designed to cater the needs of the students, to avoid suspensions of classes and resume classes after the devastation of Typhoon Yolanda also Habitat for Humanity Philippines where they gave two-classroom building and a computer laboratory.

In view of the Build Back Better of RA 10121 schools were built and constructed to reduce disaster risk. Furthermore high materials were used to fortify the foundation thus increasing the school's resiliency to disasters.

Health Project: TB Dots

The USAID Rebuild program constructed a clinic as well as its facilities exclusive for Tuberculosis (TB) patient in the selected 8 location sites in Tacloban City. TB Dots is chosen as assistance for health because the Ambassador of US Government wants to help the Philippines ranked 7 out of 20 countries with the highest tuberculosis cases in the world in controlling this disease as it gets to be of high proportion. The focused is on the TB Dots building located in Barangay 25 because during the research it was the first finished building constructed out of 12 climate-resilient health facilities. Free medicines from the Department of Health (DOH) and free examinations are given to the enrolled patients. The equipment used is provided by

the USAID Rebuild. The treatment is an outpatient process in which the patients are not required to stay in the hospital for isolation.

The problem before the construction of the TB Dots building was the lack of space but then after the Typhoon Yolanda this was given attention and solution by the USAID Rebuild. Another problem is the lack of doctors and health workers in which until now, they are giving effort on finding and hiring such. The assistance to health aspect improves the health conditions of the survivors especially to the TB patients. The project provides an assurance of safety for any upcoming natural disasters that may hit Tacloban City. In this regard, the TB Dots project of USAID Rebuild is consonance to the build-back better framework of R.A 10121 because it has provided separate health facilities for the TB patients.

CONCLUSION

Based on the trends in the findings of the study, certain conclusions have been drawn.

USAID is an international non-government organization (iNGO) that aims to help and provide assistance to any affected communities. Last November 2013, a typhoon Haiyan, locally known as Yolanda, hit intensely both Leyte and Samar which makes the USAID to launch a program called USAID Rebuild; a multi-component program funded by the U.S. Government to support reconstruction and rehabilitation actions in Typhoon Yolanda-

affected areas. The USAID Rebuild program provides assistance to livelihood, education and health. In the livelihood sector it is divided into three (3) types: Agriculture, Aquaculture and Sari-sari stores.

The damage brought by the typhoon Yolanda gave a remarkable scar on the lives of the residents within the area affected but when these assistance came from the USAID Rebuild, improvement in their lives begin. There is an assurance of safety in

case another typhoon as strong as or stronger than typhoon Yolanda will come to the structural foundation of the infrastructures given by the program because it is typhoon-resilient. Generally, the recovery projects given by the USAID Rebuild has a good effect to its beneficiaries. But in Livelihood, especially in sari-sari store the effect was frustrating, such that the project given was near to each other and that it is difficult for them to sell their products.

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The Evolution of Ilaga in Kauswagan, Lanao del Norte towards Peace

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Abstract

Tacub, a barangay of Kauswagan, Lanao del Norte is 18 kilometers away from Iligan City. The barangay is home to fisher folks, farmers, cattle herders, and a few land owners. Among other barangays, this is mostly populated with Christians while the closest Maranao barangay is Inudaran. Most of the landowners of Tacub raise animals and produce coconuts. In 2000 and 2008, these two neighboring barangays became the sites-of-conflict between the MILF, government soldiers and Ilaga. Ilaga is the focal point of this study and is interested on their activities in and around Tacub. The interviews undertaken validate hearsays of its presence although the respondents denied their involvements for fear of apprehensions. As to their activities and mode of operation, recently some are bodyguards of politicians while others are for-hired

individuals. On the other hand, others are passive for they are much concern about their daily living. Some landowners in Tacub have resorted in selling their properties to the Maranaos at Inudaran while others opted to reduce their time in the mountain habitat.

Keywords: ILAGA, MILF, Maranao, Landowners, Christians

Introduction

Historical Background

Kauswagan is a fifth class municipality in the province of Lanao del Norte, Philippines. According to the latest 2010 census, it has a population of 24,006 people.¹ Kauswagan is politically subdivided into thirteen (13) barangays namely; Bagumbayan (Pob.), Bara-ason, Cayontor, Delabayan, Inudaran, Kawit Occidental, Kawit Oriental, Libertad, Paiton, Poblacion, Tacub, Tingintingin and Tugar.

Among the thirteen (13) barangays, Bara-ason, Cayontor, Delabayan, Inudaran, Paiton and Tingintingin are living and dominated by Moro (Maranao Tribe). Cebuano and Maranao are the major languages in the town. The rest speak Tagalog. The majority of the population can speak and understand Cebuano and Tagalog. Kauswagan is known as the Coconut Industry of the interior areas. It also produces fish, rice, corns and basic vegetable. It was the one of the

¹ *Total Population by Province, City, Municipality and Barangay: as of May 1, 2010" (PDF)*. 2010 Census of Population and Housing. National Statistics Office. Retrieved 23 May 2016.

municipalities suffered in Lanao del Norte during Martial Law and ILAGA war against Moro.

The *Ilaga*, which literally means “rat” in Hiligaynon, was organized in 1971, mainly by Christian settlers from the Visayas, and was used by the government to help fight the fledgling Moro National Liberation Front. Some perceptions show that it was a "tool" used in the 1970s by the Marcos regime to quell what was then a fledgling Moro uprising.

The original *Ilaga* movements of Christian settlers in what was then Cotabato Empire Province became notoriously popular after President Ferdinand Marcos declared martial law in 1972. The group was born after the activation of the Mindanao Independence Movement (MIM) by the revolting, firebrand Cotabato Gov. Datu Udtog Matalam, who got agitated with the death of dozens of young Moro military recruits in the Jabidah Massacre on March 18, 1968.

From the MIM came the Moro National Liberation Front (MNLF) and, subsequently, the Moro Islamic Liberation Front (MILF), where the Bangsamoro Islamic Freedom Fighters had splintered from.

The *Ilaga* group was founded sometime in September of 1970, or thereabouts, during a gathering in a restaurant in Cotabato City, by the older Dequiña and his political peers, then Mayors Wenceslao Dela Cerna of Alamada, Pacifico Dela Cerna of Libungan, Bonifacio Tejada of Mlang, Conrado Lemana of Tulunan, Jose Escribano of Tacurong, and Esteban Doruelo of Pigcawayan.

The hometowns of the *Ilaga* founders belonged to the Cotabato

province, but eventually got grouped together under what is now North Cotabato, after having been split into smaller provinces, to include Maguindanao, South Cotabato, and Sultan Kudarat, through a declaration by President Marcos in 1974. Tacurong, which was to become a component town of Sultan Kudarat, is now a chartered city.

The founders of the *Ilaga* accordingly had two anti-Moro benefactors, then Capt. Manuel Tronco and Col. Carlos Cajelo, who both belonged to the now defunct PC. Cajelo, also an Ilonggo, was to become governor of North Cotabato and deputy defense minister for civil relations of Mr. Marcos.

It was widely construed that Cajelo was, if not the real brain behind the *Ilaga*, the director of the bloody show the group had put up, him being the provincial PC commander then of the empire province. The atrocities done on Moro people by the *Ilaga*, however, only escalated the Moro secessionist activities in the area, bolstering anti-government sentiments immensely.

The *Ilaga* rampage and slaughter of Moro people started March 22, 1970, in what is now North Upi town in Maguindanao, through an amulet-wearing commander, Toothpick, whose real name was Feliciano Luces, also of Ilonggo descent.²

Luces and his men, armed with World War II vintage firearms and machetes, attacked an isolated Moro village, killed and mutilated six Moro villagers.

Call it coincidence, or a twist of fate, the incumbent mayor of North Upi, Ramon Piang, an ethnic Teduray chieftain, and whose family was among thousands that

² Unson, John. Anti-Moro group resurfaces in NCotabato.2013.

became internal refugees during the height of the MNLF uprising in the 1970s, is a key member of the government's peace panel presently negotiating with the MILF.

The ILAGA was a terror gang backed by Philippine government officials, both civilian and military. Its members, composed mainly of Ilongos, a tribe in the Visayas Island, were notorious in sowing terror among the Moro populace in Mindanao particularly in the early 70's. They massacred innocent Moro civilians and looted their properties. Their signature was the severing of the ears of their victims. It is a Visayan vernacular that means rat. Some documents would reveal later, however, that ILAGA was actually an acronym for Ilongo Land Grabbers' Association.

Some members of the Teduray ethnic group also joined the ILAGA terror gang. Their leader was Feliciano Luces (a. k. a. Kumander Toothpick), an Ilongo protégé of Philippine Constabulary (PC) Captain Tronco who was then a mayoralty candidate in Upi running against Michael "Datu Puti" Sinsuat.

Both in Cotabato and Lanao Provinces, the terror sowed by the ILAGA was at its peak in 1971. In June 19 that year, in what came to have been known later as the Manili Massacre, some seventy Moro – men, women and children – were mercilessly killed by the notorious gangsters, with the backing of the PC, inside a mosque in Manili village in Carmen, Cotabato. In early August, a battle between constabulary troops and Blackshirts occurred at Buldon, and later that month there was an Ilaga attack on Ampatuan-both towns in North Cotabao. And so it went on and on. The Moros by and large were outgunned and suffered the greater number of casualties. Cries of "genocide" began

being heard and caught the attention of the Muslim World.

Tacub Kauswagan, is the flashpoint in 2000 it remains so to this day. It was in Kauswagan where the Tacub Massacre happened in 1971 when a convoy of Muslim voters was waylaid in an Army checkpoint in Tacub, a big barangay of Kauswagan by suspected Ilagas, a Visayan paramilitary group. The number of dead is estimated to number as high as 60 and most were women and children, a crime that remains unsolved until today. As a consequence no Tacub resident will ever admit that he lives or he grew up in that place if Muslims are in the vicinity

It was forty-five years have passed since the infamous Tacub Massacre on November 22, 1971. Yet, the memory of the barbarous killing of sixty Moro Maranaos that day still remain fresh in the minds of the Bangsamoro people.

When MILF-BIAF forces occupied Kauswagan in 2000 in response to the AFP attack on their base camp (which the government subsequently edited so that it won't show that it started the fighting) the homes of the Christians and government properties were left untouched except that they ransacked the police HQ. But when government forces retook the town after the MILF withdrew Christians burned some houses that belonged to the Muslims.

The military will claim that Muslim fighters occupied Muslim villages like what happened in Aleosan, (North Cotabato). But before we grit our teeth a word of caution first. We do not really know if those lands were Muslim land before Ilagas drove them out in the '60s or when Muslims left their land during the war of the '70s to find in the '80s that their farms no longer belong to them and this is the usual sad story of

Cotabato. Herein lies the reason why violence and fighting never really cease in Cotabato like what the singing group lamented in the '70s.

Christians in Mindanao will say that they will arm their own militias as if Christian militias didn't exist before in the guise of the Ilagas, the CAFGUs and the CVOs. But most Christian militias are of platoon-size only and bearing light machine guns at the most while most Muslim clan armies fight at company- and batallion-level and heavy machine guns, mortars, recoilless rifles and rocket launchers are common in their inventory. In Mindanao it is known that Muslim clan armies can make mincemeat of Christian militias save for a few. In fighting between the two the AFP in all cases have to intervene in favor of the Christian militias. And if this happens it is natural that regular Moro forces will join the fray because after all they have relatives in the clan armies and Muslim clan armies are their force multipliers. And so the level of violence escalates.

Sometime early March in 2000 the commander of a newly-arrived Army batallion near Kauswagan, Lanao del Norte sent a letter to Commander Bravo, commander of the MILF-BIAF's then-2nd Division, demanding the return of an abandoned schoolhouse which Bravo was occupying. Reportedly a man of few words and having a short fuse, Bravo refused.

Soon a full-scale Army assault ensued. Unable to hold on to his camp, Bravo launched an attack on Kauswagan, Lanao del Norte. He was able to occupy the town for 12 hours on March 17, 2000. This is the part of the war which the government highlighted as the "start" of the 2000 Mindanao war.

The MILF ransacked the police headquarters but they spared the municipal

hall. Bravo withdrew from Kauswagan before the Army came (but medals were handed out for the "liberation" of the town). A handful of Muslim homes were set on fire by Christians in the aftermath.

The military assault spread throughout Mindanao. The famed Camp Abubakar and the Buliok complex (the MILF's biggest camp) fell to government soldiers. President Estrada claimed victory when he was able to raise the Philippine flag in Camp Abubakar, the MILF's central base.

And the Filipino people believed the war started with the MILF's attack in Kauswagan. In the same way the people believe now that the recent war started with the MILF's attack (again) in Kauswagan.³

Methodology

The researchers conducted library research and for secondary source materials supplemented by oral history methodology through personal interviews. Aside from this, the researchers conducted personal interviews of key informants who witnessed the specific events since 2000.

The key informants were purposely selected, namely; the local officials of Kauswagan, old residents of the place; the farmers; the ILAGA members and the migrants. A map is also provided. Second source data were taken from published documents and other books which the researcher used as references. The researchers presented here have been undertaken with the objective of exploring various approaches in search for a lasting peace in Mindanao. It examines the evolution of ilaga in the quest for peace, starting from the North Cotabato until it reaches to Tacub, Kauswagan, Lanao del Norte. This research revisits how the ilaga

³ 2000. Mindanao War.

movement evolved in Tacub, Kauswagan and its role to the community. The researchers employed a document-based study and a historical-analytical method because the conflict is very much anchored in its history. Without this, readers could not understand the root causes of the problem and the historical development of Tacub, Kauswagan, Lanao del Norte. The data for this study are collected from both primary and secondary sources such as books, articles, journals, newspapers, government reports, non-governmental organisations' reports and press releases.

Significance of the Study

The researcher chose this topic to give information and awareness to the readers about the role of Ilaga in Tacub Kauswagan towards peace. Therefore, the researcher wished that through this study, the community of Tacub, Kauswagan would be properly informed and it can minimize the conflict between Muslim and Christian in the said place. May this study help to solve issues and conflict between Muslim and Christians community and draw some lessons and insights to the communities. The study also will help our nation to avoid the past mistakes by focusing in adhering peace and order in oneself. Through this study I believe that the city and the academe can profoundly inform public understanding on the roots of conflict between Muslim and Christian community and the evolution of Ilaga to minimize the conflict by placing this issue in a broader historical context.

Moreover, the study will be useful to the researchers whose studies will be related to the topic. They may use this as a point of reference for their own researches.

Review of Related Literature

The secondary source materials below had contributed insights and similarities to the study;

“The Impact of Militancy on Liberation Movements: The Case of Mindanao” written by Marjanie Salic Macasalong. (IAIS Malaysia, 2014). The Mindanao conflict in the Southern Philippines has been regarded as one of the longest internal conflicts in the world. It examines the impact of militancy in the quest for peace, starting from the Spanish era until the current administration. This research revisits how the Moros resisted the Spaniards and Americans during the colonial era, and the Philippine forces after independence. Although there were efforts by previous administrations to solve the conflict, they did not achieve lasting peace because the root causes of the conflict were not properly addressed.

On page 227 of this book paragraph four, it stated that;

“ILAGA-related massacres were another hostile incidents that led to the death of hundreds of Muslims. Ilonggo Land Grabbing Association, or popularly known as ILAGA, was a militant group primarily concerned with taking land from the Muslims through force and killings. It also enjoyed the support of Christian investors, logging magnates and the military constabulary in the Philippines. For just two years, the group had perpetrated more than 20 massacres all over Mindanao that led to the death of hundreds of Muslim civilians and destruction of houses and mosques. Not only that, the group also mutilated bodies of victims, such as carving out ears, slashing nipples, plucking out eyes, and marking bodies with a cross. Further, despite the fact

that the Philippine government assigned 80% of its military strength to Mindanao, the Muslim rebels managed to kill as many as 10,000 Philippine soldiers.”

This was likewise similar to what happened to Tacub, Kauswagan, Lanao del Norte. The mediating efforts of President Marcos and the intervention of the military were of no avail. In late October, 17 men of a 22-man Constabulary patrol were killed in an ambush by Barracudas in the town of Magsaysay. This was followed by the next day by the revenged slaughter of 66 Muslims in a skirmish, also in Magsaysay. The full story is not known to this day, but a group of armed Moro voters, returning after dark in several trucks from the special election in Magsaysay, were fired upon by the government troops in Barrio Tacub in the municipality of Kauswagan. There were 40 moros were killed, with no fatality of the government side. Their bodies were then reportedly mutilated by Christian civilian bystanders. This was the infamous “Tacub Massacre.”

In his *Revolt in Mindanao: The Rise of Islam in Philippine Politics*, T. J. S. George quoted a confidential 1973 study by a Muslim activist on behalf of a government department, saying that the Ilaga was founded in Cotabato City in September 1970 by Wenceslao de la Serna of Alamada; Esteban Doruelo of Pigkawayan, who was then running for Governor in Cotabato Province; Pacifico de la Serna of Libungan; Nicholas Dequi a, a former officer of the Philippine Constabulary (PC); Bonifacio Tejada of Mlang; Conrado Lemana of Tulunan and Mayor Jose Escribano of Tacurong.

Peter Gordon Gowing (articulating the Moro perspective of its Philippine or Christian problem) – the restructuring of the

political relationship between the Moro people and the Philippine republic so as to:

- mitigate threats of cultural assimilation by the Christian majority,
- assure the patrimony of their homeland and resources for their descendants, and
- exercise control over those aspects of their political and social lives which most impinge on their selfhood as Muslims.

According to Dr. Sukarno D. Tanggol: Two concepts constitute the core of the Moro grievances; First is the principle of self-determination calls for an appropriate and substantial degree of self-rule in terms of powers and area where the Moro people will have the opportunity and capability to effectively address their marginalization. Second, the principle of social justice calls for the correction of the neglect of and injustices against the Moro people in the past.

The Birth of the ILAGA Movement

In human affairs a “crisis” is an unstable or crucial time when a bad situation will take a turn for the better-or for the worse. The state of affairs in Moroland had become very bad by the late 1960s, and by the early 1970s had reached crisis proportions. (Peter Gordon Gowing, 1977).

On March 17, 1968 the Jabidah Massacre-Sen. Benigno "Ninoy" Aquino made an expose' about the massacre of at least 28 Muslim army recruits (called the Jabidah commandos) who were secretly undergoing commando training at Corregidor Island. According to accounts, the training was part of a plot by President Marcos to infiltrate Sabah, agitate the people there to turn against their government, and demand annexation to the Philippines. When the trainees refused, they

were summarily shot. Many Moros were appalled and incensed at the inhuman treatment of the Moro Trainees, which the Corregidor incident was known as the “Jabidah Massacre.”

In May 1 in the same year, The Mindanao Independence Movement (MIM)-Amidst the backdrop of crystallizing Muslim discontent due to the Jabidah massacre, former governor of the empire province of (undivided) Cotabato, Datu Udtog Matalam spearheaded the issuance of a manifesto under the MIM banner declaring independence from the Republic of the Philippines. The MIM itself did not have a long history and was never more than a local movement in Cotabato, but the desire for independence from the Philippine Republic was rekindled in the minds and hearts of many Moros. (Noble, 1977).

Moreover, a small group of Muslim intellectuals and students in Manila, angered by the “Jabidah Massacre,” began conspiring and preparing for anti-government activities, including guerilla warfare, with the secession of Moroland as a the goal. The seeds for what blossomed into the Moro National Liberation Front (MNLF) were sown by the group and cultivated by the prominent Congressman. Its leaders were to include Nur Misuari of Sulu (then an instructor at the University of the Philippines) and Abulkhayr Alonto of Lanao del Sur (then a law student at San Beda College).

From mid-1970 and on into 1971, violence erupted in the two areas most affected by the Christians migration: Cotabato and Lanao del Norte. In both those areas Christians had long since become the majority population, but for a

time they found it expedient to effect political alliances with Muslims. Thus, they supported the election of some Muslims to the public office on the local, provincial and national levels. By the early 1970s, however, the Muslim and Christian relations had worsened to the point where Christian had no longer saw any gain in political cooperation with Muslims and the two populations became radically popularized especially as the November 8, 1971, elections drew near. (McAmis, 1974:46).

The Ilaga movement was created in 1969 in response to the threatening declarations of the MIM, as well as its rumored secret military camps, and to protect their election bids in 1971, certain diehard anti-Muslim politicians (known as the Magic 7) in the Central Mindanao area came together in September to formally organize the Ilaga movement.

The 1971 “Mindanao Crisis” Violent conflicts erupted among Muslim and Christian civilians, and among politicians. This was highlighted by several massacres such as the Manili massacre in Carmen, Cotabato and the Tacub massacre in Kauswagan, Lanao del Norte.

Who Are The Ilaga?

One man, Anong Doruelo, was on the forefront of defense. Together with other men in uniform who were in Central Mindanao to neutralize the secession movement, on the instigation of Doruelo, they gathered some civilians to combat the rebel group. One of them is Feliciano Luces. He was chosen to lead a small group, because of his already noted fierceness, and also because they see him as dispensable. Thus the ilaga movement was born. As the group grew in number, they however became not only a defense force,

but an attacking force. They have no qualms in killing and burning homes of perceived enemies. So not to be outdone, the moro group organized the Black Shirt in Central Mindanao and the Barracudas in Lanao to counter the Ilagas. Many encounters followed with stories of how they would cut the ears of every muslim caught, of how they would burn houses of every muslims in the community.

The government supplied them with guns and bullets, which the enterprising man who is always seen with a toothpick between his lips, would also sell to interested buyers. He is also knows to sell that amulet inside the bottle of a perfume with a brand of X7. People during that time believe in the powers of those amulets as long as it is worn properly and the mantra recited during the military encounters or what we now term as tactical engagement.

According to Mr. Pepe, Ilagas became the defender of the civilians because they are always in the forefront of every encounters. They and the BHDU (Barangay Home Defense Unit) renamed later as CHDF (Civilian Home Defense Force) formed the first line of defense. Every town, every barangay in Cotabato have their own CHDF, and the Ilagas are always there when needed. They are the roving rangers of the civilian defense. The Ilagas fortunately died of natural death. However when the people feel insecure, they would naturally revert to the tried and tested formula of survival. And this is happening again.

Rat Strike

In July 1972, the Associated Press, an American wire service, reported that the Ilaga organization was the brainchild of

seven Christian leaders of Cotabato. Later, in 1973, a group of students commissioned by the government reported that the Ilaga was founded in Cotabato City in September 1970 by Mayors Wenceslao de la Cerna of Alamada, Nicolas Dequina of Midsayap, Pacifico de la Cerna of Libungan, Bonifacio Tejada of Mlang, Conrado Lemana of Tulunan, Jose Escribano of Tacurong, Esteban Doruelo of Pigkawayan and PC Capt. Manuel Tronco of Upi, the overall commander. Being seven in all, they were thus called the "Magnificent Seven." Though a later recruit, Lt. Col. Carlos B. Cajelo, also an Ilonggo, who became Governor of Cotabato and later the Deputy Defense Minister for Civil Relations, was popularly believed as the real leader. He was perceived to have taken over the command discreetly from Manuel Tronco, a candidate for Mayor of Upi in 1971, when the latter was slain in an ambush in 1972 in Upi, Cotabato. Ex-Mayor Esteban Doruelo, then an assemblyman of LTP-12., was also assassinated on February 4, 1984 in Cotabato City for reasons believed linked to the founding of the Ilagas.

"Attacking Moro people with shotguns, Carbine and Garand rifles supplied by the Philippine Constabulary then was a great adventure for us. The situation has changed. We have realized that co-existence and respect for each other's religions and cultures are the better means of achieving peace in our communities," said Alberto, who is of pure Ilonggo descent -

Anti-Moro group resurfaces in North Cotabato.

The Ilaga rampage started in the middle of 1970 barely a year-and-a-half before Pres. Ferdinand Marcos plunged the country into Martial law on September 23, 1972. The first killing field was Upi,

Cotabato the new home of Commander Feliciano Luces, alias "Toothpick." There he led a band of Tiruray tribesmen, who readily responded allegedly to settle an old score with the Maguindanaon Moros. 12 On March 22, 1970, Commander Toothpick and his band of so-called "fanatics," initiated, as their baptism of fire, an attack on an isolated Moro village, killing six people and burning several houses. They left behind their horrifying trademarks on the victims: cut ears, slashed nipples, plucked out eyes, and cross markings on the body. Members of the gang, mostly teenagers, were subjected to rigid initiation rituals and were required to wear amulets and other charms believed to have magical powers to ward off evil and harm. In the beginning, the Tirurays dominated the gang but, later on as other Ilaga units sprouted in other areas of Cotabato, Bukidnon, Lanao del Norte, Zamboanga del Sur and elsewhere, the movement was dominated by Ilonggos. Later, the Ilaga gangs acted as "storm troopers" for government troops when the Moros succeeded in putting up an effective defense.

The paramilitary groups were countered by the formation of "Ilagas" (rats) linked to the Lanao del Norte governor Arsenio A. Guibranza, Dimaporo's political rival. The collusion of Ilonggo-led Ilagas and the Philippines Constabulary exacerbated the armed conflicts (Jubair 1999:35-50).

There have been irreversible socio-economic, historical and political evolutions that changed the security landscape of Tacub, Kauswagan, Lanao del Norte and surrounding areas over time that a resurgence of the Ilaga, in just a snap of fingers, cannot be possible.

Not only are the pioneers of the Ilaga are now so old, if not dead, but their present non-Moro elected leaders and

community elders have either openly been supporting the Mindanao peace process, or are engaged in livelihood activities, such as farming and other entrepreneurial ventures needing peace and calm in the surroundings.

Brad was one of the 6 Ilaga who escaped and survived in the encounter in barangay Inudaran. That was year 2000 when 26 Ilaga were hired by the Oliverios to the 24 hectare farm to harvest their coconuts. And for the first two weeks at Inudaran harvesting, nothing happened to them. It was then decided that half of them have to go down to barangay Bagumbayan to buy some supplies needed for their continued stay while the half opted to stay. That was then they were attacked by the MILF, which started in the morning and ended up late in the evening. That was a close encounter, just about some few feet away. As recalled, it was a fight more on survival for the 13 Ilagas left to face around 150 MILF fully armed men throughout the duration of the conflict. With a handful of arms and ammunitions, he survived firing single, sure shots against an enemy with automatic, rapid fire and continued flow of reinforcements because once an MILF died or wounded a fresh comrade replaces him. He sometimes resorted to hand to hand battle just to be alive. With little ammunition left, the unfading strength of the enemy and through the cover of darkness, he escaped from the encounter by crawling head-on through the enemy line. He survived owing to his 'anting-anting' and the will to survive. Half of the 13 were killed in the encounter not because of the bullets but enemy stab wounds. He was 18 years old at the time of the encounter. He now works as a jeepney driver and a family man.

Boy was a former CHDF volunteer and helped patrolling areas on the mountains with the military. He guided them on terrain unfamiliar to the military. He identifies a friend from foe. He is 58 years old and resident of Tacub. After they took barangay Lapayan early morning, the MILF proceeded to Tacub. Through the hills adjacent to the highway, that morning some 300 MILF wearing black shirts move-in to take a fight against the locals. Since his house was situated where the MILF traaveled, he was captured and tied-up. He did not resist. Owing to the number of enemies with high power firearms who forced themselves at his doorstep and with only a .45caliber pistol kept thoroughly, he stayed low and focus. Since he speaks the Maranao dialect, he begged and begged for his life. His hands were tied-up together with his right foot and hopped towards the santol tree close to the highway. He was a hostage and to be beheaded but they suddenly left him alive. His house and those around it were burned to the ground by the MIL F as the residents were fleeing to the beach just across the highway.

While checking the movement of the MILF along the hills, Kaloy met them as they travel towards the road that lead to where Boy's house. He ran back frantically for safety. He decided to cross the highway where some of the young Ilaga were waiting. They were five of them. He was armed with a shot gun while his companions have a pistol and an improvised hunting gun with telescope. Their location served them well because they were on the left side of the enemies' firing position. There were Ilagas too at the front. As the MILF incurred casualties on their attack, they pretended to shoot on the air then stopped for a while and listened to responses. That was when

they learned their position and start shooting at them. His brother was shot dead by a sniper fire.

Days prior to the attack, Rick, was informed that the attack of Tacub was imminent. Alarmed, a meeting and a decision was made, that the residents must guard round the clock around their area and reported any unusual movements. It was not until the twin bombing in Iligan which served as signal for the MILF to get ready for attack of barangays Lapayan and Tacub. Unfortunately, Lapayan fell with not much of a fight for the residents were sleeping through the night with the MILF. And when the early morning came, they were caught unaware and became hostages. While the residents of Tacub, as part of their preparation, created 3 groups to counter the advance. One family-group on the hill while the two family-groups along the highway, creating a triangle defense. Each family should arm themselves whatever they can provide to hold off the attack and to prevent them from crossing the highway. Since most of the residents on the hills have fled to the beach, it was necessary for them to stand whatever the cost of it. With the number and strength of the MILF, the first defense fell and they fled to the highway. The second defense was stronger, and cause casualties among the enemies and because of these, the movement shifted to Recla defense where they were waiting. It was a weak defense but it did not break. They were armed with small hand guns. Some lighted firecrackers just to make noise. These resistances, may it be weak or strong, hinders a swift attack of Tacub and allows military reinforcements to come (It took the tank to aide them after an hour and a half travel for a distance of 2km).

Joe was one of the first Ilagas from Cotabato to respond from a call of help from Gov. Quibranza. About 60 of them came and were dispatched to various places in Lanao del Norte and he was placed in the municipality of Tubod. He is now a personal body guard of a businessman and was one of the 26 Ilagas who were at the 24 hectares land of the Oliverios and one of the half went to buy food in Bagumbayan. They did not respond to help the remaining 13 fearing they might kill each other. He was one who led the counter offensive against the MILF attack of the municipality of Kolambugan. If it was not for this, Kolambugan would have been fallen.

Mayor Arnado now serves his last term as mayor of Kauswagan, Lanao del Norte. During his campaign for the position as mayor on 2004, he hired Ilagas to serve as bodyguards and to provide him safety in and around Tacub against the MILF or political enemies. Some believe that the election was a do or die. Many feared that the election of another Maranao would mean life or death for the Christians. In fact, some locals had moved away for fear of the Maranaos. Vehicles that passed through the streets especially at night evaded to stay or rest. Some had to speed-up or there may be harm that may fall on them. The election was a choice between life or death. He won as mayor. As a return, he hired them as CSU. They are around 50 men who do the collection of road tax, income tax, etc. They also serve now as his bodyguards. One CSU named Brat boasted that he was shot by a Garan rifle at close range but was not hit. In retaliation, he threw a stone and hit the assailant. It happened on January 9. Just recently, during the heated campaign period, these men were on the look-out and no one is

allowed to go near the mayor without their scrutiny and permission. The mayor is also believed to be an Ilaga, as mentioned by Rick, who heads a department and is the right hand of the mayor Arnado.

Findings and Conclusion

Based on analysis, these are the following conclusions;

1. It is true that the Ilaga still do exist in Tacub and have potions or 'anging-anging' similar to the Ilaga in the 1970s. And that their source came from the same individual who supplied Commader Toothpick and other Ilagas in Cotabato. It was because of this 'anging-anging' from Arsing that brought Toothpick and the locals like Poldo and Lito to fame. He has an 'abyan', a supernatural being that goes with him and guides him where to get the roots of a tree to be used as potion.
2. In spite the presence of the Ilaga in Tacub, their activities were far more different from their predecessor. Notoriously known for eating the ears of their enemies, they do not follow the same tradition of acceptance of bravery. Also to consider that their attributes are used to defend themselves or even to the extent kept them aware from the perils. They still follow the same rules in order for the potion to remain usable and effective.
3. The Ilagas now do not have an established political hierarchy or even a recognized leader. Not like before that the Ilaga in Tacub was led by Commader Ligaya, now it is a loose group. Though others may claim being the leader, some do not

recognize them. But when the situation might be too much to take and that the local's livelihood on the mountains are in danger, then one may be brave enough to take the responsibility.

4. Most Ilagas now are involved in various occupations and prevent from being idle and become easily provoke once an offer is made. Given this instance, they align themselves to their work in order to have their necessities meet. Just like the case of Brad, he was 18 years old and nothing to do. So, when the offer came and money he can get, he took the step even if his life was in danger.
5. Even though the Ilaga is a loose group, it is still a group to reckon with. It is a moniker in Marawi that if a Maranao boast for his braveness, he might have to test it in Tacub. As believed, the MILF attack has to do with revenge for their keen during the 1970s that died there. A revenge for the Ilaga.

Upon analysis of these interviews, we were able to conclude these;

1. It is an established fact that the Ilaga now in Tacub have potions or 'anting-anting' similar to the Ilaga in the 1970s and their source came from the same individual that supplies or provides it.
2. In spite the presence of the Ilaga in Tacub, Lanao del Norte, their activities were far more different from the early Ilagas or their predecessors.
3. The Ilagas now do not have an established political organization and

acted or responded upon based on the urgency of the situation

4. Most of the Ilaga are employed to various endeavors which prevents them from being idle and get easily provoke as influence by other people
5. The Ilaga as a group inspite it is loose, continue to be a force in and around Tacub.

Policy Recommendations

1. Recognition for its identity is very important. Claims for the recognition of difference now figure prominently in struggles over multiculturalism within poly-ethnic and multi-religious country. Finally, claims for recognition are central to newly energized movements for international human rights, which seek to promote both universal respect for shared humanity and difference-regarding esteem of distinct "cultures."

2. Empowerment. This is a tool in order to increase the degree of autonomy and self-determination in both Christians and Muslim communities in order to enable them to represent their interests in a responsible and self-determined way, acting on their own authority. It could be both to the process of self-empowerment and to professional support of people. It could be in social, political and economic aspects which enable them to overcome their sense of powerlessness and lack of influence.

3. Cultural Existence. We have to realized the co-existence and respect for each other's' religions and cultures are the better means of achieving peace in our communities.

4. Representation to the voice of the local and national units. And restructuring of the political relationship between the Moro people and the Philippine republic so as to:

mitigate threats of cultural assimilation by the Christian majority, assure the patrimony of their homeland and resources for their descendants, and exercise control over those aspects of their political and social lives.

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6. Pepe, 66 years old, Iligan, Lanao del Norte
7. Rick, 50 years old, Kauswagan, Lanao del Norte, March 25, 2016

PEACE AND DEVELOPMENT INTERVENTIONS FOR CONFLICTED AFFECTED COMMUNITIES IN THE PROVINCE OF LANAOS DEL NORTE

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Abstract

The study investigated the extent of agreement among former combatants of Moro National Liberation Front (MNLFF) and their communities on the peace and development interventions introduced in transforming their communities into a Peace Development Communities (PDC) in the Province of Lanao del Norte. PDC is a peacebuilding strategy in cementing the foundation of lasting peace and development in Southern Philippines. It further investigated the factors that contributed to the promotion, stagnation and retrogression of PDCs. The study is an evaluative descriptive research method. It used triangulation methods in the data collection to have in depth–investigation and analysis of the study. Purposive sampling is use in the identification of the respondents that included all the MNLFF peace and development advocates (PDAs), Punong Barangay, active service provider, and sector representatives in the established PDC. The findings of the study revealed that *strongly agreed* on the development interventions introduced under the confidence and sustainability building phases of PDC development. With respect to the capacity and institutional building phase interventions, respondents only *agreed* on the interventions introduced. The findings further showed on the one hand that the top three items that contributed in the promotion of PDCs were 1) unity and strong relationship of Muslims and Christians, 2) establishment of people’s organizations and 3) presence of development projects. On the other hand, the top five in ranked order that contributed in the stagnation and retrogression of PDCs were 1) armed conflict, 2) passive and fatalistic behaviour of people, 3) family feud, 4) corruption and 5) ineffective leadership.

Key Words: Peace and Development Community (PDC), Peace and Development Intervention, MNLFF- Peace and Development Advocates

INTRODUCTION

Peace and development interventions have been seriously desired to address the unceasing tribulations suffered by the marginalized and war-affected communities in Mindanao specifically in Lanao del Norte. So much effort has been spent by peace advocates in the search for genuine peace which for several decades remained elusive. But the search for genuine and lasting peace was a continuous struggle shared among residents, institutions, and various government and non-government agencies realizable only through the introduction of peace and development interventions. Lanao del Norte was affected

not only armed struggle and insurgency but also by unemployment, poor agricultural harvests, and inaccessible basic services. This somehow caught the attention of development agencies where initial interventions were then introduced.

As championed for peace and development, United Nations system initiated its assistance to the Moro National Liberation Front (MNLFF) in April 1997 through the Southern Philippines Council for Peace and Development (SPCPD) after 1996 peace agreement. Since then, many other donors have come forward to provide additional support through the Government of the Philippines-United Nations Multi Donor Programme (GPh-UNMDP). It is a

multilateral programme intervention from various agencies of United Nations and vast contributions from other international agencies and developed countries.

The development model intervention of the third phase of GPh-UNMDP is the peace and development community (PDC). PDC is a peacebuilding strategy in cementing the foundation of lasting peace and development in Southern Philippines. The PDCs are marginalized and conflict-affected MNLF communities actively engaged in transformation process with the help of development partners.

However, in 2000 and 2008, war between MILF¹ and military exploded in the municipalities of Lanao del Norte that affects not only the province, but the entire region as well. Many families were displaced, left their abode and abandoned their livelihoods. The DSWD report of 2008 says that in one incident, 30,808 people in 108 barangays were affected by conflict in Lanao del Norte. In another report, majority of the displaced, about 62,000 were from the province of Maguindanao. Further, about 3,800 families were reported displaced in Cotabato and Sultan Kudarat provinces while Lanao del Norte's share of displaced families was 260 (NDCC IDP Taskforce, 2009). The conflict blocked the development interventions in the establishment of PDC.

Documenting the gains of peace initiatives was imperative along with aggression. Francisco (2001) wrote a remarkable story of Mr. Baharin in Davao del Sur, a former MNLF combatant now peace and development advocate (PDA). The MNLF now identified as PDA is waging a different kind of war, a war against poverty through development initiatives. Mr. Baharin and other members of his community established the Aplaya Hagonoy Muslim-Christian-Highlander Multipurpose Cooperative and operated it with external assistance agencies and institutions towards building a model MNLF peace and development community in the area.

In an address to PDAs that included representatives from Lanao del Norte, Fr.

Eliseo Mercado (1999) described the road to peace is more difficult than the road to war. For him, when the dust of war has settled down, the smoke of armed conflict cleared up in Lanao del Norte. The PDAs moved on and underwent rigorous training towards a paradigm shift from guerrilla warfare into dialogue, peaceful, and developmental facilitation.

Hence, an objective look on the extent of agreement among members of the PDCs and PDAs on the peace and development interventions in the province of Lanao del Norte was the objective of this study. It also investigated the factors that contributed to the promotion, stagnation and retrogression of PDCs.

This paper has presented generally into five parts that started with the Introduction, the methodology used in this study, conceptual framework, findings and analysis and last part is the concluding statements.

METHODOLOGY

The study is an evaluative descriptive research. It used triangulation methods in the data collection to have in depth-investigation and analysis of the study. Both quantitative and qualitative on data collection and analyses are applied in the study. It used purposive sampling in the identification of the respondents and key informants for the survey questionnaire and for the interview, with a total of 100 key respondents and informants were involved. The respondents and informants consisted of all the Barangay Chairmen in the PDC, MNLF PDAs, and the head of service providers and people's organization in the PDC community.

A structured questionnaire and interview schedule were prepared, adopted, and modified from the assessment tool of GPh-UNMDP on the PDC. The questionnaire underwent validity test and assessment from the experts. For the data collection, the researcher sought the help and support of two research assistants in the administration of the questionnaire and the conduct of key informant interviews. Prior to the actual conduct of gathering data, the researcher contacted all the key respondents through the PDA league president, after which the questionnaire was

¹ MILF is a faction on MNLF revolutionary group in Mindanao

personally distributed. The retrieval made after the interview. The researches collected photos and copies of project reports from the PDAs as evidence and enrich the study.

The analysis of Problem 1 on the extent of agreement on the peace and development interventions used simple computation of standard (SD) deviation and mean. The scoring and qualitative descriptions (QD) of the extent of agreement are 5-strongly agree (SA), 4-agree (A), 3-neutral (N), 2-disagree (D), and 1-strongly disagree (SD). No statistical tool in the analysis of the data gathered for Problem 2 because it involved simple tallying and ranking of the different responses.

The location of study held at the province of Lanao del Norte. It is a small growing province in terms of its population. The province has a total land area of 309,200 hectares or 3,092 sq. meters and comprised of 21 Municipalities. Cebuano is the most widely used dialect in the area. Municipality of Tubod is the seat of the provincial government. In figure 1 below showing the map of the province of Lanao del Norte and location of PDCs. Reaching the PDCs entailed traversing both coastal and far-flung barangays usually by renting a single motor.



Figure 1. Map of Lanao del Norte and location of PDCs. The black arrow pointed to numbers colored blue are the location of PDCs.

CONCEPTUAL FRAMEWORK

This study is anchored on the third phase of the Government of the Philippines –United Nations Multi Donor Development Programme (GPh-UNMDP) from 2001-2005 that laid down the birth of peace and development communities. The Program builds upon the achievement of Phase I and II of the multilateral peace and development programme named the SPCPD-NEDA-UN Multi Donor Programme². Moreover, the fourth phase of development program called Action for Conflict Transformation (ACT) for Peace from 2006 to 2013 is the last and final phase of the peace and development program in Southern Philippines. The level up program signifies the continuing commitment of the Government and the UN in peace building and development efforts in Southern Philippines that is still consistent with the 1996 Peace Agreement.

The PDC was conceptualized as a strategy for realizing the vision of genuine peace and development in conflict-affected communities in Lanao del Norte. The criteria in selecting PDC were as follows: a PDC may consist of a cluster of adjacent barangays, or a barangay and adjacent sitios where a large majority of combatants and their families reside. The target community must be reasonably accessible and through its leadership must show willingness and initiative to transform itself into PDC through active mobilization and voluntary contribution of time and resources. Further, the community has access to productive resources, which represent the state's dominant bio-ecological zone. The MNLF as main partners of peace building programme who are committed to support their development as fully functional PDCs selected the PDCs.

The conceptual framework of the study is shown in figure 2 below is describing the relationship of the key

²The Phase I and II of the multilateral peace building interventions is composed of the tripartite representation, the Southern Philippines for Peace and Development representing MNLF, National Economic Development Authority (NEDA) from the government supervision and United Nations Multi Donor Programme representing UN agencies UNDP, FAO, ILO and among others.

variables of the study focusing of development phases and interventions in the establishment of PDC.

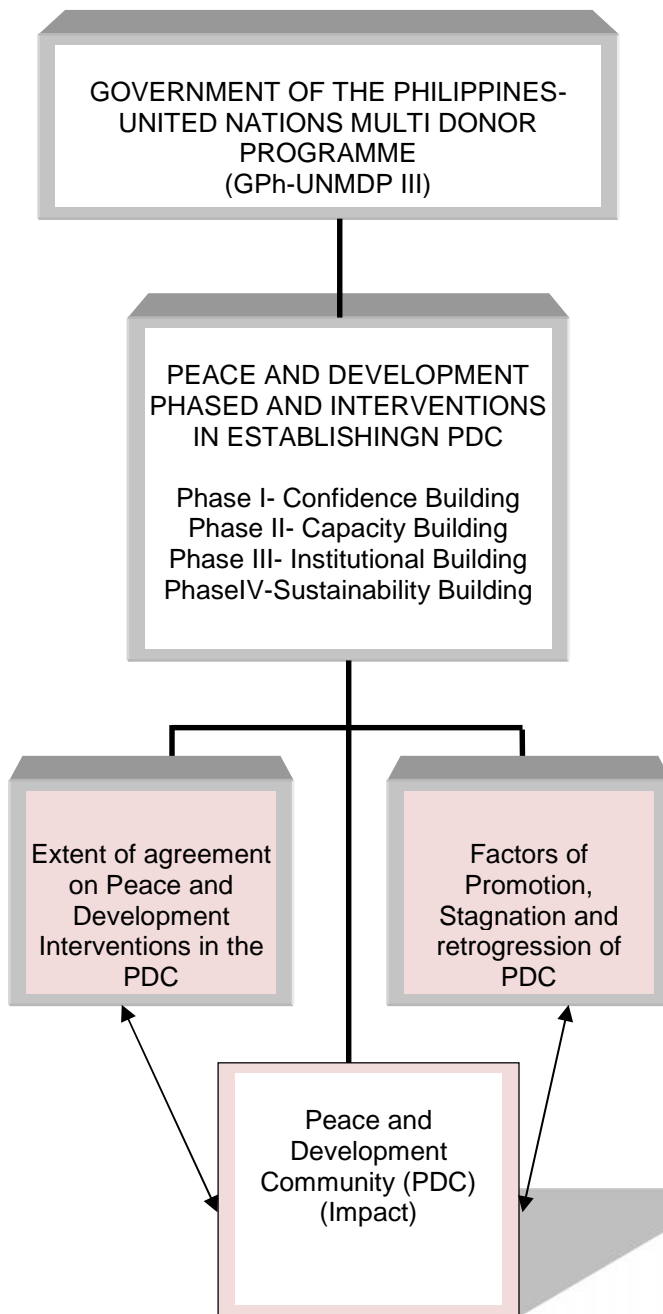


Figure II. Conceptual Diagram of the study

Phase I is the Confidence Building Phase (CBP1). It is the entry phase of the program, a 5-month period of implementation. This is the period when community development facilitators/organizers (from the programme assistance) enters the MNLF community to make the initial contact and provides relief and emergency assistance. It is also the time the community first experiences

mobilization to deliberate their common concerns, issues or felt needs. The development facilitators came to analyze, among others, the development of livelihood opportunities. This phase helped the community in identifying its resources, collective strengths and weaknesses. This is also the phase where the community is given ample time and opportunity to identify qualified community development managers and potential peace and development advocates (PDA).

Phase II. Capacity Building Phase (CBP2) is the second phase. This is the planning and implementation phase where peace and development advocates and development managers and members underwent series of capability activities to enhance the capabilities of the organization to undertake collective action and responses to the challenges faced by the community. The Adhoc structure moved toward the formation of a permanent community organization like a coop or association. Leaders and member 'learn by doing'. These interventions lasted from six to twelve months.

Phase III is the Institutional Building Phase (IBP) or the strengthening and consolidation phase. This is the period where the community assessed and learned from its experiences and consolidated their learning. It is on this phase where they realized their own power in controlling and redirecting their lives, and in enhancing their indigenous knowledge and values and moved forward towards ensuring that organization developed the means and capabilities to sustain its organization and operations.

Phase IV. The Sustainability Building Phase (SBP) is the last development phase. The so-called the Phase-out stage. This is now the phase where the organization can now advance its cause with minimal organizing and technical assistance from an external development facilitator. The sustenance and expansion of the organizing and development process must be by this time taken over by the organization. It is also the phase that organizations was already capably of extending support to neighbouring PDCs in the area. By the end of this Phase, the

organization itself defined the role of external development facilitator.

FINDINGS AND ANALYSIS

I. Extent of Agreement on the Peace and Development Interventions

As mentioned earlier in the conceptual framework, there were four development phases introduced in establishing a PDC. Each development phase corresponded with various projects/activities were presented and identified as interventions. In an interview with Hon. Abdulaziz Batingolo a.k.a Dante, a former MNLF chairperson and elected Municipal Mayor said that, “we are committed to show our sincerity on the implementation of the 1996 peace agreement with the Government by establishing peaceful and developed community with the help of government and the other funding institutions (key informant, 2010).

The extent of agreement on the peace and development interventions (PDIs) under the development phases of PDC rated follows:

A. Phase 1- Confidence Building Phase

The study revealed that the interventions under this phase were highly recognized and rated as *strongly agree* on the PDIs introduced. A farmer informant said, “There is an improvement in our access to farming facilities and other economic services, we hope a more positive change” and a health worker informant supported this statement, “we are united and more project is coming for the development of our community”. The satisfactions on the development interventions introduced in the community were the reasons why all the interventions were highly perceived. This indicates also that the community would have an access to the next phase of PDC development interventions. This also implies that the confidence build for peace opens its opportunity for a more improved way of life in the community. Table I shows the extent of PDI under confidence building phase. The average means of all the considered interventions is 4.30 qualitatively described as *strongly agree*.

Table I. Peace and development interventions under confidence building phase (CBP1)

<i>Phase 1- CBP1 Peace and Development Interventions</i>	<i>Mean</i>	<i>SD</i>	<i>QD</i>
1. The community identified potential peace and development advocates.	4.42	0.63	SA
2. The PDA ³ underwent KSA enhancement.	4.42	0.5	SA
3. The community underwent knowledge, skill and attitudinal enhancement.	4.30	0.54	SA
4. Peoples' organizational (POs) were initially established and organized in the community.	4.28	0.6	SA
5. The community identified needs, problems, and consensus on priority needs.	4.26	0.6	SA
6. The community conducted participatory profiling and barangay planning.	4.17	0.7	SA
7. The MNLF communities were identified and declared as PDC.	4.36	0.62	SA
8. The PDC programs are recognized and supported by LGU.	4.31	0.6	SA
9. The PDC conducted peace information, education campaign vis-à-vis the peace agreement/process.	4.35	0.7	SA
10. The community participated in peace dialogues and forums.	4.20	0.8	SA
Average	4.30	0.42	SA

The interventions under this phase pave the way in building trust and gain confidence with the MNLF, their community and the funding institution to a more

³PDAs are former MNLF members. They are identified based on the interest and commitment in the establishment of PDC. They underwent series of enhancement training and support as part of peacebuilding strategy program.

tangible outcome of peace. It may be true that development must be woven around people, not people around development (Human Development Report, 1993). In working with the MNLF PDA and the community, it is important to create a friendly affirming climate in the community so that even the shyest persons will gain sufficient self-confidence to contribute his/her experience and insights to the common search for solutions to the enormous problems that the community are facing (Hope and Timmel, 1986:4).

