p2019
International Forum on Public Participation and Stakeholder Engagement for SDGs

FORUM PROCEEDINGS

International Forum on Public Participation and Stakeholder Engagement for SDGs

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Bangkok-Thailand
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Intl-forum@iap2.or.id
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Organized by:

iap2 international association for public participation INDONESIA

Hosted by:

iap2 international association for public participation

UNITED NATIONS ESCAP Economic and Social Commission for Asia and the Pacific

SCHOOL OF GOVERNMENT & PUBLIC POLICY INDONESIA

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REMARKS FROM THE ORGANIZING PARTNERS



Leanne Hartill
IAP2 Representative
to the United Nations

The International Association for Public Participation (IAP2) believes that the promotion of well-planned and meaningful engagement contributes towards the achievement of the 2030 Agenda on Sustainable Development and its framework of Sustainable Development Goals (SDG). IAP2 and with the United Nations Economic and Social Commission (UNESCAP) are partnering to promote systematic, quality engagement with stakeholders and the public, that aim to help governments and others who lead and design engagement processes, develop structured, well-planned and meaningful engagement opportunities.

Stakeholder engagement and public participation is essential for achieving all 17 Sustainable Development Goals. As IAP2 is committed to advancing the practice of community and stakeholder engagement through education, advocacy and building partnerships, we are encouraging support for an International Year of Engagement and Public Participation to highlight the need for meaningful multi-stakeholder involvement to achieve the 2030 Agenda.

We are proud to be a part of this collaborative Forum with UNESCAP and the School of Government and Public Policy Indonesia (SGPP-Indonesia) which draws upon knowledge and experience from academics, public participation practitioners, government officials, and civil society organisations.

We appreciate the contribution of everyone who has been involved in the planning and delivery of the Forum especially colleagues from SGPP Indonesia and UNESCAP. Forums such as these with published documentation make a great contribution to gaining a better understanding of public participation and stakeholder engagement.



Stefanos Fotiou
Director, Environment and Development Division, UNESCAP

People's participation and the engagement of stakeholders is central to an effective response to the 2030 Agenda for sustainable Development. This event and the associated professional development activity helped to meet the increasing demand for meaningful, institutionalized engagement of the public and of stakeholders as a response to the 2030 Agenda for Sustainable Development.

The rich discussion and recommendations generated has enhanced the regional knowledge base and will improve the relevance and quality of the services that we provide to our member states.

In partnering with the International Association for Public Participation and the School of Government and Public Policy, Indonesia to co-organize and host this important event, we have leveraged the respective strengths of our different institutions to bring government officials together with the research community and other stakeholders. We thank our partners for investing their time and resources to work with us to deliver.

We look forward being able to share the results with member States and other stakeholders.



Safendrri Komara Ragamustari
Chair, SGPP Indonesia

It is of great pleasure to write the preface for the Proceeding of the International Forum on Public Participation and Stakeholder Engagement. The event was held in Bangkok, April 29th – May 1st 2019, which was made possible through collaboration between The International Association for Public Participation (IAP2), United Nations Economic and Social Commission (UNESCAP) and School of Government and Public Policy Indonesia (SGPP) Indonesia.

Public participation and stakeholder engagement are being used as means to realize the Sustainable Development Goal number 16 on *Peace, Justice and Strong Institutions*. They are increasingly utilized for decision-making, as they have shown to be able to direct decisions that can empower all levels of society. However, there still needs to be continuous discourse on the topic. Mainly due to the complexities and uniqueness of each public participation/stakeholder engagement process.

Papers that contain views and ideas from academicians, practitioners, government officials, and other actors, who participated in the International Forum on Public Participation and Stakeholder Engagement, have been compiled in this proceeding.

I would like to express gratitude and appreciation to everyone who has contributed toward the publication of this proceeding. Especially to colleagues from IAP2 and UNESCAP, who have worked tirelessly for reviewing and editing the papers that were submitted. I hope this proceeding can help its readers gain better understanding on public participation/stakeholder engagement.


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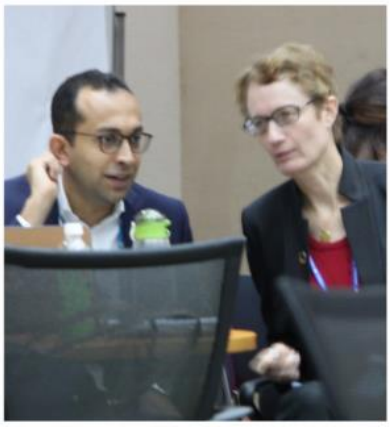


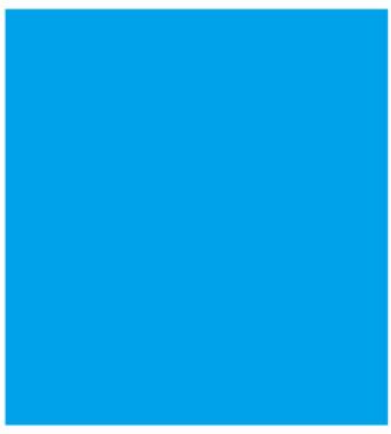













CORE VALUES
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An Overview



The International Forum on Public Participation and Stakeholder Engagement for the Sustainable Development Goals (SDGs) brought together over 100 participants from countries across Asia and the Pacific, from North America, from South Africa and the Middle East during 29 April to 1 May 2019, in Bangkok, Thailand.

Over three days of participants exchanged ideas, perspectives and experiences, with a final day dedicated to workshops to deepen practical knowledge and developing insights on specific topics.

Building on the International Association for Public Participation's (IAP2s) ongoing partnership with ESCAP to promote meaningful engagement of stakeholders in the context of implementation of the 2030 Agenda, the event IAP2 (led by IAP2 Indonesia Affiliate), the Economic and Social Commission for Asia and the Pacific (ESCAP), and the School of Government and Public Policy, Indonesia. The programme,[1] presentations[2] and other material are available online.

[1] https://www.unescap.org/sites/default/files/P2_for%20the%20SDGs_BKKProgramme_26.04.pdf

Background

The 2030 Agenda for Sustainable Development demands increasing participation of the public and stakeholders in development processes. The emphasis on "leaving no-one behind," integrating social, environmental and economic perspective, inclusive decision-making, partnerships, multi-stakeholder participation, and effective institutions in the sustainable development goal framework underlines the need for governments to take the lead in enabling public participation, and in more effectively engaging stakeholders.

It also links social accountability with strengthened governance. These issues will receive special attention in various United Nations-related arenas this year, with governments agreeing to address "empowering people and ensuring inclusiveness and equality" as a theme of the High-Level Political Forum on sustainable development.[3]

The evidence is mounting that engaging people in policy and decision-making processes leads to more efficient and effective public service delivery in health, education, infrastructure, and other areas. Engaging diverse views and perspectives of stakeholders, communities and the public generates more environmentally, economically and socially-sustainable decisions. For this reason, public participation and stakeholder engagement are increasingly seen as an integral part of the day-to-day work of government.

However, the experiences of effective public participation and stakeholder engagement in developing countries need to be further explored. The challenge is to increase access to and awareness of the evidence-based research on public participation in developing country contexts, and to bring this to bear on government policy and practice at all levels of governance.

Objectives

The forum aimed to support the delivery of purposeful, inclusive, pro-active and transformative engagement processes that enhance the responsiveness of governance systems and the achievement of the 2030 Agenda. It:

- Convened researchers, development partners and government/policy communities to increase the understanding of the state, impacts, dynamics, and trends and impact of stakeholder engagement in the Asia-Pacific region
- Shared information on various initiatives to strengthen the role of public participation

[2] http://pacific.unescap.org/events/international-forum-public-participation-and-stakeholder-engagement-sustainable-development