The highest mean of 4.42 with qualitative description of *strongly agree* went to intervention 1 and 2. This means that the interventions on the *identification of PDAs and the knowledge, skills and attitude enhancement underwent by the PDAs* may indicate strong commitment and dedication of PDAs in establishing PDC. One of the PDAs informant said, “*we are somewhat empowered. We develop self-confidence and mainstream in the larger community, before we are just a participant in training, now, we are facilitating and re-echo the training attended in our community*”. This is the reasons why these interventions were rated *strongly agree*. One of the strategies in sustaining the peace building intervention is the support efforts of the MNLF combatants and transforms their military structures into self-reliant organization (SPCPD-NEDA-UNMDP, 2000). As to the MNLF PDA as key informants, 57% of them were actively assisted in the facilitation and organization of the PDCs while 43% were engaged in actual peace organizing, mediation, negotiation, project coordination and management.

The overwhelming response implied success with an indicator of unity and transparency among the PDAs. It indicates that PDA has a great role not only in the founding but also in sustaining PDCs. One of the PDAs wished *for a continued support for a strong PDC*. In contrary from another respondent had said that, “*the projects are solely for the MNLF members and their families. There are PDAs that are inactive*”. This implies that some PDAs are not yet empowered and convinced on the development interventions or some were still in a ‘wait and see’ feeling of support.

This also indicates that PDAs may help in the promotion and stagnation of PDC.

The lowest average mean of 4.17 but still qualitatively described as *strongly agree* is *the community profiling and barangay planning*. For a reason maybe, that PDC profile is now available and accessible in the barangay and the needs of the community integrated in the Barangay Development Plan (BDP) for action. Once integrated in BDP, a possible action and implementation is expected. Community profiling and barangay planning are important. They serve as a blue print of what the community is all about and what directions the community would take. The community profile describes the community issues, problems and potentials and the same are integrated to barangay development plan. With the profile and plans, a funding can easily supports the needs of the community. Planning is a mandate from Local Government Code (RA 7160). Integrated Development Planning is an approach to planning that involves the entire municipality and its citizens in finding the best solutions to achieve long-term development goals. This mean that the basis for project intervention is easy to determine and that demand driven and right based interventions are important.

The middle mean of 4.26 is on *community-identified needs, problems and consensus on priority needs*. One of the steps in profiling and BDP is participation where everybody is required to participate in the identification and solution of the problems. The consensus building during the development planning in the PDC did help in identifying the best solution to the problems in the development of the community. Furthermore, the ACT for peace programme emphasized the principle on participation, which involves deliberate efforts, and meaningful participation of all stakeholders to identify right based interventions while demand driven principle helps the service provider identify, design, respond to and serve the expressed needs of the community.

B. Phase II- Capacity Building Phase

Table II reveals that the overall mean of 3.52 with qualitative description *agree*. The overall mean entails that despite

of agree response on some development interventions, the roots of the problems in the community has not yet targeted with right interventions. This is the reason why a satisfactory rate or *agree* to almost all of the interventions. This may be due to the difficulty and not given priority on barangay development programs. As expressed by one of the PDAs that, “*Barangay development programs were not given priority and still many community residents have difficulty in the access of potable drinking water*”.

In addition, a qualitative description *strongly disagree, disagree* and *neutral* response on some interventions under this phase specifically on accrediting agencies. However, the agree interventions under this phase helped and capacitated the PDA in managing community projects. They started building partnership with service providers (local and international funding agency) and implemented tangible projects.

The highest average mean of 4.63 with qualitative description *strongly agree* went to *the accessibility on health and sanitation*. This shows that health projects in the community was visible, accessible and felt by the people in the community. The UN agency that provided this intervention is the UNFPA and UNICEF. This implies that establishment of health centre, provision of health facilities and seminar on health and sanitation are highly imperatives in the community. All the PDAs also attended health and sanitation related seminars.

Table II. Peace and development interventions under capability building phase (CBP1)

Phase II- CBP2 Peace and Development Interventions	Mean	SD	Q.D
1. The PDC has formal and functional people's organization	4.39	0.5	SA
2. The established people's organization has functional officers	4.33	0.6	SA
3. The established PO is registered and affiliated with a. Securities and Exchange Commission	2.36	2.1	D
b. Cooperative Development Authority (CDA)	2.51	2.2	D

c. Department of Labor and Employment	1.26	1.9	SD
4. The community was involved in project planning and implementation.	4.32	0.6	SA
5. The community was involved in project proposal development.	4.24	0.7	SA
6. The sectoral plans were integrated to barangay development plans	3.72	0.8	A
7. The community initially organized peace and development task force.	4.17	0.7	SA
8. All sectors were consulted and participated in the projects implemented in the community.	4.17	0.8	SA
9. All sectors in the PDC were actively involved in community development program.	4.16	0.8	SA
10. The PDC established linkages with service providers.	4.23	0.8	A
11. The PDAs attended series of Culture of Peace training.	4.29	0.9	SA
12. The PDC has availed projects basic services like a. Health and sanitation	4.63.	1.23	SA
b. Water services	4.46	1.5	SA
c. Agricultural programs	3.11	1.5	N
d. Education facilities	3.36	1.3	A
e. livelihood programs	3.13	1.8	A
13. The community through the PDA actively participates and conducts Culture of Peace related activities.	4.24	0.9	SA
Average	3.52	0.45	A

The lowest average mean of 1.26 with qualitative description of *strongly disagree* has something to do with *registration of PO to the Department of Labor and Employment (DOLE)*. This entails that DOLE may not be accessible or the respondents were not familiar with the agency. This further implies that registration of their organization with DOLE was not among the priorities of respondents.

This is similar with the middle mean of 2.36 qualitatively described as *disagree* which went to *security and exchange*

commission (SEC) and closely followed by cooperative development agency (CDA) with rating *disagree* also, although majority of the established POs were registered in the said office. According to Ms. Josephine Penduma (Provincial Cooperative Officer, Lanao del Sur) during the inception stage of development interventions, they were mandated to register all MNLF POs into cooperative to avail of the development programs. This indicates that some requirements on registration were bent to accommodate development support. All the established organizations were encouraged to register so that they could obtain legal personality to access to development funds. However, there is difficulty on acquiring legal personality. This implies that all the accrediting agencies were not accessible to people. There was therefore a need for strengthening the information dissemination and education of the agencies services.

C. Phase III- Institutional Building Phase

Table III below shows an average mean of 3.82 with qualitative description agree. This indicates that the community would access to the next level of intervention. The response can be described as satisfactory due to the clamour of one of the PDC respondents, said *“the barangay though it was able to access various projects, I cannot consider it a PDC due to the rido, political greed and pressure of military even if the conflict only occurred in the nearby town”*. They suggested a continuous dialogue between the PDAs and the military. Another respondent expressed that *“development projects is nothing without trust. Projects cannot be sustained without this”* (PDA, key informant).

Table III. Peace and development interventions under Phase III-IBP

Phase III- IBP Peace & Development Interventions	Mean	SD	QD
1.The established POs underwent organizational planning and formulated its VMG statement	4.19	0.8	SA
2. The established POs were trained to manage projects.	4.12	0.9	SA
3. The established PO	3.84	0.92	A

increases savings and capital from the availed projects.

4. The PO is affiliated to civil society formation outside the PDC.	4.04	0.8	A
5. The POs within the PDC made to represent in the barangay development council and other existing barangay structures.	4.03	0.8	A
6. The community integrated development program is formulated.	3.84	1.1	A
7. The basic services projects were established in the PDC, such as:			
a. health and sanitation services	3.61	1.2	A
b. Water system is installed	3.52	1.3	A
c. agriculture programs are established	3.22	1.5	A
d. education is accessible to women and children	3.43	1.4	A
e. available livelihood programs	2.61	1.8	N
8. The livelihood opportunity expanded nearby PDC.	4.08	0.6	A
9. Institutionalization of the peace and development task force (PDTF) in PDC.	4.13	0.6	SA
10. The PDC has the ability to provide counterpart contribution to community development projects.	4.14	0.7	SA
11. The peace advocacy plan in the PDC was established like peace dialogues, info. caravan	4.12	0.8	SA
12. The PDC initiated self-help projects and increases its community income.	4.13	0.76	SA
Average	3.82	0.46	A

The overall response *agree* under this phase may indicates that the introduced interventions was not only the basis of success of a development programme. Development according to Garcia (1985) is not mere increase in per capita but changes in socio-cultural structure of a given society, and development interventions must anchor

within the framework of sustainable development, so it last and continuing. In addition, Baldemor (2003) classified development projects interventions into three, first, the stand-alone projects or single shot projects, second, integrated area development projects or shotgun projects and third, strategic projects or warhead projects.

The highest mean of 4.19 with qualitative description *strongly agree* went to the *established PO that underwent organizational of the permanent development structure*. This entails that respondents have internalized the organizations' VMG statements. Planning and VMG means that organization has taken an important step towards creating a shared and coherent idea of what the organization would like to do, how and where to go. A *vision* is a guiding image of success formed in terms of a contribution to society. *Mission* is the overall purpose of the organization and the *goals* simplified the vision and mission in how to accomplish in a right time in right logistics and in a right place.

The lowest mean of 2.61 with qualitative description *neutral* went to item 7.e., *the availability of livelihood programs*. This indicates that there still is a need on livelihood support in the community.

In relation thereto, the researcher asked the respondents on how they perceived the project implemented in the PDC. It reveals that great majority recognized on the agricultural programs spearheaded by the UN-FAO; one-third of the respondents recognized access to water services from UNICEF and vocational training from ILO; and only one fourth of the respondents perceived access to health and sanitation from UNFPA. In contrast, table IV above reveals that the intervention on basic services was rated *agree* by all except on livelihood programs, which got the lowest mean of 2.61 and qualitatively described as *neutral*. This implies that except for livelihood, demand driven projects were highly recognized by respondents as interventions. On the other hand, the 50% of the respondents recognized livelihood projects as dole-outs while the other 50% considered the project as interventions. This implies further that livelihood interventions

lacked the characteristic of being a dole-out. It could also be true that livelihood projects were not really the kind of project that community needed and sustained. A woman respondent positively recognized the interventions she said that, *"we already have health center with facilities and livelihood project in our community"*. A PDA also give more tangible projects, *"we have a bakery, planted fruit bearing trees and seedlings and agriculture study tour...our living conditions improved"*. This implies that whatever intervention provided in the community would definitely help the community.

D. Phase IV- Sustainability Building Phase

Table IV shows that average mean for all interventions under the sustainability building phase is 4.28 which is qualitatively described as *strongly agree*. This rating indicates that a nearly well developed and improved community recognized the importance of POs, proactive role of LGUs, transformed and empowered PDAs and POs, established social services in the community and concept of helping other communities grow. This further means that a sustained community is one that all its areas are working and operating for the good of the whole organization.

The highest mean of 4.5 with *strongly agree* rating went to item 8 in the table. It is the *Local government units (LGU) adopted the experience and gain of peace efforts and passed resolution adopting peace advocacy plan of PDC*. The LGU refers to the governance at the community level from barangay up to provincial level. The barangay is the smallest political unit. It serves as the primary planning and implementation unit of government policies, plans, programs, projects, and activities in the community and as forum wherein the collective views of the people may heard, express, crystallize and consider, and where disputes maybe amicably settled (Tabunda & Galang (1991). It implies that LGU has a great role in the strengthening, institutionalization and sustaining peace and development efforts of local communities, especially the PDCs in this context.

Table IV. Peace and development interventions under sustainability building phase (SBP)

<i>Phase IV SBP Peace & Development Interventions</i>	<i>Mean</i>	<i>SD</i>	<i>QD</i>
1. The vision, mission and goal statements of the POs were pronouncedly undertaken and recognized in the PDC.	4.31	0.6	SA
2. The PDC through the PDA assisted other communities and advocate own experience for replication.	4.30	0.5	SA
3. The PDC success stories are documented, published and circulated.	4.11	0.8	A
4. The PDAs were actively involved and are engaged in local governance.	4.35	0.7	SA
5. The number of PDA and groups in PD programs are increasing.	4.42	0.6	SA
6. The PDAs engaged and employed in volunteer work.	4.18	0.6	SA
7. The PDC established strong linkage and access to other stakeholders.	4.33	0.5	SA
8. The local government units adopted the experience and gains of peace efforts and passed resolution adopting peace advocacy plan of PDC.	4.50	0.5	SA
Average	4.28	0.42	SA

The lowest mean of 4.11 went to the item on the *publication, documentation and circulation of PDC success stories*. The rating of *agree* suggests that all the development gains that communities that achieved were disseminated and shared with others. The publication of the same not only served as benchmarks for other communities but also for replication and institutionalization of best practices in peace and development. It indicates that the best and effective strategy in the promotion of these interventions is the public awareness and wide dissemination of the programs to show the real situation of the community and to show further that peace and development is always possible.

E. Summary on the Extent of Agreement on the Peace and Development Interventions

Table V is the summary of the extent of agreement among respondents on the different stages of peace and development interventions in the PDCs. It can be gleaned from the table that confidence building and sustainability building both were rated by respondents as *strongly agree* while an *agree* rating went to capacity building and institutional building phases.

Table V. Summary on the extent of peace and development interventions of building PDC

<i>PDC Development Phases</i>	<i>Mean</i>	<i>SD</i>	<i>QD</i>
1. Confidence Building Phase	4.30	0.42	Strongly agree
2. Capability Building Phase	3.52	0.45	Agree
3. Institutional Building Phase	3.82	0.46	Agree
4. Sustainability Building Phase	4.28	0.42	Strongly agree
Average	3.98	.42	Agree

Apparently, from the interview conducted, 94% of the respondents considered their community as PDC due to unity, cooperation, established peace and order council and accessible projects while only meager six percent (6%) did not agree or contradicted naming their barangay PDC due to volatile situation of the communities. In 2000, when former President Estrada declared all-out war against MILF, majority of the MNLF also suspected. All PDCs in the interior barangay were affected due to the close semblance of MILF and MNLF. Insurgency and militarization spilled over the whole province. The MNLF laid down their arms in the 1996 peace agreement, while the MILF continues its own struggle for autonomy. The spillover of armed conflict affects the PDC development interventions. This may be explained that peace and development interventions needed to be flexible and should consider its socio, economic and political milieu. The

principle of flexibility should apply to program implementation that should take off from concrete and current conditions.

The agree rating particularly on capacity building and institutional building phases indicates satisfactory agreement. This entails that there were interventions that needed further improvements and this specially pointed to livelihood and other basic service interventions.

II. Factors that contributed to the promotion, stagnation and retrogression of the PDCs.

A. Factors contributed in the promotion of PDCs

The table VI shows that *unity and strong relationship of Muslim and Christian* was first ranked. It means that harmony in diversity and intercultural understanding is feasible and visible in the PDCs. One of the PDAs shared that *“a sports festival among the youth Muslims and Christians should regularly be conducted to help build good relationship among them and a council of elders should also organized to settle conflict between the two groups”*. The good relationship of Muslim and Christian is really an ingredient in the promotion and establishment of PDCs. The community will easily climb to the highest development interventions if two parties in opposite views will work together. This relationship is a concrete example of co-existence where compassion where respect, reconciliation and solidarity are regularly observed.

The study of Mendoza (2009) strengthens the above results. It revealed that peaceful community involves harmonious relationship among neighbors. It may indicate that intercultural and interfaith intervention like interfaith dialogue will be adopted to sustain these gains. A PDA said, *we have a “peaceful barangay, cooperative constituents and we have an active organization’*. This indicates that a peaceful barangay involves cooperation of people and support of POs. It further implies

the harmonious relationship of people in the PDC.

Table VI. Factors on the promotion of PDCs

Promotion of PDCs	Frequency	Rank
a. Unity and strong relationship of Muslims & Christians	74	1
b. Establishment of People’s Organizations	38	2
c. Presence of development projects like a) availability of basic services b) infrastructure facilities c) livelihood emphasis on agriculture	37	3
d. Good leadership	31	4
e. Strong partnership and access support from LGUs and NGOs	21	5
f. Peace and order in the barangay	8	6
g. Adherence of good values and deeds	8	6
h. Proper planning, implementation and evaluation of the projects implemented	4	7
i. Increase number of MNLF as PDA	2	8

The lowest rank factor is the *increase number of MNLF as PDAs*. The PDAs came simultaneous with the selection of PDCs to be an agent of peace. The PDAs were trained and capacitated through the HRD on Leadership and Governance of the GPH-UNMDP. It is expected, therefore, that PDA would actively involve in the peace and development advocacy. However the PDAs also need to be guided and assisted as they were the former combatants although they have been trained in the framework of development paradigm, from arms to farms, and from conflict to peace. This implies that PDAs need a continuous guidance and support. A coop member expresses that, *“the active participation of PDAs campaign on peace and development and the strong partnership of organization and LGU did*

help in the promotion of PDCs". This implies that all who can affect and can be affected of development is integral in implementing peace and development change. Also a PDA said, "we experienced a fair, equal, and inclusive development approach". This indicates that equal distribution and inclusive development approach is imperatives in the promotion of PDCs. Other remarks ran this way, "there is agricultural development for people, we are united in combatting illegal activities, we are law abiding citizens and committed for peace and development". This perceived development impact to the good relationship of people in the community may lead to attracting investors to locater their business in the community.

B. Factors contributed in the Stagnation of PDCs

Table VII reveals that the attitude of *passivity and fatalistic behavior of people like hopelessness* ranked first in the stagnation of PDCs. This passivity is observed in the no cooperation and lack of belief in God (Allah). These are the reasons why a certain community like PDC could stagnate. The 41 respondents who gave this information would indicate that about 50% entertain this passivity or have this fatalistic behavior or even feel the apathy and hopelessness. This attitude can disempower community and therefore can lead to unproductively and poverty. This indicates a culture of poverty affects the community. It implies that peace and development interventions must given consideration to address hopelessness, and a strategy of patience, compassion and understanding must be employed. Both the confidence building and capacity building interventions are helpful in this type of people.

The lowest rank factor that stagnated the PDC is the *exclusiveness or the projects focused to only one group the MNLF and/or the established POs*. There was an

exclusiveness of the beneficiaries during the inception peace and development programme and the same embedded in peace agreement of developing MNLF communities. However, inclusiveness of the programme was also adopted. The MDP3 focuses not only to MNLF families but on their communities, either MNLF or non-MNLF. An inclusive process means that people who have a stake in the work of your organization participate in the planning process in an appropriate way. This does not mean that every client, funder, volunteer and staff member must come to a joint consensus about what to do. It does mean that these interested individuals have a chance to be heard by the decision makers. This implies that a need for shift of development interventions from being exclusive to inclusiveness of beneficiaries is required not all for the PDC development but inclusive of the poor sectors in the community.

Table VII. Factors on the stagnation of PDCs

Stagnation of PDCs	Frequency	Rank
Passive and fatalistic behavior towards change e.g. loss of hope, no cooperation, lack of belief in Allah	41	1
Family feud	39	2
Corruption	29	3
Ineffective and no competency of leaders and PDAs	16	4
Political/personal interest	9	5
No support from agencies	7	6
Environmental problems	5	7
Inadequate projects and funds	2	8
Involvement in illegal activities	1	9
Developments projects are focused on certain groups only- MNLF and their community	1	10

C. Factors that contributed in the retrogression of PDCs

The factors that retrogresses that PDC as shown in table VIII first ranked is *armed conflict*. In 2008 insurgency in Lanao del Norte, the PDC in the coastal become a safe haven of the displaced families while the PDCs in the interior barangay became a ghost barangay due to the forced flight of residents to safer placer because of the armed conflict between the military and the MILF. In the case of Barangay Pendulunan and the communities in the Municipality of Tangkal, were forced to evacuate in the height of insurgency in kolambugan, Lanaodel Norte due to the military occupation. All the residents were suspected as MILF. There was a blocking of food entering the place and very limited resources were allowed to be purchased from the market.

Table VIII. Factors on the retrogression of PDCs

<i>Retrogression of PDCs</i>	<i>Frequency</i>	<i>Rank</i>
Armed conflict	49	1
Family feud	26	2
Corruption	26	3
Non-participation and non-cooperation of people	14	4
Inactive leaders	11	5
Service delivery or dole-out projects	2	6

Attention from media and contacts outside the municipality was sought and mobilized to respond the difficulties. Luckily, it does not take long. A farmer PDAexpressed his awful experienced during the insurgency in 2000 and 2008 where they are forcedly to leave their community. This implies a drastic downfall of the community. Hence, displacement families and trauma affect the people in the community. This may imply of the volatile situation in some PDCs despite of the peace and development efforts. This indicates that the gains of peace need to be

nurtured and the gained development changes spread throughout.

The second ranked factor is *family feud* and *corruption*. A feud can be nurtured through activities of vendetta. It may be long-running argument or fight between parties—often, through association fallacy, groups of people, especially families or clans. Feuds begin because one party (correctly or incorrectly) perceives itself to have been attacked, insulted or wronged by another. Intense feelings of resentment trigger the initial retribution, which causes the other party to feel equally aggrieved and vengeful. Apparently, corruption, armed conflict and political violence can be related to family feud. This may imply that culture of violence is rooted in social, economic and political strata of society.

CONCLUSION

Theoretically, the peace and development interventions introduced dramatically change the social development landscape in the community. However, the findings may indicate vulnerability and threat of discontinuity of the establishment of PDC.

The peace and development interventions introduced to the identified PDCs were successful programs that brought about peace and development of the GPh-UNMDP. It is necessary to consider the factors that promotes in sustaining peace and developments gained by the community. While, there are factors that need careful attention, if not given attention it may be the cause of the total downfall of the communities or the obliteration of the hard-earned development gains.

The researcher concludes the key factors in sustaining the gains of peace and development interventions are the partnership development between and among stakeholders of development and the responsiveness on the socio-cultural and political concerns.

For the researches, it is recommended to conduct similar study in wider scope and revisit program interventions specifically the significance,

difference and association of GPH-UNMDP Program and the like for lasting and sustainable peacebuilding interventions.

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Empowering the Indigenous Peoples through Education: The RMP-NMR Involvement in the IP Struggle

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Abstract

This study discusses the community pastoral work of the Rural Missionaries of the Philippines (RMP) Northern Mindanao chapter (NMR) extended to the highland tribes of Northern Mindanao. The objective interpretation of Christ teachings brought the sisters out of the confines of the convent and actively engaged themselves in community work serving the poor and the needy in the rural areas which are isolated from government services.

The principles of the RMP can be viewed as an extension of the radical transformation of the Catholic Church in Latin America through its philosophy of Liberation Theology. Convinced that they are not only preaching but doing theology, the RMP founded the Literacy-Numeracy program in the IP communities in the hinterlands of Bukidnon and Agusan del Sur in 2008. These communities are conflict-ridden with its people constantly harassed by forces which are supposed to protect them.

This study is descriptive-narrative in nature and focuses on the nature of the apostolate work of the RMP; it explains why the rural missionaries chose to help the indigenous peoples and highlights the problems and difficulties they encountered. This study attempts to answer the following questions: 1. Why did the RMP-NMR choose the indigenous people for their apostolate mission? 2. What measures are adopted and implemented by the rural missionaries to help the indigenous people? 3. What obstacles did the RMP encounter in their apostolate mission in the indigenous communities?

Keywords: Rural Missionaries of the Philippines, Liberation Theology, Indigenous Peoples, Community Apostolate Work, Literacy-Numeracy Program

Introduction

Historically, the church is viewed as the upholder of the status quo and a silent institution as far as social inquiries is concerned. Just like other institutions, it has become susceptible to change in the late 20th century. Nairn (2007) referred to the change as a reinvention of the catholic church which centers on the needs of the poor and the oppressed. This change was inspired by Pope John XXIII who introduced the Vatican II to the Catholic World.

The Vatican II further facilitated a radical change in the Latin American churches in the 1960s that became known as *Liberation Theology*. The movement follows and pronounce the desire of the progressive members of the Catholic Church to make the church responsive to the needs of the society highlighting the casualties of the so-called “structural injustice.”

The Catholic Bishops in the United States declared in 1997 that the church has a special call to be a servant of the poor, the sick and the marginalized, the true sign of the church mission since charity alone is not corrective to all social ills. Liberation Theology seeks to interpret the true meanings of the teachings of Christ Jesus from the eyes of the poor and the oppressed. It claims that the *poor* are poor because of oppression and injustice. Being poor identifies no religion, sex, race or ethnicity (L. Boff as cited by Fawcett, 1994) and anyone can fall into this category, hence the movement calls for the church to take a stand and be an ally of the poor who are in the state of oppression.

The Philippine society today is confronted with many problems. One of these concerns the indigenous peoples who are residing in the remotest areas of the archipelago (particularly in Mindanao). They continue to live in the margin. Geographically, they are mostly located in the periphery away from the bustling urban city of the mainstream population that also results to their economic deprivation, and the almost void access to social services. Their state of condition remains unchanged despite the continuing advancements to uplift human convenience as forwarded by science and technology. In a century where democracy is proclaimed as the foundation of the government, the situation of the IPs remains to alienate the practice of *real* democracy in the country. Aside from elusive social services in their communities, it is also under sporadic disturbance caused by militarization that is conspired with big business interest in these communities such as mining and plantations, which makes the concept of democracy irretraceable. Their communities are vulnerable to the insatiable appetite of the multinational/transnational corporations (MNCs/TNCs).

To ensure the continued and successful operation of these companies and to discourage opposition from the people, militarization is “allowed” in these communities. Dismal may their situation be, they have continue to uplift their traditional culture and values which make up the basic and vital element in their being but militarization stands as threat to their lives, culture and ancestral lands.

In reflecting on their mission as servants of God, the Rural Missionaries of the Philippines (RMP) decided to help the indigenous peoples. The RMP believe that by doing so, they will be able to protect these peoples, uplift their condition and help preserve their culture. The RMP is composed of nuns, priests from different religious congregations and lay persons. Their principle is to go out and immerse with the people in the community, helping the poor in every possible way (personal communication with Sr. Famita Somogod, regional director of RMP-NMR, December 6, 2013). Extending help to the needy is a commitment that stems from the belief that the RMP are fulfilling the teachings of Christ. This belief is what encouraged them to commit their apostolate mission to help the indigenous peoples.

Methodology

As descriptive-narrative research this study describes the nature of the apostolate work of the rural missionaries of the Philippines. It explains how and why their mission and work influenced by Liberation Theology; and how the missionaries interpret and use the teachings in the Holy Gospel to justify their commitment to help the indigenous peoples.

Data are collected through interviews and from the secondary sources some of which were provided by the RMP. Interviews employed both structured and unstructured type and has undergone the process of corroboration. Respondents were purposively chosen among the tribes who attended the annual gathering of the members of the *Kalumbay* Organization held in Cagayan de Oro City, Philippines.

The rural missionaries involved in this study are those who are in the Northern Mindanao region. The indigenous peoples in the study are limited to the *higaonons, matigsalug, talaandig, banwaon, manobo* who are members of the *Kalumbay* Organization.

FINDINGS OF THE STUDY

Brief History of the Rural Missionaries of the Philippines

The founding of the Rural Missionaries of the Philippines follows closely after the birth of the Liberation Theology in the 1960s in Latin America. The political climate under Martial Law (1972-1981) was a significant factor why Liberation Theology influenced some theologians in the Philippines. Youngblood (1993) characterized the dictatorship in two terms: economic depression and political repression. This condition made the theologians reflect on their role in society and Liberation Theology, which advocates "*preferential option for the poor*" motivated the theologians to change their passive stand and assumed a more active role in society.

The theologians also heightened their more active role in the new framework under Vatican II, which endorses the principle of empowering not only priests, but also missionaries and the laity to make the "church more felt in society" (Mirus, 2010). This innovation under Vatican II inspired religious servants across the globe to abandon their passive state and actively involved in societal concerns. This transformation draws a similar pattern in the Philippines. According to Harris (2006) this new empowerment provided by the Vatican II created a new constructed identity and promoted a revolutionary spirit among the members of the Church in the Philippines.

The deterioration in the political, social and economic conditions of the people was not only felt in the urban centers but also in the rural areas. The countryside, as the rural areas is also known, were perceived as a social volcano in which will erupt if not given considerable attention. In these areas, farmers were protesting against agrarian problems, illegal detention and human rights violations committed during Martial Law years. In response to these problems, the Association of Major Religious Superiors Women in the Philippines (AMRSWP) founded the Rural Missionaries of the Philippines on August 15, 1969. The AMRSWP envisions working with the rural poor farmers and agricultural workers for genuine agrarian reform, the fisher folk for genuine aquatic reform and the indigenous peoples for land and self-determination towards the attainment of the fullness of life, justice, freedom and integrity of creation.

The Rural Missionaries of the Philippines (RMP) is originally composed of 19 sisters from different congregations. The organization grew when it allowed male religious and clergy as members in 1982. The RMP started the principle of immersing and integrating with the peasants that is working living and serving amongst them. As missionaries, they chose to live out to Jesus' *preferential option for the poor*, interpreting the bible from the standpoint of the materially poor. From the inhuman conditions and

unjust structure of society, the RMP developed their central function and that is to liberate the poor from these shackles.

The RMP provided different services to the rural areas that were hardly reached by any government agencies and NGOs. It is in the rural areas that the majority of the poor can be found and the poorest of the poor are the indigenous peoples. The hallmark of the RMP apostolate service in the rural communities was the establishment of the *Community Based Health Program* which was an overwhelming success that eventually became an organization itself.

RMP is composed of the following Catholic sisters' congregations: Religious of the Good Shepherd (RGS), Missionary Sisters of Mary (MSM), Order of St. Benedict (OSB), Medical Mission Sisters (MMS), Handmaids of the Christ the King (HCK), Sisters of St. John the Baptist (SSJB), Order of the Carmelites (O Carm), Redemptorist Fathers (Csr), Religious Sisters of Mercy (RSM-Irish), Missionary of Assumption (M.A.). After its mark in Luzon, the RMP had grown and expanded and its chapters reached the remotest areas in the Visayas and Mindanao. The RMP-Northern Mindanao Sub-region works closely with the CARAGA Chapter in helping the Indigenous Peoples in the hinterlands of Northern Mindanao and Agusan areas against the structured injustices perpetrated in the communities of the IPs.

Why did the RMP choose to help the IPs of Northern Mindanao? Well, the situation of the IPs will provide the answer

Lumad(s), a cebuano term which means indigenous were known to be the original settlers in Mindanao even before Islam and Christianity came to the Philippines in the 14th and 16th centuries respectively. In Mindanao there are 21 classified IPs settlers in the fringes of the island region mostly living in poverty and isolation. Due to the colossal changes that transpired in the country from the time of colonization up to the present, they are now reduced as minority and have become a marginalized group in contrast to the Christian mainstream population who are the recipients and beneficiaries of economic development.

Fr. Edward Dinter classified two basic problems faced by the IPs: *first*, land which is taken and stolen from them; *second*, loss of human dignity since they have been treated as second and even third class citizens (Personal Communication, Former Executive Secretary of the Episcopal Commission on Indigenous Peoples of the Catholic Bishops' Conference of the Philippines (CBCP), March 15, 2014)

But the IP situation has gone from bad to worse, since economic marginalization is not the only problem to counter but they have now become victims of militarization.

Their lands are prey to development aggression. These did not only lead to the loss of their rights but this also results to the killings of some IP leaders who are viewed as dissidents (personal communication with Sr. Famita Somogod, regional director of RMP-NMR, December 6, 2013)

These problems confront the IPs despite the provision in the Philippine Constitution and the United Nations Declaration on the Rights of the Indigenous Peoples. Article XIV, section 17 of 1987 Philippine Constitution cites that,

“The State shall recognize, respect, and protect the rights of indigenous cultural communities to preserve and develop their cultures, traditions, and institutions. It shall consider these rights in the formulation of national plans and policies.”

The legal texts are so eloquently designed to promote respect for the indigenous people’s culture, rights and traditions, but these texts are only good on paper. Due to the lack of effective protection, it has become easy for the greedy companies to infiltrate the *lumad* lands. These companies have engaged the IPs in the most threatening encounters. These peoples are also subjected to the draconian interests of the mainstream population who have total disrespect of the IP rights. The concept of justice has been infringed in this situation as Rawls (1999) argued, “justice does not mean that the loss of freedom by some is denied by a greater good shared by others”. This relevant conclusion of Rawls only proves that the indigenous peoples’ situation is a clear case of injustice since the word unarguably suggests holism.

To understand why the RMP decided to help the IPs in Northern Mindanao it is important to identify the issues and problems that confront these people.

(1) Loss of Land

The concept of land of the IPs differs from the concept of land of the mainstream population. Land to the IPs is more than just a material possession for it also underpins their culture and tradition since reciprocally their culture speaks of their identity and history. One must be able to understand that culture is deeply rooted in every indigenous community, a valuable wealth that can be passed on to generations. Therefore taking away their land also means cutting the veins of their culture that supplies the whole meaning to their existence.

In the pre-colonial days, land was a communal property. But during the Spanish colonization, the *Jura Regalia* of Spain justified the partition of Philippine lands that effectively undermined the IP concept of land rights. The American period aggravated the displacement of these peoples from their lands. The signing of the Treaty of Paris on

December 10, 1898 sealed private ownership especially the friar land holdings (McDiarmid, 2012). To make matters worse, the Americans opened Philippine lands to American corporations and ensured the protection of American business interests through the Bell Trade Act. This paved the way for the entry of Philippine Packing Corporation (now Del Monte Philippines) a subsidiary of the California Packing Corporation. The said company entrenched a huge plantation of about 43, 240,000 sq.meters in Bukidnon (Milan, 2006). At present Del Monte operates a huge pineapple plantation creating an agricultural colony in the province and displacing the indigenous peoples from their lands, prompting the RMP-NMR to disdainfully comment that in Bukidnon “*pineapples are more important than people*”. In addition, palm oil and banana plantations and mining corporations are also positioning in the virgin lands mostly occupied by the indigenous peoples.

(2) Militarization and Exploitation of the Indigenous Communities

The interests of the big companies in the IP territories create an interrelationship of exploitation and militarization, which always results to human rights violations against the IPs. Their ancestral domains are attractive to big businesses due to soil fertility and abundance of mineral resources. These companies promise development in exchange for their services, which usually results to IPs killing each other. This age-old technique of divide and rule has been so far effective. The killing of Jimmy Liguyon in 2012 is an example. He was from the *Matigsalug* tribe of Dao, San Fernando, Bukidnon. Liguyon campaigned against the possible entry of a multinational mining company in the *Matigsalug* territory but instead he was accused of supporting the New People’s Army (NPA). A week later a group of armed men intruded into his house, shot Liguyon at close range, and walked simply in full view of the entire community. Liguyon’s death is a case in point for he was killed by Aldy “butsoy” Salusod, leader of the New Indigenous Peoples Army Reform and believed to be hired by the *San Fernando Matigsalug Tribal Datus* (SANMATRIDA), a *Matigsalug* tribe faction that pushes for the entry of the Xstrata’s Australian mining partner-Indophil Resources. Also, “Butsoy” was the son of the head of the Civilian Armed Forces Geographic Unit (CAFGU), a paramilitary group allegedly taking orders from the 4th Infantry Division of the Philippine Army (Silverio, 2012; personal communication with Sr. Famita Somogod, regional director of RMP-NMR)

Another considered case is the *Higaonon* tribal community’s fight against a big investment of palm oil plantation and large-scale mining in the forest areas of *Esperanza, Agusan del Sur*. The entry of these companies started a fiasco among the Higaonons that led to the killing of an anti-mining advocate. The paramilitary group called Bungkatol Liberation Front (BULIF) perpetrated this killing. This group is ironically part of the government’s effort to create a “zone of peace” under the *Oplan Lambag*

Bitag in 1992. The same group experienced harassment from a paramilitary group known as “wild dogs” under the leadership of a self-proclaimed *Higaonon* tribal chieftain, Labe Manpatilan (“Red is the Color of River Pulangi”, 2012)

The entry of these big corporations in ancestral territories facilitates “warlordism” among the IPs, out of killing their own kind they gain profit. This created internal conflict in a once peaceful community. No considerable response has been made by the government forces to help the IPs. In fact, the government only becomes reactive if the interests of companies are threatened such as the incident in 2011 after the NPA attacked the mining companies of Taganito Mining Corp., Taganito HPAL Nickel Corp., and Platinum Metals Corp., where President Ninoy Aquino immediately reinforced the Executive Order 546, of the previous administration, which deployed the Armed Forces of the Philippines and approved the proposal of the mining firms to hire militias known as Special Civilian Active Auxiliary (SCAA). A Karapatan yearend report revealed that from 2010-2013, 37 indigenous peoples were victims of extrajudicial killings and 17 out of 37 killings took place in Northern Mindanao and CARAGA region. Sr. Somogod of the RMP revealed that the militarization of only disguised to cover up the counter-insurgency efforts of the Armed Forces of the Philippines. She discloses that both the AFP and CAFGU are responsible for framing and accusing IP students attending the RMP’s Literacy and Numeracy Program as members of the subversive group. She recalled the experience of their student, Jimboy, a 10-year old B’laan pupil who was forced by the military to carry an M-16 rifle loaded with bullets. Soldiers took a photo of the boy and reported him as “NPA child warrior going to school in Dlumay”. Another incident involved a boy named Arnel Mansinugdan, who was scrupulously interrogated by the military insisting that the child knows the whereabouts of the NPA (personal communication with Sr. Somogod)

For these incidents, the military’s lame excuse has always been peace and order and put the blame on the New People’s Army instead. Roger Plana, a Higaonon from Kalumbay Organization fervently declares that the NPA’s presence in the area is a fabrication by the military to cover up what they have been doing. Bukidnon, in particular, has become the locus of the human rights violations due to land grabbing by international corporate plantations. Plana complained that they have been deceived many times, from land grabbing and now disallowing them to enter their forests and mountains without securing government passes (personal communication, general-secretary of Kalumbay Organization, Cagayan de Oro, Misamis Oriental, December 10, 2013).

(3) Illiteracy and Economic Deprivation

Illiteracy and Economic Deprivation are closely linked together. Freire (as cited by Gadoti, 1994) relates that poverty and hunger affects someone's ability to learn. Indeed, the economic condition of a person dictates its capacity to learn. In the rural communities, getting an education has been an exemption rather than the rule. The same is true with the indigenous peoples. The reason behind their ignorance is their lack of education. Poverty breeds ignorance and being ignorant and poor means to be easily trampled upon by the rich and powerful. From human rights perspective, non-fulfillment of person's basic rights can already be inferred as a violation. Now since right to education is man's basic right, hence, the non-access to education by the IPs meant that the Philippine government violated the rights of these people.

In the Philippines, it was found out that poverty is much higher in the regions mainly populated by the IPs. Carino (2005) added that in the case of the IPs, poverty also meant a result of the dispossession of their ancestral lands, loss of control of their natural resources and indigenous knowledge.

The Apostolate Mission that Knows No Boundaries

In following the "true message of the Gospel, RMP veers away from being purely spiritual and through its programs and projects acceded to the "signs of times" by serving the least of God's brothers, that is, the poor and the oppressed. Facing a dire situation the Rural Missionaries of the Philippines (RMP) came to help the IPs. When the RMP was established they committed themselves to help the poor farmers and fisherfolks, however upon learning the struggle of the indigenous peoples they came to realize that helping knows no bounds and therefore has no limitations.

For the RMP the basis of their missionary work in the indigenous communities goes beyond charity. It is in interpreting John's teaching in the gospel that the RMP outlines their missionary work:

"our love is not just to be words or mere talk, but something real and active"
(1 John 3:18)

Sr. Somogod verbalized that the task of the Catholic Church is to build God's Kingdom here on earth, with emphasis on justice and love. This belief further translates into fully committing themselves in helping the poor and the needy. This principle visibly reflects the ideals of the Liberation Theology that urges churchmen to immerse with the people particularly the poor, the RMP's principle and conviction explains why they have chosen the indigenous peoples for their apostolate work.

Religious differences did not deter the RMP from pursuing their mission, which is guided by their Catholic belief. On the other hand, the IPs adheres to their religious practices. The RMP did not impose the Catholic religion on the IPs in contrast to what the Spanish missionaries did during the colonial period. Coming from different backgrounds it maybe hard to imagine how their “framework” became possible. Sr. Cupin explained that understanding the culture of the people they were dealing with was important to make their solidarity possible and effective. The RMP considers it a “rare” chance to be embraced by these people as one of their own despite the “cultural differences”, concluding that it is “both a gift and a blessing for the RMP” (personal communication, RMP member, March 1, 2014)

Realizing the importance of education, the RMP introduced the Literacy and Numeracy Program to the indigenous peoples. The RMP’s goal in providing education to the IPs is supported by the three directive institutions: the ILO Convention No. 169 that emphasizes equal opportunity to education; the UNDRIP which mandates that the IPs especially the children must have equal opportunity to education in all levels and forms. The UNDRIP also provides that the IPs have the right to establish an educational system in a manner appropriate to their cultural language and methods; and the IPRA or the Indigenous Peoples Rights Act (Republic Act of 1997) which provides that the State must grant equal access to various cultural opportunities to the ICCs/IPs through the educational system-private or public cultural entities, scholarships, grants and other incentives without prejudice to their right to establish and control their educational systems and institutions by providing education in their own language, in a manner appropriate to their cultural methods of teaching and learning (Candelaria, 2012).

The RMP advances the idea that there is no better way to improve the indigenous people’s situation and to uplift their condition than to nourish their minds. It is the lack of education of the IPs that allows injustice to happen. This transformative process starts in the Literacy Numeracy Program. Mandela (2008) stress that “education opens the doors of change” in which can be a necessary instrument that can alleviate the dire situation of the IPs.

According to Plana, it was in 2008 that the RMP started supporting and assisting the education of the IPs (personal communication, 10 December 2014). The community schools were established with the consent of the indigenous people. As Plana clarifies:

“Actually the intervention of the RMP is requested by the lumad people in order to help us in our plight. Because we are confident they will help us, What we asked first from them is education for our children. Not just education, the RMP also helped us in further enriching our culture and many more”...

The RMP also conducted community immersion through their program, Rural Integration Solidarity Work (RISW). This scheme of integration and immersion with the IPs is in line with the precept from Matthew 25:35-36,

“for I was hungry and you gave me something to eat, I was thirsty and you gave me something to drink, I was a stranger and you invited me in, I needed clothes and you clothed me, I was sick and you looked after me, I was in prison and you came to visit me”

The RISW is both an educational and transformative tool. The activity allows the RMP to identify the necessary intervention to be done in the perished communities. Hence, the RISW facilitated the establishments of the schools in the IP communities and community organizing among the lumad groups.

Lobbying for support networks and agencies for financial resources is also done by the RMP in order to strengthen and continue the community school effort. The teacher force is composed of the RMP members themselves, volunteer professional teachers, para-teachers (these are IPs who have basic knowledge of human rights) and education graduate volunteers (personal communication with Sr. Famita Somogod, regional director of RMP-NMR, December 6, 2013). These teachers receive a meagre allowance only. There are times when these teachers became subject to harassments but they never give up. This only showed how strong is their commitment to help and educate the indigenous peoples.

The community schools of the RMP have been engaging dialogues with the Department of Education for the official recognition of these schools since 2010. The curriculum used in the IP community schools differ from the standard curriculum used in mainstream educational system. The IP curriculum is more reflective on their experiences and focuses on the enrichment of the indigenous people’s culture. One example is the introduction of Lumad instruments under the lesson title *“Mga Lumadnong Instrumento sa Musika”* (Indigenous Peoples’ Musical Instruments). Music subject includes *“Mga Awit Nga Napadaya sa Kahimtang sa Tribu ug Katawhang Pilipino; Basi sa Kasamtangang Kahimtang”* (Songs that expressed the current situations of the tribe and the Filipino People). Other lessons include:

Lesson 1- Mga Awit Na Makinasudnon (Nationalistic Songs)

Lesson 2- Bayang Minamahal (My Beloved Nation)

Lesson 3- Bayan ko (My Nation)

Lesson 4- Pagbabalik (The Comeback)

Lesson 5- Kinaiyahan (Nature)

Lesson 6- Mga Awit Nga Nagahulagway sa Pakigbisog (Songs That Depict the Struggle of the People)

Lesson 7- Mga Awit Nga Nagahulagway sa Panginabuhang Pagkigbisog sa mga Sektor (Songs that depict the struggle of the Labour Sector)

Lesson 8- Mga Awit Nga Nagahulagway sa Kahimtang sa Ginikanan ug Kabataan (Songs that depict the situation of forebears and youth)

For *Sibika and Kultura* and Character Education the curriculum include the teaching of basic human rights and letting the IPs reflect on their situation.

Character Education

Chapter 1-Ang Imong Pagkatawo (Knowing Yourself)

Lesson 1- Kinsa Ako (Who Am I)

Lesson 2- Pagpasigarbo sa Akong Kaugalingon (Be Proud of Thyself)

Lesson 3- Mga Kahanas ug Kakayahang Ang Matag Bata (Skills and Capability of Every Child)

Lesson 4- Pagkamatitud-anon ug Pagka-manngihatagon (Honesty and Generosity)

Chapter 2- Panaghiusa (Solidarity)

Lesson 1- Gimbuhaton:Pagtinabangayug Kolektibonga Paglihok (Functions: Cooperation and Collective Action)

Lesson 2- Hihniusang Paglihok dihasa Pamilya ug Katilingban (Collective Action in the Family and Society)

Lesson 3- Pagrespeto Sa Uban (Respecting Others)

Sibika and Kultura (Civics and Culture)

Chapter 1- Ang Pilipinas, Ang Atong Nasud (The Philippines, Our Country)

Lesson 1- Ang Kapuluan sa Pilipinas (The Philippine Archipelago)

Lesson 2- Mga Kinaiyanhong Bahandi sa Pilipinas (The Natural Riches of the Philippines)

Lesson 3- Ang Mga Tawo sa Pilipinas (The People in the Philippines)

Chapter II- Ang Katawhang Pilipino (The Filipino People)

Lesson 1- Mga Nasud nga Gigikanan sa Kaliwatan (The Roots of Philippine Ancestry)

Lesson 2- Mga Grupong Etnikong Nasudnong Minorya (Ethnic Groups and the National Minority)

Lesson 3- Ang Nasudnong Minorya (The National Minority)

Lesson 4- Ang Katawhang Lumad sa Agusan-Surigao (The Indigenous Peoples of Agusan and Surigao)

Lesson 5- Mga Simbolo sa Pilipinas (The Philippine Symbol)

Chapter III- Ang Katilingban ug ang Katawhan (Society and People)

Lesson 1- Mga Katilibang sa Atong Nasud (The Philippine Society)

Lesson 2- Ang Panginahanglan sa Mga Tawo sa Katilingban (The Needs of the People in the Society)

Lesson 3- Ang Mapaangang Katilingban (The Philippine Map and the Society)

Chapter IV- Mga Katungod ug Katungdanan sa Katawhang Pilipino (The Rights and Obligations of the Filipino People)

Lesson 1- Mga Katungod ug Katungdanan (Rights and Obligation)

The education provided by the RMP is designed for the IPs to reflect on their situation most especially on the injustices perpetrated against them. Values integration is also an important subject in the Literacy-Numeracy Program. This is done in the subject Character Education which is taught using real life situations. Sr. Famita Somogod explains that children are made to reflect on their experiences. For example, if cases/ incidents such as military harassments in the school occur, questions are raised to let the children assess the incident like doing harm to others is a decent action or not (personal communication, December 6, 2013)

Sister Somogod shows that despite the presence of schools in the IP communities there are times when students are unable to continue their studies. Some students are forced to abandon schooling at an early age since they have to work for a living. The continued harassments and militarization of the school community is also seen as a factor for the dropout rates.

The community schools of the RMP has been considered by the IPs as a big help in improving their condition. They are now aware of their rights as a people hence the gradual unlocking from their bondage of the culture of silence (Freire, 1984). Dolping of the *Kalumaran* Organization speaking in behalf of the Indigenous Peoples appreciates the efforts of the RMP.

... "We saw how the the RMP helped the Lumads in Northern Mindanao in Bukidnon and in Southern Mindanao, most especially in the pre-school. We Luamds, one of our interests is to let the lumads know how to read and write, we are now on the road to learning our rights, that is why we are very grateful and thankful to the RMP for helping us..." (personal communication with Dolping Ogan, Secretary General of the Kalumaran Organization, December 10, 2013)

This statement from an IP clearly indicates how hope is created through the establishment of the Literacy Numeracy Community School- a hope that tomorrow will

be better and free from ignorance and illiteracy. A school for the IPs gives hope for a better life ahead.

Walking With the IPs: Challenge and Difficulties

The missionary work of the RMP is not without challenges and difficulties. One problem faced by the group is the financial capacity to sustain schools is made possible thru donations from agencies and groups that believed in the cause of the RMP. Despite the meagre funding, the schools manage to survive. This can also be attributed to volunteer teachers who willingly serve despite the very small honorarium.

Militarization and harassment also poses as a problem to the RMP. The Literacy-Numeracy schools are regarded by the military as a training ground for future rebels accusing the sister-missionaries of indoctrinating the IPs with revolutionary ideas.

The sisters are worried over the reaction of the military towards their schools especially since they resort to harassing children and volunteer teachers. What shatters the hearts of the RMP missionaries is the terror and fear in the eyes of the IP children. Sister Famita Somogod admits this problem is far serious than inadequate funding for their schools. For the counterinsurgency efforts of the military is not only aimed against the New People's Army (NPA) but also against the community schools of the RMP in which the military view as a cultivating ground of future NPAs. In Northern Mindanao specifically some IP Literacy Schools have been closed down due to the recurring militarization and human rights violations against the host communities (Somogod, 2012).

The IP community school in *Kinamaybay, Esperanza in Agusan del Sur* had been heavily affected by militarization. About 151 children were forced to evacuate after the 30th Infantry Battalion of the Philippine Army (IBPA) occupied their community. In *Agsabo*, the primary school founded by the RMP had to shut down on July 19, 2009 after the families including approximately 185 children were forced to leave their community when the elements of the 26th IBPA camped in their barangay center (Somogod, 2012).

In March 2014, the IP students of *Tabangan Learning Center* evacuated their communities after their graduation ceremony was disrupted by the arrivals of the 26th IBPA in Sition Tabangan, Binicalan, San Luis, Agusan del Sur. The children scampered for safety upon hearing gunshots in the area where the military was stationed just 100 meters away from school. The presence of the military has been suspiciously associated with their interests in rubber and cocoa plantations in the ancestral territories

of the Banwaon tribe in the area (Somogod, 2012). These are the realities witnessed and experienced by young IP children. Their life is far from being normal.

The counterinsurgency efforts by the AFP robbed the IP children of their rights to enjoy their childhood. Every child regardless of ethnic affiliation has the right to education and a right to life. This is explicit in the United Nations Declaration of the Rights of the Child in 1990. However, this too is not respected in the indigenous communities where a child's rights is continued to be violated.

CONCLUSION

A love that is real and active, is the core of RMP's apostolate work. In doing such, they received in return the genuine smiles and appreciation from the poor people whom they have showed their love with. But these are also engulfed with the prowling hatred and suspicions of others who failed to understand their purpose. The RMP find strength in 2 *Timothy* 3:12 which says,

"Indeed, all who desire to live a godly life in Christ Jesus will be persecuted".

This biblical teaching translates to a genuine commitment that knows no boundaries. Even in the face of hard encounters they remain still to be fully committed since they always find strength in the teachings of Christ and hence the more they face hard challenges, the more they have become persuaded to continue their community apostolate work.

It is inevitable that "others" view their apostolate mission with suspicion. The RMP's solidarity with the Indigenous Peoples is challenged by the continued militarization in their community schools. Their teachers are harassed and they are branded as NPAs or accused of indoctrinating the indigenous children. But the RMP find strength in the belief that following the teachings of Christ will find its place in the Kingdom of God. The RMP also find strength in the sincerity of friendship and appreciation given to them by the Indigenous Peoples. Their solidarity with the Indigenous Peoples has given them new friends despite the religious differences. Though the RMP are religious missionaries, conversion among the natives was never part of their work. The RMP in helping the Indigenous Peoples respect their culture and traditions. They did not in any attempt to convert the natives into the religion. They are helping the Indigenous Peoples because they constitute the poor and the oppressed. The RMP do not just limit their theological work to the Christian poor but even to the non-Christians. The sincerity of the RMP is best measured on how the Indigenous Peoples positively regard them. The IPs, just like the RMP never saw the religious differences as an obstacle in establishing solidarity. The IPs affirmed that the RMP was

one of the instruments why they are advancing their struggle against destructive elements that attempts to threaten their communities. Their encounter with the RMP facilitated the awareness of the Indigenous Peoples in their basic rights. Also, the establishment of *Lumad* groups further advanced their struggle as they are now in the forefront in fighting for their rights.

RECOMMENDATIONS

It is also interesting for the future researches to consider the livelihood projects taught by the RMP to the Indigenous Peoples. The *weaving for hope project* spearheaded by the RMP encouraged the indigenous women to continue their indigenous craft, the *hinabol*. This indigenous product is market by the RMP locally, nationally and internationally; third, is to consider conducting a study on the psychological effects of the militarization on the indigenous children attending the community schools of the RMP. The study should dwell on the psychological effects such as damage inflicted by militarization in the young minds of the indigenous children.

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THE EFFECTIVENESS LOCAL GOVERNMENT FOR USING E-GOVERNMENT TO PROVIDE CITIZEN PARTICIPATION IN YOGYAKARTA CITY

(Case Study : Local Government in Yogyakarta City, Indonesia)

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Abstract

E-Government is part of the Communication and Information Technology to provide a wide variety of benefits to government, business and citizen. This is have a benefits since it's a new innovation of government to integrated local government data, increased transparency and responsibilities to the public for giving the good service. Some countries being joined with United States applied that E-government has been need that should be owned, one of them is Indonesia. The aims of this research is to analyze the effectiveness for using E-government if Yogyakarta city used e-government to provide citizen participation. The method that used in this research is qualitative analysis with auxiliary of literature review. Then, the technique of analysis data which applied in this research are literature review, data attachment and conclusion. This paper concluded that e-government is the tools that can make easily citizen to get more information about government, society ets that connected with internet. For the first is e-government can provide a wide variety of benefits including more efficiently to citizen to get an information and get the good public service. The second is e-government more easily and lower cost to citizen. And the last, e-government is the part of public service delivery to the citizen with developing of Information and Communication Technology.

Keywords : *E-government, Public Service, Citizen Participation, Lower Costs Public Service, IC*

INTRODUCTION

E-Government is the part of transformation technology information and communication to make a citizen easily to get and correct about information or data from Government, which is central government and local government. Citizen can involve to get a participation to government. With e-government, government operation can be more efficient, effective, transparent, democratic and also accountable. E-government can also give's some benefit for the public, for the example is if there are want to delivered it can do by online, not just come at the office with short in time. Participation means more than if it's can get community involvement in elections. There are two strategies to encourage participating in local governance:

1. Establish a legal framework and a new policy framework to ensure community involvement in governance mechanisms, and
2. Facilitate public participation (Hetifah Sj, Sumarto, 2005).

Related with participation, the government have to facilitate the public for get interact directly with government agencies with regard to all policy level and all levels of government. The development of e-government which rapidly led to a revolution in the way people interact with government.

E-government begin with the transformation of technology that because it's a complex problem to which no universal approach exists and for which different types of models can be used. It's a new tools that this model of e-government can help the efforts to provide electronic services. It's make a new transformation that can be integrated with all institution in local Government in particularly Yogyakarta City. For used e-government for local government in Indonesia is a new habit for supporting good governance (Afriani & Wahid, 2009). Although Indonesia Government has implemented an e-government policy since 2003 through the presidential Decree (INPRES) No. 3/2003, and also it's the performance of e-government services is urgent to be improved to better service quality. Its mean the quality is can be provide the citizen, included with participation, transparent and can promoting the democracy (Vassilaks & Leuporas (2007).

The government was consider that development is an effort to develop the government through the use media electronic and improve the quality of public service. With the development e-government we need to understand the system and process of utilization of information technology. Utilization of

information technology this includes 2 activity or activity related (inpres no. 3 2003) :

- a. Data processing, information management, management system and process of working in electronic.
- b. The use of the advancement of information technology to make the services public can be accessed easily a cheap by the community across the nation.

For the implementing e-government its can be perfectly if the tools can be implemented with citizen, since the tools can be delivered because the funding of the e-government can be delivered the public service to citizen. Citizen participation is very important to ensure that there is collective bargaining done to avoid arguments, besides supporting the government. Currently, all government and citizen efforts are geared towards improving social conditions through citizen participation. The provision of local government service to the citizen today has been influenced by citizen participation. Approximately in 60 percent of e-government when was implemented is fail or cannot reach expected outcomes (pujiyanto, 2009). It will be observed and analyzed more

than 20 e-government projects were totally failing, while 50 percent partially failed and there is only 15 percent were successful. The regulation in Indonesia will be delivered to citizen, but it was not implemented because citizen not aware with the value of the tools.

Most e-government projects in development the countries often fail because of their complexity and awareness human resources with digital divides.

In Yogyakarta have many culture with the people and also surrounding, it will be a new tools for citizen that the government now can provide citizen with e-government. With the new transformation government that provide with e-government its mean internet users

RESEARCH OBJECTIVE

The aims of this research is to analyze the effectiveness for using E-government if Yogyakarta city used e-government to provide citizen participation. Citizen participation. And also how to get effective the community can use the internet as a means of to help the government in the form or give participation, because one of supporting in using e-government namely by that the facility sufficient. E-

government its can be deliver citizen participation and if its can be run, so its tools can be effective to make citizen give the participation to government.

RESEARCH METHOD

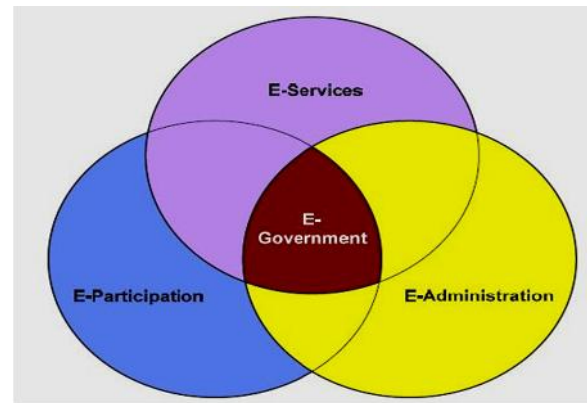
The method that used in this research is qualitative analysis with auxiliary of literature review. Then, the technique of analysis data which applied in this research are literature review, combine the data of the problem

and conclusion.

THEORYTICAL FRAMEWORK

1. E-government

E-government in line with the rapid developing of Information and Communication Technology (ICT). In the term, e-government can be defined as government operation through ICT. E-government as is presented in United State, as is presented E-government, as is report on UN Global e-Readiness Reports is utilization of ICT.



This tools refers to the continuous innovation in the delivery of services, citizen participation, and governance through the transformation of external and internal relationship by the use of information technology, especially with the internet (Jeffry, 2008). With the process, government stated transforming public administrations internet and external relations through network-based activities, information and communication technologies, in order to (maio, 2001) :

- a. Optimize service delivery
- b. Increase citizen and business participation, and
- c. Enhance government capability.

In the domain international by World Bank (The World Bank Group, 2001) is E-government refers to the use by government agencies of information technologies (such as Wide Area Network, the Internet, and mobile computing) that have the ability to

transform relations with citizens, businesses, and other arms of government.

Nowadays, government was not other to give a strengthen service to the public, that would give benefits reciprocal between the government and citizenship (Kumar et.al 2007:65) its included with :

- a. Allowing the participated in decision making.
- b. Lower cost saving that significant
- c. Improve transparency in many aspects including the cost of obtaining a service.
- d. Reduce the level of activity of corruption in awarding the public service, because with it, it will be transparency. This benefit may be a consequence of the point.
- e. The internet has enabled e-Government to provide a special service individually will culminate to the satisfaction of the individual.
- f. The existence of an ongoing service it will availability, time savings in providing responses to the public and a reduction in the error rate.

For making the e-government can be implemented, we will know first the stage model to improve service delivery by e-government to citizen, higher levels of customer orientation require higher levels of flexibility. Designing and executing joint processes and services become very difficult when several organization are involved because organization have to give up some autonomy. We were able to identify following stages that make e-government can be deliver to citizen, :

1. Stovepipes, few applications, service or products are interconnected and information is not shared
2. Integrated organizations. Service delivery and IT within organizations level.
3. Nationwide portal, a nationwide portal is introduced to provide access to existing products, including a digital safe. The digital safe can be used to provide government organizations.
4. Inter-organizational integration. Clearly defined and standardized cross agency services are bundled

and integrated, and can be requested as virtually one service via the portal.

5. Demand-driven, joined up government. Instead of citizens or businesses having to find and request services, the portal will search for the relevant services and make recommendations.

The objective of e-government is to provide governmental information management that is more efficient, to provide better services, and empowerment of people through access to information and participation in public decision making (Curtin, 2006). But, states that e-government allows greater public participation in politics and decision makings, something that is not possible to conduct in the past. Participation has increased the mutual trust between government and society and also among to the public.

2. Citizen Participation

Citizen is the part of social agent that have more care about society through of strength and action (Soelaeman, 1998). Based on necessity, rural citizen tend to administrated to primer and seconder, meanwhile city of citizen haven't focus to needed of primer,

seconder and also tarsiers (Soekanto, 1999). Urban citizen is described as a group of very complex, both in terms of activities, in patterns of thought, habits and the problems that have arisen. Citizen in local government is the object for give the participation in government to start governance. The participation is a concept that have varied application and more definitions. The way of participation is defined also depends on the context of what happened. Nothing defines the participation associated with the principles, practices, or even participation itself (World Bank, 1995). The utilization of information technology and communications made by the government to facilitate the public of the information, participation, and also public service called it with e-government.

The development of a city is strongly influenced by two factors, namely the growing population of urban, and also the technology development (daldjoeni 1992). According to rachmawati (2005) of development of information technologies and communication in urban have prepared various facilities that are needed in the life, good economic facilities, education, government will gradually continue, slowly but sure it's have an impact on

physical from urban, which concentrated on the city center, with the connection one place with other places, so activity on citizen appeared not only to the city center. The developments make the community of the citizen changed social as a way to adapt the environment. But, people not always enjoy for the results of technological progress and development of urban, many of them was marginable by the presence of development of information technologies and communication. This is was due to they don't have equal excess to resources.

3. Local government

The government in the local level have more value for the good service. The local government is one of the element in government to have a large role in community development in terms of increasing the role of community participation in operating and give his voice in any policy and the life of government with citizen.

Local government is a tools for public to get public administration, which is in a majority of contexts, exists and the lowest tier of administration within a given state. The term to used contrast office at state level, which are refers to as the central government. Local

government automatically act within powers delegated to them by legislation or directives of the higher level of government.

The good system of government had a good participation, that claims of all institution of governance have a voice in decision making, this is the legitimacy of a democratic system that is good governance that the framework is run completely to prosper people, of the people, by the people and to the people. Democratic of government will give priority to the benefit of the people that government democracy provided community needs and service public was the main in good governance (Madjid Abdullah, 2010).

DISCUSSION

Many countries has developed government that it's the result of transformation bureaucracy with citizen has friendly in this era. Usually it's the system to use the ITC and it's not just with internet or stovepipes, but this tools can be deliver with media social or SMS, website, and also multimedia. These issues are important because as ICTs transform our society, future interactions with governments will increasingly take place online, they predict that by 2020 one third of

transactions will be done online (M. Carasco, 2014).

The good things of e-government concept in theoretical understood as efforts to build a good relationship between the government, public and also private sector to becoming more efficient, effective and transparent to all this could be achieved by bureaucratic reform good institutional improvement, human resources and the system. To use ICT is to simplify the community to access the information and improve the transparency and accountability in government agencies, also extending public participation. Utilization e-government intended to support the formation of good government (Ade gunawan, budi yuwono 2007).

ICT can induce moving forward about paradigm of a system in bureaucracy to e-government. Its change of paradigm in public sector organization cause the presence of flexibility, organization networking, innovation of entrepreneurship, organization learning, speed up strategy paradigm bureaucracy traditional characterized by modernization public sector organizations, improve the coordination and communication by application of technology e-government, efficiency productive internal rationally functional,

departmentalization, hierarchy of control, and also rules of management based. This paradigm push the e-government give the networking of coordination development, external collaboration, and service deliver to citizen (Tapscott amd Caston 2012).

The form of application e-government who has generalized and regulated implementation technique is making website of local government that it's one of strategy in implement e-government development system through stages as reakusruc and measurable. Website on the regional government also is the first degree in the development of e-government, especially in Indonesia haven't been target for the community can be easily gain access to inform and give service of local government, and to participate in the development of democracy in Indonesia by using internet media (a guidebook communication information, 2002:3).

From this application can detect that development of e-government in Indonesia can be done with 4 stage, is :

1. The first is the preparation website site as a media information and communication.

2. The second is the preparation for making website site public information that is an interactive making interface connectedness by other agency.
3. The third is monitor of containing making site websites is a public service and making interoperabilitas application and data to other institutions.
4. The last is utilization rates that contains making and application for intergovernmental services and the government, the government and business, the government and citizen that is aspect to achieve in the E-Government.

E –government also as commutation with bureaucracy paradigm that have a new orientation, it production cost efficiency to control and flexibility. If we know that in paradigm of e-government the process organization used horizontal hierarchy, network organization, and also with information sharing. The all of their process can be manage with flexible management, interdepartmental teamwork, with central coordination too. E-government implementation become an important vehicle of the efforts of the bureaucratic reform acceleration program in Indonesia. E- Government will improve

efficiency and effectiveness of government implementation through the application of electronic systems in government institutions.

A leadership to be supported to make some innovation and the style leadership of e-government is facilitation and coordination, innovative entrepreneurship. Nowadays, the style of the leader can be influence of the organization or for the program to get interest to other people especially to get citizen participation. Participation have more defined and have a more value, among government to citizen, government to business, government to government and its have a connection or communication, it's will be mention with participation.

The implementation of develop e-government program directed to reach 4 the main objective, (*INPRES No.3/2003*) :

- a. The formation of a network of information and the transaction of public service that has the quality of and scope that can satisfy the public at large as well as affordable in the entire territory of Indonesia at any time is not limited by the bulkhead of

time and with the money that the passengers.

- b. The formation of interactive relations with the world their efforts to increase the development of national economy and to strengthen the capacity to face the change of competition and international trade.
- c. The formation of the mechanisms and a channel of communication with state institutions results and the provision of public dialogue facility for citizens to can participate in the formulation of policy regarding the state
- d. The formulation will be a system of management and the process of working transparent and efficient as well as facilitate transactions
- e. Services between agencies the government and regional government autonomous of working transparent and more efficient.

This regulation can help the function of government and give a new tools to get more easily the government to ensure there are performance especially to get a good value in the society because this

is a tools to connect the performance of employee for giving deliver service. E-government can also contribute of governance to make a local government in other country a smart, sustainable and inclusive economy. Public sector can use ICT to reduce expenses related to paper-based collection, filling, processing, storage and retrieval of information to push a high cost of printing and distributing of information, to streamline internal processes and improve the data sharing and also to improve the efficiency of public administration in local government (UN Survey, 2014).

Public Service of E-government

The main reasons for government to give service is when the service can deliver to public with a good system. This paradigm about public service bureaucracy can moving forward to public service of e-government. It's reputed that e-government can make all of needed easily, like as can press the cost to get a good public service. This is the result change about bureaucracy of public service move to e-government public service.

The change of paradigm from bureaucracy to e-government.

	Bureau cratic Paradigm	E-Government Para	Principle s of Service Delivery	Standar dization ,imparti ality, Equity.	User customization, Personalization
Orientati on	Producti on cost efficienc y	User satisfaction and control, Flexibility	<i>Resource: Huque, 2012</i>		
Process Organiza tion	Function al rationali ty, departm entaliza tion, vertical hierarch y of control	Horizontal hierarchy, network organization, information sharing	<p>Benefits of E-government</p> <p>The existence of e-government in the government to give strengthen service to the public, so its can give a benefit of feedback between government and citizen (Kumar et.al 2007: 65). The benefit of e-government is :</p> <ol style="list-style-type: none"> 1. allows citizen to participate in decisionmaking 2. the cost savings on the government and citizen 3. increase transparency of a lot things including the cost of obtaining a service. 4. To reduce the level of activity corruption for the delivery of services. These benefits can be a consequence of point. 5. The internet enable e-government to give special service individually who will lead to satisfaction these individuals 6. The provision of services sustainable, the saving of time is respond to the public and reduction in the level of errors. 		
Manage ment Principle	Manage ment by rule and Mandate	Flexible management, interdepartmental teamwork, with central coordination			
Leaders hip Style	Comma nd and control	Facilitation and coordination, innovative entrepreneurship			
Internal Commun ication	Top down, hierarch ical	Multidirectional network, with central coordination, direct communication			
External Commun ication	Centrali zed, formal, limited Channe ls	Formal and informal direct and fast feedback, multiple channels			
Mode of Service Delivery	Docum entary mode and interper sonal interacti on.	Electronic exchange, none face-to-face interaction	<p>Type of E-Government</p> <p>With the benefit of e-government, it is a pattern government connection in e-</p>		

government become plywood with the framework, the pattern of this government interaction is (in the paper by Isnaini Muallidin, 2013) :

1. G2C (Government to Citizen)

The main focus in this charter is connection among government and citizen. The mission of e-government is to provide support to citizen in everywhere and anywhere with doing the service online like as do jobseeking in online, for searching the details from the institution or departmen to give an easily information to citizen or its can make the citizen will participated with making decion maker, like as general election or join the party.

2. G2B (Government to Business)

The first poin is to all election transaction between government and enterprise organization or its will call with business. Business like as the citizen doing transaction with government, which is pay the tax and all of the activity about the government or administration.

3. G2G (Government to Government)

This category focus in the conection between internal government, or between governemnt and government agency or its will make a facilitated of communication between government to other government in sense of office. In

this articulated that its can we call with one door office can provide all equipment in the region.

4. G2E (Government to Employee)

The main focus of this categori is the productiveness from government and staff of office to can arrange the better future of the interaction. Its included the information on government regulation, decision and the authority.

Public service of e-government can be increase with interaction approachment. The approachment have been the priority politic to superintend specific challenge in user or something like it (OECD 2009). In addition, e-government is the good transformation technology because can bring a citizen for knowing it with transparance. the focus poin to spread the service to citizen is procurement, participation, service learning it was suspected to as in one form in the application of e-government.

Public Organisation in indonesia, especially about e-government had differense. Besides due to the difference in infrastructure and human resources, the difference also occurred because of their geographical location and economic development each region is very diversity concept. Therefore, some areas that are not have been a website or are still left

behind in terms of the use of information technology. But on the other hand already have been able to support like as e-procurement, or effectuate transactions public as contained in models e-commerce or e-banking old held by the private sector. Like as Indonesia especially in Yogyakarta city still not understand will use a system of e-government program because indeed supported with a legal framework that it less. But the element in e-government was included with among regulation, its means it not be integrated. Although the citizen has already been facilitated by there was a policy that drive the information technology, but its new developing slow as one of the smooth government programs based technology to increase the competitiveness of the government. Fill the application of e-government in the Yogyakarta city is the application of e-government in the Yogyakarta city have been long been practiced is long before the issuance of majority in Yogyakarta have the regulation number of 78 on 2007 about e-government. But, it make a problem too by at the initial stage of the application of e-government is sometimes not realized that by the executioner, because the term of e-government itself often do not understand employees operate in

general type they are more understand as discharging a computer connected with the internet, no more than that.

In this era, e-government still understood with passive making website by of government. The resident still not understand widely that hence the development of utilization of information technology in the public organization it could be different follow demands the society necessity which is progressively in general, developmental stage it will be divided into three point. For the first is Informative, the second is interactive that means the user of the internet technology allow contact between the government and the citizen website can be carried out and the last stage is transitive phase than informative means that the opening website by of government to used as means in the delivery system of information about the activities. Beside of it, phase transitive is the role of use the internet technology that allows (Wahyudi Kumoroto in Junaidi, 2008).

System of Information and Communication in Yogyakarta City

Yogyakarta have been the innovation about application in e-government namely UPIK (*Sistem Informasi dalam Unit Pelayanan Informasi dan Keluhan*

) this tool can provide all and to manage the every institution or agency in Yogyakarta City be integrated to give information who was going on and information and also breaking news from These region areas which may look at and accessed in same window its mean like website. The birth to make this System on 2003, on the regulation number 86/2003. The tasks and functions this tools is as a recipient of the complaints of the community for services provided, administrative or policy taken by the government.

Yogyakarta city is the provincial capital of regional Jogjakarta which includes a limited number of areas because it only consisted of four regional. Vast city of jogja is 32.5 square kilometers that is divided into 14 rural and 45 urban village. Its inhabitants in 2007 recorded 527.095 soul. Through the area relatively small, Jogja city keep many as the city students, city struggle, city culture and fours city tourism. Therefore the citizen demands in the city Jogjakarta are varied because delivered against social who is critical. So facilities through which communication between resident with a local government is very important for the city. To establishment of UPIK which is under office as breakthrough

that is driven by community demands areas in the Jogjakarta city.

UPIK is an efforts to develop e-government who has been admitted category interactive. Information from electronic media haven't only unilateral, from the government to the citizen, but this based the reciprocal of by prioritizing information from the citizen to the government. The development is it not easy for complaining regional government officials to more responsive and sensitive to all complaints from the citizen. Surely that if the response ideal of government officials is not just the immediately but also the act of real in the interests the citizen. But it certainly bring great rewards for the performance of government agencies (Junaidi, 2011). UPIK formed by applied three issues, it's namely because not all people in the society knew complaint channels which can be used easily. Sometime meet among the people with officials or rules, and also the fear and reluctant to make complaints between this tools. So UPIK is expected to can accommodate a number of aspirations, complaints, advice, criticism or just information can be immediately respond in accordance input from residents as user public services.

After eight years operate, UPIK bring the positive impact for changing the positive development in jogja city (Menpan, 2014:11)

- a. The residents can to provide information and complaint every day
- b. Regional government office to determine the need priority of society and each the community in to provide information,
- c. Complaints, questions and advice to local government
- d. The responsibility for citizen get the services, because each will be respond to and follow up on the information and the complaints of the community in 24 hours
- e. The commitment in serving the public officials, and the community are easy to bring the participation in over regional government office, so that is performance also rose. The success of the program UPIK service is the result of coordination and cooperation in organization.

No	Keluhan Yang Di Minta	Jumlah
1	KIMPRASWIL	255
2	LAYANAN PUBLIK	152

3	KETERTIBAN	129
4	KESEHATAN	117
5	PERHUBUNGAN	97
6	SOSIAL	84
7	HUMAS & INFORMASI	48
8	KEPEGAWAIAN	40
9	KEBERSIHAN	36
10	PARIWISATA DAN ENTERTAINMENT	35

Resource : www.upik.go.id

This is the data from UPIK that show the participation of citizen in Yogyakarta city have a more effective that citizen used among 2010 until 2016. Based on the results of that appears, it can be said that it have been the positive impact for citizen as well as their can uses well. Although it indeed still not fully used by the society. Citizen in Yogyakarta have been a good facilities with the e-government since support by the internet access and social media which has been used by a citizen.

CONCLUTION

E-Government increase important it means, because besides are deemed capable of increase the intensity interaction and access to information at between those who are involved, e-government also allows improving the transparency and accountability public resources management. E-government

is also able to increase the effectiveness, efficiency and productivity the government and organizers of the state.

This tools has become an instrument of used can be to public communicate for get interest with the government. It is have a part for used on the services. The fact of this benefit of this tool is when Government city of Yogyakarta get achievement for the best website(junaidi, 2011). It can increase the public participation and make a growing up value of transparency for the government and the society. From this tool it can detected since the e-government have a benefit to all of element, is

1. allows citizen to participate in decisionmaking
2. the cost savings on the government and citizen
3. increase transparency of a lot things including the cost of obtaining a service.
4. To reduce the level of activity corruption for the delivery of services. These benefits can be a consequence of point.
5. The internet enable e-government to give special service individually who will lead to satisfaction these individuals

6. The provision of services sustainable, the saving of time is respond to the public and reduction in the level of errors.

Its could be indicated of the public services that its be expressed and can do run well, since municipality jogjakarta has been managing the aspiration and get showed the participation of citizen through 1 door, where in one door or its call with one window on this application by all forms of community activities to the government and the government to the community can be seen in all prespective. This case will support once the level of success of an area in the construction of infrastructure development and also community development. The positive effects of these are on the application since this is can give affection impact on both in the administration system in jogjakarta, because the city made an area as a servant of citizen is one in which the community will be a watch do the government to could do their duty well and correctly.

UPIK as the system of information in jogjakarta city give responsible receiving complaints and the complaints of the community, and to provide information and this complaint to each division or institution of

government which is concerned. UPIK can also provided information related to a response or a follow up complain and input of this information.

In addition, the indicates of this system is public services administration in jogjakarta has run well. Thus tools in program of information and the complaints of the citizen through UPIK is one of innovation in local government, its can be example for many city.because this tools very innovation in local government who succeeded. This program has been running for eight years and also its have been success, this program was continue until 2016 and its proven service program into the midterm reginal development (*RPJMD jogjakarta city on 2012-2016* as the priority of program communicatin, information and also for mass media.

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Implementation of Smart City: Cooperation Development among Municipality, Private Sectors, and Communities (The Study of Municipality of Bandung)

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Abstract

As one of the strategic cities, Bandung has many social and economic problems to be solved such as traffic jam, health, education, law and order, etc. In this regard, ICT implementation would likely one of the effective ways to overcome those problems. The objective of this study are: (1) to describe and to analyze how the municipality make the three main dimensions, technology, community, organization, have the same perspective in establishing smart city: infrastructure integration and technology service mediation, social learning for human infrastructure strengthening, as well as management of organizational improvement and community involvement. (2) To describe their roles and their commitment in realizing “Bandung Juara” program with the goal Bandung as a comfort and modern city. In this study, the authors use descriptive qualitative method. There are 5 cooperated aspects of urban development such as tourism and transportation, public service and business, education, health, as well as governmental management. The local government applies three strategies to build the city of Bandung, namely innovation, decentralization and collaboration.

Key words: Smart City, Cooperation, Municipality, Private Sector, ICT, Infrastructure.

A. Introduction

Urbanization continues to occur in the city led to the declining performance of the city. Various problems arise along with the city’s rapid urbanization. Urbanization is characterized by a growing population density making the city must be prepared to face the other problems due to it such as scarcity of resources, the emergence of slum settlements, waste and pollution, traffic congestion, environmental degradation, are some of the physical problems.

Not only physical aspect but also the low quality of the city to improve the conditions will create distrust of the society to the government that will lead to social

problems. These social problems associated with various stakeholders, it cannot be solved by the government itself but the role of the various parties, and the more complicated to be resolved. Those problems have made the city even more uncomfortable to live in.

In solving those problems and maintain its performance, the various concepts of development and management of city are being developed by academics and practitioners. Various emerging concepts are being developed in order to obtain a precise formulation of the concept to provide a sustainable comfort for the residents. They could be a development concept of the city as a whole, as well as based on certain priority issues such as the concept of green city prioritizing to provide of green open space that is closely related to environmental degradation

Along with the change of the world, the rapid technological innovation is also be a new breakthrough that is used by the city to provide the best services for the society, then it appears the concept of Intelligent City, Ubiquitous City, Digital City, Wired City, City Information, and Smart City. Those concepts are developed based on the application of information and communication technologies in managing the city. From the literature, it is known that the concept of Smart City is the end of urban development and management of information and communication technology-based development concept (Deakin and Allwinkle, 2007). In the definition of Nijkamp, et al in Chaffers (2010), Smart City is defined as a city which capable of using human resources, social capital, and modern telecommunications infrastructures (Information and Communication Technology) to achieve sustainable economic growth and high quality of life with the wise management of resources through a community-based governance.

The concept of Smart City is a concept that has been through a perfection of the concepts that have first evolved to patch flaws that exist and consider aspects that may not exist on Information and Communication Technology-based concept has appeared previously, The concept is ultimately based on not only the development and management of the city in the technological dimension but also the human and institutional dimensions (Nam & Pardo, 2012).

Regarding the growth of the smart city concept, an understanding of the concept is not clear and consistent yet. Cities called Smart City initially have a new breakthrough in the problem settlements which later successfully increase the performance of the city. In general, the development of city towards Smart City begins with the use of information and communication technologies that usually partial, on priority issues. For example, Amsterdam which use ICT to reduce pollution, or Tallim as the capital of Estonia which started managing smart city in terms of administration with e-government and the use of smart ID card in service for the residents, and the city of Songdo in South Korea use ICT for urban development to develop Songdo as an international business center.

Currently, smart city is a trend of developing concept of development in most countries around the world. This concept then triggered tight competition to establish smart city with a variety of services supporting open information for society. Giffinger

et al. (2007) highlight the performance of the smart city on related aspects, economy, people, governance, mobility environment, and living, some definitions emphasize the technology aspects. The key part of the definition of R. Hall [2000] is the "city that monitors and integrates the condition of all critical infrastructure." One of the core mechanism in smart city is a system of self-monitoring and self-response. Smart cities represent three major characteristics: instrumented, interconnected, and intelligent [Harrison et al, 2010]. Instrumentation means the source of real-time real-world data from both physical and virtual sensors. Such data may be interconnected in some of the processes, systems, organization, industry, or value chain. The combination of instrumented and interconnected system to connect the physical world effectively to the virtual world. Another definition highlights different aspects. Rios approaches [2008] is based on the architecture of the lens. He see a smart city as a city that is inspiring, sharing culture, knowledge, and life, and motivate people to create and develop in their own lives.

Technology is not the goal of Smart City, but as a tool only to improve a better life. City residents should be raised and applied in providing a variety of positive feedback in the development of Smart City. One of them can be through social media are now widely accessible to citizens, such as twitter and website. Development of good infrastructure, such as adequate road condition will encourage economic activity of citizens and the use of natural resources which are environmentally friendly, such as solar and wind power can impact better. There are four important things in establishing a Smart City, including the participation of the citizens, the quality of life in cities, ecosystems for economic activities, and protection of natural resources that are environmentally friendly (Purwadi, 2015).

The real conditions of development in Indonesia that unlikely equal in trust as the value of supporting the realization of the concept of Smart City is often still a constraint. Bandung as a city in West Java province is also planned and is being sought to implement the concept of Smart City development. To achieve a smart city, the first thing that must be addressed is the urban community itself, from their behavior to their lifestyle should have been sighted smart.

One city in Indonesia that have implemented smart city is Bandung. Bandung, the capital city of West Java Province, is the only capital city in Indonesia that is located on a highland, about 700m above sea level. Therefore the climate of Bandung is generally pleasant, with the temperature between 19°C to 23°C.. The natural beauty of Bandung has become known since the beginning of the 19th century, therefore, the city, which was established 203 years ago.

Bandung economic growth rate is also quite high. It is above the average of economic growth in Java and Indonesia. Bandung economic growth rate in the years of 2008-2012 was reached the average of 8, 53%, while the national economic growth average was only 5.8% and West Java economic growth average was only 5.86%. The high growth rate indicates that the Bandung city is the one of important sources of economic growth in West Java and Indonesia

Efforts to reorganize the urban community has been done by the government of Bandung, it can be seen from the incessant work program of the special campaign day in which the mayor is demanding work program of the Bandung for smart-sighted both in language, culture, health and energy use. Special Campaign Day consists of Senin Gratis that is free public transportation for students, Selasa tanpa Rokok that ask citizen for stopping from smoking, Rebo nyunda is the use of Sundanese language as the language of the area in all activities on Wednesday, Kamis English use English as the communication language on the day, and the last is Jumat bersepeda is using bicycle a mode of transportation to work in order to reduce energy emissions in Bandung.

The local Government of Bandung City has done a lot of cooperation with foreign and local investors in developing smart infrastructure in Bandung, so in the procurement of the infrastructure tend to save the budget. Planned infrastructure development over the long term when one is completed then the use of private vehicles is expected to be reduced significantly, in line with the fuel consumption and emissions are also reduced significantly. It creates smart energy and smart mobility in the city of Bandung.

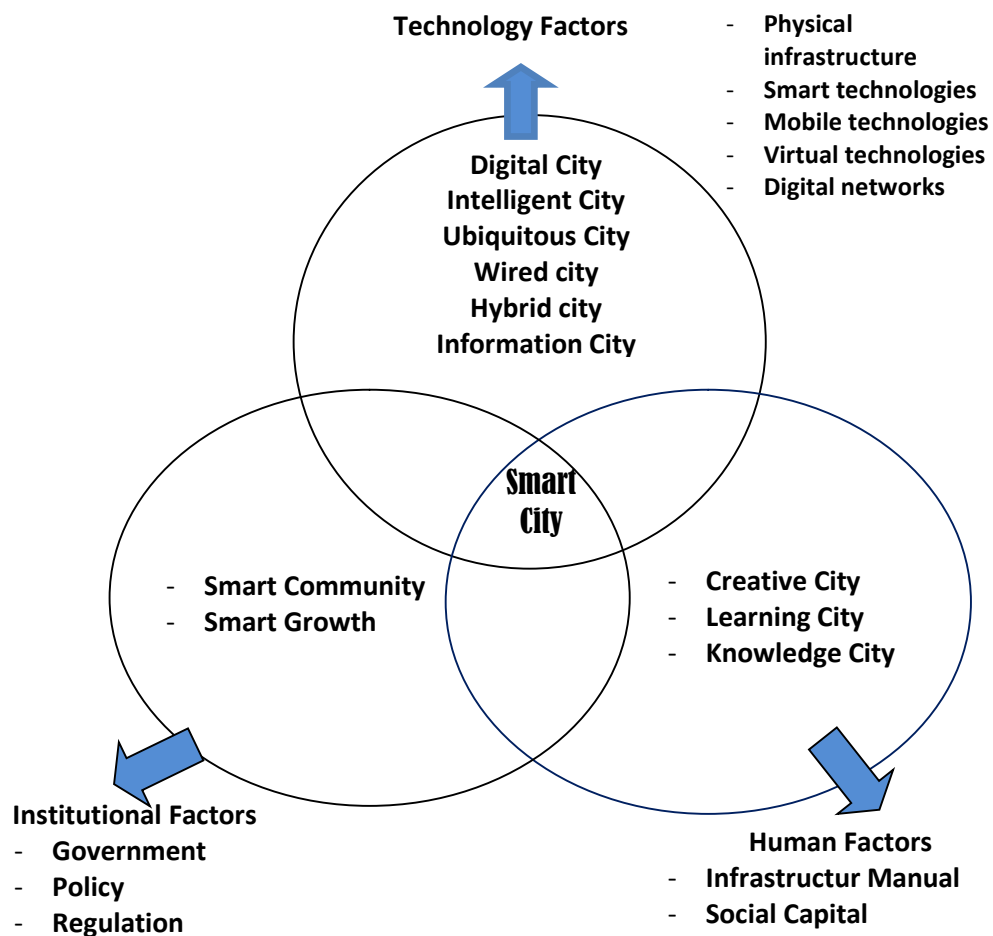


Figure 1. Fundamental Component of Smart City [Caragliu et al, 2009].

Fundamental factors which make a city smart according to the literature. The conceptual variants of smart city in the preceding section, key conceptual components of smart city, and re-categorize and simplify them into three categories of core factors: technology (infrastructures of hardware and software), people (creativity, diversity, and education), and institution (governance and policy). Given the connection between the factors, a city is smart when investments in human/social capital and IT infrastructure fuel sustainable growth and enhance a quality of life, through participatory governance [Caragliu et al, 2009]. A description of the linkage to the three aspects can be seen in Figure 1 above .

This study aims to describe and analyze how the city government to align the three main dimensions (technology, people, and institutions) on the establishment of smart cities: infrastructure integration and mediation of technology services, as well as social learning for strengthening human infrastructure, and governance for institutional improvement and involvement residents. How does the city government managing cooperation between city government, private sector and communities to make Bandung Champion, as a comfortable and superior city.

B. Methodology

In this study, we use qualitative research method with descriptive approach from objective reality and other theoretical Assumptions (empirical). The informants are (1) key informants, Head of Bappeda and his staffs who has made planning and Smart City road map program in Bandung as well as the head of ICT Department and his staff and (2) the main informant such as Head of Work Unit and his staffs who became part of the implementation of the smart city such as the Department of Health, Education and other relevant agencies. Additional informants, those who know and understand the issues in this study, they were employees who has main function as the manager and operator of smart city in the command center, stakeholder providers (partners) and users of smart city programs and services.

The informants are determined by using purposive technique i.e. the specific objective that have correlation with the research problems. Data collection method in this study is conducted by interview, documentation and observation. The primary source of data is obtained through selected information from interviews with related parties who become sources and informants in this study. The secondary data are documents such as legislation, The Regulation of Bandung City, The regulation of The Mayor of Bandung, The Decision of The Mayor of Bandung, books, information from print and electronic media.

C. Result and Discussion

Improved public services undertaken by the Government of Bandung was further enhanced in line with the implementation of the concept of smart city, which covers the following several areas of priority:

- Government (smart government)
- Education (smart education)
- Transportation (smart transportation, smart parking)
- Health (smart Health)
- Energy (smart Grid/smart Energy)
- Security (smart surveillance)
- Environment (smart Environment)
- Community / Social (Smart Society, Smart Reporting, Bandung Passport)
- Finance (Smart Payment)
- Trading (Smart Commerce)

To be able to achieve the purpose of implementing the concept of smart city in increasing service and effective decision-making, it needs to align the following three main dimensions of the formation of smart cities, technology, people, and institutions.

1. Alignment of those three main dimensions, technology, people, and institutions on the formation of smart cities in Bandung

Technology is the key for a smart city in the use of ICT to transform lives and works with a significant and fundamental way. A well-functioning infrastructure is absolutely necessary but it is still not enough to become a smart city. Utilization of information and communication technology (ICT) to connecting, to monitoring and to controlling a variety of resources that exist within the Bandung city effectively and efficiently in order to maximize service to the citizens are implementation of smart city concept in Bandung Municipality.

Technology and infrastructure prepared by the Government of Bandung to support the implementation of smart city is setting up a command center. Bandung policies Comand Center is one form of public service innovations implemented by the government of Bandung. The main function of the command center at the first stage of the three stages in its development are (1) to enhance external public services and (2) facilitating internal service, it is the faster management of making decision. In this first stage, Bandung Command Centre is the use of information technology to find out the problems and making decision faster regarding traffic and emergency problems. The second stage, requiring local government work unit to use a smart city, then the third is a refinement (Diskominfo, 2015). Bandung Command Center, which began construction in 2014, called Bandung Command Center 1.0. Furthermore, at the end of 2015 become 2.0, and in 2016, it will be refined into Command Center Bandung 3.0. Indeed, it takes time to develop, because the low of funds.

The existence of the command center may take a wide variety of data and information in every corner of the city, which was obtained through a sensor attached. Sensors are manifold which can be a camera sensor or sensors of social media such as Facebook and Twitter. All that could provide benefits for governments, businesses and communities in the development of services and public safety, business, education, healthcare and others.

From the stage, currently, BCC is still in the second phase over 1 year run. So it can be said that this program is still in the process of testing and internalization. In the Command Center, there are many applications that can monitor the state of Bandung. In 2015, there were already 150 of 1000 applications planned. There are weather data, maps, video feeds, special vehicles location, video analysis on them. 100 points in Bandung is already installed CCTV from 4000 point planned and 50 vehicles such as fire engines, ambulances and buses (public transportation) mounted GPS. The CCTV recordings will be analyzed in more detail in resulting notifications as needed

Specifically, utilization of the command centers are for carrying out ID Card, checking licence, and congestion or flooding which its process monitoring and dissemination of information can be done in realtime. In the near future, it will be the data center information from all agencies in Bandung municipal government.

The Government of Bandung City consisting of 30 work units and 30 sub-districts must have a data set which increase day by day. Obviously, it need a media to collect and to process the data to be a useful information as a reference for leaders in making decision. It can also be useful for the community and stakeholders.

Monitoring the condition of the city through a sophisticated CCTV in BCC is supported by a system called Intelligent Operations Center (IOC), which allows an operator to monitor the condition of the city. IOC is a system that will automatically see notifications automatically in case of violation. For example there are street vendors (hawkers) in restricted areas could be raised notifications automatically, to be known by the operator without seeing CCTV continuously. So there is an inscription on the screen in red 'There are street vendors'. So there alertisasi own that could be designed to facilitate monitoring. After emerging notifications, related local government agencies will follow to solve problems that occur. The system was also supported by GPSTracking installed in the cars operational Bandung City Government. So it can be seen here, whether they have been moved to the location, when they move, whether of the report was too long or not. There could be seen on their track record for dealing with problems. So the effect of treatment can be faster for people with this command center.

GPS Tracking Software has been designed so that it can be accessed by school children and the community. With the software, people can determine the movement of the bus from stop to stop. So it can be known bus will arrive more minutes so the public can decide whether anticipated or replace other vehicles. BCC is managed by 15 operators are selected through the selection. Employees in the

related local government offices also participate in monitoring the condition of the city such as police officers, firefighters and transportation agencies. Software has been developed to provide information and services to the public at the end of 2015 as many as 150 software than 1000 applications planned by the end of 2016. But the software can only be accessed via smartphones based on android and iphone only. To activate the software, the community must install and register stating the data itself including emergency phone number to call

Operator monitor the situation and conditions in the city of Bandung, not only through CCTV but also social media. People are already used to report any events experienced or encountered every day through social media such as twitter and facebook. With mention to twitter, the operator can know what events and complaints of the citizens. Operators and employees of related SKPD can also see what the most complaints in every sub-district

Monitoring function of the existence of BCC has been executed according to the functions and the purposes, but in the early stages of this strategy and its management have not led to the settlement of the problem directly and realtime. As Ella, S and Rosita N.A (2015) argued, Diskominfo stated that BCC does not contribute directly to cope with congestion, but at least it help in data collection. BCC has a system to count the number of vehicles at points where CCTV installed. If it is an accumulation of vehicles at one point, then the Transportation Department and the Police determine whether it is a congestion or not. For illegal parking, BCC has intelligent video analytics systems to detect parking area. Those data will be submitted to the Transportation Department for further action. It can be said that BCC have no authority to take action, it provide data only to the Transportation Department and the Police. Coordinating with relevant agencies is still through email, telephone and official letter. Although the city government stated that inter-agency coordination has been running well, it has no legal basis yet due to no SOP to adjust coordination among them.

In order to optimize, synergy and synchronization of electronic data management in the government of Bandung City, then they decide that BCC is a work unit under communication and information departement (Diskominfo). The decision provides clarity of the position and the authority of BCC to support the achievement of the objectives.

The perception of technology in smart city initiatives stresses integration of systems, infrastructures and services mediated through enabling technologies. Technological innovation is a means to smart city, not an ends. IT is just a facilitator for creating a new type of innovative environment, which requires the comprehensive and balanced development of creative skills, innovation-oriented institutions, broadband networks, and virtual collaborative spaces (Komninos, 2009).

In an effort to create smart people, the government of Bandung has explicitly approached through technology to its citizens because in the campaigns, it is not only conducted by the government but also through social media with interesting

posters that have appeal in particular to the young in Bandung. Bandung has a population of 2.5 million, and 60 percent of them are below 40 years of age. Therefore, technology has been considered to play a significant role in the future development of the city. The concept of smart cities can be distinguished from other similar ideas such as digital city in this case focuses on factors, human capital and education as the main driver of urban growth, it is not merely the role of ICT infrastructure (Giffinger and Gudrun, 2010).

The local government then provided internet access service in various corners of the city to facilitate interaction with the urban, especially in public spaces such as city parks. They will attract people to visit the park. Thus, the function of the park as a public space would be back by itself. Characteristics of healthy city can be seen from citizens who freely interact in parks, and other public spaces. A similar facilities built in places of worship, such as mosques, churches and others. This way will allow people to access the Internet while worshipping.

In order to support the concept of smart city, the mayor requested to village heads in Bandung for technological literacy. Village heads are also required to have a tablet in order to facilitate communication with the municipal government and the community. Sub-district and village offices must also be connected to the Internet. If it is not, sub-district and village heads are asked to report immediately so that the authorities can directly perform the installation of internet facilities. Village heads should also have email, Twitter, and WhatsApp.

The initial breakthrough by requiring all Local Government Unit, subdistrict and village heads in Bandung to have a Twitter account. This is a mayor issue revolutionizing the way communication between government and citizens that there is a direct communication channel open at any time. then train line apparatus is more smart and tech-oriented and open government initiative started.

In addition, the government of Bandung has planned e-governance that will be done gradually. At the present, government of Bandung will be carrying out an online information service to the village level. In addition, to create smart citizen, the government of Bandung has planned infrastructure supporting the creation of smart mobility by establishing a monorail in the city, cable car, Bandung skywalk, school bus, bike sharing, and BRT.

What has been conceived and developed by the Government of Bandung in the preparation of infrastructure construction of smart city at this early stage in line with what was raised by some of the literature. While the wireless infrastructure is a key element of digital city infrastructure, it is only a first step (Al-Hader et al 2009). A set of technological requisites for smart city comprises network equipments (fiber optic channels and wi-fi networks), public access points (wireless hotpots, kiosks), and serviceoriented information systems (Anthopoulos and Fitsilis, 2010). A ubiquitous/pervasive computing infrastructure is a key technological component in the build out of a digital city (Yovanof and Hazapis, 2009). A smart city provides interoperable, Internet-based government services that enable ubiquitous

connectivity to transform key government processes, both internally across departments and employees and externally to citizens and businesses.