[3] United Nations Headquarters, New York. See https://www.google.com/search?q=high+level+political+forum+on+sustainable+development&rlz=1C1GGRV_enTH764TH764&oq=High+level+political+forum+on+sustainable+developm&aqs=chrome.0.0j69i57j0l4.6871j0j7&sourceid=chrome&ie=UTF-8

- Discussed the implications for public policy
- Developed recommendations to support institutionalization of stakeholder engagement and shape future research agenda

Because of the emphasis on the 2030 Agenda and the SDGs, the forum paid special attention to generating discussions and recommendations around leaving no one behind, making better decisions, and strengthening institutions and governance, as well as capacity and skills development. The meeting programme was strongly supported by the contributions of full papers from research by government officials and students of the Indonesia School of Government and Public Policy, and other contributors.

Day 1 – 29 April 2019, UN Conference Centre

The opening session

Kylie Cochrane, Chair of the International Board of IAP2 shared her background and her perspectives on engagement and the link with good governance. As a global body dedicated to the practice of stakeholder engagement, IAP2 was well placed to support efforts to strengthen practice.





Safenddri Kumara Ragamustari, Chair of the School of Government and Public Policy (SGPP), Indonesia, underlined the role of the SGPP in developing the skills and knowledge of government officials and in strengthening governance. He stressed that understanding and capacity to engage the public was an essential part of the skill set of government officials.

Stefanos Fotiou, Director of the Environment and Development Division, ESCAP welcomed participants to Bangkok and the UN Conference Centre. He pointed to the wide development gaps in the Asia-Pacific region. There are three big reasons for engaging: (1) engaging the public and stakeholders in policy and decision-making leads to more efficient and effective delivery of health, education, infrastructure and other services, essential where it was estimated that the Asia-Pacific region would need to invest an additional $1-2 trillion to achieve the SDGs. (2) Diversity of knowledge is needed to improve decision-making around complex issues such as income inequality, the growing demand for resources, persistent vulnerability and marginalization, and climate change and (3) the need for new partnerships and idea to transform the region. He underlined that stakeholders and governments are calling for engagement that is 1. Meaningful and 2. Institutionalized – part of the normal business that governments do.



Leanne Hartill, IAP2 and **Hitomi Rankine**, ESCAP provided an overview of the programme for the three days.































What is public participation and stakeholder engagement? – Mapping the terrain

The 2030 Agenda for sustainable development urges governments and other sectors to reach out to stakeholders. There are many challenges to ensuring meaningful engagement, but also experiences and professional insights to be shared. The session scoped the issues to be addressed in over the three days.



The public service needs a citizen centric mindset and leadership competence. Performance indicators and guidance for leadership competence, skills training and emphasis on "design thinking" are being deployed for effective governance and developing "next generation" public services.

Karma Tshiteem
Chair of the Royal Civil Service Commission of Bhutan

Mr. Tshitteem emphasized the centrality of gross national happiness to Bhutan's governance. Ways in which engagement is institutionalized in Bhutan were shared. There is a protocol for policy formulation which is standardized for all policy development processes and includes a requirement that all who are affected by the policy are consulted in the development. The policy development process refers to issues that matter to people - "softer" issues such as community well-being are also covered. The five-year development plan development has a compulsory requirement that each household should have one person should participate in the policy development process.

Others ways in which engagement is institutionalized includes: through decentralization and the principle of subsidiarity for empowerment of people and communities; a grievance mechanism, available online; weekly meet-the-press sessions of the Prime Minister; technological platforms for reaching out (but which have limited reach); supporting the growth of civil society and grassroots organizations which are increasingly vocal a - including the grassroots organizations).

He raised the question - how do we develop a citizen-centric mindset in the public service? Design thinking as a process for designing processes and services was promoted in Bhutan, looking towards "next generation" public services. He also stressed that leadership change is a critical aspect of this - and that leadership is defined in a leadership capability framework - direction, deliver, drive and consistency with service values. Behavioral indicators were also used and skills training on emotional intelligence is provided.