In the next phase of BCC development is ideally equipped with a master plan and SOP document should be prepared to Bandung Command Center that includes procedures for implementing the duties and coordination among relevant agencies. Bandung Command Center more active role in following up on field data and solid research agreement between relevant agencies; and the need to set out the division of labor, authority, rights and obligations among relevant agencies.

The legal basis for an overarching development process to be unveiled BCC consists of three policy are as follows:

- a. Bandung Regional Regulation No 1/2014 on the Revenue and Expenditure Budget in 2014
- b. Bandung Mayor Regulation No. 085 of the Translation of the Revenue and Expenditure Budget in 2014
- c. Bandung Mayor Instruction No. 002/2013 About the Action Plan Towards Bandung Champion.

Two policies on the budget are above a milestone in the successful development of the BCC. Through this policy, the budget to build the BCC can be issued. Taking into account the time urgenitas and leadership of a mayor are limited, it was decided to immediately enter into a BCC development program which will be implemented in 2014. The acceptable reason because the required budget can be guaranteed availability. So it is not surprising that the government of Bandung only takes a year to realize that this advanced command room. Moreover, the decision to include the development of BCC's program of duty of communication and information agency also the right decision is closely related to information and communication technology that has become the core business of the agency (Ella, S and Rosita N.A; 2015).

The perception of technology in smart city initiatives stresses integration of systems, infrastructures and services mediated through enabling technologies. Technological innovation is a means to smart city, not an ends. IT is just a facilitator for creating a new type of innovative environment, which requires the comprehensive and balanced development of creative skills, innovation-oriented institutions, broadband networks, and virtual collaborative spaces (Komninos, 2009)

A successful smart cities can be built from the top down or bottom up approach, but the active involvement of every sector of society is very important. A united effort to create synergy, which allows each project to build one another to progress more quickly, so that a critical mass involved, the information and training required for the transformation of how the entire community perform their duties

The local government applies three strategies to build the city of Bandung, namely innovation, decentralization and collaboration, as can be seen in Table 1 below.

Table 1. Strategy Implemented By The Local Government In Overcoming The Problems Of Bandung City Through A Smart City Approach.

The Strategy	Program Description
Inovation	<ul style="list-style-type: none"> - Make new breakthroughs in providing municipal facilities. Integrating through interconnectivity facilities for monitoring and controlling problems of the city in order to solve complex problems of the city - The initial breakthrough by requiring all Local Government Agncies, subdistrict and village heads in Bandung to have a Twitter account. This is a mayor issue revolutionizing the way communication between government and citizens that there is a direct communication channel open at any time. then train line apparatus is more smart and tech-oriented and open government initiative started - Innovation of public service and some of which has received recognition and awards, among others the Social Aid Online (community could keep nad control on the proposal, work procedures to who the recipient of social aid is transparent), Prolanis (the health care system with proactive approach, poor people who have chronic illnesses can hospitalized at the health center, so no need to go to Hospital) and Katresna Sadaya (this program facilitates pregnant women in every way. If there are pregnant women, the forum Rukun Warga shall be responsible entirely until the baby was born safely).
Desentralization	<ul style="list-style-type: none"> - Build a command center in the sub-district. Sub-district heads can monitor through the screen provided, minimum of 4-6 units, and then will connect to the existing CCTV on its territory so that each district head can make decisions faster. - Sub-district and village heads on a regular basis and take turns dinner together in homes and the Friday prayers around the village so that officials know so much problems facing its citizens. The assumption is that if leaders understand the difficulties of its citizens, can find a solution well.
Colaboration	<ul style="list-style-type: none"> - Collaborating with third parties (private sector) to prepare good infrastructure-related hardware, software and humanware. - Collaborating with the community through existing communities and drive for the establishment of a new community that will help the city authorities resolve the problem of the city include traffic congestion, street vendors, waste management, and transportation infrastructure, especially the number of damaged roads and streets.

2. The Developed Cooperation to Achieve Bandung Juara, as a Comfort and Supreme City

As revealed by Lindskog (2004) IT infrastructure and applications are prerequisite, but without any real engagement and willingness to cooperate between public institutions, the private sector, voluntary organizations, schools and citizens, there is no intelligent city. This means that the smart city can be realized by both when the relevant stakeholders, the government and the community can work together and support each other.

Bandung is one of the strategic town, but it still face a lot of problems in the form of social, economic and others. By cooperation with various parties, the municipal government has to use ICT to obtain an effective solution to overcome these problems.

The government of Bandung City will have integrated connections in various fields from transportation, public services, even to places of worship, to give practical effect and efficient in the management of the city. In this cooperation, there are five aspects of the target include tourism and transport, public services and businesses, education and health, as well as government management. Those program covering education, and public areas. Telecommunication Corporation (PT Telkom) has built 10,000 hot spot spread in any area of the city. Each point has about 3-4 connection. In addition to providing access Internet access in public spaces, Bandung municipal government also plans to issue smart cards in 2016 which can later be used to pay the fare public transportation such as public transportation, buses, and more. More broadly Cooperation with Telecommunication Corporate (PT Telkom) include:

- Urban CCTV Surveillance (180 titik/150 +30 titik)
- Bandung Digital Valley for Business Incubator
- Social Media Analytics
- Public Portal
- Machine to Machine for payment tracking and household energy management
- “Hi Bandung” and “Trans City” application

The Government of Bandung City using the cooperation directly and indirectly held by the leading universities in the city of Bandung, ITB and BlackBerry. Innovation in technology area continues to meet the needs of society. BlackBerry has invested in Bandung Institute of Technology (ITB) which brings BlackBerry Innovation Center (BBIC) since 2015. The main purpose is to deliver a variety of solutions called ‘Smart City’ needed by the people. Bandung is the location of the development and adoption of innovations conceived by BBIC by launching Smart City BDG. Researchers at BBIC made several research groups in order to more focus to work on the appropriate area of competence. BBIC research focus on transportation, education, smart homes and health through innovation, mobile applications and digital versatile.

LAPI ITB and Telkomsel corporation make cooperation to form smart system platform (SSP) to produce intelligent city management (smart city) in Indonesia including those later applied in Bandung. There are three innovations in Smart

System Platform (SSP) that has been generated, ie sensing, understanding and acting. Sensing a concept to know and observe the condition of the city with the help of sensors to collect data. Understanding the concepts to understand the city better through data that has been processed. One function of the SSP is to process, integrate and perform analysis of data has been collected. While the acting is a concept to quickly perform actions from the analysis that has been done. Product innovation to help the process of acting which this is with the command center that utilizes technology SSP

D. Conclusion and Recommendation

Conclusion

1. A successful smart cities can be built from the top down or bottom up approach, but the active involvement of every sector of society is very important. As the key how the municipality make the three main dimensions, technology, community, organization, have the same perspective in establishing smart city: infrastructure integration and technology service mediation, social learning for human infrastructure strengthening, as well as management of organizational improvement and community involvement
2. There are five aspects of urban development that are cooperated with the various parties such as tourism and transportation, public service and business, education, health, as well as governmental management.
3. The local government applies three strategies to build the city of Bandung, namely innovation, decentralization and collaboration.

Recommendation

1. In the next phase of BCC development is ideally equipped with a master plan development and SOP document should be prepared to Bandung Command Center that includes procedures for implementing the duties and coordination among relevant agencies. Bandung Command Center more active role in following up on field data and solid research agreement between relevant agencies; and the need to set out the division of labor, authority, rights and obligations among relevant agencies.
2. A united effort is needed to create synergy, which allows each project have progress more quickly, so that a critical mass involved, the information and training required for the transformation of how the entire community perform their duties

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Socio-Cultural and Economic Conditions of the Indigenous People's in South-Central Mindanao: Focus on Government Ancestral Domain Claims Program

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Abstract

The travails of the Indigenous People's (IPs) seem insurmountable. Displacement from their ancestral domains, abject poverty and State repression characterize the life of the indigenous people in the region. They numbered in millions yet their existence and aspirations are largely ignored and trampled upon. The assaults in their communities do not only come from corporate investors but, as well from the government in the pursuit of "Development", which marginalizes the indigenous peoples, small peasants and the poor.

The Indigenous People's Right Act (IPRA) of 1997 or R.A 8371 which crafted to shorter the indigenous peoples in the their immemorial rights over their ancestral lands was hailed as a landmark legislation by government, civil society and the international community. It is on this context that this study was conducted to assess and evaluate the effects of ancestral of ancestral domains claims program, as implemented among the indigenous cultural groups in South-Central

Mindanao. The study involved the indigenous cultural groups belonging to the different ethnic of South-Central Mindanao Regions (Region XII). It also dealt with the South-Economic Profile of the Indigenous, People's their cultural practices, work attitudes and the changes in their socio-economic conditions and their ancestral lands.

The results of the study implied that, the current public laws having considerable impact on the IP's for their claims on ancestral domain is greatly influenced by colonial laws which are very oppressive in nature. This facilitates economic exploitation made by foreign investors on the ancestral domains of the IP's. The religious sector as well as the civil society organizations played an important role on the quest of the IP's to regain their ancestral lands. For them, their ancestral land is their life in itself, without it their tribe will vanish.

Keywords: Republic Act 8371 (IPRA Law), Indigenous People, Ancestral Domain Claims Programs

INTRODUCTION

Background of the Study

The agony of being treated as minority peoples in the Philippines collectively known as the Indigenous People's or various other names including the Indigenous Cultural Communities (ICC's) "Katutubo or Lumad in the local dialect. Minorities and Tribal Filipinos meant stigmatization, disfranchisement and marginalization in various forms. The miserable flight of the indigenous peoples of the Philippines has not only caught to local but global attention as well.

In 1997, there was a most celebrated agrarian domain case where, the natives the Higaonons of Sumilao, Bukidnon in Mindanao started a 1,700 kilometers walk for justice, which took the natives to walk for sixty 60) days covered by media just to reached the Central Government in Manila and deliver their message to President Ramos, that they vehemently opposed for the sell out of their ancestral to a private corporation The San Miguel Corporation. This forced the leadership

to award the farmers 100 hectares out of 144 are to pressures made by the religious sector and the civil society organizations. Many cases to the scenario presented above had been in occurrence the Philippine Government had to support a constitutional mandate for the recognition of the IP's towards their ancestral land thus; Republic No. 8371 in 1997 becomes a law otherwise known as an "Act to Recognize, Protect and Promote the Rights of the Indigenous Peoples, thus an office for the Indigenous Peoples was created, known to be the National Commission on Indigenous Peoples (NCIP) establishing mechanisms and appropriating funds for these purpose.

In view in the foregoing situations of the Indigenous Peoples in South-Central Mindanao therefore, this study was conducted with an objective of evaluating the Socio-Cultural Conditions of the IP's focusing on the granting of ancestral domain ownership to the indigenous peoples in the region.

Statement of the Problem

This study is an attempt to assess and evaluate the effects of ancestral domain program of the indigenous cultural groups in South-Central Mindanao, specifically, it sought to answer the following questions:

1. What is the IP's concept of ancestral domain?
2. How did they lose their ancestral domain?
3. What role did the government and non-government organizations play in the IP's struggle for ancestral domain? To what extent have the programs of government and non-government organizations helped the IP's in reclaiming their ancestral domain?
4. How did the IP's succeed in their quest for their ancestral domain?
5. What problems they encountered in their struggle?
6. In what manner, the government and NGO's interventions changed the Socio-Economic and cultural life of the IP's?
7. To what extents are the IP's were satisfied of the government's ancestral domain claim program?

Theoretical Framework

The IP's remained passive for several decades. Many opted to stay in the lowland to work with the new masters, just like landless peasants in the place. Others went to the hinterlands, as their gestures of maintaining harmony and peaceful co-existence with other natives. The struggles of the IP's to promote their and defend their homelands from external intrusion are not a new development. It can be safety inferred from other studies that, IP's struggles began, as soon as the colonizers and migrant settlers landed in their territories many years ago. (Rodil, 1994)

The struggle had been waged primarily as a local reaction within the tribal areas, arising in response to migrants, threats and immediate aggression. It was only when popular opposition to the Kalinga dam and other development projects in the Cordillera gained intensity and forced itself upon consciousness of the public that the issue began to be articulated as a national agenda (Deles, 1994)

According to Horfilla and Lozano, 1997, the B'laans ethnic group found in Columbio, Sultan Kudarat, Mindanao put up an organization called the La Bugal Tribal Organization with the support and encouragement of the Tribal Filipino Program of the Diocese of the Kidapawan in Cotabato Province, a non-government organization. The two critical issues brought to the organization of La Bugal are the loss of the B'laans of their ancestral lands and the accelerating cultural extinction looming large for the tribe members.

The IP's have been forcibly driven out of their lands because of threats to their lives; the groups or corporations that encroach on their territories have the power, influence and force needed to sustain protracted warfare. The entry of big companies such as loggers, miners and ranchers is often accompanied militarization. Armed insurgency, which happened in many parts of the country during the Martial Law regime, also led to the displacement of thousands of IP's (Hontiveros 1988, Rodil in 1993).

The government adhered to the sentiments of the IP's that, they only benefit from the process of development, if they broke out of their isolation and participated in national life and institution. This course of action is clearly in opposition to Whorfianism of the third kind that, ethno linguistic diversity is a worldwide societal asset. The great creative

force that inspire humanity, do not emerge out of universal civilization, but out of the individuality of separate ethnic collectiveness—most particularly, out of their authentic languages, formulated by Benjamin Lee Whorf (Fishman, 1978; 1980).

Conceptual Framework

The Schematic Diagram of the Conceptual Model serves as framework for the study. Documenting an indigenous peoples struggle to regain their ancestral domains necessitates delivering into the factors that led to the loss of their territories.

It is indeed sad to know that, they who among the natives of their country have been rendered as landless and pushed to the peripheries of national life that is, minoritized and marginalized and, in most cases compared to non- IP's, are culturally impoverished as well. (Horfilla and Lozano, 1997).

As illustrated in the schematic diagram, the study took for its point of departure from the factors underlying the loss of ancestral domain, which is the focal point of this inquiry.

Attendant to the difficulties or obstacles for the P's to regain their ancestral lands, state laws inimical to IP's interest, the IP's ignorance of rights and passive resignation to their fate and the greed of some company or corporations. For instance the Philippine Constitution upholds the protection of their rights. But specifies that, all lands of public domains and other mineral resources are owned by the state. And, most IP's reside on what are classified as public lands therefore, they are considered squatters in their own land.

Likewise, another problem in the clear and definite and legal provisions on the ancestral domain is the exploitation and marginalization imposed on the IP's by business people and the corporations. There is lack of understanding of the indigenous peoples culture which resulted in the plunder of their resources.

The lack of knowledge or simplicity made the easy preys to subtle machinations of some groups that, try to destroy unity which they had built for a long time.

Conceptual Framework

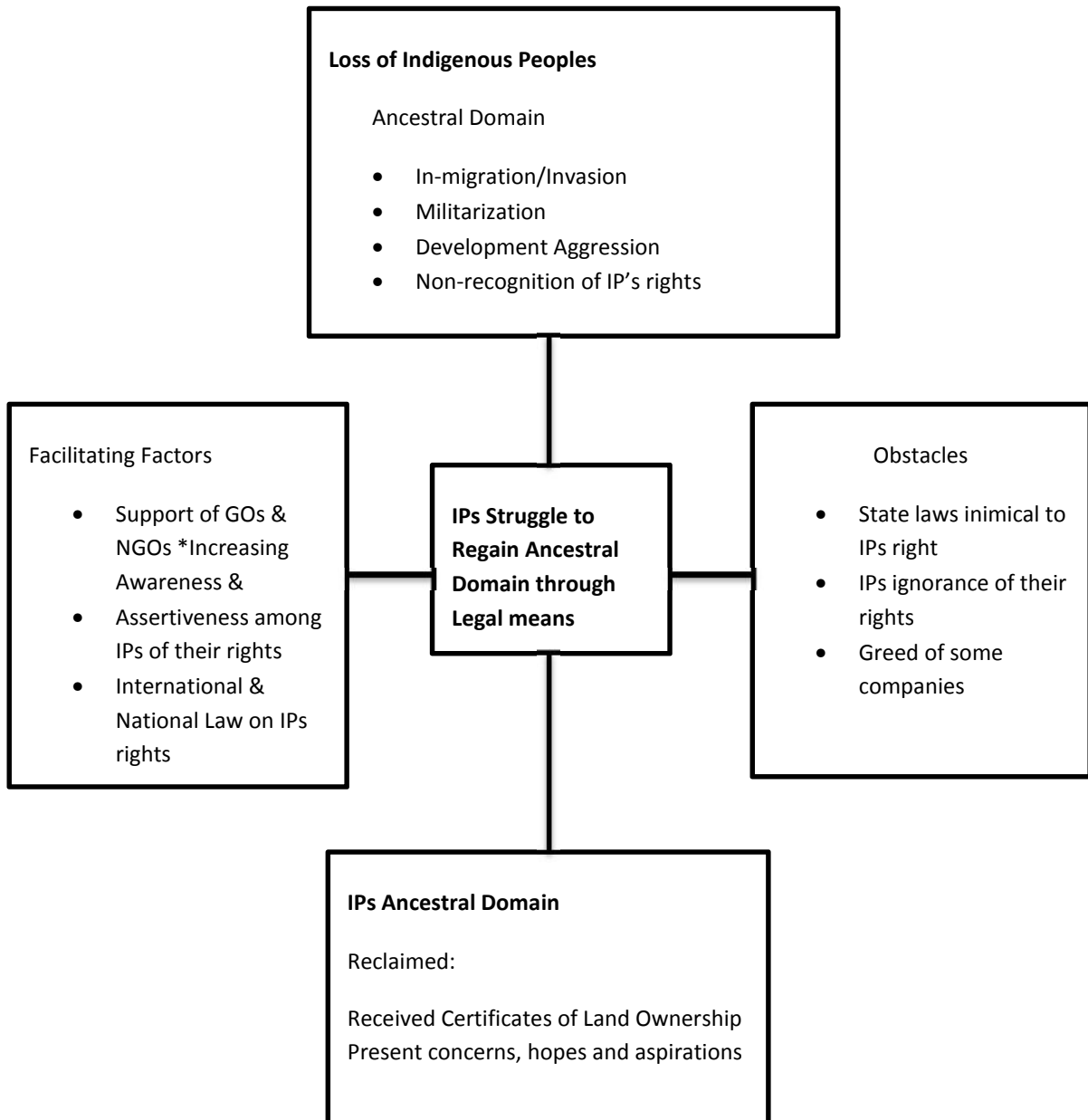


Figure 1. Schematic Diagram of the Conceptual Framework of the Study

Methodology

This qualitative study goes beyond the merely descriptive purpose to conduct an analytical investigation of the processes and strategies employed by the government and non-government organizations to help the various indigenous peoples of South – Central Mindanao regain their ancestral domain. Primarily a descriptive qualitative research, the study used the different approaches in obtaining the needed data from the field. These were the unstructured questionnaire for the IP's, personal interviews with key informants, ocular survey, observation and immersion in the community covered in this inquiry and documentation. These data collection method and the strategies afforded the researcher opportunity to observe up close and document the actual realities in the community, its people and their beliefs, fears, hopes and aspirations and the help from government organizations and the private sectors to aid them in their continuing struggle to regain their lost ancestral lands.

Locale of the Study

This study was conducted in the four (4) provinces of South-Central Mindanao (Region XII) composed of South Cotabato,

Cotabato Province, Sultan Kudarat Province and Sarangani.

Central Mindanao is situated in the Central and Southwestern part of Mindanao. It is bounded on the North by the provinces of Lanao del Sur and Bukidnon, on the Northwest by Maguindanao, on the Southwest by Mindanao Sea; and on the east by the Davao del Sur and Davao City.



Respondents of the Study

The population was composed of the beneficiaries of Ancestral Domain Program: Sixty- five from Cotabato Province, fifty-two (52) from Sarangani Province and fifty (50) from the Province and thirty (30) key informants.

Table I, shows the Frequency and Percentage Distribution Key Informants in Focus Groups Discussions.

Key Informants / FGD Participants	Frequency	Percentage
Elders	17	29.3
Housewife	8	13.8
Employees and Barangay Officials	20	34.5
Students and Out-of-School Youths	13	22.4
TOTAL	58	100%

On document analysis was also done. Legal documents available from the Office of Cultural Minorities were critically reviewed and analyzed. One of the documents gathered from

the said office contained essential data on ancestral domain claims of the Indigenous Peoples, as reflected in Table 2.

Table 2
Ancestral Domain Claims

Estimated Total Area of Ancestral Domain	4.83 million hectares
Percentage to Total Philippine Land Area	17%
Area Covered by a Certificate of Ancestral Domain Claim (CADC) Issued by the DENR	2.532 million hectares
No. of CADC Areas	181
Area Covered by new Intents submitted To NCIP Central Office for Survey and Delineation	2.298 million hectares
No. of Intents for Survey and Delineation	100

Source: NCIP

The data in Tables 3 and 4 have been from the survey questionnaires administered by a group of college students personally supervised by the researcher herself. The study revealed that, these people are generally young in their middle age, having a mean of 19.8. This means that, more than one half (1/2) of the total sample belonged to the age bracket of 19 years old-64 years old. The male (95) respondents outnumbered by the female which 125. Eight respondents to provide information

about their demographic profile or characteristics.

There are more members who could write than read. For them writing means are able to write their names. More than one half are able to write and read. The older members of the indigenous peoples learned the rudiments of writing and reading through literacy classes conducted by the non-government organizations.

Table 3
Demographic Profile of the Indigenous Peoples of South Central Mindanao

Characteristics	N= 228	%
Distribution of Respondents By Province		
Cotabato Province	65	28.51
South Cotabato	61	26.75
Sarangani Province	52	22.81
Sultan Kudarat Province	50	21.93
Total	228	100.00
Age Distribution of Family Members		
65 and over	40	2.92
64 -19	715	52.27
18 -12	230	16.81
11 - 7	200	14.62
6 - 0	183	13.38
Total	1,368	
Sex		
Male	95	41.66
Female	125	54.83
No Answer	8	3.51
Total		
Number of Family Members who could read and write		
Read	580	42.40
Write	620	45.32
Total		
Distribution on Family Religious Affiliation		
Catholic	125	54.82
Alliance	6	2.63
United Pentecostal Church	11	4.82
Baptist	14	6.14
Evangelical	25	10.97
Iglesia ni Kristo	39	17.11
Seventh Day Adventist	8	3.51
Total		

Table 4
Economic Profile of the Indigenous Peoples
of South Central Mindanao

Characteristics	N=228	%
Number of Working Household Heads		
Working	189	82.90
Not working	39	17.10
Total		
Annual Family Income		
P20,000 and over	68	29.82
20,000 – 15,000	52	22.80
15,000 – 10,000	48	21.05
10,000 – 5,000	25	19.95
Below 5,000	9	3.95
No Answer	26	11.40
Total		
Source of Family Income		
Farming	142	62.28
Fishing	24	10.52
Pot Melting	18	7.89
Mat Weaving	10	4.38
Dress Making	23	10.08
“S’La” Making	11	4.82
“Been” Making	6	2.63
Total		
Land Ownership of Families		
Own Land	208	91.22
Do Not Own Land	20	8.77
Total		
Size of Land Owned		
Less Than 1 Hectare	6	2.63
1 Hectare	179	78.51
2 Hectares	43	18.86
Total		
House Ownership		
Own House	203	89.03
Do Not Own	25	10.77
Total		
Type of Dwelling		
Cogon	196	85.97
Nipa	21	9.21
Bamboo	11	4.82
Total		

Table 5 summarizes the key informant's views on why they lost their ancestral domains. The responses of the respondents revealed that, the clan leaders and key informants, compared to the women and students have a more comprehensive and profound understanding why they lost their ancestral domain. Clan

leaders destruction of their forest was brought about by the extensive logging operations in their area is in 1960's to 1970's. Some of the old IP leaders blame themselves because they serve these companies as hired workers. In other words, the destruction of the forest happened with their complicity.

Table 5

Factors That Led to the Loss of Ancestral Domains of the IPs By Type of Respondents

Clan Leaders	Women Respondents	Students
<ol style="list-style-type: none"> 1. Militarization: The Japanese occupation, then The Ilaga/Black-Shirts Conflict in the early 70's; Harassment by armed goons in the 1970s) 2. Land settlement Programs of government 3. Development aggression ushered in by the coming of loggers and of Dolefil and mining corp. 4. Ignorance of their fellow IPs and greed of some settlers, poverty 	<ol style="list-style-type: none"> 1. Fear of the settlers made the, abandon their homes 2. Wars (WWW II and the Muslim – Christian conflict of settlers/companies 	<ol style="list-style-type: none"> 1. Fear of Christians 2. Land mortgage to Christians but were eventually titled to their (Christians') name

As found in Table 6, during the group interviews with the various groups of clan leaders, they mentioned that their most pressing problem had to do with the other groups who did not join the struggle but would want to be among the beneficiaries of the compromise agreement between the clans and the Department of Agrarian Reform beneficiaries (DARB).

The other problem they raised was the scarcity of water in the area and the non-availability of food and construction materials for the houses when they moved to their own place. Once they get back to their lands, they will need farm inputs such as corn seeds, farm animals and tools like plows and harrows.

The students went beyond their physical needs. They said their major problem at present is their lack of education. Since most of them were unable to go to school, they could not find good jobs because majority of them have not even finished high school. It was very evident from their responses that just like the majority groups in Philippine society; they also see education as a way out of poverty. They see employment with the government and private companies to be the only means to earn money to improve their present situation. Although they see self-employment as an alternative, their lack of capital and other forms of needed support prevented them from venturing into entrepreneurship.

Table 6
Present Concerns and Problems of the IPs

Clan Leaders and Women	Students
1. Other IP groups who did not join the struggle but would want to move to their places with the awardees of the Program	1. Inadequate food and water
2. Lack of farm inputs like corn seed, farm animals and farm tools	2. Lack of access to education leading to unemployment
3. Lack of food and water	
4. Lack of agricultural/vocational skills	
5. No money to buy construction materials for houses	

Problems Encountered

Majority of the problems cited by the respondents were directly related to the repressive state laws regarding land ownership of the IP's in the Philippines. The attitudes of the implementers of the program towards the IP beneficiaries, that, they favored the establishment of giant foreign and local corporations in the IP's ancestral lands. The Land Settlement Programs of the government affecting the ancestral lands of the IPs in the entire regions. And the ignorance of the IP's on documentary evidences like land titles on their ancestral domain. Finally, poverty that, hinders the Indigenous People for the payment of real property tax and enormous expenditures related to land tilting processes.

Findings of the Study

The following are major findings of the study:

1. The IP's of South-Central Mindanao understand "ancestral domain" as "yuta sa katigulangan" or "yutang kabilin" which means land handed to them by forefathers. They knew it was their ancestral domain because their ancestors had lived in the area long before the settlers came.
2. Although reservation area by virtue of Presidential Proclamation 762 was provided by the government, the IP's gradually lost their ancestral domains through government land ownership and development policies, militarization, and the greed of some moneyed and armed groups and corporations which took advantage of the ignorance and poverty of the native inhabitants. Being peaceful and generous people, the early IP's fled to

the hinterlands rather than fight new comers.

3. Inspired by the increasing awareness of IPs and supporters of IPs rights all over the world, the IPs started to make themselves heard by the concerned government agencies, especially the Department of Agrarian Reform, and the Office of the Southern Cultural Communities. They adopted an active nonviolent campaign to regain their ancestral domain. They were able to act on strategies that made their struggle a success.
4. Despite the difficulties and problems encountered during their struggle, the IPs did not give up. Through the help of the Justice and Peace Desk of Marbel, the Religious Missionaries and other NGOs, they were able to secure food received educational benefits, livelihood projects and other assistance.
5. Some of the IPs could not give the government any credit for the success of their plight. According to them, they have not received any assistance from the government during the times of crisis and struggles.
6. Getting back their land is not the end but just the beginning of another phase of their struggle. Other clan leaders worry about their fellow IPs who did not join the struggle and did not apply to regain their lands but wanted only to go with those who have received their certificates of the land title. The women and students of the community concern themselves with their day to day problems: food and water, and their lack of capital so necessary in making their land productive and their lack of skills for livelihood programs.

7. As a people, the IPs would like to be recognized as human beings with dignity and rights similar to others belonging to the larger society. Through the IPRA Law (1997), they were given the recognition for their rights to their ancestral domains, to their rights as persons with dignity. However, at present, not all have been awarded their Certificate of Land Ownership.

Implications

The results of the study implied that the current public land laws that have considerable impact on IPs are in fact colonial laws aimed at facilitating the economic exploitation of the country by the foreign investors.

Most of the development in the lives of the IPs of Central Mindanao came mostly from religious sectors and missionaries and Non-government organizations with little government support. Also without their aspirations and hopes, the IPs would not make the efforts and take the risks to regain their ancestral domains and stand with dignity and preservation of their culture and traditions.

Recommendations

Based on the findings of this study these recommendations are hereby offered:

1. Much of the suffering inflicted by both public and private entities upon the IPs is their apparent lack of knowledge and understanding of IPs world views and belief system. There is a need for these sectors to understand the historical roots of the "national minority" question through seminars and exposures. For the academe, this can be done through curricular and co-curricular programs that can enlighten all members of the academic community as well as those of the wider perspective on the plight of the IPs.
2. The government should implement fully the laws, administrative orders, and memoranda of agreement such as the Department of Environment and Natural Resources (DENR) and the

IPRA Law of 1997 which aim to recognize, protect, and promote the rights of cultural communities/indigenous peoples.

3. The programs and projects of the government for the ancestral domain titled lands must be geared towards the development of the said lands with the IPs as beneficiaries.
4. There must be participation of the Indigenous Peoples in the planning stage for the development of their titled ancestral lands. This is to address the real needs of the tribes in terms of the improvement. Thus, in this context, to have authentic development it must be culture based.
5. The National Commission on Indigenous Peoples (NCIP), as an Office created to oversee the Indigenous Peoples throughout the country must be allocated more funds by the national government in terms of the development of the ancestral lands of the tribes.
6. Since, this present study is exploratory in nature, it would be very helpful to do a follow-up documentation on the socio-economic and cultural status of the Indigenous People, given the ancestral domain titles several years from now.
7. Another study is recommended that will delve into the role of IP women in the socio-economic and political activities in the indigenous communities.
8. A study on the role of the civil societies in alleviating the plight of the indigenous peoples in some dominated IP areas in the entire Mindanao regions and the entire country. It may reveal helpful insights on how the IP's can be best assisted in their quest for peace and development.
9. A triplicate study to include other regions in the entire country be made. This is to ascertain, varied information, data and responses of the respondents on how to regain their ancestral lands.
10. Provide scholarship grants to IP's children who are beneficiaries of the ancestral domain grants in the Mindanao regions.

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THE STRATEGY OF HEAD SUB-DISTRICT FOR PEOPLE EMPOWERMENT ON COMMUNITY LED TOTAL SANITATION (CLTS)

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ABSTRACT

The Teluk Naga society, Serang Regency, Banten Province in general does not have a bathroom or latrines in their house so all activities such as bathing, urinating, defecating, washing and even drinking water use big river which are located right in front of the house. There is no bathroom in the house, it was not caused have not money but because the mind set of people who think that if a toilet means storing dirt in the house, making the narrow house and assumed that water always flowing so that the water is always changed and clean. This situation cannot be allowed to linger due to the increasing population causing of the increasing number of community activities at these times so that became polluted and dirty. The community will affected by the disease. Thus the Head of Teluk Naga Sub-district need to formulate a strategy for driving the people in his Sub-district in the Community Led Total Sanitation (CLTS), by mobilizing the community to latrines building in the house and use the taps. This program is basically an effort to empower the community itself which, if done well, it can trigger a local action led by the community to completely stop defecating in the open, and without sanitation program external to provide subsidies or the instructions for the latrines model. To formulate a strategy the authors used a SWOT analysis with regard both enabling and inhibiting factors internal and

externally. This research is a qualitative which use descriptive method and inductive approach.

Keywords: Strategy, People Empowerment, Community Led Total Sanitation (CLTS)

INTRODUCTION

The issue in bowel habits (BAB) in any place that still occurs in almost all area of Indonesia, especially in rural areas is a blurred portrait of sanitary condition. A study of Indonesian Sanitation Sector Development Program (ISSDP) in 2006, showed 47% of Indonesian are still behaving defecating into rivers, fields, ponds, gardens, and other open places. In the Province of Banten alone, based on the Data of Coverage Water Supply Sanitation throughout Banten Province in 2006 (the agreement workshop on Water Supply and Environmental Sanitation / WSS, September 20, 2006), the rate of coverage of sanitation (province's coverage) remains quite low at 51, 93%. Even, in one district in Banten alone, 2,000 families do not have latrines.

Such conditions contribute to the high rate of diarrhea in Indonesia. This is evident from the national incidence of diarrhea in 2006 amounted to 423 per thousand of the population in all age and 16 provinces experienced Extraordinary Events (KLB) diarrhea. (National Strategy for Community-Led Total Sanitation, Ministry of Health, 2008). Still on the results of the study of Indonesian Sanitation Sector Development Program (ISSDP) year 2006, stated that as a result of poor sanitation, Indonesia must lose more than Rp. 58 trillion or equivalent to Rp. 265,000 per person per year. There were an estimated 121,100 cases of diarrhea

which claimed more than 50,000 lives each year. Annual medical costs due to poor sanitation reached Rp. 139,000 per person or Rp. 31 trillion nationwide. 60% of the rural population does not have access to adequate sanitation facilities; face the risk of higher health and welfare losses. Sanitation coverage in rural areas has not improved in three decades, with a still widespread habit of defecation in water or soil directly.

These alarmed findings have a great impact on the nation's health and quality of water for domestic and commercial users. In addition, poor sanitation has a negative impact on fisheries and tourism, and other impacts on the welfare, such as the reduction of number of student attendance at school (due to the ills caused by the impact of poor sanitation), the environment is uncomfortable, time is wasted and the lack of privacy and security for women and girls. To solve the above problems, the government made an effort that approaches the Community Led Total Sanitation (CLTS) which is an approach that is applied to facilitate the people to be more aware on the issues and the prospects to increase sanitation facilities in their communities. Considering the importance of CLTS approaches, then the Head of Sub District, especially in Teluk Naga, should have the right strategies in empowering communities to gain the most from this CLTS program. The strategies are developed using SWOT analysis.

RESEARCH OBJECTIVES

This research in order to answer problems by knowing and understanding about head sub-district strategy for people empowerment on

Community Led Total Sanitation (CLTS) in Banten.

SIGNIFICANCE OF THE STUDY

A. Strategy

Henry Mintzberg, in his 1994 book, *The Rise and Fall of Strategic Planning* points out that people use "strategy" in several different ways, the most common being these four (pp.23-27):

1. Strategy is a *plan*, a "how," a means of getting from here to there.
2. Strategy is a *pattern* in actions over time; for example, a company that regularly markets very expensive products is using a "high end" strategy.
3. Strategy is *position*; that is, it reflects decisions to offer particular products or services in particular markets.
4. Strategy is *perspective*, that is, vision and direction.

Mintzberg argues that strategy emerges over time as intentions collide with and accommodate a changing reality. Thus, one might start with a *perspective* and conclude that it calls for a certain *position*, which is to be achieved by way of a carefully crafted *plan*, with the eventual outcome and strategy reflected in a *pattern* evident in decisions and actions over time. This pattern in decisions and actions defines what Mintzberg called "realized" or emergent strategy.

In the 1980 edition of his book, *The Concept of Corporate Strategy* Andrews presents this lengthy definition of strategy: "Corporate strategy is the *pattern* [italics added] of decisions in a company that determines and reveals its objectives, purposes, or goals, produces the

principal policies and plans for achieving those goals, and defines the range of business the company is to pursue, the kind of economic and human organization it is or in-tends to be, and the nature of the economic and non-economic contribution it intends to make to its shareholders, employees, customers, and communities.

In *Top Management Strategy*, Benjamin Tregoe and John Zimmerman, of Kepner-Tregoe, Inc., define strategy as "*the framework which guides those choices that determine the nature and direction of an organization* (p.17)." Ultimately, this boils down to selecting products (or services) to offer and the markets in which to offer them. In a 1996 *Harvard Business Review* article [5] and in his 1986 book, *Competitive Strategy* Porter argues that competitive strategy is "about being different." He adds, "It means deliberately choosing a different set of activities to deliver a unique mix of value (p.64)." In short, Porter argues that strategy is about competitive *position*, about differentiating yourself in the eyes of the customer, about adding value through a mix of activities different from those used by competitors.

Strategy is all these—it is perspective, position, plan, and pattern. Strategy is the bridge between policy or high-order goals on the one hand and tactics or concrete actions on the other. Strategy and tactics together straddle the gap between ends and means. In short, strategy is a term that refers to a complex web of thoughts, ideas, insights, experiences, goals, expertise, memories, perceptions, and expectations that provides general guidance for specific actions in pursuit of particular ends. Strategy is at once the course we

chart, the journey we imagine and, at the same time, it is the course we steer, the trip we actually make. Even when we are embarking on a voyage of discovery, with no particular destination in mind, the voyage has a purpose, an outcome, and an end to be kept in view.

Strategy, then, has no existence apart from the ends sought. It is a gen-eral framework that provides guidance for actions to be taken and, at the same time, is shaped by the actions taken. This means that the necessary precondition for formulating strategy is a clear understanding of the ends to be obtained. Without these ends in view, action is purely tactical and can quickly degenerate into nothing more than a flailing about.

SWOT Analysis

SWOT is a useful technique for understanding your Strengths and Weaknesses, and for identifying both the Opportunities open to you and the Threats you face. What makes SWOT particularly powerful is that, with a little thought, it can help you uncover opportunities that you are well placed to exploit. And by understanding the weaknesses of your business, you can manage and eliminate threats that would otherwise catch you unawares.

1. Strengths:

- a. Identify skills and capabilities that you have.
- b. What can you do particularly well, relative to rivals?
- c. What do analysts consider to be your strengths?
- d. What resources do you have?
- e. Is your reputation strong?

2. *Weaknesses:*
 - a. What do rivals do better than you?
 - f. What do you do poorly?
 - g. What generates the most customer dissatisfaction and complaints?
 - h. What generates the most employee dissatisfaction and complaints?
 - i. What processes and activities can you improve?
3. *Opportunities:*
 - a. Where can you apply your strengths?
 - b. How are your customers and their needs changing?
 - c. How is technology changing your business?
 - d. Are there new markets for your strengths? (e.g. foreign)
 - e. Are there new ways of producing your products?
 - f. Are your rivals' customers dissatisfied?
4. *Threats:*
 - a. External factors, beyond an organization's control, which could place the organization mission or operation at risk.
 - b. The organization may benefit by having contingency plans to address them if they should occur.
 - c. Classify them by their "seriousness" and "probability of occurrence".

Strengths and Opportunities included into internal factors while Weakness and Threats are part of the external factors. After formulating the respective S, W, O and T, then the next

step is to incorporate these factors into the SWOT matrix as shown below:

Table 1.
SWOT Matrix

	Strengths	Weaknesses
Opportunities	S-O Strategies	W-O Strategies
Threat	S-T Strategies	W-T Strategies

Source: Adapted by Author (2016)

The SWOT matrix will produce a strategy SO, WO, ST and WT and then user will determine which strategy will be implemented first.

B. People Empowerment

Empowerment are the elements that allow people to survive and in a dynamic terms is being able to develop themselves to achieve its goals. Empowering people is an effort to increase the capacity and the independence of people. Correspondingly, according to Roesmidi, people empowerment can be interpreted as an effort to increase the ability of people to participate accountably for their betterment of life. The personality structure, as we know, is significantly influenced by environmental conditions. A person is not formed only by heredity and conditions of growth and care, but also by opportunities and experiences in the world around him. Among these, especially important to us is the

ability to make decisions and to act in order to attain goals. According to Pinderhughes that this ability (or its absence) shapes the person's character and influences the degree to which she will be the effective actor in her life.

Empowerment is an interactive process which occurs between the individual and his environment, in the course of which the sense of the self as worthless changes into an acceptance of the self as an assertive citizen with sociopolitical ability. In the opinion of Kieffer that the outcome of the process is skills, based on insights and abilities, the essential features of which are a critical political consciousness, an ability to participate with others, a capacity to cope with frustrations and to struggle for influence over the environment. The process of empowerment is an active process. Its form is determined by the circumstances and the events, but its essence is human activity in the direction of change from a passive state to an active one. The process brings about an integration of self-acceptance and self-confidence, social and political understanding, and a personal ability to take a significant part in decision-making and in control over resources in the environment. According to Zimmerman & Rappaport that the sense of personal ability connects with civic commitment. Individual empowerment is an expression on the individual level of a multi-leveled process which may be applied to organizations, communities, and social policy. Empowerment is a process of internal and external change. The

internal process is the person's sense or belief in her ability to make decisions and to solve her own problems. In the opinion of Parson that the external change finds expression in the ability to act and to implement the practical knowledge, the information, the skills, the capabilities and the other new resources acquired in the course of the process.

C. Community-Led Total Sanitation (CLTS)

Community Led Total Sanitation (CLTS) is an approach which helps rural communities to understand and realise the negative effects of poor sanitation and empowers them to collectively find solutions to their inadequate sanitation situation. Community Led Total Sanitation (CLTS) is focused on igniting a change in sanitation behaviour rather than constructing toilets. This is done by a process of social awakening that is stimulated by facilitators from within or outside the community. This approach concentrates on the entire community rather than on individual behaviours. The first significant step of Community Led Total Sanitation (CLTS) is to end open defecation as an entry point while changing sanitation behaviour. It starts by enabling people to do their own sanitation profile through appraisal, observation and analysis of their practices of open defecation and the effects these have.

Community Led Total Sanitation (CLTS) is an approach which is based on the principle of triggering collective behaviour change. In this approach, rural communities are facilitated to take collective action to adopt safe and hygienic sanitation behaviour and guarantee that all

households have access to safe sanitation facilities. Community Led Total Sanitation (CLTS) focuses on instigating a change in sanitation behaviour rather than constructing sanitation infrastructure. This change in sanitation behaviours is accomplished through a process of social awakening that is stimulated by facilitators from within or outside the community (see also awareness raising). The Community Led Total Sanitation (CLTS) approach concentrates on the whole community rather than on individual behaviours. Collective benefit from stopping open defecation can encourage a more cooperative approach. People decide together how they will generate a clean and hygienic environment that benefits everyone (see also planning with the community). It is essential that Community Led Total Sanitation (CLTS) involves no individual household hardware subsidy and does not prescribe latrine models.

The Community Led Total Sanitation (CLTS) approach concentrates on ending open defecation as a first significant step and entry point to changing behaviour. It starts by enabling people to do their own sanitation profile through appraisal, observation and analysis of their practices of open defecation and the effects these have. In its fullest sense, total sanitation includes a range of behaviours such as: stopping all open defecation; ensuring that everyone uses a hygienic toilet; washing hands with soap before preparing food and eating, after using the toilet, and after contact with babies' faeces, or birds and animals; handling food and water in a hygienic manner; and safe disposal of animal and domestic waste to create a clean

and safe environment (see also health and hygiene issues).

The principles of Community Led Total Sanitation (CLTS) in the implementation of this program has several key principles, namely:

1. Absence of subsidies provided to the public, is no exception to the poor for the provision of basic sanitation facilities.
2. Increasing the availability of sanitation facilities in accordance with the capabilities and needs of the target communities.
3. Creating public attitudes hygienic and sanitary ware to support the creation of total sanitation.
4. Society as a leader and the entire community is involved in the problem analysis, planning, implementation and use, and maintenance.
5. Involve the community in monitoring and evaluation activities.

Participation levels in Community Led Total Sanitation (CLTS)

The level of community participation is very different, starting with participation rates lowest to highest:

1. People only receive information; community involvement is only to be informed (eg through announcements) and how that information is given is determined by the giver of information (specific parties).
2. The community began to be invited to negotiate; At this level the existing 2-way communication, where people began to be invited

to the discussion or negotiations. In this stage despite being involved in a negotiation, decision makers are outsiders or particular people.

3. Make a decision jointly between the community and outsiders, at this stage the community has been invited to make decisions together for activities implemented.
4. People are starting to gain authority over the control of resources and decision, at this stage people are not only making a decision, but has participated in the activities of the control program. Of the four levels of participation, which are required in Community Led Total Sanitation (CLTS) is the highest participation rate in which people are not only informed, not only consulted but has been involved in the decision making process and even gain authority over the control of resources of the community itself as well as to the decision that they created. In principle Community Led Total Sanitation (CLTS) have mentioned that a joint decision and joint action of the community itself is the main key.

Methods of Implementation Community Led Total Sanitation (CLTS)

Community Led Total Sanitation (CLTS) in society at its core is triggered after the previous

participatory analysis by the community itself. To facilitate the community in analyzing the condition, there are several methods that can be applied in Community Led Total Sanitation (CLTS) activities, such as:

1. Mapping
Aiming to know / see a map of BAB community as well as a monitoring tool (post-triggering, after community mobilization).
2. Transect Walk
Aiming to see and know where it is most often used as a bowel movement. By inviting people to walk and talk at the site, the community is expected to be felt disgusted and for ordinary people to defecate in places is expected to be triggered his embarrassment.
3. Flow Contamination (Oral Fecal)
Aims to encourage the public to see how the human waste can be eaten by other human beings.
4. Simulation contaminated water
Aims to determine the extent to which the public perception to water that they use everyday.
5. Focus Group Discussion (FGD)
Together with the public view and analyze the existing conditions so hopefully the community itself can define what should be done or not done.

NORMATIVE

Community Led Total Sanitation (CLTS) related regulations can be seen below Presidential Decree No. 2 of 2015 on RPJMN 2015-2019, RPJMN 2015-2019, Presidential Instruction No. 3 of 2010 on Equitable Development Program, Ministry of Health Regulation No. 3 of 2014 on Community-Led Total Sanitation, revoke the Ministry of Health Decree No. 852 of 2008 on the National Strategy STBM, Regulation of the Minister of Health No. 60 of 2010 on the Ministry of Health Strategic Plan 2010-2014, Circular of the Minister of Health No. 132 of 2013 on the Implementation of Community Led Total Sanitation (CLTS) and Advocacy Letter Minister of Health No. PK - 02-01 / Menkes / 323/2015 on Community-Led Total Sanitation to the Village Head Around Indonesia.

Regulation in the form of Government Regulation (PP) No. 19 Year 2008 about the District, in Article 1, paragraph 5 described " the District or other designation is the working area of the device sub-district as a district / city " and in paragraph 9 " sub-district or other designation is the leader and coordinator of governance in the region employment districts in the execution of their duties that obtain delegation of governmental authority of the Regent / Mayor to handle most affairs of regional autonomy, and hold general governance. Camat carry out general administration duties which are attributive authority as stipulated in Law No. 32 of 2004 Section 126 subsection (3) and Regulation No. 19 Year 2008 on the District in Article 15 paragraph (1) , the letter a is coordinate the community development.

METHODOLOGY

This research used qualitative through descriptive and inductive method. The scope of the science discussed were strategy, people empowerment and Community Led Total Sanitation (CLTS). Data collection technique used moderate observation, structure interview and documentation study. Moreover, the instruments of this research are the interview orientation, observation orientation and literature investigation. Researcher use snowballs sampling in interviewing the informant.

CONCLUSION/IMPLEMENTATION

Officers Profram UNICEF Wash, Wildfire Setiabudi, said of the results of the World Bank survey in 2008 known to have poor sanitation costs Indonesia Rp56 trillion, or about 2.3 percent of Indonesia's per capita income. He said the loss of material and nonmateril it happened because they still lack the awareness to use clean water and good sanitation in everyday life. As an illustration, to data reported that there are 51 million population of about 200 million people in Indonesia who defecation Gratuitous (Babs). As a result of that condition, he added, every hour there are 15-22 people who died from diarrhea and pneumonia were the trigger for poor sanitation. In addition, every year there are 136000-190000 Indonesian children die before the age of liam years with the same trigger. Regarding sanitation following categories of data serving sanitation in Indonesia:

**Table 2
Scale of Rural Sanitation Challenge**

Category	Rural sanitation coverage		
	Percent	Households	Population
Open defecation	36%	12,028,900	48,115,400
Unimproved sanitation facilities	12%	4,343,600	17,375,000
Shared sanitation facilities	13%	4,009,600	16,038,500
Total without improved sanitation	61%	20,382,100	81,528,900

Source: 2012 JMP estimate; UN population forecast.