Stakeholder engagement and delivering on the 2030 Agenda is closely interlined, and especially critical for follow up and review for the 2030 Agenda. Too often, stakeholder engagement is a one-off exercise and diverse voices are left unheard. Systematic, quality stakeholder engagement can benefit from practical tools and approaches. ESCAP is working to support the development of capacity and has developed indicators of quality engagement.

Katinka Weinberger,
Chief, Environment and Development Policy Section, Environment and Development Division, ESCAP

Ms. Weinberger pointed to the centrality of the stakeholder engagement in the 2030 Agenda. She outlined the reasons for engaging and the specific opportunities for engaging the public and stakeholders in planning, implementation and follow up and review. The diversity of stakeholders in the 2030 Agenda was underlined. Past experiences in the context of SDG implementation pointed to the several strengths, but key issues needed to be addressed, including the need for more systematic, quality engagement. The Asia-Pacific Forum on Sustainable Development is as an example of a multi-stakeholder institutionalized participation in the context of intergovernmental dialogue and regional follow up and review.



Public participation is a human right and is embedded in the 2030 Agenda. Comprehensive guidance, including key principles are available to guide the work of duty bearers, including supporting rights' holders in exercising their right to participate.

Therese Bjork,
Human Rights Officer, Office of the United Nations High Commissioner for Human Rights, South-East Asia Regional Office.

Ms. Bjork explained how human rights are embedded in the 2030 Agenda and in the framework of the SDGs – especially in SDG 16.7 SDG 16.10. Participation requires (among other points) freedom of opinion, expression, assembly and organization and the right to information. She provided an overview of the "Draft guidelines for States on the effective implementation of the right to participate in public affairs" produced by the Office of the High-Commission for Human Rights to provide an orientation to the topic that member states were invited to follow. Six principles were identified by the guidelines:

- safe and enabling environment: existence of legal framework, rule of law
- right to equality and nondiscrimination: adequate representation, prohibition of discrimination, monitoring for participation
- equal and effective access to justice
- right to information: proactive, extensive, on regular basis, free of charge or at reasonable costs, protection of whistleblowers
- openness and transparency: at all stages of decision making
- empowerment of right holders: civic education

She also highlighted some key points, including the role of the media and the need to close the digital divide, and the need for formal permanent structures for participation, co-designed with rights holders. She pointed out that stakeholder mapping should take place at the very beginning of the decision-making process and affected stakeholders should be kept engaged throughout. She underlined that participation in public affairs is a human right and a vehicle for SDG implementation.

What were the questions and issues participants wanted to hear more about?

Catherine Rockandel, IAP2 facilitator, supported the participants in identifying the questions and issues that they would like to have answered over the three days, across six forum themes. Ten big areas of questions from participants emerged, cutting across the six workshop themes.

- Strategies for developing citizen-centric civil service
- Building trust, especially when there is a history of mistrust
- Identifying and understanding stakeholders
- Getting people to participate, especially when marginalized or uninterested.
- Practical engagement mechanisms, design, methods and tools
- Standards and indicators of quality and practice – measurement, assessment
- How to deal with tradition when engaging
- The costs of engagment (as well as the costs of not engaging).

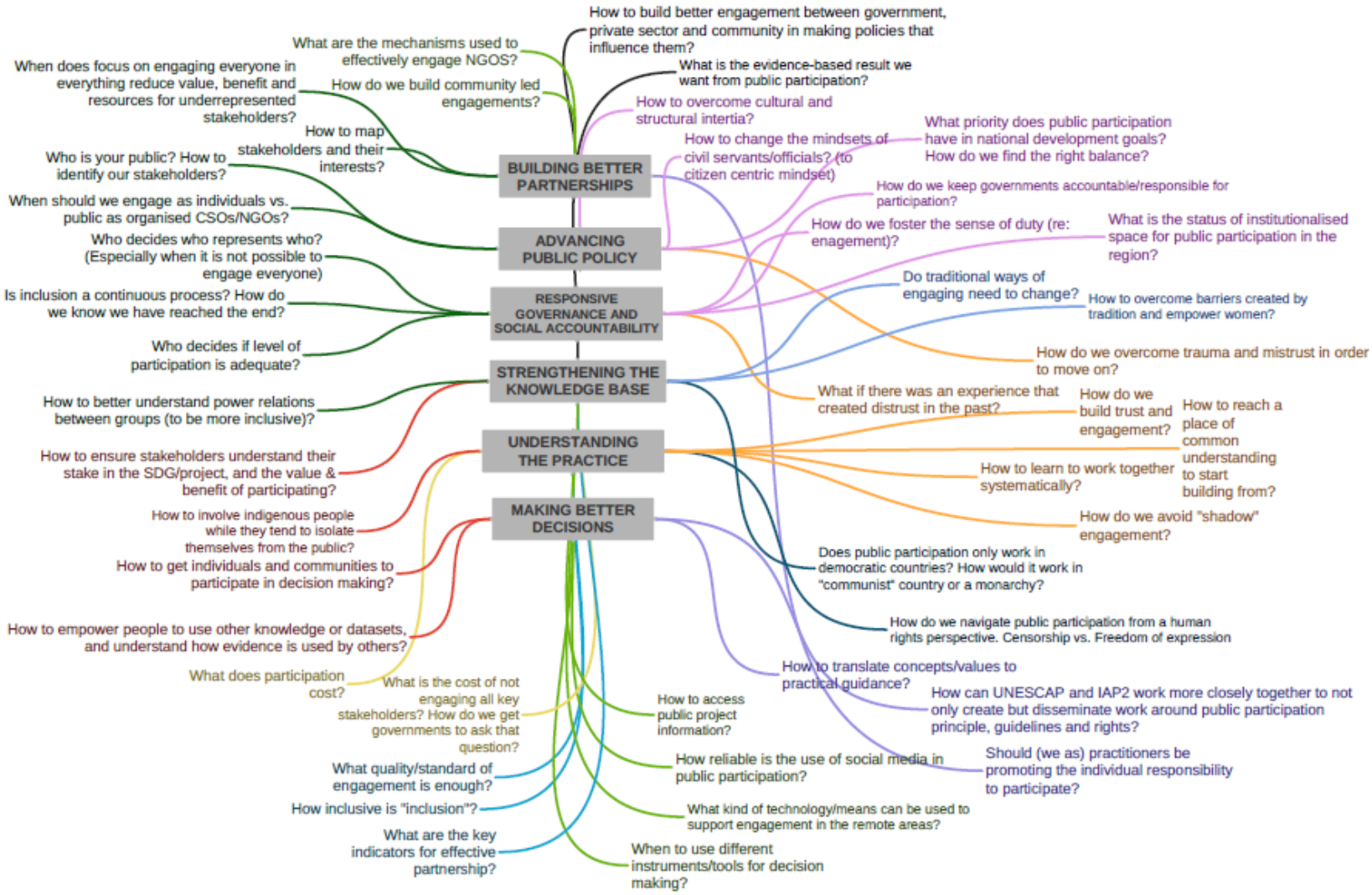







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MAPPING THE TERRAIN



The “engagement space” – going deeper

Participants discussed five topics:

- Building better partnerships
- Understanding the practice
- Responsive governance and social accountability
- Making better decisions
- Advancing public policy

Presentations were made by students of the Indonesia School of Government and Public Policy, government officials and stakeholder engagement practitioners.