The high percentage of causes need some updates such as the implementation of Community Led Total Sanitation (CLTS). The 2008 National Strategy for Community Led Total Sanitation, (CLTS strategy) in Indonesia provided a definition for an improved latrine – an effective sanitary facility to break the transmission of disease – and stated that subsidies should not be provided for household sanitary facilities. Indonesia was the first government in the region to adopt a Community Led Total Sanitation (CLTS)-friendly policy and, while the explicit “no hardware subsidy” statement in the Community Led Total Sanitation (CLTS) strategy has not prevented the provision of latrine hardware subsidies by some projects and programmes, it has demonstrated government commitment to demand creation and behaviour-change interventions ahead of hardware subsidies, and has encouraged the harmonization of programme approaches and policies. Consider the following picture:

**Table 3.
Community Led Total Sanitation (CLTS) Summary**

CLTS Summary		Regional Ranking (14 countries)	
Status	CLTS date of introduction	2008	2-
	CLTS introduced: % of country	97%	2
	CLTS coverage: major organizations	8	5
Scale	CLTS population (P.M. millions)	49.1%	14
	Communities triggered (number)	7,345	1
	ODF communities (number)	1,279	1
	Capacity developed (trained facilitators)	6,99	7
Enabling	CLTS in government policy	Yes	1-
	CLTS targets in government plans	Yes	1-
	CLTS financed by government	Yes	1
	CLTS integrated with other approaches	Yes	1
	CLTS sustainable monitoring	Yes	1-
Effectiveness	ODF success rate	17%	5
	Triggered communities per facilitator	13.6	1
Summary	CLTS potential maximized?	Yes	1

Source: Community Led Total Sanitation (CLTS) in East Asia and Pacific, 2013

The above table shows that the Community Led Total Sanitation (CLTS) potential to do. Given some of the factors supporting the development of Community Led Total Sanitation (CLTS) in Indonesia as follows:

**Table 4.
Community Led Total Sanitation (CLTS) Enabling Environment**

Policy	CLTS Government Policy	CLTS Government Policy	CLTS Government Policy
Policy	CLTS Government Policy	CLTS Government Policy	CLTS Government Policy
Strategy	CLTS Government Policy	CLTS Government Policy	CLTS Government Policy
Finance	CLTS Government Policy	CLTS Government Policy	CLTS Government Policy
Integration	CLTS Government Policy	CLTS Government Policy	CLTS Government Policy
Monitoring	CLTS Government Policy	CLTS Government Policy	CLTS Government Policy

Source: Community Led Total Sanitation (CLTS) in East Asia and Pacific, 2013

Because of People Teluk Naga own paradigms not to build a latrine in the house and use the great river, the

custom to bathe, defecate, urinate, washing, fetching water and so on, then Head needs to formulate a strategy for people empowerment on Community Led Total Sanitation (CLTS). Before formulating a strategy then needs to be analyzed using SWOT consisting of strenght, weakness, oppourtunities and threat as follows Strengths, Weakness, Opportunities and Threats with explanation:

1. Strengths

- a. The Head of Subdistrict has a strong commitment to realizing the empowerment of communities through CLTS program;
- b. The Head of Subdistrict has good communication and coordination with related institutions;
- c. The Head of Subdistrict always encourages employees to contribute in the implementation of people empowerment through CLTS;
- d. The Head of Subdistrict does “blusukan” or down directly to its area of responsibility and monitor the implementation of CLTS.

2. Weakness

- a. The Subdistrict of Teluk Naga does not have adequate knowledge and considerable experience on CLTS;
- b. Not all of the employees of Subdistrict Office actively participating to

encourage communities to implement CLTS;

- c. Teluk Naga does not have sufficient funds to support the implementation of CLTS;
- d. Teluk Naga does not have sufficient facilities and basic facilities in terms of quality and quantity.

3. Opportunities

- a. The high number of volunteers and student interns who contribute to help the implementation of CLTS in accordance with the right principles and methods;
- b. Have enough land in the district Teluk Naga to built public toilet;
- c. Community of Teluk Naga assessed financially able to build a latrine in his house;
- d. There are considerable assistances from the Local Health Department and Community Health Center;
- e. Support from local elites to urge society in the implementation of CLTS Teluk Naga.

4. Threats

- a. Private parties has not keen to assist the implementation of community development in the Teluk Naga through CLTS program;
- b. The absence of the local regulations stating the CLTS in Banten;

- c. The paradigm of the society to not want to switch their conventional latrine to the new ones in their house;
- d. People does not want to build latrines if the local government can not provided or subsidized the costs;
- e. The reservoir in front of the house is used as a source of daily activities such as to bathe,

urinate, defecate, wash, take for drinking water and so on.

Strengths, Weakness, Opportunities and Threats will be entered into a SWOT matrix that can then be formulated strategy for the sub-district head to empower society to the Community Led Total Sanitation (CLTS) program. The SWOT matrix is as follows:

Table 5.
SWOT Matrix of The Strategy of Head Sub-district for People Empowerment
On Community Led Total Sanitation (CLTS)

	STRENGTH	WEAKNESS
Internal	<ul style="list-style-type: none"> a. The Head of Subdistrict has a strong commitment to realizing the empowerment of communities through CLTS program; b. The Head of Subdistrict has good communication and coordination with related institutions; c. The Head of Subdistrict always encourages employees to contribute in the implementation of people empowerment through CLTS; d. The Head of Subdistrict does “blusukan” or down directly to its area of responsibility and monitor the implementation of CLTS. 	<ul style="list-style-type: none"> a. The Subdistrict of Teluk Naga does not have adequate knowledge and considerable experience on CLTS; b. Not all of the employees of Subdistrict Office actively participating to encourage communities to implement CLTS; c. Teluk Naga does not have sufficient funds to support the implementation of CLTS; d. Teluk Naga does not have sufficient facilities and basic facilities in terms of quality and quantity.
External		
OPPORTUNITIES		
<ul style="list-style-type: none"> a. The high number of volunteers and student interns who contribute to help the implementation of CLTS in accordance with the right principles and methods; b. Have enough land in the district Teluk Naga to built public toilet; c. Community of Teluk Naga assessed financially able to build a latrine in his house; d. There are considerable assistances from the Local Health Department and Community Health Center; e. Support from local elites to urge society in the implementation of CLTS Teluk Naga. 	CLTS Quality	Strengthen CLTS Monitoring Systems with Subdistrict Staff
THREAT		
<ul style="list-style-type: none"> a. Private parties has not keen to assist the implementation of community development in the Teluk Naga through CLTS program; b. The absence of the local regulations stating the 	Improve CLTS Enabling Environments	Latrine Quality

<p>CLTS in Banten;</p> <p>c. The paradigm of the society to not want to switch their conventional latrine to the new ones in their house;</p> <p>d. People does not want to build latrines if the local government can not provided or subsidized the costs;</p> <p>e. The reservoir in front of the house is used as a source of daily activities such as to bathe, urinate, defecate, wash, take for drinking water and so on.</p>		
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Source: Processed by Author (2016)

RECOMMENDATION

1. Improve Community Led Total Sanitation (CLTS) enabling environments
Scaling up Community Led Total Sanitation (CLTS) progress and improving Community Led Total Sanitation (CLTS) effectiveness and sustainability will be dependent on the further strengthening of enabling environments for rural sanitation in Teluk Naga Subdistrict.
2. Strengthen Community Led Total Sanitation (CLTS) monitoring systems with subdistrict staff
The review recommends more detailed monitoring and evaluation of Community Led Total Sanitation (CLTS) progress and effectiveness. The main problem seems to be the lack of mechanisms that encourage the regular collection, analysis and reporting of Community Led Total Sanitation (CLTS) or

other sanitation performance data. Annual strategic reviews, ideally linked to the monitoring of Community Led Total Sanitation (CLTS) progress against strategic sanitation targets are useful mechanisms for pulling monitoring data and reports up through government and programme systems.

3. Community Led Total Sanitation (CLTS) quality
The review recommends more detailed monitoring and assessment of Community Led Total Sanitation (CLTS) implementation quality and capacity development. More effort needs to be made to track the number of trained facilitators that become active, and assess the relative effectiveness of active facilitators and support staff. Analysis of the factors that lead to higher ODF success rates and more sustainable outcomes – for instance, why outcomes are better in one programme area than another – should be an essential part of

any Community Led Total Sanitation (CLTS) intervention.

4. Latrine quality

One of the core tenets of the Community Led Total Sanitation (CLTS) approach is that communities and households should solve their own sanitation problems, and that the exercise of solving these problems through building simple latrines with local materials will encourage ownership, commitment and innovation. Other stakeholders suggest that a lack of technical advice during the latrine construction phase often results in badly constructed latrines, use of non-durable materials and designs, unhygienic facilities, and risk of contamination (from badly contained excreta), pit collapse and latrine abandonment. The Head of subdistrict and the facilitators had to repeatedly convey it to the public so that people do not just wait for subsidies, but to build a latrine with awareness.

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A HISTORY OF THE COMMUNIST GUERILLA MOVEMENT IN INITAO, MISAMIS ORIENTAL (1980-1990)

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ABSTRACT

This study highlights the history of the Communist Guerilla Movement in Initao, Misamis Oriental. The movement was established in the said municipality in the 80's during the time of Marcos dictatorship. The movement gained many adherents in the town particularly among young people due to the abuses and political repression brought about by the Marcos regime. It started out among young students who affiliated themselves with Kabataang Makabayaan which later paved way for the establishment of the armed front of the Communist Party of the Philippines – the Guerilla army. Farmer's support, effective leadership and formidable terrain of Initao were basically the reasons why the movement sprouted in town among other towns in Misamis Oriental province. This paper will also tackle the reasons for the movement's eventual decline on the 90's.

This study was conducted by utilizing primary and secondary document available in different libraries particularly those of MSU in Marawi City, MSU-IIT and Xavier University in Cagayan de Oro city in the form of books, manuscripts and news reports. The author also supplemented data gathered by using police reports from the Initao Police Station. Apart from documentary research, the author also conducted interviews with key personalities particularly with the very important people who were involve in the movement in order to strengthen or support the result of the documentary research.

Key Words: Communist Party, New People's Army, *Operasyon Ahos*, Guerilla

INTRODUCTION

People have different personalities, different experiences to share and distinct ideologies to follow. Thus, some of them choose to fight for what they believe is against their enemies. They are struggling for their independence to reach their goals and to achieve unity and equality to all individuals. Equality in a sense that, all people must share the same status in the society, no more poor nor rich within a

community; all is fair and identical in nature. These are the main reasons why some people decided to enlist and established a guerilla movement. According to Miriam Webster Dictionary, Guerrilla is derived from "Guerra: the Spanish word means "small war".

Our country is very rich in guerilla activities since it has undergone a long period of colonialism, imperialism and so forth. These guerilla activities were led by the

guerilla themselves that known as New People's Army. They followed the leadership of Communist Party of the Philippines/Mao Tse Tung thought since it is also the armed wing of the Communist Party of the Philippines (Yap, 1971). According to Alfred Saulo on his book entitled Communism in the Philippines: An Introduction, it stated that the Communist Party of the Philippines is the political party of the Filipino working classes based on the principles of scientific Communism and Marxism-Leninism. It fights for the immediate and basic wants of the workers, peasants and all elements exploited by capitalists.

The History of the guerilla movement in Initao, only few people know about its historical value, the struggles that they faced during the encounters and only few of them were able to appreciate. New People's Army give a bad image for the Initao but they don't know the reasons behind the movement; its power struggles, its doctrine and their ideologies. Hence, this paper presents about the historical development of the movement of the guerillas in Initao Misamis Oriental.

Statement of the Problem

The study aims to present the History of the Communist Guerilla Movement in Initao Misamis Oriental during 1980-1990.

The study aims to answer the following questions:

1. When and why was the Communist Guerilla Movement organized in Initao Misamis Oriental?
2. Who were the people responsible in organizing the Guerilla Movement in Initao Misamis Oriental?
3. What were the reasons why some residents of the municipality joined the movement?

4. What are the factors that led to the decline of the movement?
5. What are the important activities experienced by the guerillas?
6. What was the impact of the movement in the municipality of Initao and to Initaoans?

Objectives

1. To trace the rise and decline of the Communist Guerilla Movement in Initao Misamis Oriental.
2. To identify the leading personalities that organized the movement.
3. To determine the purpose of the movement.
4. To examine the aims and motives of the residents of the locality in joining the movement.
5. To elaborate the important activities experienced by the guerillas.
6. To determine the impact brought by the movement to the municipality of Initao and to Initaoans as well.

Significance of the Study

The study presents the communist guerilla movement occurred during the years 1980-1990 in Initao, Misamis Oriental. It serves of great importance to the following:

- To The Country (General) – The study provides enough information about the struggles, activities and especially the story of the communist guerilla movement to the country as a whole.
- To The Region – The study serves as a guide to help the civilians in Region Ten understand exactly the history of guerilla movement in Initao, Misamis Oriental.

- To The Municipality – It is also important to know the experienced of these guerillas and even civilians that were affected since they can provide enough information and because it serves as an eye opener to the Initaons to learn about the side of the NPA's and the people during the movement.

Methodology

The study made use of a descriptive quality study and analyzed both primary and secondary data. In order to construct the history of the movement in Initao, Misamis Oriental in 1980-1990, the researcher relied much on oral history through personal interviews. The researcher used a set of written questionnaire and followed the structured way of interviewing respondents. The interviews were conducted at the respondents residents using Cebuano dialect as a means of communication. While conducting the interview, the researcher used pen, paper, video recorder and camera as her tools to document the event.

The guerillas that were interviewed were not randomly selected but rather explicitly specified for the credibility and accuracy of data. Most of them were present during the movement and were leading the personalities that shaped the movement. The researcher also interviewed civilians who lived through those years in Initao for the reliability and objectivity of the study. Thus, the researcher conducted interviews on eight barangays out of sixteen namely Oguis, Apas, Kanitoan, Jampason, Poblacion, Camelon, Kalakapan and Sinalac because those barangays were considered as a hotspots of guerilla activity. Those Barangays were known to be the hideouts of the members of New People's Army because of its mountainous terrain where they can easily hide and

served as a training ground for them. It is also an agricultural area where most farmers lived and they were the target of influence during that time.

Some written documents of the movement were not retrieved because they were burned, lost and never found again due to its confidentiality. The researcher made use of Police reports and records found in Initao Police Station to ensure the objectivity of the data. The researcher also made use of the intelligence reports found in the internet 1983-1985. The thesis information found in AB History undergraduate thesis of Galgo and Escalona found in CASS Library was also used. Books, News clippings, articles journals were also used by the researcher as a guide to guarantee the credibility of the study. Municipal documents, maps and figures were also used by the researcher.

Locale of the Study

Initao as locale of the study was formerly the mother town places of such places like Libertad, Naawan, Manticao and Lugait. It is considered as the oldest municipality in the Western part of the province of Misamis Oriental (Socio-economic Profile, 1998)

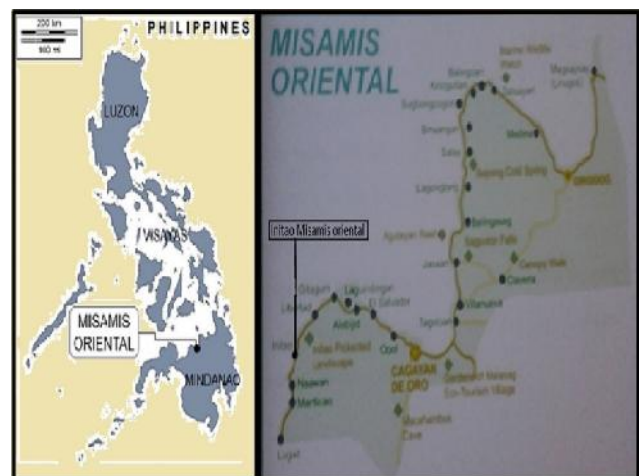


Figure 1. Map of the Philippines and Initao Misamis Oriental. Source: (Socio-economic Profile, 1998)

Location

Initao is situated fifty-two kilometers west of Cagayan de Oro City, the capital city of Misamis Oriental and thirty-six kilometers, south of Iligan City part of Lanao del Norte. It is bounded on the north by the municipality of Libertad, on the west by the municipality of Alubijid, on the south by the municipality of Naawan and on the east by the Iligan Bay (Socio-economic Profile,1998)

Land Area

It has a total land area of 11,560 hectares which accounts for 3.17% of the total 367,360 hectares of Misamis Oriental. It is composed of sixteen barangays. The urbanized barangays cover 15.70% of the total land area while the rural covers 84.30%.(Socio-Economic Profile, 1998)

Presentation and Discussion of Data

The Story of the Guerilla Movement in Initao

The birth of student activism from different secondary schools led to the revolutionary movement of these young intellectuals in Initao, Misamis Oriental. It was somehow become one of the important factors that led to the development of the movement. Initao has two common institutions during that time. One school the Xavier Highschool was managed by the priests. It was believed that even the members of the religious sectors in the church in the municipality either it was a priest or nun, supported these demonstration and they also spoke out about their outlook against the government.

During those times, the movement was not yet fully established since it was only a matter of organizing the people. These student activists were discussing about military of Marcos regime. From the

protest of these student activists and the forming of different group organizations in the municipality gave birth to the fully developed power and armed struggle in the area.

It all started in 1980, at the small sitio of Kamaka, Andales, Initao Misamis Oriental when an educated man named a.k.a. Q.A., together with the group of young men, founded the communist guerilla movement in the municipality. These educated men were affected by the issues and news in their municipality and the country and influenced by the books of Marx, Lenin and Mao Tse Tung of Communism and Socialism. They were inspired by the principles of the Part and discussed about the situation of the farmers in their municipality, tackled also about agrarian reform and the military regime of President Marcos. Respondent B and the rest of the respondents also supported and verified that it was Q.A. who established the movement in the municipality.

Not until, the following years of 1981to 1983, the movement was greatly expanding from the farthest town of Sinalac up to Poblacion, Initao. All of the sixteen barangays of the Municipality were already involved in the movement.

According to Respondent G, there was a massive recruitment of the masses in the movement. Almost all people, the numbers cannot be identified since the documents were already burned and surrendered to the authority during that time. But the most important thing was they got the civilian support. The biggest concentrations were the barangays Andales, Kanitoan, Oguis and Sinalac. These mountainous parts of the municipality was thickly forested thus it was a great place for the rebels to concentrate. It also served as their training ground.

Respondent H also added that the years from 1981-1983 marked the expanding and developing of the movement, from its leaders down to its members. This time there were already armaments involved like a few numbers of armalites

One civilian recalled that the presence of the guerillas in the municipality had also a positive outcome. During that time, there were no incidents of animal rustling and even the selling of drugs. It was a better situation then amidst the encounters. The New People's Army (euphemistically called Nice People Around) employed mixed tactics. Its units engaged in party building, promoting revolution among rural masses and armed struggle. They have sought to gain acceptance of peasants by helping introduce simple irrigation works, crop-rotation programs and basic health precautions. These require NPA members to show self-discipline, pay fairly for what they buy, speak politely to those they are seeking to liberate and treat women with respect and captives with consideration. (Southeast Asia Report, 1985)

The peak of the movement was between 1984-1986 when there were numerous encounters against the military which occurred in the different sitios and barangays of Initao. This time, the authorities found out about the underground bunkers and even the commanders in the movement, thus the military started raiding civilian houses if they were involved with the movement. Many civilians were affected and the great exodus happened in the area. Civilians evacuated to the nearby places like some parts of Poblacion which was not affected during the battle. Kalakapan, Oguis, Kanitoan and Andales were considered as "no mans land" during those times because the military saw these barangays

as their biggest threat on fighting against the guerillas. They forced the civilians to leave their respective houses, so that they will not be involved in the encounters between the guerillas and the soldiers. They abandoned their properties for the sake of their lives. (Respondent G, 2014)

These events were followed by the death of the municipal Mayor Ceasar Magno and the infamous ambush incident took place on September 9,1985. This created a sense of fear to civilians because they were very concerned about their safety and security, especially during the following encounters of military and the guerillas. It was not until the year 1987, when Corazon Aquino took place as the new president of the republic, when most of the guerillas surrendered and they were given amnesty by the government.

Figure 2. Present Day Kalakapan, Initao Misamis Oriental



Reasons why the Guerilla Movement established in Initao

The communist movement was able to hasten its establishment during the years 1980-1990 because there was an increase of participation from various sectors like farmers, students, workers who were all wanted to be liberated from the shackles of imperialism, feudalism and capitalism. It was then that the movement was established because of the call of the national leadership in 1973 that bases and fronts will be established throughout the Philippines and the mass be consolidated

to hasten the revolution. At that time, the communist party have successfully educated them particularly on Marxism-Leninism-Mao Tse Tung thought. (Dayata, 2007)

Other reasons for the establishment of the guerilla movement in Initao were the following:

- **Formidable Terrain – Topography** of Initao mainly composed of valleys, plateaus and mountains. It has a forested area in the mountains of Mt. Kitanglay and others. The rugged terrain and thick jungle was ideal for guerilla warfare. This great landscape is an ideal place for the guerillas to establish the movement against the government.
- **Support of the Masses/Farmers –** Like the movement in Lugait, Misamis Oriental, it had the same objective why it was established in the municipality. As, farmers were the target of influence during that time, they wanted to call out for equality among all individuals. They fought for high wages, they wanted to own the land they tilled. They also demanded for the government to lessen the increasing high prices of basic commodities and requested to increase agricultural production brought about by the monopoly of the lands by few landlords.

Figure 3. Mountainous Part of Barangay Oguis, Initao Misamis Oriental (Photo taken by the researcher last September 13,2014)



Reasons for Enlistment in the Movement

There are different reasons why people joined the said movement. The recruitment of the members was through of the *Sangay sa Partido or SP*. They were the ones who visit to civilian houses and do lectures about the condition of the Philippine economy and society. These members of *Sangay sa Partido* were called “lektyurers”. The following were the factors or reasons why most of them enlisted:

Poverty

Initao being an agricultural area where most of its citizens are farmers, the people were greatly affected during Marcos regime. Farmers were greatly suffered from poverty, they joined the said movement. It was the only way to voice out their sentiments against the government. According to Respondent B, the increasing prices of goods, the farmers can no longer afford because of low wages. Their wages were not enough, thus oppression was very glaring at that time.

Since the farmers were the main victims of poverty so, they were very interested in attending “agrarian reform” lectures because of the injustices experienced throughout their life. (Respondent B, 2014)

Fear

As defined by Miriam Webster Dictionary, fear is the feeling of anxiety. It is an unpleasant feeling of apprehension caused by the presence or anticipation of danger. Fearing the guerillas might do something harm for them. Many citizens of Initao were forced to join the movement. Five out of fifteen guerillas that the researcher interviewed admitted that it was fear that forced them to join the movement.

As Respondent C once stated that he had no choice but to join the said movement, for he was afraid of them. If he didn't join, he might end up dead.

Even though during those times, the guerillas never forced the civilians to join the movement but few civilians perceived that the movement is not good for the people for it will only bring chaos to their barangay, as well as to the municipality. Some of the civilians admitted that the movement brought sense of worry and fear to the people in Initao. They were not just afraid but at the same time they were very concerned of their safety as well with their family because anytime, their lives might just get affected. (Liling Buhian, 2014)

While recruiting the people although the guerillas never forced them to join and they had the freedom to speak, they had no right to say no. Some members of the masa, however, confessed to the researcher that:

Fear towards the guerillas led them to join the movement. They were scared

them if they will not join or if they will not agree to the rules of the movement, their lives were at stake. They admit that joining the movement was the only way to live, sacrificing themselves so that their families will be safe.

Personal Grievances

Some sources interviewed and testified that their reason in enlisting was to take revenge on what military did to their families. One example was the case of a.k.a Malou. Her father was killed by a “military personnel” which until now, the case unresolved. She did not know why her father was shot when she was still 4th year high school. When she found out about the movement she immediately joined. For two weeks she trained at Talakogon, Lugait, Misamis Oriental until she became the team leader of the unit. She wanted that the military or the government to pay for what they had done to her father. (Respondent E, 2014)

Important Struggles and Activities Experienced by the Guerillas

When the movement began in Initao, it was inevitable that there were lives that were affected. This includes those on the military personnel, police, guerillas and civilians. When it came to fatalities during the encounters and ambushes no one was exempted. The lives of Initaoans were at risk during those times. Those who were affected during the movement said that the rebels didn't include innocent civilians on their target list and at the same time, they didn't want them to be involved since it is their rule. (Liling Buhian, 2014)

But during the years 1984-1986 when the movement was on its peak, that's the time when fatalities were incurred, many civilians were wounded and killed. The insurgents liquidated drug sellers,

thieves, informants (those who gave secret information about the movement to the Police) traitors and people who were against of their movement. The rebels gave them warning at first but on the second time around, they were constrained to punish them.

Table 1. List of fatalities and Death in Initao Misamis Oriental in 1980s.

MONTH/YEAR	EVENT
July 1983	One Maarcelo Jabicn was shot to death by unidentified persons at said place.
October 1983	One Martin Quitariano (a Kagawad of Brgy. Andales and a resident of Camaca) was shot to death by three unidentified persons at Camaca Andales.
March 1984	One Eddie Dagapioso was shot to death by unknown suspect at Malapoy-on, Camelon.
May 1984	One Canoto Jalagat was shot to death by unknown suspect at Malapoy-on, Camelon.
June 1984	Etadio Catiil and Vicente Fabregas was shot to death by the used F 12 gauge shotgun and Grand 3019.
August 1984	One Edelberto Ragmac of Camelon this municipality was shot to death by three unidentified persons.
April 1985	Alfonso Pacanut Y Ratunil victim of encounter at Andales was escort to Provincial Hospital.
May 1986	Former Mayor Cesar magno was shot to

	death by 6 unidentified persons using a 45 caliber pistol.
June 1985	One Roger Ligaspe and one unidentified person was found dead at Initao Central School with revolver Cal. 38 with three rounds ammos and BA with assorted clothes and medicines.
July 1985	One Eduardi ladua was shot to death by four unidentified persons using M16 rifle.
August 1985	One Ramon Jagos of Talagosok, Andales was allegedly shot to death by four unidentified persons using M16 rifle.
January 1986	One Antonio Tagupa, a resident of bandera Oguis was shot to death by two unidentified armed men.
January 1986	One body Juany Bagares Y Pangon was found at Camanikahan, Camelon this town already dead.
February 1986	Felicisimo Quejano was shot to death at Beraneo Oguis.
March 1986	Maria Ubagan Y Oquimas was found dead at Sitio, Mamiguiz, Camelon.
April 1986	Two dead bodies with gunshot sounds in the persons of Rene Boy Poblete and Bernaldo Quitariano, a resident of Brgy. Andale sans Sitio Camaca.
April 1986	Gonzalo Poblete Fabroa was shot to death by six unidentified armed men

	at Sitio Camaca, Brgy. Andales.
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(Source: Initao Philippine National Police Reports, Initao Misamis Oriental)

As stated by Pat Verdades, the armed conflict of the Communist front was the longest running-Maoist insurgency in the world led by the New People’s Army – the armed forces of the Communist Party of the Philippines. It is considered as a people’s war waged together with the National Democratic Front of the Philippines. There were three major stages in this protracted people war: the strategic defensive, the strategic offensive and the strategic stalemate. The protracted people war had been in the strategic defensive stage beginning the late 1960s. Though it waged people’s war, its primary tasks was land reform. Its strategy to set up barangay and organized barangay revolutionary committees primarily in the rural areas.

The National Democratic Movement expanded through massive organization, intensification of guerilla warfare in the countryside, international work and alliance-building of individuals who opposed the dictatorship. During that time, the strategic offensive was used by the New People’s army in targeting military and police outposts. The tactics of New People’s Army had been effective in their armaments build up because many high-powered firearms of the government forces were lost after fighting against the New People’s army. The New People’s Army in Initao was the first one to attack their enemy through raids, ambushes and others. (Santos, 2007)

In 1983, the encounter between insurgents and military occurred at Kalakapan (one of the barangays in Initao) the guerillas lost their medical team which consist of three women and two men, In 1984, series of encounters at Tawan-

Tawan, Sinalac and Kitanglay took place. In Kitanglay, there were twenty-seven guerillas who fought against seven military men. (Respondent B, 2014)

Respondent B also added that the peak of the movement was in 1985 when a.k.a Mario died, thus, triggered the members of the organization to launch a massive rally protest at Poblacion. The said respondent was shot by an unknown soldier that January. Due to his death, the member of New People’s Army planned a funeral march from barangay Oguis to Poblacion.

Figure 4. Present Day Abandoned Clinic where the emergency hospital was raided by New People’s Army happened on April 1985. (Photo taken by researcher last September 13, 2014)



On September 08, 1984, nine army soldiers were killed and nine others wounded in ambush by heavily armed men in Initao, Misamis Oriental. The armed men believed to be members of New People’s Army, attacked a military convoy in Tubigan, Initao, Misamis Oriental. The fatalities were identified as Captain Magbanga, Sergeants Perfecto Ubongen, Guillermo Falcunit and Pedro Dela Rosa. Private 1st Class Nesto Sabunod, Felipe Bendigo, Vicente Olivo, Alberto Entera and Diocoson Nolasco. They were all members of the army’s 542nd Engineering Combat Battalion in Pala-o, Iligan City. Among the wounded was identified as Major Antonio Santos Officer in Command of the 55th Charlie Company. The soldiers were on their way to Lumbia airport in Cagayan de Oro City when they were ambushed. The

soldiers were ordered to proceed to Cebu City to assist in Typhoon Rehabilitation. (Foreign Broadcast Information Service, SEA Report, 1984)



Figure 5. Present Day Abandoned Lasang Clinic where the emergency hospital raid of New People's Army on April 1985. (Photo taken by researcher last September 13,2014)

On May 5, 1985 Mayor Ceasar Magno of Initao Misamis Oriental was assassinated while attending the mass on Sunday. Some assumed that the reason he was killed because he did not support the movement especially in finances. But others believed that it was all about politics. (Respondent C, 2014)

After that incident, the guerilla raid Initao Emergency Hospital in Barangay Tubigan on April 7, 1985. At about 7 p.m. on that same day, some Thirty Heavily armed New People's Army ransacked the place. The New People's Army took all the hospital supplies, assorted medicines and a still undetermined amount of money with them. They also took office supplies like typewriters, pens and others that will be used in the movement. (Foreign Broadcast Information Service, SEA Report, 1984)

Figure 6. Jampason-Tubigan Borer where the ambush happened between New People's Army and 542nd Brigade. (Photo taken by the researcher last September 13,2014)



Decline of the Movement

When the movement was its peak, chaos started. The years 1983-1985 marked the infiltration of deep penetration agents sent by the government. The presence of deep penetration agents who disguised themselves as member of the New People's Army in Initao led to the decline of the movement. These military spies killed those they suspected as members of the movement. Hundreds of cadres and fighters were killed by the investigation teams and many of them dispersed from the movement. (Weekley, 2001)

As a counterattack, the Kampanyang Ahos or Operation Zombie was launched by the Mindanao Commission in 1985. It swept out the Deep Penetration Agents, who have infiltrated the Communist Party of the Philippines- New People's Army ranks. The confusion and lack of coordination of those who stayed in the movement was so extreme especially in Initao. (Weekley, 2001)

These events led to the decline of members, most of its leaders were either killed during the encounters. Most of the masses were already surrendered in the fear that they would be the next victim of

Kampanyan Ahos. An estimated 606 cadres and activists were tortured and killed. The campaign forces over 6,000 cadres and activists to resign from the party and its mass organizations surrendered to military authorities or simply abandon their work. The masses already stopped supporting the movement because they would either surrender to the authorities or captured by the military. Hence, the masses were considered as the lifeblood of the movement itself. Since the masses were their source of food and information. Without massive civilian support, the movement eventually declined.

Present Status of the Movement

The movement has since waned in Initao. It doesn't exist anymore especially in the mountainous part of the municipality. This is because of military presence in Camelon. The Initaoons themselves don't want to experience the same horror again. They are already vigilant of the actions of their co-Initaoons. The terrain was also one of the factors. Due to illegal logging, there are no longer thick forests in Initao today that can be used as hideouts for insurgents. (Respondent A, 2014)

Impacts brought by the Movement to the Municipality and to Initaoons

The Communist Guerilla Movement in Initao Misamis Oriental was a significant and a life changing event in the municipality and its people. This became a turning point for some members of the group consisting of farmers, peasant organizations and even student activists who started questioning and going against the government during that time. Though it, the Initaoons particularly the farmers were able to voice out their grievances.

Impact to the Municipality

It had a great impact to the municipality. It did not only help stop animal rustling but it also helped mostly petty crimes such as drug pushing and theft but it brought peace to the municipality despite the skirmishes then.

Impact to Initaoons

During those years, many Initaoons were forced to transfer from one place to another to ensure their safety. They suffered heavy losses especially with the properties they left behind, It caused a great loss of lives. It also affected the Initaoons since their lives were affected may they be a member of New People's Army, military or not, because of the ambushes, raids and encounters that took place on the mountainous part of the town. Even those people who did not enlist in the movement were affected because they were suspected as a member of guerillas in Initao, Misamis Oriental.

Conclusion

Initao being the oldest municipality in the western section of Misamis Oriental is historical due to the founding of the Guerilla Movement in 1980-1986. It was thickly forested and the terrain was a great place for these guerillas to settle which why Initao was considered as the "melting pot" of the movement. Massive farmers support and the problems of local government were among the reasons why the movement gained adherents. It was started about the student protest in the "white area" or the schools on 1980, when the movement was fully established Kamaka, Andales by a group of young intellectuals. Then the movement expanded until it reached its highest peak when encounters, ambushes and raids took place. The following year was the turning point of the movement because of the death of Mayor Magno, the raid of Emergency Hospital and the Jampason-

Tubigan Border ambush incident occurred. The infiltration of the Deep Penetration Agents in the movement however, was the cause of the decline of the movement. These Deep Penetration Agents started killing those people they suspected as members of the movement, there were a great loss of cadres and members of organization. To counterattack, the Communist Party of the Philippines launched “Kampanyang Ahas” to flush out the Deep Penetration Agents they believed had infiltrated the Communist Party of the Philippines-New People’s Army ranks especially in Initao. This led to the decline of the movement since many of the leaders were killed and some members of the masa either surrendered or were captured by the authorities. The movement brought a big impact to the lives of Initao and to the municipality which led to the decline of petty crimes. It also helped shape how the people in Initao view the New People’s Army at present. The story of the movement in Initao was one of a kind. These insurgents were very brave to fight for what their beliefs and indeed, it only proved the adage that “to fight is to live”.

Recommendations:

- There should be a quantitative study regarding about the perspective of Initao towards the present day militants.
- Same study should be conducted in other municipalities of Misamis Oriental where Guerilla Movement was also active.
- Another study may conducted on the struggles experienced by the guerillas in the municipality.

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DEPOK SUB DISTRICT SLEMAN REGENCY FEASIBILITY ANALYSIS DIVISION INTO CITY BASED ON PP NO. 78 TAHUN 2007 ON PROCEDURES FOR THE ESTABLISHMENT , ABOLITION , AND REGIONAL UNIFICATION

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ABSTRACT

Depok sub district is a sub district belonging to Sleman Regency, Province of Yogyakarta Special Region. Landmass of Depok sub district is more extensive than Yogyakarta City area. Its facilities and infrastructures is more advance and developed than other sub districts in Province of Yogyakarta Special Region.

Considering more existing discussion about regional enlargement as one implementation of regional autonomy, this research will discuss it descriptively concerning feasibility analysis of Depok sub district, Sleman Regency which will be enlarged into new autonomous regional or city. That feasibility analysis is based on factors and indicators included in PP No.78/2007 on Procedures for The Establishment, Abolition, and Regional Unification. The research objective is to find out enlargement feasibility of Depok Sub district, Sleman Regency into new autonomous regional or city.

The research is focused on factors and factorss assessment and indicator of Depok sub district which it will be compared with 3 comparator cities. There are 35 indicators divided into 11 assessed factors or factorss and then it is weighted and scored. Those result of weight and score determine enlargement feasibility of Depok sub district,

Sleman Regency into new autonomous regional or city.

The result indicated that the total feasibility score of regional enlargement of Depok sub district, Sleman Regency is 308, while the minimum standard score is 320. The factor or factors score of demography is 60, while the minimum standard score is 80. The factor or factors score of economic capability is 50, while the minimum standard score is 60. The factor or factors score of regional potential is 65, while the minimum standard score is 60. And the factor or factors score of financial capability is 15, while the minimum standard score is 60.

Therefore, it can be concluded that Depok sub district, Sleman Regency is less capable and impolitic to be enlarged into new autonomous regional or city. In long term, Depok sub district, Sleman Regency is possible to submit enlargement if capable to pursuit minimum standard score, or it can be submitted transformation towards enlargement regulation. In other word, it submits transformation PP No.78/2007 into new regulation.

Keyword: Regional enlargement, Depok sub district, Comparator City, Factors, Indicators.

Introduction

Since the reform era in Indonesia, to celebrate the spirit of democracy with improved governance system flowed with the surge. Starting from the freedom to establish political parties, direct presidential elections, and even direct election of governors. And more interesting is the euphoria of regional autonomy.

UU No.32/2004 which stipulated in article 1, paragraph 5, is a regional autonomy rights, authorities, and obligations of autonomous regions to set up and manage their own affairs and interests of local communities in accordance with the legislation. And the autonomous region or area in question as stipulated in UU No.32/2004 paragraph 4 is a unit of community boundaries have authorized organize and administer governmental affairs and public interests own initiative based on the aspirations of the people within the Unitary State Republic of Indonesia.

In principle, the decentralization policy conducted by decentralizing the powers that have been centralized in the hands of the central government. In the process of decentralization, the central government powers are transferred from the center to the Regional Government as it should, to realize a shift of power from central to local districts and cities across Indonesia. If the original condition of governmental power flows move from local to central level, the idealized that since the implementation of the regional autonomy policy, the current dynamics of power will move the opposite, current from the central to the regions¹.

And one regional autonomy is reflected among others in the desire for the region to split themselves or commonly

known as regional expansion. This regional expansion based on UU No.22/1999 which was later revised to UU No.32/2004. In UU No.32/2004 regarding the expansion area regulated by Article 46 paragraph 3 and Article 46 paragraph 4. The sound in paragraph 3 are: "The establishment of the area may be merging some areas or parts of areas bersandingan or division of a region into two area or more ". And in paragraph 4 states that the division of the region into two regions or more referred to in paragraph 3 do after reaching the maximum age limit of governance. Furthermore, the division policy governed by PP 129/2000, which followed the changes and revised by PP No.78/2007 on Procedures for the Establishment, Removal and Merger of Regions. In PP No.78/2007 regulates the formation process based on the area of 3 three requirements, namely administrative, technical, and physical territoriality.

With these requirements it is expected that the newly formed area can grow, develop, and is able to organize regional autonomy in order to improve public services in order to accelerate the realization of optimal well-being of society and in strengthening the integrity of the Unitary Republic of Indonesia. Then, criteria or conditions set out in the regional expansion PP 129/2000 is replaced by PP No.78/2007 on Procedures for the Establishment, Abolition, and Merging

¹ Asshiddiqie, Jymli. 2012. *Otonomi Daerah dan Parlemen Di Daerah*.
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Regions. The indicators contained in PP No.78/2007 are:

1. Population
2. Ability Economy
3. Potential Areas
4. Financial Capabilities
5. Social and Culture
6. Social and Political
7. Local Area
8. Defense
9. Security
10. People's Welfare
11. Full Range

Regional enlargement or creation of new autonomous regions such as the province is increasingly widespread since the enactment of UU No. 22/1999 on Regional Autonomy, which was later revised by UU No. 32/ 2004, making the area the second level in the form of district and city also rife. Up to December 2008 have been formed 173 regency and 35 cities result of regional expansion and become the new autonomous region. Thus, in Indonesia has recorded 398 regency and 93 cities. When viewed closely, the period or periods after the reform is a period that is growing rapidly or it could be said that the future is very much pemekarannya. Not only the regional division in the form of a new province, but also the district and a new city.

When talking about the regional enlargement, of course there are many factors that drives, one of which is an area or geographical conditions that are too

broad. In Yogyakarta itself, there is a sub-district in Sleman interesting enough to be discussed, namely Depok. If viewed in terms of area, Depok itself wider area than the area of Yogyakarta which incidentally is the capital of the province of Yogyakarta. In the official website of the City Government of Yogyakarta that www.jogjakota.go.id mentioned that the area of Yogyakarta city is 32.5 km². While broad Depok Sleman districts themselves are written in the official website of the Government of Depok Sleman is 2687.6485 hectares which when converted to square kilometers is 35.55 km². So, if you see the driving factor of regional expansion, the reason the conditions geographical area Depok Sleman district has become one of the right reasons.

In infrastructure, Depok looks more advanced than in other sub-districts in the district of Sleman. In fact, with the other sub-districts in the Special Province of Yogyakarta. In terms of education, for example, once stout universities both public and private that are in Depok. In addition the District of Depok is quite spacious also had 3 police sectors, the police Depok West Sector, East Depok Police Sector, and the Police Bulaksumur Sector. Depok even has the only airport in Yogyakarta Commercial, namely Adisucipto Airport, even side by side with the Military Air Platform. From the economic side, Depok also has a shopping center like Ambarrukma Plaza.

In terms of sports facilities, Depok has Maguwoharjo International Stadium is an international stadium and the largest in Yogyakarta, even one of the largest in Indonesia.

From these two in terms of facilities or infrastructure Depok is quite advanced compared to the Subdistrict of Sleman Other Territory as well as other districts in Yogyakarta. The potential to stand alone into a new autonomous region is very large. In other words, look at the facilities and infrastructure that is more developed, then Depok Sleman could potentially become an independent new autonomous region or a new city. Although, there are many other criteria that must be owned Depok if it can be said it deserves to be and was expanded into a new city.

Logically, of course a discourse expansion will cause the pros and cons. How not, when an expanded area, it will result in the holding area. Especially if Depok Sleman subdistrict where a lot of economic resources was expanded then it will have an impact on the revenue lost parent regions, namely Sleman. Their Ambarrukma Plaza, for example, the auto-generated tax will not land to Sleman. Surely the local officials and local officials in the area logically parent does not want his area reduced income. On the other hand, there is also logically approve the expansion because of certain interests. The most viscous is the benefit politically. Political interests with the intention of

creating a position of power both in the executive and legislative branches.

Enlargement of the current area to materialize is always to be followed by the establishment of local government power structure, whose outline is composed of the executive and legislative branches of power. The formation of the new areas will inevitably give rise to opportunities recruitment of head and deputy as well as a minimum of a dozen heads of departments, agencies and local technical institute. Not counting the positions of other government bureaucracy within the scope of the district / city enlargement. Hundreds of thousands of people will be recruited and worked in various positions and formation of a new regional government is formed².

Being in the legislative branch, must be done filling personnel councils. In order to fill it is also expected to do the formation of structures in the area mekaran party. Especially the potential parties have seats in Parliament mekaran area. Therefore, obviously a lot of people will be tempted by the power of recruitment opportunities. Now, the region expansion is driven as a power opportunities together in the future³.

Seeing the economic potential possessed not impossible Depok Depok division will be the political arena-for pie. The inception of a new autonomous region

² Makagansa, H.R. 2008. *Tantangan Pemekaran Daerah*. FusPad: Sleman

³ Ibid

will automatically form a new government positions. And it will be delicious cakes. Moreover, it also would be an economic benefit. Moreover, the new area will also receive intensive funds from the Central Government.

However, regardless of the pros and cons of discourse Redistricting Depok Sleman, there is no harm if assessing the feasibility of the discourse. Especially, assess the academic side based on the existing rules. That is, there is no harm if the judge whether Depok Sleman eligible to bloomed. Rate based on a basic law on the division of the area, namely PP No.78/2007. Moreover, in these Rules are criteria that must be met for an area to be expanded and equipped with a means of assessment.

Regional autonomy

According to UU No.32/2004 which stipulated in article 1, paragraph 5, is a regional autonomy rights, authorities, and obligations of autonomous regions to set up and manage their own affairs and interests of local communities in accordance with the legislation. And the autonomous region or area in question as stipulated in UU No.32/2004 paragraph 4 is a unit of community boundaries have authorized organize and administer governmental affairs and public interests own initiative based on the aspirations of the people within the Unitary State Republic of Indonesia.

Regional Enlargement

Regional Enlargement is a breakdown of the provincial, regency government, and Cities to more than one Region. This regional enlargement based on UU No.22/1999 which was later revised to UU No.32/2004. In UU No.32/2004 regarding the expansion area regulated by Article 46 paragraph 3 and Article 46 paragraph 4. The sound in paragraph 3 are: "The establishment of the area may be merging some areas or parts of areas bersandingan or division of a region into two area or more ". And in paragraph 4 states that the division of the region into two regions or more referred to in paragraph 3 do after reaching the maximum age limit of governance.

Regional Enlargement Incentives

A clear legal basis and regulations on the establishment of new autonomous regions, commonly called the regional division certainly has underlying reasons why it should matter to the regional enlargement. In other words, there are factors that encourage the implementation of regional expansion. If the view of academic studies written by Pratikno in 2007, then the driving factors, among others :

1. The need for regional economic equality
2. Geographical conditions are too broad

3. Basis Difference Identity
4. Failure of communal conflict management
5. The existence of fiscal incentives granted by the Act to new areas of the division through Alok ation Fund (DAU), the results of Natural Resources and Local Revenue⁴.

Regional Enlargement and Criteria for Assessment

In PP No.78/2007 has to load any criteria that must be met by potential new autonomous region. There are 35 indicators divided into 11 factors and weighting. As for the definition and calculation method through weighted indicators have also been written in the regulations. In addition there are also methods in the assessment to determine whether a potential new autonomous region's feasible or not recommended before established.

Factors, Indicators and Weighting

In PP No.78/2007 There are 35 indicators divided into 11 factors with a total weight of 100. Here is a table of each factor as the indicators and weighting.

Tabel 1: Table of Factors, Indicators and weighting

Factor	Indicator	Weight
Population	Total Population	15
	Population Density	5
Economic capabilities	The GDP per capita non-oil	5
	Economic growth	5
	GDP contributions of non-oil	5
Regional Potentialy	The ratio of bank and non-bank financial ratio per 10,000 population	2
	Shops ratio per 10,000 population	1
	Market ratio per 10,000 population	1
	The ratio of primary school of primary school age population	1
	The ratio of junior high school per junior high school age population	1
	The ratio of senior high school per senior secondary school age population	1
	The ratio of health facilities per 10,000 population	1
	The ratio of medical staff per 10,000 population	1
	Percentage of households with motor vehicles or boats or motor boats	1
	Percentage of electricity customers on the number of households	1
	The ratio of the length of roads to motor vehicles	1
	Percentage least	1

⁴ Pratikno, 2007, "Policy Paper : Usulan Perubahan Kebijakan Penataan Daerah (Pemekaran dan Penggabungan Daerah)", Kajian Akademik Penataan Daerah di Indonesia Kerja sama Dengan DRSP-Depdagri.

	high school educated workers to the population aged 18 years and over	
	Percentage of workers who educated minimal S1 of the population aged 25 years and over	1
	Civil Servants ratio to population	1
Financial capabilities	Total PDS	5
	PDS to Population Ratio	5
	PDS to the GDP ratio of non-oil	5
Socio-cultural	The ratio of places of worship to 10,000 residents	2
	Sports pitch ratio per 10,000 population	2
	Total of Meeting Hall	1
Social politics	The ratio of people who participated in the legislative elections that residents have the right to vote	3
	Total of community organizations	2
spacious Regions	Size overall Territory	2
	Vast region that can be utilized effectively	3
Defense	The ratio of the number of personnel to the area of defense forces	3
	Characteristics of the region from the standpoint of defense	2
Security	The ratio total of personnel of the security forces	5

	against the total of population	
Level of Public Welfare	Human Development Index	5
Full range	Average distance of the district or sub-district administrative center to the provinces or districts	2
	Average travel time from the district or sub-district administrative center to the provinces or regency	3

Source : PP No.78/2007

How to Determine Indicator Calculation

Indicator is a parameter or a value derived from factors that provide information about the state of a phenomenon/environment/area, the significance of these indicators directly related to the value of the parameter. The indicator is calculated for the preparation of a composite index of establishment / deletion and incorporation of autonomous regions must meet the following requirements: (1) data is available, (2) is easily calculated, (3) relevant, (4) a measurable and reliable. How to determine the calculation of the indicators is where, each - each indicator has a value of its own calculation. Also, the weighting that differ between the indicator that one with the other indicators. The way to determine this is as follows:

1. Population All the people who live in an area for 6 months or longer, and those who live less than six months but aims to settle.

2. Population density: The population is divided effective area.

3. The non-oil the GDP per capita: The value of GDP of non-oil current prices divided by the population.

4. Economic growth: The value of non-oil amount of GDP at constant prices year-on-1 non-oil minus the value of GDP at constant prices year-on-1 non-oil divided by the value of GDP at constant prices year-on-1 multiplied by 100.

5. The non-oil GNP contributions: For the province is a provincial non-oil value of GDP at current prices the GDP of a region divided national non-oil current prices multiplied by 100. For regency / cities is the value of GDP of non-oil districts based on current prices of an area divided by the GDP of non-oil provinces on the basis of current prices multiplied by 100.

6. Ratio of Banks and Non-Bank Financial Institutions per 10,000 population: Number of Banks and Non-Bank divided by the population multiplied by 10,000.

7. The ratio of the group of shops / stores per 10,000 population: The number of groups of shops / stores divided by the population multiplied by 10,000.

8. Market Ratio per 10,000 population: Total market divided by the population multiplied by 10,000.

9. The ratio of primary school age population per SD: The number of elementary school divided by the population aged 7-12 years.

10. The ratio of junior high school per junior secondary school age population:

The number of junior high school divided by the population aged 13-15 years.

11. The ratio of senior secondary school per high school-age population: Number of senior high school divided by the population aged 16-18 years.