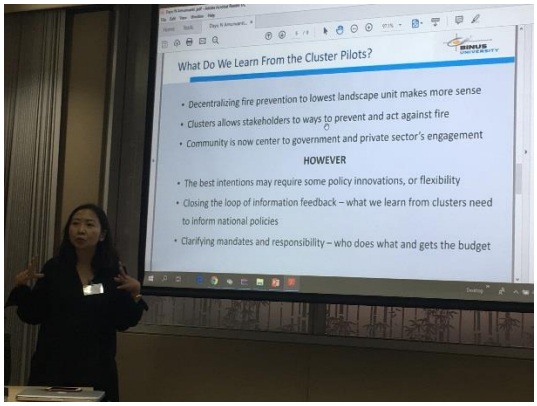




1: Building better partnerships

Facilitator: Bruce Gilbert

Presenters:



A cluster-based approach to prevent forest and land fire in Indonesia: Public-Private-Community Operational Collaboration – Dayu Nirma Amurwanti

Jaklingko – a joint program of public private engagement in managing public transportation system in Jakarta - Fajar Nugrahaini





Involvement of Indonesian diaspora to improve standard of living of orphans in Makassar, South Sulawesi - Helmina Dewi Lestari

The Hard Question at the Heart of Collaboration: Do we have what it takes to partner with others to meet the SDGs? - Stuart Waters



The presentations explored partnerships for dealing with complex problems (forest fires, orphans) and for improving service delivery (transport sector) and also discussed the skills needed for partnerships to be successful. The discussion revolved around the sub-themes of the supportive governance environment for enabling partnerships and the good practices that supported effective partnership.

A supportive governance environment for partnerships

- Supportive public policy and administrative regulations should encourage flexible responses to enable partnerships to form between different kinds of stakeholders in response to a social need or an opportunity. When a lead institution is provided resources and authority to enable partnerships, space for partnerships to emerge, can be created.
- Governments (and other institutions) need to be able to admit there are problems and issues. To develop effective partnerships, they need to let go of belief in their leadership and "expertise" to provide room for others to contribute.
- Partnership action should impact public policy – there need to be feedback loops so that public policy can be improved from the lessons learned through partnerships
- Partnerships can act to solve long-standing problems and bridge silos in government function. Pro-active collaboration within Government is needed to promote and sustain partnerships.
- When the issue is a long-standing complex problem that affects people, centering action on the affected community brings partners together.

Better partnership - in practice

- Creating a space for **constructive** interventions (i.e. not only airing views or blaming) is critical to enable partnerships. Trust building is also needed.
- Skills need to be developed for collaboration. Flexibility is needed from all partners and potential partners – sometimes "mental models" of how things should be done need to shift. Skills for partnership can only be developed through learning by doing.
- There is need to "give up power" in partnerships and resist the urge to compete with partners. Each partnership includes an element of risk taking when power is given up.

- "Open calls and advertisements" for partnerships help to create space for genuine partnerships to emerge based on common interests and values.
- We need to avoid "entrenchment" in partnerships – when partnerships become stale, ineffective and outdated or dysfunctional. We all know about partnerships that are not active, or that create "in" and "out" groups with little impact. Each partnership should have a documented way to (1) monitor its impact and progress through regular check-ins and (2) a way to dissolve the partnership.

2: Understanding the practice

Facilitator: Bruce Gilbert

Presentations:



Strengthening Gender Equality and Women's Public Participation through ICT: Lessons from the Girls in Tech Indonesia - Isyfi'afiani,

Innovative Engagement – The tools and how to pick them - Linda Armstrong





Spirit of Gender Equality: How Tri Hita Karana Enforce Balinese Women's Participation in Local Communities in Bali - Ida Ayu Prasastiasih Dewi

In this session, the presentations focused attention on how culture shaped engagement needs with a focus on women, and also looked at the practice of engagement in the private sector context. It was stressed that gender equality was a pre-requisite for sustainable development.