12. The ratio of health facilities per 10,000 population: The number of hospitals, maternity hospitals, both public and private polyclinics divided by the population multiplied by 10,000.

13. The ratio of medical staff per 10,000 population: The number of doctors, nurses, and health minister divided by the population multiplied by 10,000.

14. Percentage of households that had a motor vehicle or a boat or a motor boat or a motor boat: The number of households that had a motor vehicle or a boat or a motor boat or motor boats divided by the number of households multiplied by 100.

15. Percentage of electricity customers on the number of households: The number of households that use electricity and Non PLN. PLN divided by the number of households multiplied by 100.

16. The ratio of the length of roads to motor vehicles: Total road length divided by the number of motor vehicles.

17. Percentage of at least high school educated workers to the population aged 18 years and over: The number of workers who had high school education divided by the population aged 18 years and multiplied by 100.

18. The percentage of educated workers the minimum S-1 against the population aged 25 years and over: The number of educated workers S-1 divided by the population aged 25 years and multiplied by 100.

19. The ratio of the Civil Service of the 10,000 inhabitants: Number of Goals government employees I/II/III/IV divided by the population multiplied by 10,000.

20. Total Regional Revenue Alone (PDS): The entire reception area comes from local revenue, tax revenue sharing, profit sharing of natural resources and the acceptance of the results of the province (for creation of districts / cities).

21. The total income of the PDS to Total Population: Total revenue PDS divided by the population.

22. The total income to the GDP of non-oil PDS: Total revenue PDS divided by the number of non-oil GRDP.

23. The ratio of the means of Worship per 10,000 population: The number of mosques, churches, temples, monasteries divided by the population multiplied by 10,000.

24. Ratio sports field facilities per 10,000 population: Number badminton courts, soccer, volleyball, and swimming pool divided by the population multiplied by 10,000.

25. Number of Meeting Hall: Number of buildings used for community meetings do various activities of social interaction.

26. The ratio of the population who participated legislative election against a resident who has the right to vote: The population of voting age when legislative elections divided by the population aged 17 years and older or married.

27. Number of Community Organizations: The number of registered social organizations.

28. The area of the whole: Total land area plus extensive oceans.

29. The total area that can be utilized effectively: The vast number of areas that could be used for housing and industrial.

30. The ratio of the number of defense forces personnel to an area: Defense forces personnel compared with the area.

31. Regional Characteristics: Feature region from the viewpoint of the defense, the provision of value depending on the physical expanse and position candidates autonomous regions. Rankings assessment of candidates autonomous regions starting from the highest value in the following order:

a. Borders with other countries, the physical expanse of territory in the form of islands.

b. Borders with other countries, the physical expanse of territory in the form of land and beaches.

c. Borders with other countries, the physical expanse of territory in the form of land.

d. No borders with other countries, the physical expanse of territory in the form of islands, the mainland and the beach, or the mainland.

32. The ratio of security forces personnel to population: The number of security forces personnel divided by the population multiplied by 10,000,

33. Human Development Index: By looking at three factors of human life, namely: age of life (longevity), knowledge (knowledge) and decent living standards (decent living). Age is measured by AHH life (life expectancy) which is technically calculated using the indirect method based on the average of Children Ever Born (ALH) and the average number of children who are still hidup. Pengetahuan measured by literacy rate (AMH) and RLS (the average length of school) of the population aged 15 years and above. AMII calculated from the ability to read and write, while RLS was calculated using two variables simultaneously the highest education level that were / are being occupied at levels / classes that were / are being occupied. A decent standard of living measured by

indicators of average consumption riel has been adjusted.

34. The average distance of the regency/city or sub-district to the center of government (provincial central or regency central): Total distance from regency/cities or districts to the center of government (provincial capital or regency capital) divided by the number of regency/cities or subdistricts.

35. The average travel time from regency/cities or subdistricts to the central government: Total travel time from regency/cities or subdistricts to the center of government (provincial or regency/city) divided by the number of regency/cities or subdistricts.

Assessment methods

Valuation method here is a valuation method has previously been calculated indicators and weighting values.

1. Assessment scoring system used is, for the establishment of new autonomous regions consists of two kinds of methods: (1) Method of average, and (2) Method of quotas.

2. The method of average is a method that compares the magnitude / value of each candidate region to stem the magnitude / value overall average in the surrounding area.

3. Method Quota is a method that uses specific figures as well scoring quota determination of candidate regions and parent regions. Quotas for the formation of the provincial population is five times the

provincial average population of districts / cities in the surrounding provinces. The quota of the district population for the creation of districts is five times the average population of all districts in the province districts concerned. Quota population of the city to the formation of the city is 4 times the average population of the sub-district towns in the province and the surrounding areas. The larger the scale acquisition / value candidate region to parent (if expanded) the establishment of regional quotas, the greater the score.

4. In the event that there are several factors that has its own characteristics, the technical assessment is equipped with qualitative assessment.

5. Scoring for the establishment of the province using Comparative Province, creation of districts using Comparative Regency and the establishment of the city using the Comparative City.

6. Comparative province are the provinces in accordance with the geography, namely:

- a. Java and Bali;
- b. Sumatra;
- c. Sulawesi;
- d. Kalimantan;
- e. Nusa Tenggara;
- f. Maluku; and
- g. Papua.

7. Comparative District are districts in the province concerned.

8. Comparative Cities are cities of similar (excluding the city became the

capital of the province) in the relevant province or provinces in the vicinity of at least three (3) cities.

9. In terms of determining the comparative provincial, district and comparators comparators are provincial cities, counties and cities that have a magnitude / value of the indicator is very different (over 5 times of the amount / lowest value), then the amount / value is not taken into account.

10. Each indicator has a score to a 1-5 scale, where a score of 5 in the category of highly capable, able to score four categories, three categories of underprivileged score, score two categories of inadequacy and a score of 1 category of severely incapacitated.

11. The size / average value comparison and magnitude of quotas as a basis for the scoring. Scoring 5 when the amount / value of the indicator is greater than or equal to 80% of the amount / value of the average, scoring 4 when the amount / value of the indicator is greater than or equal to 60% of the amount / value on average, giving a score of 3, if the magnitude / the indicator value is greater than or equal to 40% of the amount / value on average, giving a score of 2 when the amount / value of the indicator is greater than or equal to 20% of the amount / value on average, giving a score of 1 if the amount / value of the indicator is less than 20% quantity / average values.

Calculation of indicators and weights

Calculation of weighted indicators and a calculation in which the results of the assessment indicators of the cities comparator (average ratings of indicators Surakarta City, Magelang City, and Salatiga City) to be compared with the value of the indicator Depok. This calculation is grouped in Table 2 Comparison Table Depok Indicator Indicator Average towns comparison. Comparison table as follows:

Tabel 2 : Table of Comparative Indicators Depok with average City Comparison

Factor	Indicator	Number	
		Depok	Average city comparator
Population	Total Population	128.100 people	300.213,33 people
	Population Density	3.603 life/km ²	7.781,33 life/km ²
Economic capabilities	The GDP per capita non-oil	1.135.368 (thousand)	9.300.035 (thousand)
	Economic growth	3,26 %	5,29 %
	GDP contributions of non-oil	100 %	99,33 %
Regional Potentialy	The ratio of bank and non-bank	10,22	5,95

financial ratio per 10,000 population		
Shops ratio per 10,000 population	50,90	32,103
Market ratio per 10,000 population	0,62	0,79
The ratio of primary school of primary school age population	0,0033609	0,0066
The ratio of junior high school per junior high school age population	0,0028575	0,0013
The ratio of senior high school per senior secondary school age population	0,0012206	0,00274
The ratio of	1,10	1,86

	health facilities per 10,000 population		
	The ratio of medical staff per 10,000 population	21,94	25,85
	Percent age of households with motor vehicles or boats or motor boats	90,00 %	94,67 %
	Percent age of electricity customers on the number of households	89,47 %	97,67 %
	The ratio of the length of roads to motor vehicles	0,02	0,034
	Percent age least high school educated workers to the population aged 18 years	38 %	58,304 %

	and over		
	Percent age of workers who educated minimal S1 of the population aged 25 years and over	6,5 %	13,27 %
	Civil Servants ratio to population	372,68	264,281
Financial capabilities	Total PDS	2.602.759 (thousand)	410.681.350 (thousand)
	PDS to Population Ratio	203,6128	2.218,598
	PDS to the GDP ratio of non-oil	2,292	25,75867
Socio-cultural	The ratio of places of worship to 10,000 residents	26,93	33,19
	Sports pitch ratio per 10,000 population	12,26	13,50
	Total of Meeting	284	141,33

	Hall		
Social politics	The ratio of people who participated in the legislative elections that residents have the right to vote	0,36	0,768
	Total of community organizations	33	44,67
spacious Regions	Size overall Territory	35,55 km	39,63 km
	Vast region that can be utilized effectively	27,60 km	37,42 km
Defense	The ratio of the number of personnel to the area of defense forces	29,66	99,68
	Characteristics of the region from the standpoint of defense	1	1
Security	The ratio total of personnel	33,49	195,38

	Level of the security forces against the total of population		
Level of Public Welfare	Human Development Index	79,30	77,28
Full range	Average distance of the district or sub-district administrative center to the provinces or districts	10,00 km	81,9 km
	Average travel time from the district or sub-district administrative center to the provinces or regency	0,5 hours	2 hours

Source: Indicator Calculation Depok, Surakarta, Magelang, and Salatiga

Scoring for the indicator in PP No.78 / 2007 states that the amount or value of the average benchmark amount and timing of quotas as a basis for the scoring. Scoring 5 if the amount or value of the indicator is greater than or equal to 80% of the amount or value of the

average, scoring 4 if the amount or value of the indicator is greater than or equal to 60% of the amount or value of the average, scoring 3, when the magnitude or the indicator value is greater than or equal to 40% of the amount or value of the average, scoring 2 if the amount or value of the indicator is greater than or equal to 20% of the amount or value of the average, giving a score of 1 if the amount or value of the indicator is less than 20% the amount or value of the average.

For more details, then scoring each of the indicators are grouped as follows:

1. Score 5 if the amount of the value of the indicator Depok greater than or equal to 80% of the amount of the average indicator value comparison city.

2. Score 4 if the amount of the value of the indicator Depok greater than or equal to 60% of the amount of the average indicator value comparison city.

3. Score 3 if the amount of the value of the indicator Depok greater than or equal to 40% of the amount of the average indicator value comparison city.

4. Score 2 if the amount of the value of the indicator Depok greater than or equal to 20% the amount of the average indicator value comparison city.

5. Score 1 if the amount of the value of the indicator Depok less than 20% the amount of the average indicator value comparison city.

So, from that obtained table multiplied by the weighting assessment scores as follows:

Table 3: Table Ratings Weight x Score

Factor	Indicator	Weight	Score	Weight x Score
Population	Total Population	15	3	45
	Population Density	5	3	15
Economic capabilities	The GDP per capita non-oil	5	1	5
	Economic growth	5	4	20
	GDP contributions of non-oil	5	5	25
Regional Potentialy	The ratio of bank and non-bank financial ratio per 10,000 population	2	5	10
	Shops ratio per 10,000 population	1	5	5
	Market ratio per 10,000 population	1	4	4
	The ratio of primary school	1	1	1

	of primary school age population			
	The ratio of junior high school per junior high school age population	1	1	1
	The ratio of senior high school per senior secondary school age population	1	1	1
	The ratio of health facilities per 10,000 population	1	4	4
	The ratio of medical staff per 10,000 population	1	5	5
	Percent age of households with motor vehicles or	1	5	5

	boats or motor boats			
	Percent age of electricity customers on the number of households	1	5	5
	The ratio of the length of roads to motor vehicles	1	5	5
	Percent age least high school educated workers to the population aged 18 years and over	1	3	3
	Percent age of workers who educated minimal S1 of the population aged 25 years	1	3	3

	and over			
	Civil Servants ratio to population	1	5	5
Financial capabilities	Total PDS	5	1	5
	PDS to Population Ratio	5	1	5
	PDS to the GDP ratio of non-oil	5	1	5
Socio-cultural	The ratio of places of worship to 10,000 residents	2	5	10
	Sports pitch ratio per 10,000 population	2	5	10
	Total of Meeting Hall	1	5	5
Social politics	The ratio of people who participated in the legislative elections that residents have the right to vote	3	3	9

	Total of community organizations	2	4	8
spacious Regions	Size overall Territory	2	5	10
	Vast region that can be utilized effectively	3	4	12
Defense	The ratio of the number of personnel to the area of defense forces	3	2	6
	Characteristics of the region from the standpoint of defense	2	5	10
Security	The ratio total of personnel of the security forces against the total of population	5	1	5
Level of Public	Human Development	5	5	25

c Welfare	Index			
	Average distance of the district or sub-district administrative center to the provinces or districts	2	1	2
Full range	Average travel time from the district or sub-district administrative center to the provinces or regency	3	2	6

Source: Calculating the Amount of Indicators

From the results of multiplication of each total weight of the score, then generate the numbers 305 with the following details:

1. The population factor of 60
2. The economic capacity factor of 50
3. Areas of potential areas for 65
4. The financial capability factor of 15
5. The socio-cultural factors of 25
6. The social and political factors at 17

7. Factor the area by 22
8. The defense factor of 16
9. The safety factor of 5
10. The level of welfare Factor of 25
11. Factors control range of 8

Feasibility Assessment Results

The results obtained value of the indicator is the result of the multiplication of the score and the weight of each indicator to get a total of 308. From these results, Depok Sleman in the category of disadvantaged when viewing the following table:

Table 4: Table Graduation Indicator Depok

Category	Total Value of Entire Indicators	Information
Very Capable	420 - 500	recommendation
Capable	340 - 419	recommendation
Less Capable	260 - 339	Rejected
Uncapable	180 - 259	Rejected
Very Uncapable	100 - 179	Rejected

Source: PP No.78/2007

Seeing the results of Depok Sleman got underprivileged categories with a total of 308, then it deserves to be rejected, or in other words, is not feasible. This is also coupled with a total acquisition value of population factors (number 1) totaled 60, the capability of the economy (number 2) totaled 50. In addition, regional potential factor (number 3) totaled 65 and the financial ability factor (number 4)

totaled 15. Of the results are only potential factor in the area are able to obtain the minimum standard. For more details, the following table will clarify the comparison of the value of the calculation results obtained with the value of the minimum standards:

Table 5: Comparison Table 4 Factors Value with Values Minimum Standards

No	Factor	Result	minimum standards
1	Population	60	80
2	Economics Capabilities	50	60
3	Regional Potentialy	65	60
4	Financial Capabilities	15	60

Source: Count Results Score x Weight 4 Factors & PP No.78 / 2007

It is based on PP No.78/2007 that a new prospective area ototnom rejected if the overall result totaled less than 340, or factors such as population factors totaling less than 80, or a factor of economic capacity totaling less than 60, less total combined area of potential factors 60, or the financial ability factor totaled less than 60. from this it can be said that the Depok in the category of underprivileged and rejected because besides categorized as poor, and 3 of the 4 factors totaling less than a minimum value. It can be seen that the population factors, factors of financial capability, and the capability of the economy totaled below the minimum value, and only 1 factor is factor regional potential value exceeds the value of the minimum standards.

Opportunities and Follow-up

Seeing these results, the Depok Sleman can be said to be less capable and refused to be expanded into a new autonomous region barupa city. Automatic, opportunities for expanded automatically closed in the near term. However, in the long term possibility of Depok Sleman to split off as a new autonomous region in the form of the city will remain. This recall that although the results of the overall total in the category less capable but yet the difference of 32 points. And three (3) factors do not meet the minimum standard value can also be pursued. These factors are not the only factors in financial capabilities, but also other factors do not meet the standards kinimal. Other factors that do not meet the minimum standards are demographic factors and factors of economic capability. Only the capability of any area that meet the minimum standards. For those who would counter the expansion Depok Sleman, can breathe a sigh of relief. This is because the desire to Depok in order not to be separated from Sleman district in the near future will be realized. With a sense, can still see Depok as a part or a district under the auspices of Sleman. But for those who would pro division Depok Sleman, this result is a picture of the fact that the Depok has not been feasible to split the Sleman district. That is, a fact which is based on PP No.78/2007 that Depok in the near future to remain in the shade of Sleman in the shade as a district.

Nevertheless, if the pro or who still want the division Depok Sleman there are likely to be realized in the long term. Provided, however, willing to pursue graduation is a minimum value of 320. And also three (3) factors that do not meet the minimum value to be pursued. Such as financial factors, demographic factors, and factors of economic means to achieve a minimum grade standat.

Broadly speaking, the pro can still pursue so that a minimum value of graduation and pursue percentage score of factors owned Depok Sleman such as financial factors, population factors and factors of economic capacity can approach a score owned the cities comparators such as Surakarta, Magelang city, and the city of Salatiga. Thus, will be able to meet the minimal value. Obviously, the minimum value stipulated in Government Regulation No.78/2007.

But technically course to pursue a minimum value is not easy. Not only in terms of the pursuit of a minimum value of graduation, but also be seen from the technical 3 (three) factors. Population factors, for example, to increase the number of population and population density in order to approach the cities comparator would need time and effort is not small. Not to mention if you see the other factors. On the economic capacity factor, certainly not easy to raise the GDP per capita and the non-oil economic growth. Not to mention if you see the financial ability factor, of course, also not

easy to pursue regional revenue figures Alone or PDS.

Nonetheless, the parties will pro division Depok Sleman can also use the more extreme and lighter. The pro can apply for aspiration to replace PP No.78/2007 with the new regulations younger to the government to the executive, the president and the minister of law and human rights, as well as the legislature, namely the House of Representatives and the DPD. Because, although it was signed by the executive but a bit much legislature also had a hand in hammering out a legal product. It also remembers one possessed legislative functions are functions legislature.

If the pro-division Depok Sleman filed aspiration to replace PP No.78/2007, it will also meet the various challenges. Asking aspiration aspirations especially with regard to products legally required depth academic studies. It takes effort and thought other parties such as academics.

One concrete example of the challenges that will be encountered them in the academic study is a comparison of the towns and weighting. Although already available academic expert, certainly will not be easy to change the rules on comparative towns and score weighting. This is because in determining the cities comparator need basic and logical reason as well as quality. Not to mention the score weighting. Score weighting in PP No.78/2007 is raw. It took a lot of theory and a logical reason to change the score

weighting.

And if academic studies has been obtained, there is still another challenge. When in the hands of the government, filing aspirations deliberated and discussed will require substantial time. The results of the discussion of the government are not certain to be approved.

From this it can be said that although there are two roads that can be taken by the pro-division Depok Sleman, but still not easy and still takes a long time. In addition, it also takes energy costs as well as outside biasa. Jalan the first is to improve and enhance the value of factors such as demographic factors, factors of financial capability, the capability of the economy, as well as potential factor in the region. The second path is to ask the aspiration to replace PP No.78/2007 with the new regulations easier.

Critical Notes on PP No.78/2007

Look carefully about the content indicated on PP No.78/2007, so no critical notes eligible to be appointed. Note that the method of assessment in the comparison city. In PP No.78/2007 in writing that the comparison cities are cities of similar (excluding the city became the capital of the province) in the relevant province or provinces in the vicinity of at least three (3) cities.

Of the sentence needs are fairly substantive question is about the number of cities of at least 3 (three) taken from the

surrounding towns. There needs to be an explanation whether the appropriate minimum number of academic studies or not. This is because the amount of at least 3 (three) according to the authors make the candidate of the autonomous regions that could potentially be a new autonomous region under challenge. For example, if there is a candidate of the autonomous region in culture and customs very different from the parent regions, then it is included in the factors driving regional expansion in the form of a difference identity basis. Thus, the new autonomous region candidates can apply to bloomed. However, the prospective new autonomous region may be constrained if it does not meet the standard of minimal value as compared with the calculation of average indicators of three (3) cities for comparison. So, if in the short term as well as long there will be new regulations to replace PP No.78/2007, should pay attention to the rules regarding the comparison city.

Conclusion

From the results and discussion, it can be concluded that the Depok Sleman got less able to bloomed category with a total of 308, and was rejected because it is not feasible. This is also due to the acquisition of the total value of the indicator only factor value potential of the region are able to obtain the value of 65. While the value of population factors totaled 60, and the value of the capability

of the economy totaled 50. In addition, the financial ability factor totaled 15 of the standard of at least 60.

Based on Government Regulation (PP) No.78/2007 that a new prospective area otonom rejected if the overall result totaled less than 340, or population factors totaling less than 80, or a factor of economic capacity totaling less than 60, the factors potential areas totaling less than 60, or factor financial capability totaling less than 60. from this it can be said that the Depok in the category of disadvantaged with a total combined value of 308, and was rejected by several factors totaled less than a minimum value. Judging from the financial ability factor totals below the minimum value, and there are other factors which also totals below the minimum value. These factors are population factors and factors of economic capability.

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INDIGENOUS AGRICULTURAL KNOWLEDGE AND PRACTICES OF THE SUBANENS AND THEIR IMPLICATIONS TO CLIMATE CHANGE ADAPTATION AND SUSTAINABLE FARMING

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ABSTRACT

This is a descriptive and qualitative study of the indigenous agricultural knowledge and practices of the Subanens in Dumingag, Zamboanga del Sur and their implications to climate change adaptation and sustainable farming. It focuses on six specific tasks in agriculture that include soil preparation, planting, pest management, harvesting, livestock raising, and soil- fertility management.

Data were gathered through interviews and observations. Fifteen participants from three barangays were selected as participants through purposive sampling. Secondary data were taken from published works.

Data showed that the indigenous agricultural knowledge and practices of Subanens in Dumingag, Zamboanga del Sur are based from combination of both mystical and factual information derived from tradition and observations. The participants observed changes in climatic patterns but they are not aware of the phenomenon of climate change and they are not consciously engaged on efforts directed towards climate change adaptation.

Based on profitability as indicator of sustainability, the Subanens are not engaged in sustainable agriculture since majority of them do not generate profit from their agricultural activities, thus they are unable to provide their families with a better standard of living. However, in terms of environmental stewardship and quality of life, their agricultural practices are highly supportive to sustainable agriculture.

The local government of Dumingag has some programs that support the agricultural practices of the Subanens; however, they are not familiar with them due to weak implementation and insufficient dissemination. It is recommended that the government should support the adoption of the best practices of the Subanens in agriculture and disseminated them to practitioners of sustainable and organic farming in the Philippines.

Keywords: indigenous knowledge, climate change adaptation, and sustainable agriculture

INTRODUCTION

Indigenous or local knowledge refers to a complete body of knowledge, know-how and practices developed and maintained by people, generally in rural areas, who have extended histories of interaction with the natural environment (Sia, 2001).

One of the 110 indigenous communities and more than 170 ethno linguistic groups in the Philippines are the Subanens of the Zamboanga Peninsula. They form part of the Lumad Group of Mindanao (Hapalla, 2002). Their indigenous knowledge and practices provide the basis for local-level decision-making about many fundamental aspects of day-to-day life that include hunting, fishing, gathering, agriculture and husbandry, food production, water; health, and adaptation to environmental or social change (Nakashima, 2000).

Historical data show that the first settlers in Dumingag, Zamboanga del Sur are the Subanens. The term "Subanen" is derived from the word "*suba*" meaning "river," "mouth of the river," or "upstream" (Hapalla, 2002). Subanens are people who originally dwell near the river.

Dumingag is famous for its strict implementation of organic agriculture as the centerpiece program of its current mayor, Hon. Nacienceno Pacalioga. Dumingag is among the five winners of the **One World Award** given by the International Federation of Organic Agriculture Movements (IFOAM) for its organic farming program. IFOAM is a leading world grouping on sustainable agriculture, mainly composed of civil society organizations and social movements. Dumingag is its only local government member (Tagupa, 2010).

This is an exploratory study that focuses on the indigenous knowledge and practices in agriculture by the Subanens in Dumingag, Zamboanga del Sur and their implications to climate change adaptation and sustainable agriculture. It was conducted to find out the implications of the indigenous knowledge and practices in agriculture by the Subanens in Dumingag, Zamboanga del Sur to sustainable agriculture. It looked also into the implications of these indigenous practices to climate change. This is important because the integration of indigenous knowledge into climate change policies can lead to the development of effective adaptation strategies that are cost-effective, participatory, and sustainable since indigenous knowledge is transferable and it provides relationships that connect people directly to the environment and the changes that occur within it, including climate change (Hagdu, 2013). The potential of providing a sustainable approach in dealing with climate change makes it interesting to know the role of the indigenous knowledge and practices in agriculture by the Subanens.

Statement of the Problem

The study aimed to identify the indigenous knowledge and practices in agriculture by the Subanens in Dumingag, Zamboanga del Sur in order to determine their implications to sustainable agriculture and to find out if they are supportive to climate change adaptation. This study sought to answer the following questions:

1. What are the Indigenous knowledge and practices in agriculture by the Subanen in Dumingag, Zamboanga del Sur, specifically in:

- 1.1 Soil preparation;

- 1.2 Planting Crops;
- 1.3 Harvesting crops;
- 1.4 Livestock raising;
- 1.5 Pest management; and,
- 1.6 Soil fertility management;
2. Are the indigenous knowledge and practices in agriculture by the Subanens supportive to climate change adaptation?
3. What are the implications of these indigenous knowledge and practices to sustainable agriculture?
4. Does the Local Government of Dumingag encourage the preservation of the indigenous knowledge and practices of the Subanen in Agriculture?

Significance of the Study

This is a study on the indigenous knowledge and practices in agriculture by the Subanens in Dumingag, Zamboanga del Sur. It examined if these indigenous knowledge and practices are supportive to Climate Change adaptation. It also looked into their implications to sustainable agriculture.

The Philippines is one of the most disaster prone countries in the world. Climate change brings new patterns of weather disturbances that adversely affect agriculture. These developments make the search for indigenous coping mechanisms imperative. Thus, a study on the indigenous knowledge and practices in agriculture by the Subanens in Dumingag, Zamboanga del Sur is beneficial to their community because it could heighten their consciousness on various environmental issues such as climate change and the need to find alternative

sustainable system of farming that could lessen the intensive use of agrochemicals such as fertilizers and pesticides which are known to be contributory to pollution and to green-house gases.

This study could provoke thoughtful reflection on the history and culture of people whose knowledge and practices could enrich our capabilities towards climate change adaptation and it may help us in our efforts to develop sustainable agriculture.

Conceptual Framework

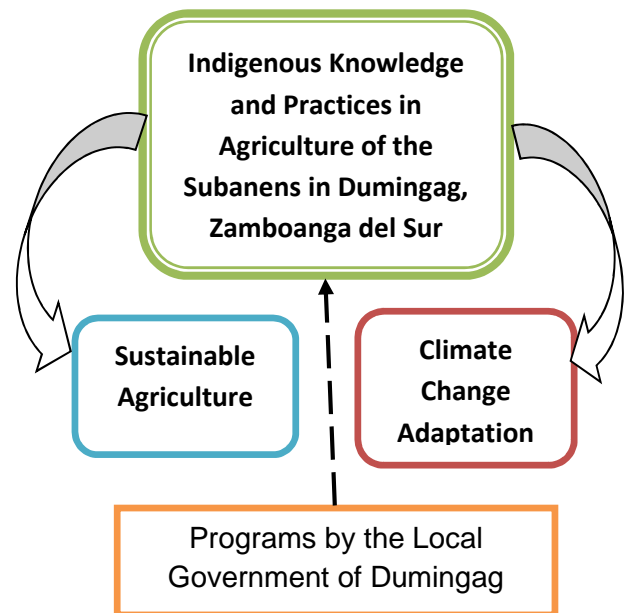


Figure 1: Schematic diagram showing the relationships of the Indigenous knowledge and practices in agriculture of the Subanens in Dumingag to Climate Change adaptation and its implication to sustainable agriculture and the programs and actions that the Local Government of Dumingag undertook to encourage or support indigenous beliefs and practices in agriculture.

The schematic diagram shows that indigenous knowledge and practices of the Subanens which have implications to Climate Change adaptation and are supportive to sustainable agriculture. The analysis is focused on the indigenous knowledge and practices of the Subanens in planting crops, harvesting, soil preparation, livestock raising, pest management, and soil- fertility management in order to find out whether there is indeed a relationship of said indigenous knowledge and practices to climate change adaptation and sustainable agriculture.

The diagram also shows the connection of the Local Government Unit of Dumingag, Zamboanga del Sur on its efforts to encourage or support the indigenous beliefs and practices in agriculture by the Subanens.

METHODOLOGY

Research Design

This was a descriptive study on the Indigenous Knowledge and Practices in Agriculture of the Subanen in Dumingag, Zamboanga del Sur. A descriptive study “attempts to provide an accurate description of a particular situation to identify the variables that exist in a situation to describe the relationships existing between variables” (Christensen, n.d).

This research utilized the qualitative research design using ethnographic techniques to capture accurately the perspectives of the Subanens in Dumingag and to understand their knowledge and practices particularly in agriculture.

This study described, analyzed, and evaluated the data taken from the key informant interviews and observation guide

about the indigenous knowledge and practices in agriculture of the Subanen in Dumingag, Zamboanga del Sur to be able to know if these are supportive to Climate Change adaptation and to know its implications to Sustainable Agriculture.

Locale of the Study

Dumingag is a municipality of Zamboanga del Sur located in the heartlands of the Zamboanga peninsula. It is northwest of the fertile Salug Valley and it is bounded by the municipality of Sergio Osmeña, Sr. of Zamboanga del Norte in the north, the municipality of Mahayag in the east, the municipalities of Sominot and Midsalip in the south, and the municipality of Siayan in the west.

The municipality is composed of forty-four barangays spread over a land area of 29, 775 hectares; it has a population of more than 46,039 people (based on 2007 CBMS). Dumingag is classified as a 2nd class municipality and partially urban. It is located in the Zamboanga del Sur province and within Region IX.

The study focused on two barangays in Dumingag namely, Dapiwak and Dulop, which are dominated by Subanen people who are into agriculture

Dulop is one of the barangays, which is in the outlying area of the Municipality of Dumingag. It is the last barangay in the southern part of the municipality, which is next to Zamboanga del Norte. It has a land area of 2,400 hectares with a total population of 2,142 as of 2014; it is composed of 503 households. More than half of the population is Subanen with an estimate of 1,200 individuals.

Dapiwak is a barangay of Dumingag, which is located in the western part of the municipality. It has a land area of 800 hectares and a total population of 1,145. The barangay has 232 households. More than half of its population is also Subanen which is estimated at 600 individuals.

Participants of the Study

There were 15 key informants in this study, and the participants in the interviews were: two Timuay or tribal leaders who are into agriculture. Tribal leaders or Timuay are knowledgeable of the indigenous practices of their tribe since they retain most of the indigenous knowledge in the tribe; in other words they could be considered “authorities” in their own right. Each one is also a head of the community with the same level as the Barangay Chairman.

Two of the participants are Balyan or Suruhano. The Balyan or Suruhano is believed to have communication or access to the spirit-world. They heal sick people and have access to knowledge.

Eleven participants are Subanen farmers who are not less than 60 years old and were recommended by the Barangay Chairman and tribal leaders; they are heads of households and natives of Dumingag. They were the best sources of information or data that are needed by the study.

FINDINGS ANALYSIS

This study determined the indigenous knowledge and practices in agriculture of the Subanens in Dumingag, Zamboanga del Sur and its implication to climate change adaptation and sustainable agriculture. The study determined the indigenous knowledge and practices in agriculture of the Subanens

in six specific areas of agriculture, which are soil preparation, planting crops, harvesting, livestock raising, soil- fertility management, and pest management.

Indigenous knowledge and practices in agriculture

All of the participants still practice their indigenous knowledge and practices in agriculture. The crops that are usually planted by the Subanen are corn, rice, cassava, vegetables, and fruit trees.

During soil preparation, the Subanens would pray to the spirits asking for permission to plant and for bountiful harvest. They practice the traditional slash and burn where they fell trees and burn them when they have dried. They cultivate the soil with bolo and they bury a handful of soil with chicken’s blood in the area which they have chosen to plant.

Prior to planting crops, the Subanens will pray again in seeking blessings for the crops to grow healthy. They time their planting activities during full moon and high tide. This practice of going with the maximum size of the moon and the highest reach of the water is an act of blending with the rhythm of nature which is believed to result into an optimum harvest. In planting coconut, it should be at midday with a child carried by the planter on his/her back. Again, this would ensure bountiful harvest. The child being carried at the back of the planter during planting, mimics a condition of a coconut tree full of fruits. Planters should do their planting without talking so as not to disturb and displease spirits who can do harm when disturbed. They practice spacing method which means that after harvest, they leave the area undisturbed to allow it to regenerate. There is a season for planting for every plant

grown in the area. The season for each kind of crop depends on its water and sunlight requirement which in turn is dependent on climatic pattern.

Before harvesting, Subanens utter prayers again. After harvesting, they perform the 'buklog' or harvest festival. This is their venue for expressing their gratitude to the spirits for the blessings they received. Traditionally, they don't sell their harvest but they keep them for their year round consumption in a granary built for the purpose.

Subanen usually raise chicken and pigs and feed them with corn and sweet potato (camote). They do not have chicken coops or pig pens, they just let their chicken and pigs wander around their houses. This practice allows their chicken to catch insects that usually destroy their plants. Moreover, range chicken and pigs help organically fertilize the field with their manure while trying to control some pests and the growth of weeds.

Moreover, they manage to drive pests away by using magical words, offering eggs, and chicken to the unseen spirits. They also put ginamos (fermented salted fish) into plants' leaves. Sometimes they request a pregnant woman to tour around the farm. This practice is believed to gain the support of the spirits in driving away pests so that the farm will be productive. They also use extracts from plants known to produce poisons that kill insects. They smoke the farm by burning dried leaves. This practice is also applied to fruit trees to free them from pests.

To keep the soils fertile, they practice slash and burn. They also perform rituals like

offering chicken and eggs to the unseen spirits to keep the soil fertile. Lastly, they practice composting. Leaves, fruit peelings, rice hulls, corn cobs and stalks are allowed to decay in their surroundings.

Implication to Climate Change Adaptation

Majority of the participants do not know or they have not heard about climate change. However, majority of them noticed many changes in the climate pattern today. The changes that the participants noticed are heavy rains, excessive heat, and frequent typhoons. These phenomena were not experienced before. Majority also of the participants noticed the adverse effects of the changing climate pattern to the plants. Warmer environment causes faster water evaporation from the soil causing it to dry easily thus depriving the plants with much needed water which results to stunted growth and lesser harvest.

Faced by the problems posed by changes due to climate change, majority of the participants know the need for adjustments in their current practices in relation to water supply management.

They are aware that even planting seasons have to be adjusted but since changes appear to be erratic, some are confused and they are not certain of what adjustments to make. Too much rain, late or early onset of the rainy season cause disorientations in the old practices they have in crop and livestock production, the practice of alternating fallow and tillage system, and in their traditional irrigation practices.

However, majority of the 15 participants also do not believe that there is a need to develop new crop varieties. They are dependent on traditional weather

forecasting. By observation and tradition, they predict the onset of the alternating dry and wet seasons; by observing the cloud patterns and phases of the moon they can foretell the weather. However, with climate change, these knowledge base they have are getting unreliable. Dependence on traditional knowledge and the absence of early warning devices that provide daily weather predictions and seasonal forecasts made the Subanens vulnerable. This vulnerability is made more pronounced by the fact that majority of the participants are not aware of the need to change land topography to address moisture deficiency and most of them are not aware of existing farm-level resource management innovations. And lastly, majority of the participants are not aware of the need to diversify their crops and livestock in order to reduce their vulnerability.

Implication to Sustainable Agriculture

In terms of the indicator of profitability, majority of the participants do not engage in agriculture where they generate profit in the long run. Most of them produce just enough for the consumption of their families; like their forebears, they do not produce surplus for the market. This makes them very dependent to their farms as the source of their sustenance because they lack the cash to buy their needs. Their level of productivity is incapable of supporting a better standard of living for their families.

In terms of the indicators of environmental stewardship, majority of the participants engaged in sustainable agriculture where efforts were made to maintain soil fertility by the use of organic fertilizer. Their farming activities do not involve the use of pollutants that contaminate the soil and water. Their beliefs and practices in agriculture does not disturb land

topography which in effect prevents erosion. Agricultural practices that include prayers, offerings and thanksgiving feasts are indicative of the desire for tranquility and non-disturbance of natural order.

Pollution is minimized with the use of organic fertilizers and plant-based pesticides. The alternation of fallow and tillage allows the soil to regenerate.

In terms of the indicator of quality of life, the Subanens are engaged in sustainable agriculture. According to majority of the participants their agricultural activities allow them sufficient time for their families and for their community engagements. Their organically produced products provide safe foods for their family. This is also true with their livestock which are safe for consumption because they are grown under natural conditions. The Subanens may be poor but they are contented with what they are; their lives are free from stresses caused by modern life and they are not exposed to the threats brought by modern agriculture with the excessive use of antibiotics in livestock and chemical fertilizers for plants.

Programs that Supports Indigenous Knowledge and Practices of the Subanen

Majority of the participants indicated that there are programs that support their indigenous knowledge and practices in agriculture. These programs are under the Genuine People Agenda (GPA) of Mayor Jun Pacalioga. GPA programs include a program for the dispersal of animals, Day Care Center Program, Feeding Program, and Education for Indigenous People (IP).

Mayor Pacalioga is an advocate of organic farming. The growing health awareness among people today is creating a

high demand for organically grown crops and organically raised livestock. With this trend, Mayor Pacalioga is leading his municipality towards organic farming. However, this is not known by many of the participants, perhaps due to insufficient dissemination or maybe they do not see anything new since most of what is called as organic practices are already practiced by the Subanens for generations. Maybe, the only difference is that the Subanens do it as a part of tradition whereas modern practitioners understand the scientific basis of what they are doing. Nevertheless, there is a need of integrating the best practices from both sides.

CONCLUSIONS

In view of the findings of the study the following conclusions are drawn:

Subanen from Dumingag, Zamboanga del Sur still practice their indigenous knowledge and practices in agriculture. Their primary product for consumption is corn. Their indigenous knowledge and practices in agriculture are combination of magical and factual procedures. Their belief in the existence and power of unseen spirits whose beneficence, compassion, and permission they beseech through rituals and prayers manifests their closeness to and reverence for the sacredness of creation.

However, majority of the elder Subanen are not aware about climate change and climate change adaptation. It shows that their indigenous knowledge and practices in agriculture should be internalized and be incorporated into government policies.

The Subanen community in Dumingag is still dependent on traditional approaches in their agriculture. Conscious

efforts to enhance productivity through modern technological approaches are inadequate.

Sustainability rests on the principle that we must meet the needs of the present without compromising the ability of future generations to meet their own needs. Therefore, *stewardship of both natural and human resources* is of prime importance. In terms of environmental stewardship and quality of life of the farmers and the community, the indigenous knowledge and practices of the Subanen in Dumingag are supportive to sustainable agriculture.

There are also some programs from the Local Government of Dumingag that support their agricultural practices; however, some of the elder Subanen do not know about it due to weak implementation and insufficient dissemination.

RECOMMENDATIONS

Given the findings of the study, the following are recommended to optimize the utility of the indigenous knowledge and practices in agriculture of the Subanen in Dumingag, Zamboanga del Sur:

- 1) The government should establish an Indigenous Knowledge center where all documented information on indigenous knowledge can be kept. These information should be disseminated through the school system.
- 2) Workshop should be conducted among the Subanens to draw awareness on their indigenous knowledge and agricultural practices and revisiting them with the guidance of scientific knowledge in order to relate them with climate change adaption and other related issues. Revisiting the scientific bases of current agricultural practices of the

Subanens makes them more resilient and more adaptive to climate change. This will also enhance their resilience towards adverse impacts of weather disturbances.

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CONFLICT RESOLUTION AMONG THE INDIGENOUS PEOPLE OF ILIGAN CITY

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Abstract

This is a study of **husay**, the traditional conflict resolution practiced by the Higaonons, the indigenous inhabitants or the *lumads* of Barangay Rogongon Iligan City. It looked into the types and causes of their conflict, those involved in the conflict, those who conduct the conflict resolution, and the process of resolving conflict.

The study was conducted through personal interviews and actual observations of conflict resolution process. The study revealed that there are six types of conflict among the Higaonons which include land conflict, lido/rido, marriage conflict, relationship conflicts, livelihood conflict, business conflict and illicit relationship.

Higaonons employ negotiation, mediation and arbitration as means of resolving conflict. During conflict resolution processes, rituals like the *lugbak*, *agsiwa* or the *tampuda ho balagon* are performed.

The persons who conduct the conflict resolution process are the Datus, the Baes and the Sultans who have performed the ritual **Dang-ol**. To signify the end of the dispute a *palayungan* is performed by either both parties or the offending party after which a handshake is then performed to signify that the end of the conflict.

The study found that using the indigenous means of conflict resolution is effective in resolving conflicts among the indigenous people of Barangay Rogongon. It is recommended that the local government shall integrate the indigenous conflict resolution process into the barangay justice system particularly in barangays with sizeable Lumad population like Barangay Rogongon. This is to relieve the dockets of courts of many cases that can be resolved amicably rather than resorting to the more expensive litigation process.

Keywords: lumad, indigenous conflict resolution, negotiation, mediation, arbitration

INTRODUCTION

Republic Act No. 8371, otherwise known as The Indigenous Peoples Rights Act of 1997 is one of the most significant legislation during the administration of President Ramos. This act has played a great role in helping the indigenous people in the Philippines in preserving their identity. It advanced their rights and facilitated the preservation of their culture and their ancestral domains. It also recognized the rights of the indigenous people in the Philippines to self-governance in accordance with their customs.

Indigenous system includes self-governance among indigenous people. This system is very important among tribal societies in the Philippines since it denotes good governance and it covers the traditional justice system of tribal groups born from experience and experimentations in the context of their existing environment (NCIP Lanao, 2011)

Section 15 of R.A. 8371 encompasses institutions on conflict resolution that are traditional and are anchored on customary laws. This section was strengthened by the passage of R.A. 9285, the so called "Alternative Dispute Resolution Act of 2004." This act institutionalized alternative dispute resolution into the Philippine justice system. It gave power to traditional leaders like the Datus and Sultans in the case of the Higaonons who are recognized by their tribes to conduct the process of conflict resolution. This is important in achieving the speedy resolution of conflicts without resorting into the heavily docketed courts (DOJ Philippines, 2004).

Among the Higaonons, there is no clear distinction between major and minor conflicts. Over time there are some minor changes with their laws in order to accommodate the demands of time. According to Burton, et al. (2014) Datu

Pinaluay of Minalwang introduced changes into their customary law. Traditional accounts told that if a *tampuda* is performed and the vine is not severed, the conflict would continue but Datu Pinaluay decided to cut the vine of the other party to resolve their conflict and for thirty years hence, the tribe did not put anyone to death and has not experienced major conflicts.

The Higaonons of Bukidnon has their indigenous ways of trial during conflict called "*bala*". *Bala* is performed in four ways: first is the *Bangkaw* where the accused hand is measured twice by the use of a spear and if the second measurement falls short from the first he is then found guilty. Another form of *Bala* is *sayog* where a thread with a weight at the other end is given to the accused and if the weight moves the accused is considered guilty. The third type of *bala* is the *tunglo* which means curse. In this case a datu would recite his *tunglo* if the offender is unknown. For example a datu would curse that an unknown offender would fall from a tree and if one did fall from a tree then that person is found guilty. The last form of *bala* is *tagna* or divination where a baylan performs a ritual to find the culprit. This is usually done on conflicts that involves witchcraft (Burton, et al. 2014).

Among the indigenous people in Mindanao are the Higaonons in Rogongon, Iligan. They are among the least studied and very few accounts are known about their practices in conflict resolution. Higaonons like other Lumads are known as pacifists. They wanted to resolve their conflicts as much as possible so that they can move on with their daily activities without being bothered by enemies. This study tried to find out the customs, traditions and processes that are related to the traditional or indigenous ways in conflict resolution among Higaonons.

Statement of the Problem

This study is focused on the indigenous conflict resolution among the Higaonons in Barangay Rogongon of Iligan City and it seeks to answer the following questions.

1. What are the different conflicts that arise among the Higaonons of Barangay Rogongon?
 - 1.1 What are the causes of conflict?
 - 1.2 Who are involved in the conflicts?
2. How do Higaonons resolve their conflict in terms of:
 - 2.1. Types of conflict?
 - 2.2. Process involved in conflict resolution.
 - 2.3 The factors accounting for successful and unsuccessful conflict resolution.
3. Who are the persons who are authorized to resolve conflicts?

Scope and Limitations of the Study

The study is focused on the indigenous conflict resolution among the Higaonons of Brgy. Rogongon, Iligan City. This includes the different conflicts that arise in the said locale, the indigenous conflict resolution process, the authorities that conduct the process of conflict resolution specifically the Datus, Baes, Sultans and the Baylans. The traditional practices such as rituals and the people involved on the conflict regardless of age, gender and civil and society status. The participants includes those of Higaonons and Kolibugans that are residing in Barangay Rogongon.

The cases included in this study are those that occurred from January of 2014 to January of 2015. The case studies included in this study are two resolved conflicts and one on going conflict. There were no unresolved conflicts dealt in the study since there are no unresolved conflict among the Higaonons of Rogongon during the period covered. The council of datos ensures that all conflicts are resolved.

CONCEPTUAL FRAMEWORK

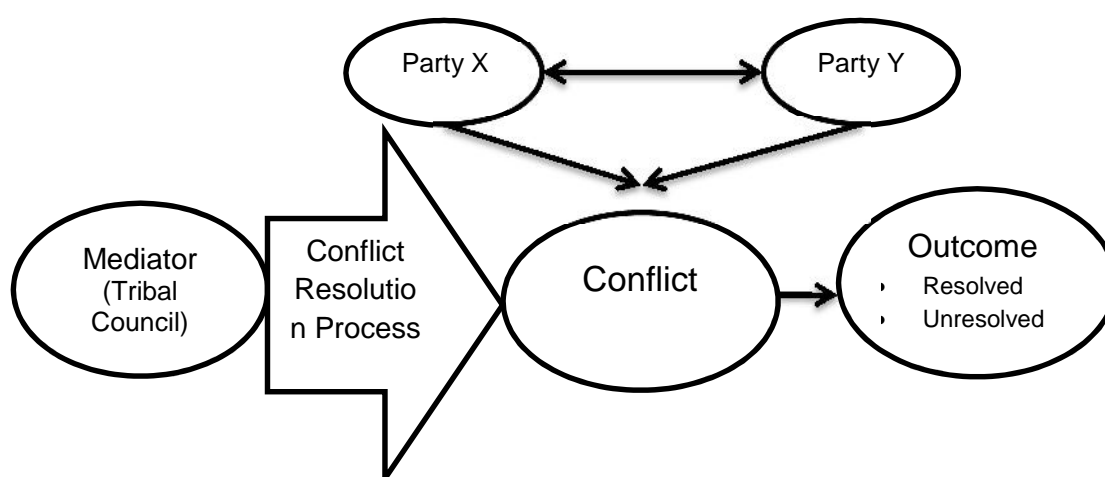


Figure 1: A schematic Diagram of how conflict arises between two conflicting parties and how it is resolved in mediation

The interaction of party x and party y may result into a conflict. There are several types of conflicts that could arise depending on the nature of interaction between the parties. As conflict arises, it becomes an irritant in the relationship between the parties involved which could prevent them from doing their daily activities. To avoid escalation into a destructive level, it is in the interest of one or both parties to submit into the process of conflict resolution. The process of conflict resolution which among the Higaonons is usually through mediation is managed by those who has authority to conduct the process. For the Higaonons conflict resolution process involves indigenous practices that include appropriate rituals for each type of conflict. The completion of the conflict resolution process determines whether the conflict has been resolved or not. Resolved indigenous conflict, leads to the healing of relationships between clans and individuals. On the other hand if such conflicts are not resolved they could escalate and take a more destructive form. But in the case of the Higaonons in Rogongon, cases of failed mediation could be referred into arbitration where it will be finally decided.

METHODOLOGY

This is a qualitative and descriptive study of the process of conflict resolution among the Higaonons of Barangay Rogongon. It combined interviews, observations and case study in data gathering. The key informants, particularly those directly involved in conflict resolution in Rogongon were interviewed. With the consent of the key informants, observation was conducted during mediation process.

The study was conducted in Barangay Rogongon, Iligan City. The barangay is about 355 square kilometers in area, thus it comprises 44% of the

whole of Iligan. In 2010 Rogongon has 4,870 population which is considered small for its area. Rogongon's population is growing at a rate of 1.25% (Iligan City Planning and Development Office). About 51% of the population are Higaonon in ethnicity.

The area is difficult to access and due to the absence of reliable transportation and good roads, the development of the barangay is very slow. It is only during the administration of President Benigno Aquino that concreting of the Iligan-Bukidnon road that passes by Rogongon was consistently pursued. But as of June 2015, said road is not yet complete. Some puroks are so remote that it takes three days to reach from the Barangay Hall. Mining and logging activities are going on in some areas and these uncontrolled activities expose the residents to the hazards of landslides and flashfloods. Owing to its high elevation, the climate is cooler than in any other parts of Iligan City. Rain showers are common throughout the year (ECOWEB, 2012).