Some tips for more better engagement practice:

- Use varied communication channels to reach groups that are marginalized or that have lower access and "power."
- Consider the way in which stakeholders use their time. Take into account the way in which women (and other groups) use their time when designing the channels for communication – e.g. engaging in the evenings rather than the mornings.
- Spirituality and its role in decision-making should be recognized. Spirituality can present a valuable source of knowledge that is accumulated from generation to generation. At the same time, often the "narrative [around religion and culture] has been hijacked" and misrepresented and misused. It is important to ask whether the narrator/representative is a trusted person.
- History and culture are important – they provide the context for designing engagement that is accessible to people. Culture can be harnessed for more effective engagement. There may be cultural factors that can hinder engagement that need to be first identified, and then designed around.
- Politics matters - find a way to tap into political motivations to get the political support needed for people to take engagement processes seriously.
- Information and communication technologies (ICTs) can help level the field for women and girls in public participation.
- Using traditional public participation techniques in new ways is also innovative.
- **Good practice needs to be supported by wider changes in society and "the way things are done"**Shifting gender dynamics and power relations to enable equality in participation and access requires long-term efforts, civic education and a lot of conversation with both men and women. Dialogue, education and empowerment efforts with women as the sole targets will not be enough. Men also need to be part of the conversations around gender equality.
- Religious and cultural values can provide strong guidance on equality of genders/groups which may be referred to fight for space in public life and against inequalities.
- In Canadian policy-making – a gender lens and a gender analysis tool are applied to all public policy. It is a step in the right direction - but it is not enough
- There is need to scale up effective practices in government to make effective engagement the normal way of doing business in governments.

Engagement practice in the private sector

- What motivates the private company to reach out to stakeholders and conduct engagement in an effective way? An emphasis on accountability for time, cost and efficiency in service delivery can prompt private sector investment in quality participation. The need to stay within time and cost for delivery of infrastructure project motivated stakeholder engagement in one presentation. The question that private sector companies ask themselves is most often - what is it going to cost the company in terms of reputation, timelines and money *if they don't engage*?

Politics, participation and good practice – more questions than answers

- In reality, politicians are naturally called on to engage with the public - how exactly do we tap into that natural interest and hidden potential to advance engagement practice?
- The government should have a structured institutionalized framework for public participation. But what do we do when a new government comes in and changes everything completely? If there is good public support for engagement then it will be harder for incoming politicians to change those decisions – so engagement should deliver better results for the public.
- The rise of the right in the United States seems anti-participative/inclusive and anti-diversity. At the same time, this is public participation in practice. How do we deal with these kinds of (negative) forces from a practice and political perspective?
- With the rise of social media, have we forgotten the benefits of the "old" forms of representative democracy? We are increasingly opinionated on every issue, but democracy is not getting more effective ? – but what is the cost of all of this "participation"?



3: Responsive Governance and Social Accountability

Facilitator: Mandi Davidson

Presentations:

Superintendents Building Public Trust and Engagement in Five Public School Communities - John Poynton





The Sustainable Village Programme- Sri Lanka, a model for public participation – Thanuja Ekanyake

Stakeholder participation, government accountability and localization of the 2030 Agenda - Aldi Alizar





Childrens' Participation, Village Score Card & CSO Coalitions: Lesson from Social Accountability - Tira Maya Maisesa

The Robin Hood project - Leanne Hartill (poster)





Involving workers in Health Safety Environment Management through the application of IAP2 tools - Raina jessamine Gang (poster)

The Engagement of Vulnerable Households in Livelihood Restoration - Afandi



The presentations explored how participation could prompt improvements in diverse aspects of governance including, efficient use of resources and coherence in development efforts and planning and budgeting. Presentations and participants highlighted the following points:

Participation helps to improve development outcomes – the impacts

- Evidence was provided that participatory budgeting 'empowered' citizen groups and resulted in more innovative and more impactful use of community budgets, also that community-based planning platforms can promote better coordination and empower stakeholders.
- In another case, as workers were given more influence in decisions around work safety and related processes (based on the IAP2 spectrum of participation) the workplace became safer (moving up the "safety ladder").
- Trust and community can be built through engagement – e.g. sharing of information. Providing 'specific information' to stakeholders can empower them to engage more actively with specific issues and topics. Strengthening stakeholder knowledge, can lead to trust building, and have ripple effects in terms of creating advocates, power sharing and building of community.
- Although effective stakeholder engagement is time-consuming, when executed well it can lead to measurable livelihood improvements in complex developmental contexts – e.g. when vulnerable groups are displaced during infrastructure development.
- Localizing the SDGs needs stakeholder engagement - *collaborative* models of working as opposed to "coercive" models. This is especially important when we want to accelerate SDG implementation.