The 15 key informants of this study are six Datus, three Sultans, three Baes, a Baylan, a Higaonon resident of Rogongon who is a former Datu and a Kolibugan resident of the Barangay who is a former Bae. They datu, sultans and the baes are members of the *Lupong Tagapamayapa*, the committee that takes care of peace and order in the barangay and as such, they perform mediation and arbitration in the indigenous way in cases of conflict. While the traditional way of settling dispute is not mandatory in cases of other groups like the Christian settlers, most Higaonon inhabitants subscribe to it. This study focused only on cases where both parties are Higaonons.

The case study dealt with three cases. Of these, two cases were resolved

conflicts and the third is an ongoing conflict. The purpose of the case study is to find out the pattern of resolving conflicts in Rogongon.

RESULTS AND DISCUSSION

The key informants identified six types of conflict among the Higaonons. These are land conflict, lido or rido, marriage conflict, relationship conflict, livelihood conflict, business conflict and illicit relationship. What are identified as types actually refer to causes of conflict. Land conflict pertains to conflicts that are related to land like land grabbing, boundary contests (*duluna*), and unauthorized selling of land. Lido arises from murder, attempted murder (*angol*) and rape (*gehigad*). Marriage related conflicts include wife grabbing (*agawa*), pride (*garbo*), and jealousy. Good relationship can be disturbed by past unresolved conflicts when some family members decided to even scores with another family which they think had offended them in the past and such offense is thought to have not yet been settled. Elopement is considered a serious offense among the Higaonons. Oftentimes, the family of the girl feels that their family honor is violated by the man and his family; if the community leaders are not alert enough to settle it promptly, the situation can degenerate into family feud commonly known as lido. Other causes of conflict are oral defamation (*pagpanampalas*), gossip (*pagpanglibak*), fist fight (*sumbagay*), stealing (*pagpangawat*), debt (*utang*) and illicit relationship.

It was found out that Higaonons used negotiation, mediation and arbitration as a means of resolving their conflict. As a part of the conflict resolution process, the Higaonons perform various rituals. These include the *lugbak*, *agsiwa*, *bakus ho balukan* (to tie one's arm), *agaw balaw* (to steal one's courage/fierceness), *paling*

ngumata (to cover one's eye) and *Padumol*. Considered the highest form of ritual performed in conflict resolution is the *tampuda ho balagon* (cutting of the green vine).

For some offenses that do not involve bloodshed, a *lugbak* of a *gantang* of rice, one live chicken and any amount of money as requested by the offended party is paid. If the tribal council thought that a committed offense is an offense against the community, the offender should pay a *sala* whose amount depends on the decision of the tribal council.

During a husay (conflict resolution process), a prayer is offered first followed by the opening statements of the Tribal Chieftain and other Datus. The offender and the offended would then make a speech, followed by the suggestions and recommendations of the council. During the husay a *gugud* is also performed by a datu who is an expert of the families' genealogy. A *palayungan* is performed by either parties or the offending party, a handshake is then performed and this signifies the end of dispute.

a) Types of conflict, causes of conflict, persons involved in conflict, and means of resolving conflict

There were forty two conflict cases recorded in Barangay Rogongon from January 2014 to January 2015; twenty of these are related to land, seventeen are due to bad relationship, ten are business related, two are due to stormy marriage, one due to competition in livelihood and one is caused by illicit relationship. In reality, the aforesaid conflicts are more complicated as they appear in cursory investigation. Some have history and their causes are complex. Some are long existing but were suppressed. The immediate reasons mentioned may be viewed as mere triggers. The history of

these conflicts however, are beyond the scope of this study.

The data show that the most common type of conflict in the barangay is land related. Most of the land of Rogongon are claimed as ancestral lands by the Higaonons. These vast lands are already allocated to different families who takes care in the assigning of particular space to every family member. Most of the land conflicts are among family members. Majority of the conflicts were resolved through mediation. Regardless of the means of resolving conflict used, the Higaonons call the process "husay," an indigenous term which refers to "resolve," "smoothen," or "sort out." From January 2014 to January 2015 there are no recorded cases wherein *tampuda ho balagon* is performed as a ritual for a certain husay.

From the 42 cases covered by this study we can deduce that because of conflict in resources, conflicting goals personal values, styles and perceptions conflict occurs (Bell and Hart 2002). As already presented this study deals with land conflict, *lido/rido* (family feud) marriage conflict, relationship conflicts, *garbo/ maratabat* and misunderstanding.

Garbo/Maratabat is a primary cause of conflicts because the Higaonons are highly sensitive people, they protect their dignity as a person at all cost. According to Datu Matilak it is also the main cause of delayed conflict resolution. Misunderstandings in the case of the Higaonons usually happen because of land.

In Rogongon, due to the presence of multi-ethnicity and intermarriages *husay* is not exclusive to Higaonons but it transcends the different cultures present in the barangay, thus the conflict resolution of the Higaonons are not limited only to

them because it is also accepted in cases where disputants are not Higaonons. This is supported by the statement of a Dumagat who requested for a *husay* last December 22, 2014 due to business conflict.

"Ni ari ko diari sa barangay kay kitang tanan ma Kristiyano man o Muslim adunay dugong lumad, og ako naga respeto sa balaodnong Lumad ug nagatoo ako nga pamilya ra tang tanan, mao nang mi ari ko diri para magpahusay kabahin sa akong negosyo sa troso"

(I came here because I believed that we may be a Christian or a Muslim yet we have a blood of a Lumad and I respected the laws of the Lumads and I believed that all of us is part of one family and that is the reason why I asked for a husay with regards to my logging business.)

In terms of those who are involved in conflict, family is usually included during conflicts because Higaonons are very particular and has strong family ties. For them the family should be highly respected and protected, that means if a certain family member is in distress the other family members are ready to support. No matter what type of conflict it is, it is inevitable that the family has to be included.

Land conflict according to the key informants is the most common type of conflict in Rogongon, as stated by Datu Ayudante:

Daghan man ang klase sa mga panagbangi diri pero ang kasagaran nga problema kay kaning maong land conflict.

(There are many types of conflict here, but the most common problem is land conflict.)

Duluna (boundary conflict) usually happen when there is a misunderstanding between those that share the same boundary caused by the effort of one party to expand his land beyond the established perimeter. Selling of land can also cause a conflict in two ways. First is by the *bawiy* (to take back), of some lands sold by the parents or by the land owners sometimes wants to take back the land they sold causing conflict; the second is the selling of land without the consent of the owner.

Marriage conflict, according to key informants is a type of conflict that is different from relationship conflicts even though it involves the relationship of a husband and a wife because some causes of marriage conflict is exclusive to it. *Agawa* is elopement between a married man and a married woman. This can cause a conflict that may escalate into *lido*.

Relationship conflicts involve the relationships between lovers, neighbors, friends, family and the like. The causes are mainly misunderstanding and jealousy. Jealousy towards a neighbor could drive him/her to an act of gossiping. Usually jealousy leads to a fist fights or to an oral defamation. Oral defamation gives the conflict another dimension that worsen it.

Livelihood and business conflict is also different type of conflict according to key informants. Livelihood conflict involves possessions like livestock and other resources while business conflict involves negotiations and purchases.

Livelihood conflict can be due to *pagpangawat* (stealing). Bae Kalalagan and Datu Ayunan pointed that most of the time, fruits and livestock are usually stolen such as chicken, *saging* (banana), *badak* (jackfruit), duck and chicken eggs, pigs, cows and carabaos. Unable to pay debt

not necessarily in terms of money, but on goods can lead to conflicts. When a certain individual prospers in his/her livelihood, jealousy may arise from some neighbors which can also cause conflict.

Business conflicts usually involves *troso* (log) that is sold to buyers; *garbo* can cause a conflict when owners disagrees on who should be the buyer of such logged trees; misunderstanding may also happens when a buyer does not continue to buy. The absence of a buyer gives problem to the logger when he cannot pay his debt from the capitalist who financed his logging operations.

Lido is caused usually by *angol*, murder, *taban*, and *agawa*. *Angol* and murder involves lives of people; some may escalate if the other party retaliates. According to key informants *taban* and *agawa* could escalate to *lido* if conflict is not managed.

b) The processes and rituals in conflict resolution

The key informants identified two modes of conflict resolution which they commonly use in resolving conflicts. These are negotiation and mediation. Negotiation and mediation usually goes hand in hand specially in resolving *lido*.

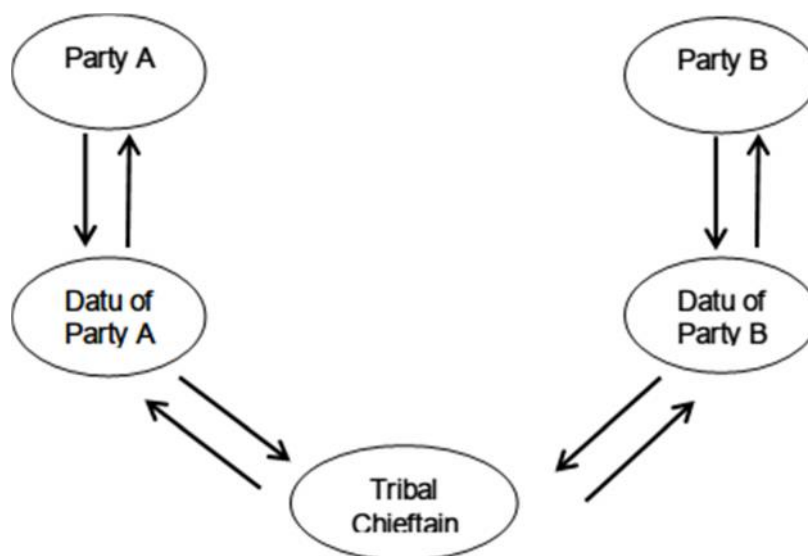
The first step is for the Datus and the Sultans to directly take action on a certain conflict; they call this as *pakang* (to break off). This includes seeking the help of other Datu or Sultan in cases where one party involved belongs to another tribe like the Maranaos.

Each party would then choose a Datu or a Sultan to whom they are comfortable in communicating with and is trusted by the family; these traditional leaders would then become their negotiators. The second step is for the party who caused the conflict to be

enjoined to pay the *lugbak*, an amount of 1,000 pesos for each process stated in the *Batasan Adansil* except for *padumol*, these processes are the *Bakus ho Balukan* (to tie one's arm) so that one will not be able to carry a weapon for vengeance, *Agaw Balaw* (To steal one's courage/fierceness) for the purpose of losing courage to seek vengeance, *Paling ngumata* (to cover one's eye) for the

purpose of not seeing your enemy and *Padumol* as payment for the tears and sadness, which is only used when someone has died. *Padumol* is usually given to women and is paid in an amount of 50,000 pesos, carabaos and 10 sacks of rice depending on the request of aggrieved party. This is usually given to wives and mothers. After all these, the negotiation process begins.

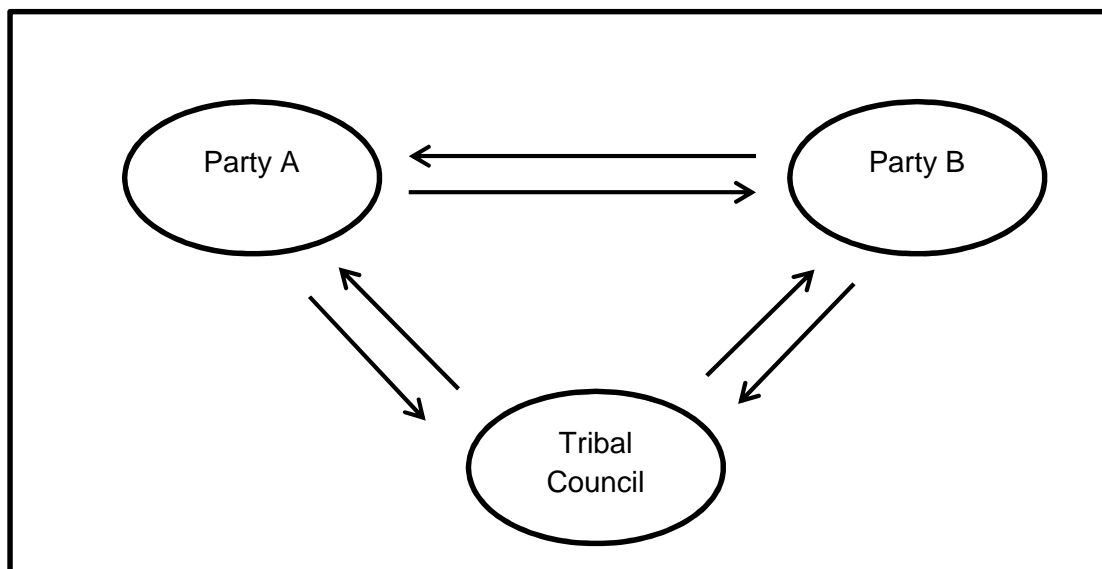
Figure 2. The Negotiation Process of the Higaonons of Barangay Rogongon



The negotiations are conducted between a party and its trusted Datu/Sultan; the process is confidential and no information should be leaked outside. The negotiators of both would then meet the

tribal chieftain about what the aggrieved party is demanding and what the offending party is suggesting. If both parties would agree to meet each other, the *Husay* (mediation) would then begin.

Figure 3. The Mediation Process of the Higaonons of Barangay Rogongon



The mediation process of the Higaonons involves both parties and the tribal council which consists of 15 members; 12 Datus and Sultans and 3 Baes but according to the key informants, during a husay it is not necessary that only 15 people would perform it, but it may include all the Datus, Sultans and Baes, if possible and if they would like to participate. Datu Matilak and Bae Kaamulan stated that it is more reliable and better if many of them were there to perform the husay.

These are the following steps performed during the husay:

b.1) Prayer

Before the Husay would officially begin, a traditional prayer is offered by a Datu, in cases wherein a Dumagat and a Maranao are involved, a Christian prayer and a Muslim prayer is also offered by a Sultan for the Maranaos and any person for the Dumagats.

An example of a traditional prayer performed by Datu Masirikampo on December 20, 2014:

“Amay day Magbabaya makakagahum ho alan, tiini kay iman (tagtigumtigum) tag – amol – amol. Ilahi kay imo ho gagaw ha matunan day ko inohon pagsul hae sa mga problema, Amay ha Magbabaya buligi kay imo sa yanka nasayod ho alan sa yankada tagsaligan day, huda day ug kahimo ko hadi kay imo ug buligoan sa yankada nasayod ho alan, Ilawi kay imo ho mapawa ho dalan daw maayad, alan ha ug ula-ulahon day na ig-saligday imo alan amay day ha Magbabaya.”

(Our Magbabaya (God) who is great and powerful, we that have gathered here to ask for your grace and wisdom to know, on how to solve these problems. Father, Magbabaya, help us for you know all things, You are the only one to who, we put our trust into and we will not achieve anything if You will not help us, Enlighten us and lead us to the good and lighted path and all of these we entrust into You, our Father Almighty, Magbabaya.)

b.2) Preliminary Speech

After the prayer the presiding officer (usually the tribal chieftain) gives his preliminary speech and could be reinforced by other Datus other than the Chieftain. The speech covers the purpose of the husay, the rules while in the husay and the different

traditional laws including the *Batasan Adansil*.

Preliminary Speeches as performed by Datu Ayudante, Datu Sumilao and Datu Masirikampo on a husay:

Datu Ayudante: *"Iman na ugsugdan ta ko inohon pagsulbad ho problema daw palima sa komento o opinyo ho uman datu."*

(Now we will start the conflict resolution to find solution to this problem and we also need your comments and opinion)

Datu Sumilao: *"Yanta ug sunudan sa customary law –kukuman ho kagbatataa. Daduwa hae ha hisgutan Balaod ho panggobyerno daw so kokuman ho kagbatataa."*

(The customary law will be used in this husay, two laws would be used the government and the customary law)

Datu Masirikampo: *"Sa kaghusay, kana alan ug kasunod sa customary law sa diri ki manta Lupon, pakaapil ghapon sa balaod ho gobyerno, sabuwa dah ha datu sa ug interview ho complainant, daw respondent . Pangisaan sa uman sabuwa kanda koh inoh gayod sa sinogdanan ho problema ha imba man impasaka dan hae ho mga lupon"*

(In husay, we will follow the customary law because we are in the Lupon, the government law will also be used. Now we will ask the complainant of what is your concerns and of why you asked for a husay. Next would be the respondent.)

Datu Ayudante: *"Maayad ha Sasasulom alan, ug pinon-an tad-un sa kanitaw ha batasan pamaagi daw kultura. Na iman ug pangginsan-an sa complainant koh inoh man gayod sa sinogdanan ho problema noh koh imba man meg-ubay kaynay ha mga Tribal Lupon si maamaha. Palimanon day sa Tultol uman sabuwa."*

(Good morning, today we will witness the husay by using the customary law. We will look into where this problem has begun and of why we called the respondent of this husay in the Tribal Council. We will ask the complainant to speak followed by the respondent.)

b.3) Presentation of Gugud, History and opinions

After the preliminary speeches both parties were then given a chance to speak, first to speak would be the complainant followed by the respondent. The families, if possible are not allowed to be witnesses in the council but they could give comments and additional information.

The Datus, the Sultans and the Baes would then give each of their opinion about the conflict. Usually a Gugud (genealogy) or Salsila for Maranaos will be given in the conflict resolution process, then words of advises and food for thoughts will be given. If such were not enough a historical background would be given specially on land conflicts.

In times of heated arguments between the parties it is the role of the Baes to calm them down and give them advises. Usually during Husay, the Baes sits near to the parties, either beside them or at their backs.

b.4) End of Husay

Mediation usually ends with a hand shake; according to Bae Dalumangcob. Both parties are also asked to perform palayungan (pledge) that they will not have any grudges with one another and not to repeat such act to the community and to themselves for a curse will be after them and to further strengthen their promises the Lupon Secretary will write a document wherein both parties will sign, together with the Lupon members present and the Brgy. Council present to serve as witnesses.

Tampuda ho Balagon (cutting of the green vine) is a form of ritual in conflict resolution especially on cases of intensified conflicts that involves bloodshed. During Tampuda, the tribal council would prepare a gantangan (measuring instrument for rice and corn) , an egg, a lamp or a solu (torch) and an uway (green vine/rattan) these materials corresponds to certain tunglo (curse) if such act or conflict would be repeated again. The ritual is presided by either a Datu or a High Baylan (high priest).

The gantangan represents one's life in this world that if you break your promise just like an excess rice in the gantangan you will be wiped away in the face of the earth, the egg also represents life and the life of your relatives and the future generation of your family, that just like an egg you will break and life in your family would be in turmoil, the lamp/solu fire represents also life, that if one still holds a grudge to the other just like the light of the lamp it would vanish, and lastly is the uway, which represents the dispute of both parties. Each party would hold on to the end of the uway, it will then be cut at the center, this signifies the end of the conflict between the two parties, a hug and a handshake will be performed by both parties right after.

In very common conflicts such as land conflict, when filed, no party should approach any Datu or Bae within a span of a week for they may ask for sympathy that may cause biases in decision making during the husay. Such rule is only applicable if the complainant filed the complaint directly to the barangay but if the complainant went to a certain Datu or Bae for assistance these Datus and Baes will be the only member of the Lupon that they should communicate with during the given time period.

In terms of marriage conflicts the council will decide to give a week to the married couple for them to think about their relationship and they should live under the same roof, during this span of time, no one will ever approach a Datu or a Bae or a Sultan, after this they will again be called for another husay. In cases wherein a woman has offended her husband and they decided for separation the woman is obliged to return the dowry to her husband's family.

In cases such as fist fight, gossiping and pagpanampalas (oral defamation), disputants will undergo a process of tinoon (investigation); after the investigation the party who is found guilty of performing such deed will be demanded to pay a certain amount based from the Batasan Adansil. Usually one would pay an alumo (payment) in the form of one chicken and a gantang of rice. In some cases the aggrieved party may demand for payment in a form of money, the amount would depend of how much damage is caused which ranges from 15,000 to 40,000 pesos.

Such conflicts according to the respondents when they have started a husay usually only lasts for a day, petty theft can last for an hour and the longest time would be two months particularly on cases such as, murder, angol, wife grabbing and lido, depending on the parties in conflict.

c. Characteristics of persons authorized to resolve conflicts

The Datus, Baes and the Sultans who are authorized to perform the husay could not perform such duties if they do not possess the following characteristics as presented in table 1.

Table 1. Characteristics of People Authorized to Conduct the Conflict Resolution According to Key Informants

Characteristics	Responses	Percentage
Respected head	15	100
A Datu/Bae/Sultan	15	100
Bloodline	15	100
Honest	15	100
knowledgeable	15	100
Knows the culture fully	15	100
Konolan (Batasan Adansil expert)	15	100
Neutral	15	100
Patient	15	100
Performed the ritual called <i>dang-ol</i>	15	100
Possess power	15	100
Religious	15	100
Trustworthy	15	100
Wise	15	100
With dignity	15	100
Brave	10	67
Has no vices	3	20
Moneyed	3	20

According to Datu Ayudante the tribal Chieftain of the Higaonons in Rogongon, being a Datu, a Bae and a Sultan and must have performed the ritual *Dang-ol* during the *Kaamulan* festival, entitle them to perform conflict resolution. If one has performed the ritual according to the respondents *Magbabaya* (Supreme God) will give them blessings so that they may be able to perform their duties as a Datu, Bae and a Sultan but with these blessing given to them they are also cursed that if they will not perform their duties, such as being fair and trustworthy a Datu, a Bae and a Sultan may die.

Other than being a Datu, or a Sultan or a Bae, Datu Masirikampo emphasized that one must be good in history, *gugud* or *sarsila* and *Konolan* (an expert of the *Batasan Adansil*). Datu Ayunan and Sultan sa Limonsodan said that in order to perform conflict resolution one must be an expert of the three types of laws for the three classification of culture in Rogongon (Christians, Muslims and Lumads), one must be familiar of the *Batasan Adansil* for

the Higaonons, *Layi* for Christians and *Kitab* for the Maranaos; one must also be familiar with national laws.

Bae Kaamulan and Sultan sa Tagoloan stated that bloodline is very important in becoming a Datu, Bae and Sultan for such title is passed down from generation to generation, a person without any blood of a Higaonon is not permitted to join the husay of the Higaonons. Bae Kalalagan also emphasized that the *Kolibugans* or the half-bloods if given the title of a Bae or a Datu may perform their duties in a husay equal with the pure bloods.

A Datu, Bae and Sultan may not be necessarily moneyed. According to the Datu Ayudante, the wealth of the Datusis not only reckoned in terms of money but in wisdom given by *Magbabaya*.

For the Baes, it is very important that a leader should not have *Avices*. However, the tribal chieftain confided that everyone has a vices but they are allowed to participate in conflict resolution as long

as it does not cloud one's judgment of what is good or bad, Datu Matilak supplemented that it is inevitable that a leader has no vices, but if such vices have gone to the extreme level a Datu, a Bae and a Sultan may be stripped of of his/her title.

d. Factors Accounting for successful and delayed conflict resolution

In the indigenous conflict resolution process among the Higaonons of Barangay Rogongon, the Datus and Baes claimed that there is no such thing as unresolved conflicts, just ongoing conflicts and forgotten conflicts. According to the Higaonons, if ever a certain conflict cannot be resolved due to non-compliance, not listening and no respect to the council, the council of Datus and Baes would then perform the ritual of *buwang* wherein the Council will not accept the conflicting parties anymore. When this happens, the parties would lose protection from the Council. According to Datu Matilak:

"We do not care anymore if all of them would die because they are no longer the responsibility of the council of the datu, they have been dismissed. That would happen if you will not listen to the Council."

Ongoing conflicts, usually happen if the parties misunderstood each other while in *Husay* or unable to pay the alumo and sala because of the lack of resources, and a decision is not reached for the moment due to lack of information and pride.

On the case of being unable to pay for the alumo and sala the tribal council would give their share of resources to meet the quota for payment thus conflict could be resolved; on cases wherein information is lacking, an investigation will be made by the Lupon. They will call witnesses of the event and talk to people and the elderly in the

barangay; they will also ask the complainant and the respondent to give their statements, information, and evidences during the next *husay* and when it comes to pride the council usually gives the *gugud* or *salsila* and food for thoughts to move the heart of the listeners and to soften their pride.

e. Case Studies

e.1) Resolved Cases

Case 1: Conflict on Ligi Hill

Inay Mama a former Bae complained that Pepeng Enluran has squatted her land. She went to the barangay to ask for help but the barangay has ignored her. Her son Arson Ema was angered by such actions and because of this she went to the tribal council of Datus and Baes for help about this certain issue and filed for a *husay*.

During the *husay* the tribal chieftain asked both parties about the conflict. According to Inay, she had been living in Ligi since childhood and remembered the day wherein she was pushed by an *amo* (monkey) and fell from a tree and her father brought her to Ligi Hill. When her parent's died her family planted *falcatta* trees, bananas and some other plants. Then Pepeng Enluran came and cut all the trees and farmed the land.

Pepeng Enluran stated that his apo (grandfather) Mangpintahan was buried in Ligi hill and his father told him that if he was interested in farming he can use the land in Ligi. He has grown old farming on such area and no one has complained about such. Pepeng also said that he and Inay are relatives but he could not understand why they wanted him out of the land when such land was given to him by his grandparents. Inay did not know about Pepeng's grandfather being buried in the area and said that her ancestors are also buried there.

After knowing the stories from both sides, the Datus and Baes verified this by the use of gugud (genealogy) and it was indeed then proven that both of them are relatives and has found out through the use of oral historical accounts through Datu Ayunan and Ayudante that Ligi Hill was an area for bakwits (evacuees) during the olden times and the ancestors have agreed that these lands should be shared by all of their descendants, thus it is a kawali (common land). The Datus and the Baes gave their opinions and suggestions about the conflict. They also gave advises to both parties, Datu Matilak told them that: *“Our ancestors have said that it is not the money, treasures and golds, it is brotherhood that is important.”* Datu Ayunan suggested that both parties should divide the land and the parties agreed to the suggestion. A date was set to survey the land prior to division. The resolution was concluded through a hand shake and friendship was restored.

Case 2: Need for a respect

Don Timbanagan is a CAFGU (a paramilitary unit) in barangay Rogongon. He was mauled by Jhon jhon Carpez with the help of his friends Andot Rabuyo and Junior Tingcong. Kagawad (barangay councilor) Termosa asked to bring this problem to the barangay council to prevent escalation.

During the husay Don stated that while partying at the disco in Sta. Cruz, he accidentally elbowed Jhonjhon and was alleged to have touched Jhon’s girlfriend. Don asked for forgiveness about such act but Jhon did not accept his apologies. Brgy kagawad Ruben took action so that there would be no fist fight inside the disco. Later that night Jhon and his friends ganged up on him. When asked why they ganged upon Don, Andot replied that it was a form of self-defense against the CAFGU.

An investigation in Sta. Cruz was done to know who really started the conflict. A witness of the said incident confirmed that Don really asked for forgiveness for elbowing Jhon and it was Jhon and his gang who started the ruckus. Then Datu Ayunan suggested that if someone has sinned over someone, violence is not an option and a uniform does not define a person. He also added that respect to one another is a vital thing. The Datus and Baes had identified who really is at fault. Datu Sumilao then cited the *kokoman ho kagbata-bataa* (Customary law) which according to Datu Ayunan, should be the one used as basis for resolving the conflict. Datu Adap gave parting words to the parties in conflict by saying, *“If a person asked for forgiveness from the bottom of his/her heart, it is worth more than a million.”*

The conflict was resolved by paying *sala* (payment for the mistakes made) worth 15,000 pesos by Jhon and his gang on the 13th day of November 2014, they also promised to the Lupon (tribal council) and to the barangay officials that such act will never be repeated again.

e.2) On going Cases

Case 1: I have my rights

Jun and Pepeng were brothers who disputed over their land in Salingsing, Jun filed for a husay in the barangay in order for him and his brother to have a good relationship again. During the husay Jun, retelling the history of their land, stated that in 1994 a *Dumagat* (Christian settler) showed a land title to their family claiming that the land is theirs. Their uncle, Rudy, talked with the Dumagats saying that the land is not for the Dumagats since the Dumagats are recent settlers in the area while their family has been in the area for years; they claimed that the area was given to them by their ancestors. In 2000, the Dumagats understanding the plea of the

family, shared the land with them and during this time, life was quite hard. Their uncle Rudy then divided the land, five hectares each for both for Jun and his brother Pepeng. However Pepeng sold his share to the Dumagats in the 2014. When Pepeng asked for his share of land again from Jun clamming that he has right to it as his brother, Jun was annoyed by such notion. For him; it was Pepeng's fault for not taking care of his share of land and selling it. Pepeng on the other hand still insisted that he has a right on the land that Jun is tilling.

During the settlement when asked, Pepeng boasted that he could provide title for the land and even getting a copy directly from Manila, Datu Ayudante requested Pepeng to state the facts directly so that the council could weigh the situation but Pepeng had shown no trust in the council, this moved the ego of the Datus and Baes including the Sultans and explained that they had undergone the process of *Dang-ol*

that gave them the wisdom and also a *tunglo* (curse) upon their heads that could kill them if they perform dishonesty and make unfair acts.

The Datus, Baes and the Sultans then gave their opinion about the problem; did a historical background of the land and explained the term *Kawali* (common land) to the brothers based on the *kokoman* (law). They also explained that a *yutang kabilin* (ancestral domain) should not be sold, for it is against the national law.

Based on the information given by the brothers, the council found out that they still lack information, like how big is the land and where is it situated exactly in Salingsing which might lead to a wrong decision. Still Pepeng insisted that the land should be shared between him and his brother of which, his brother denied. The council decided that Pepeng should cool his head and that the brothers talk about this problem together. This leads to the postponement of their *husay*.

Table 2. Table Showing the Types of Conflict, Causes of Conflict Person Involved in Conflict and Means of Resolving Conflict and its Results from the Case Studies

Case	Type of Conflict	Causes	Persons involved	Relationship	Means of resolving	Result
1	Land Conflict	<ul style="list-style-type: none"> •Duluna •Misunderstanding 	<ul style="list-style-type: none"> • Imay Mama • Pepeng Enluran • Arson Ema 	<ul style="list-style-type: none"> • Relatives • Neighbors 	<ul style="list-style-type: none"> • Mediation 	Resolved through sharing of land
2	Relationship conflict	<ul style="list-style-type: none"> • Pride • Misunderstanding • Fist fight 	<ul style="list-style-type: none"> • Donald Timbanagan • Jhon jhon Carpez • Andot Rabuyo • Junior Tingcong 	<ul style="list-style-type: none"> • Acquainted • Friends 	<ul style="list-style-type: none"> • Mediation • Arbitration 	Resolved by asking of forgiveness and paying Alumo
3	Land conflict	<ul style="list-style-type: none"> • Selling of land • Pride 	<ul style="list-style-type: none"> • Jun • Pepeng 	<ul style="list-style-type: none"> • Brothers 	<ul style="list-style-type: none"> • Mediation 	On-Going because of pride

The case studies presented in this study revealed that in the three different types of conflicts the common causes are

misunderstanding and pride. In the first case Imay and Pepeng has a misunderstanding of who really owned Ligi

hill that caused Imay to ask for a Husay. In case 2 because of a certain misunderstanding between Donald and Jhon; Jhon and his friends ganged up on Donald.

Case 1 and 2 presented that conflicts happens between relatives or family members and on resolving these conflicts it is noticeable that history and *gugud* is presented. The presentation of history and *gugud* made the resolution of case 1 easier while on the other hand on case two even if the disputants are brothers, it is an ongoing case because of their pride.

CONCLUSIONS

The most common type of conflict among the Higaonons in Barangay Rogongon is land conflict which is caused mainly by land grabbing and misunderstandings, followed by Lido which usually occur because of wife grabbing and murder. Looking into the conflict theory such occurrences of conflicts in the barangay proves that conflict is inevitable because of human relationships and interactions. It also supports Borg's (1971) statement that conflict accompanies change in the community and on the relationship between those in conflict.

In terms of resolving conflict the Higaonons are pacifists wherein they would want to solve the conflicts right away than prolonging it. This is the reason why there is no such thing as unresolved conflict in the barangay. In conflict resolution the Higaonons wanted to transform the conflict, they focus on the healing of the relationships of those who are in conflict. They developed a system of giving tunglo to those who are in conflict so that they would really reach a conflict resolution. On intense types of conflicts the Higaonons has the Tampuda ho Balagon to solve the problem which also emphasized the restoration of

relationships between the conflicting parties.

The Higaonons of Barangay Rogongon are not particularly patriarchal in approach in resolving their conflicts. The Baes play a very vital role on maintaining peace and order while conducting the husay they serve as the pacifiers during heated conversations.

The tribal leaders of Rogongon applied the Fisher and Ury's principles in conflict resolution wherein they look into the needs and interest of the parties in conflict.

Practices of conflict transformation is shown in the case studies specifically the solved ones wherein parties once again lived on a normal life in which they are friends once more with those they are in conflict with.

The tribal leaders who are allowed to perform conflict resolution do not necessarily have an exact or a particular characteristics but as long as a tribal leader has performed the ritual *dang-ol*, all of the qualities of a good negotiator, mediator and arbitrator will be given by the Magbabaya.

RECOMMENDATIONS

The local government should look into the traditional conflict resolutions styles of the different ethnic groups; it is also recommended to institutionalize the traditional conflict management in the local government, particularly in barangays where there is sizeable population of Lumads.

To the researchers who are interested in the indigenous ways of conflict resolution they may look inter-ethnic conflict resolutions and their ways of resolving such conflicts. A comparative study between the conflict resolution processes of Higaonons and other Lumads in Mindanao maybe conducted. This is to determine their

common features so that a general conflict resolution in manual maybe written for the Lumads in Mindanao for the use of local governments in the effort to institutionalize into the mainstream justice system.

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EMPOWERMENT OF TRADITIONAL ART COMMUNITIES IN TOLITOLI REGENCY, PROVINCE OF CENTRAL SULAWESI, INDONESIA

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Abstract

To preserve and to develop the culture in various art forms that exist in Indonesia, the role of the artists and the art communities are very important. But the reality of artist's life, especially the life of traditional artist is powerless. This research sought to describe the empowerment of traditional arts communities in Toli-Toli Regency, Province of Central Sulawesi, conducted by the Tourism Office under Government of Tolitoli Regency.

Methods used was qualitative descriptive approach. Data collecting used was interview to informan from traditional art communities and from actor of empowerment (Tourism office), observation of daily activities of the traditional art communities, and documentation of any legal documents, programs, official notes, report, and other documents regarding to empowerment for traditional art communities that had been done.

It is concluded that empowerment conducted by tourism office of Local Government of Toli-toli on all of the third aspects of empowerment, had not conducted quite well yet. The third aspects of the empowerment include: 1) the creation of a conducive environment to the development of the community; 2) Strengthening internal powerness of arts community; and 3) concern to the weak. Based on this conclusion, it is recommended to local governments to do: 1) to increase in the creation of a conducive environment through the development of art building or gallery that is more representative, increase frequency of tourist events that are routine, and the dissemination of information on planned performing arts; 2) to strengthen the internal power by improving education and training for the arts community in order to raise the quality of his artistic creativity as well as earn additional income either related or unrelated artwork to improve their welfare; 3) to increase the concern to the weak through guiding and facilitating of the arts community to be able to prepare a pre-legal form of basic constitution of organization, and giving the legality as 'registered organization' after they complete its basic Constitution.

Keywords: Empowerment, traditional art community, Tolitoli Regency

A. INTRODUCTION

Learning the art of Indonesia means that we study the Indonesian culture to determine how the Indonesian people view the world and how the history of the nation of Indonesia itself. Art and culture are the two sides of a coin that are inseparable. Art is part of the totality of people's lives, that covered in cultural environment. In fact, now the cultural identity of Indonesia has begun

to decline fade to the global situation, so that these conditions of art in Indonesia need to be improved.

To preserve and to develop the culture in various art forms that exist in Indonesia, the role of the artists and the art communities are very important. But the reality of artist's life, especially the life of traditional artist is powerless (Yusuf Efendi dalam Melayu Online 3 juni 2010, dan

Tempo.co.id 4 Juli 2012). So is the life of artists who are members of the arts community in art studios in Tolitoli regency (in province of Central Sulawesi) that can be categorized under powerless conditions even though they had been high role in preservation of culture in Tolitoli.

Empowerment efforts undertaken by the Government of Tolitoli in the form of local budget support to art community in art studio also has not shown any clear criteria and sustainability. This is reinforced by the statement of the Head of Art Department of Tourism Tolitoli that some problems related to the studio is the lack of guidance that is sustainable for the studio, as evidence that many of the works from the studio have not accommodated properly.

Art studios that there be difficult to work in both the arts and activities in celebration of the birthday of the area, as reported in the daily newspapers www.radarsulteng.com accessed electronically on Friday, 31 November 2014. Though the local government in this case the Tourism Office of Tolitoli has a function to perform the art community empowerment. In connection with the issues discussed above, then how the empowerment undertaken by the Government of Toli-Toli to the arts community in art studios, was important to investigate.

This research sought to describe the empowerment of traditional arts communities in Toli-Toli Regency, Province of Central Sulawesi, conducted by the Tourism Office under Government of Tolitoli Regency.

B. METHODS

The study design used in this research was descriptive qualitative research design. This study was a qualitative study for examining the condition of natural objects, data collection, and triangulation (combined) and data analysis is inductive (Sugiyono, 2012). And this research was included in a descriptive research because it was based

on the basic questions that contain the word 'how' that seek to describe what occurs naturally (Gulo, 2002: 19). While the method or strategy of qualitative research conducted was a descriptive case study method. The case study method was selected for this type of question research contain a question of 'how' and does not allow any control at all of the researchers to the system being studied (Yin, 2002: 8).

Data collection techniques used were a combination of observation, interviews, and documentation. The observations were made by direct observation in the field of the condition of art studios and the lives of the artists covered. Interviews were conducted semi-structured interviews using the interview, conducted on several informants selected by purposive sampling, which include: 1) Head of Tourism Office; 2) Division Head of Art Studio at Tourism Office, 3) Three head of the art gallery of both have received the aid from from the budget of Central Sulawesi province, local budget of Tolitoli, or who have not received the aid yet from any budget; and 4) artists who are members of the art gallery. Documentation techniques conducted on all rules, official records, reports, and other documents related to the role of the Tourism Office related to the empowerment of the arts community in Tolitoli.

Operational concept of empowerment of art community undertaket by the Tourism Office in Tolitoli, conducted by using the concept of empowerment as stated by Ginanjar in Roesmidi (2008: 13). The concept of empowerment as stated Ginanjar in Roesmidi (2008), conceptualizes empowerment in three fundamental aspects: 1) increase conducive situation or climate that allows the development of community power (enabling); 2) strengthen the potential or the power possessed by the people (capacity building); 3) provide protection or make prioritization to the weak (protecting policy).

Teknik analisis data yang digunakan mengadopsi dari pemikiran Miles dan Huberman (1984) dalam Sugiyono (2012:246) yang mencakup reduksi data, display data, dan penarikan kesimpulan, dimana dalam penarikan kesimpulan dilakukan dengan cara melakukan analisis triangulasi antara data dari berbagai teknik pengumpulan data dan kemudian menarik kesimpulan atas data yang paling mungkin menggambarkan fakta yang ada sebagaimana adanya.

Data analysis techniques used was a adopting from the thought of Miles and Huberman (1984) in Sugiyono (2012: 246) that includes data reduction, display data, and drawing conclusions, which in the conclusion done by triangulation analysis of the data from the various collection techniques data and then make conclusions from the data most likely describe the facts as they were.

C. FACT AND ANALYSIS

Empowerment to the art community covered in art studio in Tolitoli in this study, is described as the operational concept based on the opinion of the Roesmidi in Ginanjar (2008), which stated that the so-called empowerment effort includes 3 following efforts :

1. Creating conducive situation of climate that allows the development of community potential or power (External Factor Intervention)
2. Strengthening the potential of power or the communities (capacity building)
3. Provide protection or make prioritization to the weak (protecting policy)

Overview of each of these three aspects or efforts of empowerment, as described below.

C1. Empowerment Effort in the Form of Creating the Conducive Situation for The Art Community

Empowerment conducted by local government in the form of external factors

intervention which can provide a favorable climate for the development of the arts community in art studios in Tolitoli, which have been done are as follows:

1. Annual Cultural festival at Province level or Local Level

So far the festival of cultural activities have been carried out every year along with the activities of the anniversary of Indonesian independence day and the anniversary of Tolitoli's birthday. There were still no definite plan regarding the annual cultural festival activities in Tolitoli besides welcoming the independence day and the birthday of the Tolitoli Regency.

2. Show in collaboration with art studio from other regencies

3. So far it has been implemented the collaborative show with other art studi from Buol Regency facilitated by the Tourism Office of Tolitoli Regency with Tolitoly Local budget. Art studio "Bija Opungta" established on July 13, 2013 has done collaboration show with the art studio from Buol Regency, but the art studio "Bija Opungta" admits that it has not been facilitated by Tourism Office of Tolitoli Regency, in any form of facilities and infrastructure needed for development. But unfortunately the show like this is also not sustain because there is not a routine event and amenities facilitated by the Tourism Office of Tolitoli Regency.

Conducive climate can actually be stimulated through giving awards for art community which have high achievement or raise the pride regency. But the awards and certificates for their achievements of art studio in Tolitoli, have not ever undertaken by the Tourism Office in Tolitoli Regency. Based on the interview with the Chairman of the Art Studios "Piso Lipuu" expressed by Mr. Hudri, as the Head of the art studio which stated that "... during this Lipuu Piso art gallery stands, this art studio has never been given a certificate and other award

from the local government". The same thing was also stated by Mr. Yandi Helmi, as a member of the art studio "Binja Opungta", that "... this studio has never been awarded certificates and other awards, even the studio has often performed on behalf of the name of Tolitoli Regency"

Preparation of conducive climate or situation theoretically can also be done by providing a representative theaters eligible for traditional art performances, as well as efforts to provide information to msyarakat about traditional art performances held in Tolitoli Regency. However, the providing of a representative building for regular performances has not been done by the Tourism Office of Tolitoli Regency. And also were the providing of widespread informations about the performances of traditional art community.

Based on the description above, it can be stated that the arts community empowerment by the Department of Tourism through providing of conducive climate for the growth of the arts community in art studio, has not been implemented properly. Many aspects are theoretically possible, but practically nothing in practice.

C2. Empowerment in the Form of Strengthening Internal Aspect of Art Community in Art Studio

The strengthening of internal aspect of art community in art studios theoretically should be done by improving education and training, health, and welfare of the actors of art community in art studios, as well as in the form of infrastructure in the art gallery that will be used in the development of self or internal strength in the arts community in the studio-art grim. But the fact that there is not necessarily as the theoretical possibility. Here is a real picture related to the strengthening of internal undertaken by the

Government (Department of Tourism) against the arts community at the art galleries in Tolitoli

Strengthening of internal power in the form of education and training associated with traditional art Tolitoli have not been unertook used by the Tourism Office of Tolitole Regency. Improving of health in the form of health insurance for the member of arts community in art studio has not been done. Related with the providing of facilities and infrastructure at the art studio, the efforts have not undertaken yet by the Tourism Office in Tolitoli Regency. It is characterized by still lack of facilities and infrastructure aid provided by the Tourism Office of Tolitoli Regency. Tourism Office has just given only one aid instrument, and then only on one of the art studio "Maradhika" located in District of Baolan. Whereas the providing of facilities and infrastructures should not only in the for of musical instrument, but in many other facilities and infrastructures that should be met for instance the training ground, secretariat, or warehouse storage space. Art studio "Bija Opungta" which has ever held show in collaboration with art studios from other Regencies, has not received any aid in the form of arts facilities or infrastructures from the local government especially the Tourism Office in Tolitoli Regency.

Based on the overview and discussion above, it can be stated that the empowerment of the art community undertaken by the local government (Tourism Office) of Tolitoli Regency in the form of strengthening the internal power for the art community in art studio, has still not implemented widely. In fact, the various possibilities for empowerment in the form of strengthening the internal power for the arts community in art studios, has been executed poorly.



Figure 1 The Condition of Art Studio where art community conduct the activity



Figure 2: The art festival that has run annually, but not in definite plan and sustain

C3. Empowerment in the Form of Protection For Weak of Art Community

Empowerment through the providing of protection for the weak of arts community, was also not undertaken by the Tourism Office in Tolitoli Regency. Requirements to get aid from the Tourism Office in Tolitoli which requires the legal form of the notarial Note of the organization, less show their alignments to the weak of art community. Although the art studio has been standing in a very long time, when it has not supported by the legality, so the arts community that could not receive aid from the Tourism Office. One example is the "Sibituolu" art studio that was founded in 1992, because it does not have the legality of the notarial deed of establishment of the art studio, it has never received the aid from local government (Tourism Office), especially aid in the form of funds for self-development. Art

studio "Duta Nusantara" which is located in the urban Village of Pamasakan, District of Baolan, with conditions that are still very modest, it has never get aid from the local budget of Tolitoli Regency, but ever get aid fund from the Government of Central Sulawesi Province. But its condition until the research done, is still very modest.

The overview above show that empowerment efforts undertaken by Tourism Office, for the arts community in the form of giving protection for the weak of art community, has not done well by the Tourism Office in Tolitoli Regency.

D. CONCLUSION

From the above discussion, the following conclusions can be taken:

1. Of the three forms of empowerment efforts that includes: 1) creating conducive climate or situation to development; 2) strengthening the internal power; 3) protecting to the weak of art community, has not been implemented well by the local government (Department of Tourism) in Tolitoli.
2. Efforts to improve the conducive climate done just a commemoration event of Indonesian independence and anniversaries of Tolitoli birthdays. Development of infrastructure building and event for cultural performances relative rather routine and certainly, has never been realized by the Tourism Office of Tolitoli Regency.
3. Efforts to increase internal capacity in terms of training and the providing of facilities and infrastructures as well as training exercises associated with the economic and physical abilities are also has given by the local government (Tourism Office) in Tolitoli poorly.
4. Some of the aid given to the arts community in art studio still not giving protection to the weak of art community, or more put the formal aspects and legality rather than the protection to the weak.

E. REKOMENDATION

Based on the conclusion taken above, it is recommended as follows:

1. Tourism Office of Tolitoli Regency needs to improve its efforts in empowering the arts community in art studios that covers the whole or the three forms / aspects include the creating conducive climate or situation for the self development of the arts community in art studios, the strengthening of internal power for the arts community, and giving protection to the weak of the art community

2. To provide conducive climate for art community, the Tourism Office of Tolitoli Regency need to improve through the efforts of: 1) the development of a representative art building for the staging of the production of the arts community in art studios; 2) increase the regular or routine events; 3) dissemination of information on planned performance / staging of art from the art community in art studios; 4) provides awards for achievements achieved by the arts community by giving an award in the form of funds or issuing a certificate of their achievement; 5) provide a certificate of participation in any cultural event for the art community involved.
3. Strengthening internal power in the arts community in art studio that still needs to be done is to improve education and training for the arts community in art studios in order to raise the quality of his artistic creativity and be able to earn extra income from the main work as an artics or unrelated to work their art, so they are able to improve their welfare
4. Improved weak alignments (protection) can be done by providing guidance and facilitation to art community to be able to prepare pre legal form of the standing in the form of Statutes and Bylaws of the art community that has not ever had a legal notarization, and then giving legal form of information registered by the Tourism Office.

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ABSTRACT

This paper argues that the Indonesian state's labels are key challenges for Indonesia as a nation-state. In response to questions on whether Indonesia should be categorized as a successful or a failed nation-state, this article provides an explanation of how Indonesia experienced the transition from colonial to independent state, transition to peace after the dual 'revolutions' of 1965 and 1998, and transition from centralized 'to decentralized 'sovereignty' and from authoritarian regime to democratic state. In this essay, therefore, I have decided to use historical evidence to address on going public and scholarly debates about the form of the Indonesian state in the democracy era which is confrontation between islamic-conservatism and secular-liberalism. To understand Indonesia as a contemporary state, I make reference to Benedict Anderson's concepts of imagined community, power and responsibility in the post-9/11 era of international threats. Finally, of a number of challenges to Indonesian nation-state building, the most pressing is the emergence of ethnic and religious conflicts, and separatism caused by domestic factors in the failure of economic development and the lack of democratic governance. Thus, the label of Indonesia as a multicultural state is questionable.

Keywords: Pancasila, Islamic law, international threat, nation-building, democratic governance, sovereignty.

Introduction

The two terms "nation" and "state" are largely discussed in contemporary political theories. The broader discourse is about development state theories. To maintain order, states need to build their power and sovereignty. Fukuyama (2004) introduces several concepts in this regard: the strong and weak state, failed and successful state, and the scope and the capacity of state. Of course, the notion of Indonesia as a "nation" is itself debatable. Benedict Anderson (1983) contributes to answering this question by defining the nation as "an imagined political community"—imagined as both inherently 'limited' and 'sovereign.' There are three things we need to understand in connection with this idea: the specific definitions of imagined, limited, and sovereign.

The nation as an imagined entity is a valid concept, because the members of the community never know or meet most of their fellow citizens, yet in the mind of each one lives the image of their communities. The nation is, moreover, limited because the community is limited territorially by other nations we call sovereign. This explanation is helpful to understand a contemporary nation like Indonesia. Meanwhile, Max Weber defines a nation as "a community of sentiment which would adequately manifest itself in a state of its own; hence a nation as a community which normally tends to produce a state of its own" (Roeder, 2007:3).

Historically, from 1602 to 1945, Indonesia was colonized by European nations. Beginning with the coming of *Verenigde Oost-Indische Compagnie* (VOC) to the lands now called Indonesia, the kingdoms of these islands were conquered in various ways. At that time, the emotional binding or "imagined community" did not exist, so there was no solidarity when facing foreign occupation or wars in neighbor kingdoms against the Dutch. In short, people did not recognize a local sense of nationalism as a political ideology. The name 'Indonesia' itself did not exist until 1850, before which this area was called 'Dwipantara', 'Nan-hai', 'Hindia Belanda' (Netherlandsch-indie), and 'Insulende.' In 1849, a British expert in ethnology, George Samuel Windsor Earl (1813-1865), wrote an article that proposed two options for naming this land: Indunesia or Malayunesia ("Nesos" in Greek means "island"). Finally, Indonesia was chosen as the official name of the state.

Indonesia experienced colonial occupation for a long time. At least three nations exploited its natural resources: the Netherlands, Portugal, and Japan. Consciousness of the need to escape from colonialism spread after contact with other cultures and especially developed countries. This was a logical consequence when Indonesian students studied in western countries. They adopted radicalized positions because of their recognizance of the contradictory reality. On one hand, they experienced and enjoyed freedom abroad, and on the other hand, they saw their own state as colonized by another; local people were not able to enjoy freedom and equality as human beings. In addition, the Declaration of Human Rights was proclaimed in other parts of the world including in the United States. Nationalism then spread widely in many places as a form of local resistance to foreign powers. In this bloody revolution millions died, a very high cost for the birth of modern Indonesia as a republican nation-state and for popular sovereignty. Finally, Indonesians obtained their own 'free state' or 'independent state' on August 17, 1945, *de facto*, followed by *de jure* status in 1949.

The country is endowed with rich natural resources: petroleum, natural gas, coal, timber and a number of minerals such as bauxite, tin, copper, gold and silver. These resources helped Indonesia to achieve strong economic growth for some 30 years before it was hit by the Asian financial crisis in 1997-98, followed by political and social unrest. Indonesia is now emerging from its political and economic crisis and has undergone tremendous changes due to ongoing structural and political reforms since 1997. These include major political liberalization, democratization, and the 'Big Bang' decentralization system imposed by government Law No. 22/1999 and Law No. 25/1999.

The Republic of Indonesia is the largest archipelago in the world, having over 17,500 islands of which 6,000 are inhabited. It has a total area of approximately 1.9 million square kilometers and, in 2010, the estimated population was approximately 238 million. That is why Indonesia has become a G-16 member (Jones at all, 2009). In accordance with the concept of decentralization of the unitary state, power and authority is divided among local governments. Indonesia has achieved success in transforming power from the national to the local level. Administratively, following the reforms of 1998, Indonesia has divided its territory into 33 provinces, about 400 districts, 93 municipalities, 5,263 sub-districts, 7,113 'kelurahan' (villages within cities), and 62,806 villages (BPS, 2010).

The central government has designated four provinces as having 'special' status, including Nangroe Aceh Darussalam, because its people want to implement Islamic law; Papua province, because its people want to separate from Indonesia; DKI Jakarta, because it is the capital of

Indonesia; and Yogyakarta due to its role in supporting Indonesia as a free state. Yogyakarta province was also the historical capital of Indonesia. Of the four specialty designated areas, only three are supported on a statutory basis by means of Law No. 44/1999 Concerning Privileges of the Special Province of Aceh, Law No. 21/2001 on Special Autonomy for Papua Province (special members of parliament), and Law No. 29/2007 on the Capital Region of Jakarta as the Capital of the Republic of Indonesia.

While the Special Province of Yogyakarta has not received legal legitimacy in the post-reform era, it does have legitimacy under the declaration of two kingdoms of Yogyakarta on 5 September 1945. Traditionally, the Sultan as regional ruler holds all power in Yogyakarta province, including both traditional and legal-formal authority (Weber, 1947). The special province of Yogyakarta was also legitimated in Article 18 UUD 1945 of Indonesia's Constitution, which mentions that the national government pays respect to areas having special status. In addition, before the independence of Indonesia, the Dutch had recognized the Yogyakarta Sultanate as a kingdom with the power to govern its own households. Politically, Yogyakarta province received its special status due to the importance of the Yogyakarta Sultanate in supporting Indonesia to become an independent state. Officially, in 1950, Yogyakarta became part of the unitary state of the Republic of Indonesia inherent to its special rights, with the sultan automatically recognized as also the governor.

Thus, the special status has implications for the narrowing of central authority in certain aspects of politics, economics and culture, causing tensions between the central government and local interests to appear through political policies. In fact, the national government continues a strict form of government by exercising military power both directly and indirectly.

Indonesia, as a new nation-state, was from the very beginning given a variety of names or labels, either by its own people or by foreign observers. Some labels were pinned on Indonesia such as "Post-Colonial State," "Bureaucratic State," "Pancasila State," "Secular State, Multicultural State," "Authoritarian State," "Religious State" and, finally, "failed state." I am not going to discuss all of these labels but this paper, but rather focus on several of them. Therefore, the following discussion is intended as an attempt to rediscover a national identity of Indonesia in response to the question of whether it has succeeded or failed in building itself as a nation-state, and whether it is a weak or strong state.

The Labels as the Challenges

In Indonesia, a 'name' or 'label' is believed to be a mirror of behavior stemming from philosophical values. Certainly, Indonesia's culture has been strongly influenced by Islamic values from the Middle East and Central Asia, so that Indonesians believe that a name can carry spiritual power. Unsurprisingly, they also generally hold a view whereby state ideology should be a way of life, and the only ideology is Islam, giving them a spiritual grounding both in the world and hereafter. They argue that the symbol of a nation is important but not to 'Pancasila' because it is man-made. In the modern era, many states have made their own slogans, such as "Indonesia Ultimate Diversity," "Amazing Thailand," "Malaysia Truly Asia," "Incredible India," "Cambodia The Kingdom of Wonder," and so forth. In short, the state's label a challenge unto itself in recent politics in Indonesia.

This label concerns not only economic issues but also inherently ideological problems such as the fights between groups that embrace the ideology of the west versus that of the east, socialism versus capitalism, religious views versus secular views, and democratic versus non-democratic ideals. The emergence of Indonesia's various labels, such as "bureaucratic state," "post-colonial state," "authoritarian state," and "failed state," following Richard Robison (1990), has been strongly influenced by the globalization of educational and democratic ideologies. Not only do foreign scholars label Indonesia; labels are also assigned by Indonesians who have experienced higher education and even by ordinary people with local perspectives and values, who categorize the types and styles of political leadership.

Moreover, Indonesia has many types of leadership, particularly at the national level. To name a few, Herbert Feith (2006) divides the Indonesian leaders in the post-revolutionary era into two types of leadership. The first type is 'solidarity-makers' and the second 'administrators.' Sukarno was a solidarity-maker, and Muhammad Hatta was an administrator. In the Suharto regime, the dichotomy between civilians and the military was very strong. Meanwhile, ordinary people give the president a unique label, such as President Sukarno as father of the revolutionaries and the founding father, President Suharto as the father of development, and President Abdurrahman Wahid as the father of pluralism, and so forth.

Indonesia as the Post-Colonial State

As a colonial state, the Dutch colonial holdings in the archipelago led to absolute poverty in Indonesia, as was the case for other colonies in general. Nationalism became the most powerful political weapon of that period (Breuilly, 1993) in dealing with the revolution spirit of the time. The presence of the Japanese in Indonesia (1942-1945) further strengthened the local resolve to break away from colonial rule with a semi-military force. In that period, President Sukarno united the people by using the magic word of Nationalism. Jhone Roosa (2007) writes that Soekarno used charismatic power to maintain unity in Indonesia. I myself strongly believe that Soekarno as a political leader created his power via the notion of nationalism to influence his people to struggle against the Dutch on behalf of the freedom and sovereignty of Indonesians.

In this section we will discuss how the nationalist movement led Indonesia to be a 'free state' separated from the Dutch and the challenges after gaining this independence. Perhaps Indonesia is the only nation-state in the world that was built up from a collective declaration of young people from various ethnics and cultures. It was a long-term process of national consciousness among Indonesian people. This is a great movement of consciousness in Indonesian history as an impact of colonialism. They agreed to make this dream come true via the "Sumpah Pemuda" (Youth Oath), which contained the following contents as of October 28, 1928:

Bertanah air satu—Tanah air Indonesia (One nation—the Indonesian nation)

Berbahasa satu—Bahasa Indonesia (One land—the Indonesian land)

Berbangsa satu—Bangsa Indonesia (One language—the Indonesian language)

Without any doubt, one of the keys for unification was the Youth Oath, which brought together youths of various ethnic and cultural backgrounds (including Sumatran, Javanese, Batakese, Ambonese and Chinese) who gathered and vowed to eliminate the great divide of their racial barriers, and declared themselves Indonesians. This oath became a keystone in uniting Indonesia, and proved to be pivotal in the struggle to break the shackles of colonial rule. Indonesia's political history can also be viewed as a process to fulfill the promise of nationality. With the project of nation and character building, Sukarno highlighted how to be proud of being Indonesian. In fact, Sukarno also created ideological enemies to consolidate and strengthen the bonds that the Indonesian national identity formed, as it established a concept of a strong nation, equitable, that should be respected by other nations. Unfortunately, by governing as a commander, Sukarno did however fail to deliver economic prosperity, which is an essential human need.

Actually, long before 1928, an exclusive organization of indigenous people—Budi Utomo, existed, yet this organization was too close to the Dutch, and therefore they were less powerful in influencing people, since it only recruited educated and noble people. Thus, the Youth Oath had the very best chance to establish an independent state by the nationalism movement. The establishment of an 'Indonesian Language' was an important tool to unify the people in the face of diversity. People turned diversity into a reason to unify in order to fight against colonialism, either with cooperation or confrontation. Awareness of nationalism in the independence movement in Indonesia is strongly supported by Anderson's theory (1983:44-45) that argues for the role of print capitalism. In this view, print capitalism becomes the most fundamental aspect of nationalism. Anderson further argues that print capitalism influences nationalism movements in three ways. First, print languages create unified fields of exchange, which allow dialectically disparate populations to imagine themselves as part of a community through the shared print language. Second, print capitalism then gave a new fixity to language. In this way, people can read the language of past centuries and, thus, they can imagine a previous national community. Finally, print capitalism creates new languages of power that are elevated to new politico-cultural eminence.

The new name, 'Indonesian,' was adopted by students in the Netherlands as term for what was then called the Netherland Indies, as they claimed a right of independence through student movements (Lane, 2008). In 1922, the spirit of nationalism among Indonesian students in the Netherlands grew and thrived as the idea of Indonesia as an independent state caught on. This is evidenced by the birth of the organization "Perhimpunan Indonesia," as well as "Indonesia Merdeka" magazine. Audry Kahin (1999) states that the development of nationalism also emerged in West Sumatra, where a movement was spearheaded by Indonesian students who had returned from the Middle East. There, they built a national consciousness through Islamic education in the villages.

As we have seen, Indonesia was born through a bloody struggle in 1945, and the Netherlands admitted its sovereignty and independence in 1949. It consists of a collection of 17,504 islands (Depdagri, 2004), 490 ethnic groups (Wanandi, 2002) with 238 million people (Census 2010 from BPS), and another source shows that in 2010 Indonesia the population had already reached 242,968,342 (US Census Bureau 2010). Indonesia has over two hundred and fifty distinct languages that are spoken in the archipelago (Lane, 2008:1). In addition, Indonesia has 6 formal religions and

many other belief systems. People have different regional backgrounds, another from a small kingdom, a kingdom on the basis of religion, and so forth.

Of course, it was not easy to combine all of these cultures into one state, one language, one land and water in the frame of "Bhineka Tunggal Eka," a slogan of the State of Indonesia which means "Unity in Diversity," or which may also be translated as "Many, Yet One." Many people are optimistic that diversity is a source of strength for the nation-state, and now many are starting to ask, in contrast, whether many riots in Indonesia were caused by the mismanagement of diversity. They are convinced that diversity in Indonesia does not provide a benefit at all for the advancement of democracy and prosperity. In addition, Indonesia now has a wonderful new national slogan: "Ultimate Diversity," highlighting that we are different and united because we are not only unique but also different. However, Indonesia also experienced government as a federal state (the RIS or Republic of United Indonesia) under Dutch colonial that included Madura, Sumatra, Pasundan, and Java. Unfortunately, most Indonesians, with nationalism, fought against this form of the state, and they succeeded. This confirmed what Kohr (1986) argues, namely, that nationalism is a political movement that aims to grab power or regain sovereignty and legitimacy.

Soekarno as the first president declared that the Indonesian nation should not be "a nation of coolies and a coolie among nations" (Lane 2008:277). Before 1945 was the hardest time for Indonesia as a nation-state, because it was still controlled under colonialism by the Netherlands. The founding fathers of Indonesia worried continuously about the possibility of failure in building a new nation-state. They wanted Indonesia to be a powerful nation, independent, and sovereign. The sovereign state, according to Hobbes (1651), means that the state must control civil, military, judicial and ecclesiastical powers. However, other philosophers such as Kant (1795) or Arendt (1951) have also drawn attention to the need for freedom and equality. In Indonesia's case, freedom is not identical to equality.

The first president, Sukarno, was a solidarity maker in the nation state project in Indonesia who tried to keep an equal distance from all interest groups, including nationalist organizations, religions, and the communist party. He strongly argued for nationalism via the so-called 'Nasakom' (Nationalism, Religion, and Communism) movement, which combined all of these in the governmental body. He was then deposed in 1965 by General Suharto who supported anti-communist propaganda at that time. Social and political unrest happened throughout the nation, and military power and Islamic organizations cooperated to fight against those who are suspected PKI members, resulting in an estimated 500,000 deaths. With military power, Suharto formally became president in 1968 and stepped down in 1998 due to the "people power" movement, marking Indonesia's so-called reform era.

Suharto's regime created a strong political machine, Golkar, a pro-government party based on bureaucratic and military interests. He embarked on a development program that focused on economic growth, and he banned the involvement of civil society in political issues. In doing so, the central government limited political parties to only three recognized ones, with activities at the provincial and district levels. By the 1990s, Suharto's family and cronies were the major beneficiaries of state privatization schemes and in many cases ran business monopolies (Robison, 1978). Soaring

inflation and unemployment following the Asian financial crisis of 1997 prompted urban riots in 1998, and Suharto was forced to resign. His successor, President B. J. Habibie, imposed several laws and policies in order to give the press and people freedom to express, freedom to speak and opportunities to build political parties. Hundreds of political parties rose after this reform. The Habibie administration gave the option to the East Timorese people to choose whether they intended to join with Indonesia or to become a free state (Huang & Gunn, 2004). As the result of this referendum, the East Timorese choose to form an independent state.

Shortly after independence came a few debates between the leaders of the State. First, the discussed the importance of the "Jakarta Charter," which proposed Saria Law (Islamic Law) as the highest constitution of the state. But this proposal ultimately failed due to the strength of groups who promoted a respect for all religious communities in all parts of Indonesia. Nonetheless, theoretically, Indonesia has still been heavily influenced by the ideas of theocracy or acknowledgement of the state as divine (Hobbes 1651), in which the state recognizes only six religions in Indonesia. The highest constitution of Indonesia states that the nation's independence is only because of God's will. At that time, Indonesian leaders tried to look for a viable form of government, whether unitary or federal state, republic or monarchy, presidential or parliamentary. Finally, the 'national' leaders decided that the proper form of government is a unitary state, a republic, with a president.

Indonesia's vision to promote world peace was written in the preamble of the 1945 Indonesia constitution in order to protect the people, to promote prosperity for every person without discrimination, to provide education for all, and to actively participate in making world peace (Preamble, UUD 1945).

In addition, the developments of post-independence 1945 and post-reform 1997-8 are still stained by ethnic wars, power struggles between regions, as well as national and local conflict, which together justify Max Lane's findings (2008) that Indonesia as a nation-state has not finished yet, also proving that because of nationalism, consciousness is nothing but an "imagined community" in the modern state theorist view, with an artificial nature, as Hobbes (1561) pictures in his Leviathan. On the other hand, there is a strong feeling that nationalism must be maintained to keep 'popular sovereignty' and the principled existence of the State, as Hegel and Arendt argue, whereby freedom and absolute equality among nations are correlated with other nations. This is consistent with Indonesia's constitution, which was ratified in June of 1946.

The militaristic regime of Suharto in Indonesia has provided enough lessons for Indonesians that a negative peace is not real long-term peace. Suharto was too confident that military power could be a 'guarantor' of nation-state building (Roosa, 2007). In fact, the worsening of relationships among citizens in Indonesia after his fall is proof that a threat from the military was not an effective tool to maintain peace. In Aceh, for instance, military operations were chosen to maintain "peace" and "order" by combating "the rebellion," but this only maintained peace for a short time (Jemadu, 2004; Huang & Gunn, 2004). The distrust of the Aceh people toward the Javanese, for example, has increased based on fact that most of the military personnel sent there were Javanese. A general bias was created whereby the Indonesian Javanese were seen as colonizing Aceh for years and, for that reason, GAM was seen as having a legitimate right to drive out the Javanese from Aceh, regardless of their

individual status as civilians or military personnel. Meanwhile, the government in the Suharto era tended to believe that military operations were the best option. In my opinion, negotiation was impossible at that time, because the government set other groups as enemy organizations.

This is precisely in line with Breuilly (1993), who argues that nationalism in Indonesia was often used as a tool to conquer political opponents. In practice, nationalism is nothing but politics, insofar as it has been applied since the Sukarno era under the so-called Old Order, which was a strain of nationalism more closely aligned with socialism and communism. This political tool was then used by Suharto to drown out various social upheavals in the military, as the military was considered the only means of legitimating the state's monopoly on physical violence on behalf of the integrity of the nation and the State. The intent was, on behalf of nationalism, to force different groups and movements to obey the law at the risk of being banned.

As we have seen, the context of the emergence of nationalism is closely connected with the phenomenon of competition among nations in the world. The emergence of nationalism is inseparable from the emergence of racial theories that have been put forward hundreds or thousands of years ago about superior and inferior races that could threaten each other. Hitler was one of the genuine nationalists who were influenced strongly by social Darwinism. In the context of the period of revolution in Indonesia, nationalism was a tool of propaganda against the colonial Dutch, though it caused millions of ordinary people to die. Mohammad Hatta, as vice president of Indonesia, rejected this form of nationalism, one that only leads to go to war rather than contributing to the world order. Yet many people recognize that nationalism as an ideology is essential to free all mankind from slavery, because every human being was born inherent with his/her right.

Bureaucratic State

Generally speaking, the post-colonial state tends to be a 'bureaucratic state' with a complicated administration and followed by many practices of corrupt behavior (Rondinelli 1983; Chema 2010). It has been influenced by the role of the revolution in bureaucratizing France (Pfaf, 2004), but Skocpol argues that the revolution eliminated the "medieval rubbish" of parochialism and privilege that hampered the creation of "modern bureaucratic state." Moreover, Anderson (1983) labeled Indonesia, under Suharto, as a "military state" with complicated bureaucratic agencies. Meanwhile, Hadiz and Robison named Indonesia as an "authoritarian-capitalist state." This means that Indonesia is governed by a capitalist class, with even the politicians and state both engaging in business.

Bureaucracy is also seen as the elites' interest to gain and defend their power in society via rationality and authority. To Max Weber, this is a characteristic of the modern state, which governs society by imposing legal tools. In Indonesia's case, the strongest and most powerful bureaucracy was implemented along with the dictatorship from 1965 to 1998. As for Indonesia, according to Vedi R Hadiz (2000:4,10) and Robison (1990), in a period of more than 32 years, a bureaucratic-authoritarian state that lead to state capitalism was characterized by the proliferation of activities of the government and authorities in the capital and accumulation of efforts to manipulate the law in order to maintain power. In this situation, Diamond (2008) refers to a "predatory state," that is, the behavior of elites as

cynical and opportunistic. In such a system, as Robert Putnam wrote in his classic *Making Democracy Work*, "corruption is widely regarded as the norm," while political participation is mobilized from above, civic engagement is meager, compromise is scarce, and "nearly everyone feels powerless, exploited, and unhappy." Predatory states cannot sustain democracy, for sustainable democracy requires constitutionalism, compromise, and a respect for law. This phenomenon commonly occurs in countries that are in transition from post-colonialism.

The bureaucracy in Indonesia has been powerful in keeping the political and social order. This, then, has contributed to a deep gap between state and society, and it has concentrated economic power in certain groups of power holders and owners of capital (Robison, 1978; Hadiz, 2005, 2007). Theoretically, such a regime is similar to that described by Barbara Geddes (1999), who states that there are three types of regimes: military juntas, one-party states, and personalized regimes. Each is subject to different pressures and tends to end in different ways. Most people do not want power in the hands of the military, but they want the military to become the unifying symbol of the nation-state, to provide public order, and to protect the people as a whole. The relationship and the role of military vis-à-vis nation-state building are explained by various scholars, including Hashim (2008), Kim (2010), Alexander M. Golts and Tonya L. Putnam (2004), Zeo Scoot (2007), and Bernazzoli and Flint (2009).

As a result, the state bureaucracy has been a military-dictatorship with absolute power, leading to the abuse of power in the form of corruption, collusion and nepotism (Lord Acton, 1949). The authoritarian state, as a label for Indonesia, is valid actually not only for the Suharto era (1965-1998) but also for the Sukarno era of so-called guided democracy (1959-1966). However, Suharto was the most authoritarian president in Indonesia. He, through military power, murdered 3 million people on behalf of the anti-communist cause (Anderson, 2008). Under this regime, democracy was used as an instrument of legitimacy, and the government thought that the economy was more important than freedom in establishing democracy. Studies have labeled this period as that of an authoritarian state, when the State was stronger than society and it dominated to preserve their power and authority. As a consequence, the bureaucracy became powerful and strict; corruption was acute due to patron-client relationships at the center of government. I can say that general elections were held only to gain legitimacy from the public and build an image of the state as firmly democratic, hiding the 'state of terror' from its own society and people. This era was called as 'quasi democracy' or what Schumpeter has labeled 'procedural democracy' (Dahl, 1963).

President Suharto led a regime that was supported by the military with a strict bureaucracy. Unlike Sukarno, who maintained unity in Indonesia by nationalism, Suharto resorted to military force and coercion during his regime, killing 3 million people who were considered members of dangerous groups, on the pretext of combating communism (Anderson, 2008). Another sources mention that these actions were sponsored by the US Central Intelligence Agency and by Britain. Both the US and Britain wanted the army to act against the communists (Curtis, 2002). In this period, the state agency used the military as a tool of legitimacy to control the people and, at the same time, monopolized economic resources rather than freeing them up for the cause of freedom and welfare. Moreover, the New Order regime was a "Leviathan" in Indonesia with full sovereignty. As a result of a strong

bureaucracy, then there is the proliferation of patron-client relationships in the central government as well as corrupt practices. I can say that, in this period, the general election is only to declare to the world that Indonesia was a democratic state. There is no doubt that Indonesia held general elections by a schedule as provided in the concept of "procedural democracy" or "electoral democracy" (Dahl, 1963). However, these elections only produced a 'predatory state' in which "there are elections, but they are contests between corrupt, clientelistic parties. Elections are only democratic if they are truly free and fair. There are parliaments and local governments, but they do not represent broad constituencies. There are constitutions, but not constitutionalism." (Diamond, 2008)

Actually, in the orientation of power, politics in Indonesia before and after the reforms did not change significantly. Actually the struggle for power can only be justified if it can be shown that, in practice, we could use these powers in a way that brings benefit to the people. The emergence of Leviathan, extraordinary powers that could impose the submission of all parties, can only be justified if it can avoid a war between all men against all men. Without proposing and realizing the intended use of that power, it is rationally justifiable, then, that the power struggle is none other than the realization of a lawless society that will only result in a match between forces that will not guarantee social order, because it only won for capitalists and rulers, who only think about their own interests rather than those of the people (Diamond, 2008). In order to unify the people's imagination, like Anderson (1991:243) writes, President Suharto needed to build the three strong institutions: the census, the map, and the museum, continuing what the Dutch colonial state had already built in Indonesia for the same purposes.

After the 1998 reform, there was a shift in political society, which was originally seen as more governmental activity in the interests of the state, but oriented to the interests of society. Civil society groups succeeded in forcing President Suharto to step down from his throne. However, the old elite is still too powerful to defeat. They have tended to restore a political party that is dependent on state funding (Imawan, 2004). This is partly because of the financing of political parties, which basically do not rely on the power of the party itself through the contributions of the members, but instead rely heavily on state funding.

To sum up, the strongest national issue for post-Suharto Indonesia is territorial integrity (Roosa, 2007). This has brought strong military power back into the realm of politics, for instance, concerning the battle between the Indonesian army and GAM (Free Aceh Movement) in Aceh and the military violence to the OPM (Papuan Freedom Movement) in Papua.

"Pancasila" State, Secular State vs. Religious State

Pancasila, the state ideology of Indonesia, means Indonesia as a "Multicultural State" or "Pluralist State" because of its cultural diversity across the nation. This part of paper uses the theory of a "multicultural state" to build an understanding of Indonesia as a nation. The republic of Indonesia carries a national philosophy, 'Unity in Diversity,' with five principles of the state, namely, In one God we trust, humanitarianism, unity of nation, representation of the people and social justice (Indonesia's Constitution; Lanti 2006). However, the hardliner and extremist Islamic groups have tried to force Islamic law as the national law as part of the "Jakarta Charter" movement. These groups are strongly

against the secular and 'pancasila' state as the final form of Indonesia state (Maarif, 2008; Wahid, 2009). In conservative Islamic groups, pancasila is viewed as a secular and a liberal state by connecting them into the Western concept of state. For example, the Acehnese asked the national government to implement its own Islamic law in Aceh province (Jemadu, 2004).

To date, the biggest question, which does not have an exact answer, is whether Pancasila should be the final State Ideology of Indonesia. The groups on either side of this question argue for Indonesia as either a religious (Islamic) state or a "Pancasila" (multicultural state). The "Pancasila" state is often understood as a secular state by many Islamic fundamentalists. However, both sides actually agree that Indonesia is neither secular nor liberal. Unfortunately, the discourse about the type of state is still unresolved. Hill and Weidemann (1989) argue that Indonesia is one of the most diverse and heterogeneous countries in the world. This country was born in a bloody struggle in 1945 and recognized by the Dutch as sovereign in 1949. Muhammad Hatta (2008), the first vice president of Indonesia, said that independence was not given by others, but rather it was because of the serious efforts of Indonesians and because of God ("theocracy"), whereby God blesses Indonesians. This means that Indonesians strongly believe in what Hobbes said about "divine power." This statement is echoed in the preamble of the Indonesian constitution (UUD 1945).

Pancasila as the ideology of the state does respect diversity. In other words, Indonesia promotes pluralism among its citizens. As stated above, multicultural roots built the nation-state. Indonesia is often associated with the 'magic and political' slogan, 'Unity in Diversity,' which means that Indonesia is built from many different aspects that are different kingdoms, languages, ethnicities, races, etc., all of which mix together in the form of a 'unitary state' rather than a federal form. We can see this from the "Youth Oath" (1928), which calls for a united Indonesia regardless of racial background, religion, and class. However, challenges and resistance against the 'multicultural state' later resurfaced due to the presence of fundamentalist Islamic groups and Islamic radical groups, who want to uphold Islamic law in Indonesia. Their argument is in favor of a Muslim majority state.

Indonesia's government officially recognizes Islam, Protestantism, Catholicism, Hinduism, Buddhism, and Confucianism as the formal religion. Every single man and woman must choose one of these as his or her religion. Members of unrecognized religions are banned, and atheism is not accepted. The national government has often failed to respond to religious intolerance in recent years. For example, the discrimination and violence against Ahmadiyah—a heterodox Islamic sect with 400,000 Indonesian followers—increased in 2008 after the Religious Affairs Department recommended that the group be banned. Seeking a compromise, the government banned Ahmadists from proselytizing, but the sect has been banned outright in several districts and in the province of South Sumatra. Some 130 Ahmadis remained in shelters in 2009, after sectarian violence in 2006 had forced them from their homes in Mataram, Lombok. Separately, violence between Christians and Muslims in Poso continued to decrease in 2009, although underlying grievances and low public confidence in government remain unaddressed. The Wahid Institute reported 232 incidents of religious intolerance in 2009 (Wahid Institute Report, 2009).

Competition between interest groups in forming the future state of Indonesia has always existed, and they not only compete in making laws at the national level, but also in local governments,

in order to force the national level to adopt changes already in place in local states. This will lead to the “multicultural state” becoming an “interest group state,” with contestation between the religion (Islam) and the state as observed by Hefner (1999) before and after the fall of Suharto regime in May 1998. He notes:

20 years of Islamic resurgence have not have not created a Muslim political community consensus. Nor have those years united Muslims around a common leader. But it is important to recognize this much in Muslim Indonesia politics; years of struggle against Suharto dictatorship deepened mainstream commitment to democracy, constitutional law, civil independence, and peaceful reformation. (Azra, 2001:67)

As stated by Mohammad Hatta (2008), Indonesia is facing two major ideologies, capitalism and socialism, and Indonesia needs to take ‘the third way’ because neither ideology fits with the culture of Indonesia. In 2010, the parliament and the media re-enlivened the discourse on whether or not Indonesia should become a religious state or remain secular and liberal (Kompas, 11/26/2010).

Many Islamic groups denounce Pancasila as a state ideology. They charge that the state is not happy if Islamic groups run the government. Under The New Order, the state killed many Islamic group members, and their leaders, for example in Aceh, Priok, and Sulawesi. Unsurprisingly, the debate has emerged in an era during which democracy as a political and governmental system is widely accepted. Democracy can survive because it provides another mechanism of control, and is reluctant to be controlled. The check and balance mechanisms between state institutions and its citizens uphold the ideology of state laws that protect the diversity of society. In their understanding of the law, people do not exist above it. At any given moment, the law is needed to achieve public order. That is the main reason why the state has the authority and power to use coercion when maintaining the state constitution (Weberian; Skocpol, 1985), or to enforce the law in terms of making people obey the law (Thomas Hobbes). While the Indonesian constitution has clearly embraced the multicultural state, in this case, it also means the state has the right to prevent those who oppose the idea of Indonesia as a Pancasila state.

But this fact is not easy to understand, because pro-Jakarta charter groups call for a return to the “original” Constitution in accordance with the Jakarta charter, implementing Islamic law for its believers. These groups are categorized as Islamic “hardliners” who are members of various Islamic organizations in cities or in villages. They are loudly hostile to pluralism. These views are likely influenced by Islamic views from the Middle East, where Islam is considered a universal religion that will not harm non-Islamic groups, because Islamic law is only applicable to Muslims. Thus, if Indonesia imposed Islamic law, they strongly believe, this reform would not disturb minority groups.

Some community leaders have said that Indonesia does not need to be a state of extremes, whether religious or secular. For many nationalists and moderate Islamic communities, they adhere to a view in which it is necessary to stimulate further progress by arranging the power for diverse groups in Indonesia to effectively control each other. In addition, in their opinion, the current constitutional form of the state should be final.

To sum up, the consequence of the democratic state, in my opinion, has led hardliner Islamist believes to argue forcibly for the implementation of Islamic Law. They argue that in a ‘democratic state’ the biggest community has the majority rule to run the society. Nevertheless, the “Pancasila

state” is a choice that can avoid chaos in debating whether Indonesia should be labeled as a secular or “Religious State,” and it is reasonable to foster a multicultural society in Indonesia. I also argue that cultural diversity and multi-religious society is faced with a dilemma: on one hand, multiculturalism strengthens the Indonesian nation as a united state, and on the other hand, it also has the potential to weaken state power. The national government, as the executor of sovereignty given full mandate by the people under the democratic state, should perform the main function as Weber’s ideas to materialize social and politic order, even by coercion. In developing countries like Indonesia, the state’s role is central, and the country will succeed if it can enforce rules that are able to meet the diverse interests of the people while appreciating differences and protecting them as much as possible.

Indonesia: a Failed State?

The building of states and the strengthening of institutions is one of the most important issues for the world community (Fukuyama, 2004). The rise and fall of nation-states is not new. Today, there may be as many as six to eight hundred active nation-state projects, and another seven to eight thousand potential projects (Ibid, p. 3). 190 nation-states have achieved sovereign status (Roeder, 2007:3). But, according to Rotberg (2004), in a modern era when national states constitute the building blocks of world order, the violent disintegration and palpable weakness of many states in Africa and Asia threaten other states as well as their own systems. It is simply understood that less development, or failure, by a government in one place can pose a threat to others in different parts of the world.

Although the term ‘failed state’ has no established definition, there are many criteria and characteristics that can define a failed or failing state. Thus, the criteria one chooses will distinguish a failed state from successful state. For example, a failed state can be described as a decision making center of government that is paralyzed and inoperative, where laws are not made, order is not preserved and societal cohesion is not enhanced (Sorensen, 2003). As a territory, it is no longer assured security by the central sovereign organization. It has lost its legitimacy as an authoritative political institution. To Jackson (1998), a failed state is a state that cannot safeguard the basic needs of its citizens such as peace, order and security. So, a failed state seems to be a political failure in governing important sectors such as security, basic needs, and education. This argument is also supported by Susan Rice (2003), who defines a failed state as one that has ineffective control over its people.

Following Robert I. Rotberg (2004), finding the best ways to strengthen weak states and prevent state failures are among the most urgent questions of the twenty-century. Yusuf Wanandi (2002) in his article questions why and why not Indonesia should be considered as a failed state. According to his view, Indonesia is already close to becoming a failing state, and will probably become one. Yet we need to examine his view by identifying the characteristics of state power in Indonesia. The characteristics of strong or weak state alone depend heavily on how the states can ‘feed itself, govern itself, and defend itself.’ If they do this well, it means there is a strong state with total sovereignty.

However, the main indicator in measuring whether a state should be categorized as a failed state or a success, weak or strong, is largely determined by its sovereignty. Sovereignty in terms of international threats means responsible sovereignty to provide international security or world order (Jones et al, 2007:8-9). Francis Deng (1990) defines responsible sovereignty as a situation in which "national governments are duty bound to ensure minimum standards of security and social welfare for their citizens and be accountable both to the national body public and the international community." Such a standard concerns military power and technology. National security will be determined by development and economic growth, particularly in the agricultural sector (Smith, 1776). Security, according to the United Nations, is defined as freedom from want and freedom from fear (Dahal, 2009). International security or responsible sovereignty, according to Bruce Jones (2007), can only be given from capable, strong states. Failing states cannot serve even their citizens' basic needs. It is simply understood that this will pose a threat to other states in different parts of the world.

Indonesia was apparently a failed state when reformation took place in 1998, following Indonesia's monetary crisis, as well as social and political unrest (Klinken, 2007). When crisis happens, as in wartime, people do not obey the law, and they reject government institutions directly or indirectly. As a result, conflicts happened every single day at that time. Thus, the nation-state failed inasmuch as it was consumed by internal violence and ceased delivering positive political value to its inhabitants. Governments lose credibility if a particular nation-state itself becomes questionable and illegitimate in the hearts and minds of its citizens (Rotberg, 2004:1). To date, the religion and ethnic conflicts have continued, the number of citizens in poverty has increased to 39 million (Indonesia National Statistic, 2010). It seems that the crisis, then, is still going on. In this case, the government has failed to feed its citizens. In other words, the national government has lost its food sovereignty.

Nevertheless, if electoral democracy indicators are to be used in assessing the failure or success of the state, on the one hand, Indonesia should be classified as a success, because it conducted general elections peacefully from 1999 to 2009. On the other hand, although Freedom House in 2010 reported progress in law enforcement in Indonesia, we should also note that press freedom is still hampered by violence, either physical or non physical, and the rule of law is still enforced in a discriminatory fashion. But somehow, the implementation of democracy in Indonesia is better than elsewhere, as compared to the practice of democracy in other Southeast Asian countries such as Singapore and Malaysia— although these two countries are stronger in terms of economy and defense.

National security essentially means the state of the health of the nation, within which citizens enjoy life, liberty, property and participation in the productive life of society. Political stability, economic well-being and equitable distribution of resources are essential preconditions. If any society has a high incidence of death, violence, crime, murder, or kidnapping, whatever the causes, the citizens living there will never feel safe. Ordinary citizens measure the standard of national security through the ability of national leaders "to rise above narrow and special economic interests of parts of the nation," and "focus their attention on the more inclusive interests of the whole" (Wolfers, 1968:148). The peacefulness of the national environment stems from sound civil defense, a modicum of trust among citizens themselves, and national institutions of

governance. The sources of international threat can be extra-systemic (such as inter-state tension, cross-border terrorism, climate change, fuel and financial crises, and refugees) or intra-systemic (e.g., civil war; poverty traps; inequality; and exclusion of citizens from ecological, social, economic and political resources). One source of threat reinforces the other systemically, and they are likewise linked with macro and micro issues. The comparative and competitive strengths of any nation in material possessions, such as hydropower, ecological diversity, tourism, manpower and productive potential, as well as the proper utilization of these resources, can contribute to its viability.

Indonesia itself tries to create national security in dealing with political conflicts between the national and local levels as well as conflicts within societies. In so doing, Indonesia followed the system of decentralization called 'Otonomi Daerah.' According to Law No. 22/1999 and Law No. 25/1999, each region has its own autonomy to manage natural resources and tackle its own problems. It is clearly understood that Indonesia is trying to democratize government by local and civil engagement as much as possible. International funding has come to Indonesia to help its government make democracy work by implementing concepts like clean governance. Meanwhile, Nordholt (2003) has argued that 'a shift from a centralized to a decentralized government is not synonymous imply a shift from authoritarian to a democratic rule.' Therefore, the state and society should work together to address this issue in order to avoid the return of old powerful elites who could bring dictatorship back in the new 'democratic society.'

In addition, some people argue that, because Indonesia has a larger and more diverse territory, this has led to difficulties in dealing with local problems and local identities, such that many conflicts of interest arise. People have different views concerning what democracy is. Indonesia, as a new democratic state in South east Asia, has succeeded in holding general elections without serious problem, but as we knew the its Human Development Index (HDI) is very low, ranking 182 out of 187 countries in the world in 2009 (World Bank, 2009), though it is listed as 108 out of 189 countries in 2010 (UNDP, 2010). Freedom House in 2010 published a report on the development of democracy and the rule of law related to terrorism and corruption in Indonesia, which stated:

“Security forces in September killed terrorism suspect Noordin Mohammad Top, the alleged mastermind of twin suicide bombings that had struck hotels in the capital in July. Separately, the chief of Indonesia’s anticorruption commission went on trial for murder during the year, and two of his deputies were accused of extortion, but their case led to the exposure of an apparent conspiracy by police and prosecutors to undermine the commission. The parliament passed legislation in September that would weaken the authority of the commission and a related anticorruption court. In addition, the parliament began investigating a controversial bailout of Bank Century in November, which pitted the House of Representatives against the Yudhoyono administration and shrunk his ruling coalition.”

Given these facts, Indonesia has faced challenged to contribute to the world order. To some degree, Indonesia has succeeded in combating terrorism both domestically and trans-nationally. The American and Australian governments support the eradication of terrorism in Indonesia. In line with

this, the Indonesian government established Detachment 88 and, in a short time, Indonesian government agencies managed to arrest a group linked with international terrorism. At least a dozen terrorists were caught, and 3 people have been put to death. In this context, we can refer to the opening of the 1945 constitution, which says that Indonesia should contribute to the orderliness of the world in various ways. This has so far been carried out via rehabilitated and reconstructed forms of Indonesian foreign policy. It is clear that the philosophy Indonesians adhere to is a state constitution in line with that initiated by Kant (1795), promoting a liberal peace, based on three factors: (1) states must be republics; (2) they will gradually establish peace among themselves by expansion of a "pacific union;" and (3) all states must respect a "cosmopolitan law" about how they treat foreigners in their midst.

The Contemporary Challenges of Nation-State Building

Considering recent events of mass violence in Indonesia, it seems essential to rethink how to bring a sovereign state that can uphold the sovereignty of the people. Indonesia clearly needs to bring the 'Leviathan' back into the society. I borrow this term from Skockpol's essay, 'Bringing the State Back In,' only in order to argue for a strengthened state and its sovereignty to bring wealth for the nation as a whole.

There are at least two main challenges for Indonesia today. The first is the unfinished debate about whether "Pancasila" (secular state) or a religious state (in favor of Islamic group interests) should be the guiding aim for the national regime. Diversity, in addition to being a reason for unity, is also a trigger device for conflict. Ethnic and religious conflicts are widely believed to be driven by economic gaps between the haves and the have-nots and between the state and society. The campaign to combine democracy, pluralism and multiculturalism are rejected by militant groups that resist anything exported from the West. Because the West consists of liberal states, they add that Western culture does not respect Islamic society. They then counter pluralist efforts by creating new terms such as anti-liberal, anti-pluralism, and so forth. In addition, they engage in political and economic policy-making where, for example in the arena of economics, they have begun to practice Islamic law. This confirms that Islamic groups in Indonesia have experienced a remarkable proliferation in the post-reform period, including in expressions of belief, propaganda, and forms of organization (Wardana, 2010; Hamayotsu, 2006; Tanuwidjaya, 2010; Kolig, 2005).

Franz M. Suseno (2010) has stated that Indonesia as a nation state that is in danger. He argues that a sense of nationhood is the only force that unites the hundreds of ethnicities, tribes and communities, as well as religious adherents into one Indonesian nationality (Kompas 10/17/2010). This is related to recent facts about the emergence of violence, which may pose hidden dangers like an iceberg, or even like a time bomb that could explode at any time and spread to various places. This proves that traditional nationalism has not been able to answer the challenges of the times. Sukarno's nationalism is a concept that emphasizes the similar fate as a nation, colonized, as a tool of unity of people, but this no longer works. If this concept was successful during the era of revolution and independence, as written Breuilly (1993), this does not change the fact that nationalism may be less effective as a current political tool of propaganda.

The threat to Pancasila as a state ideology in the process of nation and state building is due to the worsening domestic economy. As is often mentioned by political scientists, the central government is weak and unstable, and a fragile economy results in serious problems of regional insurrection and communal violence (Legge 1961; Mackie 1980). Indeed, conflicts based on ethnicity and religion can threaten the existence of the nation-state. From 1997 to 2010, 'wars' between ethnic and religious groups occurred as many as a dozen times, with casualties of more than 10,000 people (Klinken, 2007:4-5). This can be roughly broken down as including (among others) the conflicts in East Timor, Aceh, as well as the conflict between Islam vs. Christianity, etc. Those conflicts have caused thousands people to suffer. From 2008 to 2010, more than 400 cases of religion violence occurred (Tempo, 2009), and hundreds of people died because of both ethnic and religious conflict in Indonesia. Gerry Van Klinken (2007) wrote that the main causes of conflict are the distribution of income, political gaps between central and local entities, and economic inequality. When the state was weakened by certain interest groups it was as Barbara Harris-White has pointed out trapped in a 'black economy.'

The failure of the central government to deliver public and political goods to its citizens as whole is another issue. Under the Suharto regime, by military force, Indonesia failed to keep the unity of Indonesia in East Timor, Papua and Aceh. East Timor obtained its own independent state, while the Acehnese and Papuans continue to struggle for their own states. The national government is still looking for a way to address these problems. Many studies assume that the main problem might be how to reduce poverty. For a long time, natural resources have been monopolized by the government and by capitalist groups (Robison 1986, 1992), who do not pay much attention to the development outside of Java, causing many rebellions among local people in other areas (Klinken, 2007). Decentralization, as Klinken said, does not mean democratization and prosperity for all fellow citizens. Decentralizing reforms in the period of 1999-2001 were associated in some places with communal warfare, which was both religious and ethnic. The connection can be better understood by considering the dynamics of resource mobilization instead of looking for the stated ideologies of the grievances (Klinken, 2007:ii).

Since 1999, Indonesia has followed a system of decentralization in governance. According to the government Law No. 22/1999 and Law No. 25/1999, each region has its own autonomy to resolve legal issues. This decentralized government is trying to democratize itself via civic involvement as much as possible. In addition, international funding has come to Indonesia to help the government make democracy work by applying the concept of good governance. Meanwhile, Nordholt (2003) is of the opinion that 'the shift from centralized to decentralized government is not the same means a shift from authoritarian rule to democracy.' Therefore, the state and society must work harder together to solve this problem to avoid a resurgence of militarism or the rise of a harsh regime against the people that would allow violations of human rights.

There are four kinds of freedom as declared by the US President F.D. Roosevelt in 1941, namely, freedom from poverty, freedom from fear, and freedom of opinion and freedom to serve in accordance with the conviction. In Indonesia, reforms have brought significant changes and improvements in the freedom of speech and expression and freedom from fear, but they have not yet

contributed meaningfully to freedom from want. The economic crisis of 1998 still impacts the high level of poverty, now 40 million people (Indonesia's Statistics, 2009). In one sense, this shows that the 1998 reform is more socio-political and socio-cultural, and not economic reforms. Similarly, freedom to worship still often leads to social conflict. Violence between ethnic and religious has become the most dangerous threat to the unitary state that declares itself as having a background of cultural diversity.

Political reforms in 1998 opened Indonesian to a number of changes. The media, for instance, has gained the freedom to disseminate news to the public. This freedom also helps most Indonesians to understand what is really going on in their country. But the problem remains that there are only a few media channels that are able to enlighten the society about how to understand conflict resolution in more peaceful ways. Most of the news stories only stop at the fact that violence appears in the entire society. These incomplete stories actually tend to make people easily unsettled by the current conditions.

Even though the government under Susilo Bambang Yudhoyono has granted better economic and political access through special autonomy, distrust toward the government is still apparent. The Indonesian government has made mistakes in the past, which has added fuel to distrust among certain group in Indonesia. The Papuans, for example, feel that the central government has been unfair. Fund allocated to the local governments haven't fulfilled the needs of Papuan. Having tremendous natural resources, and one of the biggest mining company in the world, has not granted real prosperity for Papuan, since it is controlled by Freeport, a multinational corporation. So far, Papua is still struggling to gain their rights by promoting the idea of a independent state beyond its current special status. At the very same time, Yogyakarta as a special province fights back against the national government because the national state wants to erase the special status of Yogyakarta. In short, in the decentralization era, local governments tend to be stronger and play more important roles in society. This has led the national state to lose power and authority. The definition of sovereignty is no longer as an undivided power (Thomas Hobbes, 1651).

Max Lane (2008) has said that Indonesia is 'unfinished nation,' meaning that Indonesia is an open possibility as to whether it will become a strong or weak state, secular or religion state, centralized power or decentralized state, and an authoritarian or democratic state. Now, racial and religious conflicts threaten Indonesia as a multiethnic community, and thousands have died. The state, to some degree, is failing to feed its self, govern independently, and build the security of its territory and its citizens. If the national government continues to fail to manage this issue, I can predict that sooner or later this unitary state will be separated in to another form of state.

To conclude, Indonesia's current problems are not only about political sovereignty, but also about economy and cultural sovereignty. In dealing with these, Indonesia needs to bring military, civil society, religious leaders, and the government together to discuss and examine solutions and face the future of the nation. In other words, every single part of the nation is a guarantor of national unity.

Some political scientists argue that the weakness of Indonesia's sovereignty stems from its vast territory, and that it is not supported by an inability to manage conflict and abundant natural resources. As a result, local areas have argued for separation from the unitary state, as has already happened in Timor Leste, and which is ongoing in Papua and separatist Aceh. The idea of federalism

for Indonesia has again risen to the forefront, and I think probably that way is still a viable option. Consider the historical fact that Indonesia, under Dutch rule, already experienced a federal system, albeit under certain limitations that reduced nationalism and regional rebellions at that time. In the present era of democracy, Indonesia is using a system of decentralization, but the central government has severely limited the authority of local governments, so that local areas are still dependent on the center, though the center is also dependent on natural resources in local areas. The issue of poverty in many regions has intensified, so there should be a change of the political system. In my opinion, the most rational model would be to impose a federal system. However, the local government actually can build economic independence and sovereignty in their own way. Doing so could bring the state as an institution closer to its people as owners.

Conclusion

The Republic of Indonesia carries a national philosophy “Bhineka Tunggal Ika” (Unity in Diversity), with five principles of the state, i.e., in one god we trust, humanitarianism, unity of the nation, representation of the people, and social justice. Although I strongly argue that Indonesia as a post-colonial state has many challenges to be called as a strong state in the near future, how Indonesia looks today is not too far from its labels that have been given in the scholarly literature. To sum up, Sukarno succeeded in uniting the people of Indonesia with the spirit of nationalism, and Suharto failed to maintain unity through military force. The biggest challenge now is how to maintain the integrity of the Unitary Republic of Indonesia to build the economy in accordance with the 1945 constitution, creating prosperity for all Indonesians without exception. If the problem is still unequal economic distribution, the government has to mobilize its power; using authority in other ways contrary to this would run the risk of failure to unite the nation, which would indeed repeat past failures. Moreover, a federal form of government could be a rational choice in the near future.

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