Participation and engagement that promotes more responsive governance:

- We need to take special care to avoid tokenistic engagement with vulnerable groups (like children).
- Engagement usually involves an element of risk taking. We are working with people and groups that we may not know and trying new ways of engaging them to suit a new contexts.We also need to take risks so that innovation, new solutions and partnerships can emerge that are more responsive to the problem at hand. We can think of effective engagement spaces as "sand-boxes" for experimentation.
- Trust building is pivotal - learning/capacity development programs can play a key role in trust-building so that stakeholders can fully understand the decisions at hand and participate in engagement processes.
- How to ensure sustainability of good governance? Critical ingredients include effective leadership, building coalitions and navigating politics.

Social accountability and engagement ...

- Social accountability might be organized differently in different contexts – we need to understand each context and see how participation can really

support social accountability in the specific context. Who is being held accountable for what?

- Participation and accountability are promoted through open data, access to information and "open government" models.
- Open new space and channels to get feedback from different groups in society– including through technology. Also, officially recognizing specific tools for stakeholders to exercise voice (such as village score cards) can help governments be more responsive and accountable.
- Stakeholders need to be informed of their rights to be able to participate.
- Good public participation can be complicated by hidden conflict of interest – there is need to promote integrity in public life so that "hidden interests" don't define



4: Making better decisions

Facilitator: Catherine Rockandel

Presentations:



A primary road network spatial model based on stakeholder preferences as a decentralized decision-making practice: A case study from East Java, Indonesia- Anoraga Jatayu

Encouraging Public Participation and Deliberative Democracy in the Implementation of E-Musrenbang in DKI Jakarta - Fetty Wiyani





Voicing People's Aspirations: The Practices of Public Participation in the Indonesian Parliament - Imam Subkhan

Multi-stakeholder participation in decision-making to localize the SDGs – Aline Roldan



The presentations dealt with decision-making in different contexts: infrastructure development; planning and budgeting; and environmental management. Some of the "big" questions raised by the presentations included:

- When making the final decisions, how can we compare the results of objective technical analysis (based on technical parameters or costs) with subjective stakeholder preferences – which information should be prioritized or given more weight?
- How to encourage meaningful deliberation on issues? Participation is increasing, but real, meaningful deliberation among people is missing, especially for "big" decisions or policy.
- Even if participation mechanisms are in place or are legislated, legislation can be restrictive, weak or still fail to deliver *influence* - especially where people are not empowered (especially at the grassroots) or government officials don't value stakeholder inputs– how to deal with this?
- How to promote "collaborative, adaptive" governance, problem solving, mediating interests, working with people with different incentives and levels of power? Negotiating and working with people with different "mental models" of the way things should work? – including people up and down the decision-making chain. How to ensure that all stakeholders can access participation processes? How can participation processes be made accessible, thinking about accessibility from all dimensions?

In general..

- "You begin where you are… Let's start where we can." Waiting for a big, grand plan means that nothing will get done. We don't need to wait, because making even small changes in the way in which engagement is done, and the kinds of issues that we engage in, will have an impact.
- In a more conservative society, there needs to be an example from the political leader.
- Capacity building (of governments) to engage effectively, is needed – takes time, practice and willingness to change.
- .. Capacity to participate is also needed, and wider support within society – raising awareness, eliminate stigma, capacity building, confidence (of people with disabilities). Participation also needs people to know their rights (civic education).
- NGOs and social activist groups play a key role in promoting people's participation. However "NGOs should not be doing the governments' "homework.""
- There is a difference (in quality) between "invented" spaces for participation (where grassroots organisations claim space and confront authorities through collective action) and "invited" space for participation (where grassroots and

other organisations are invited to participate in a structured space). Quality invited space needs

Localize! Local people have different interests

- Participation in local decision-making is easier than within bigger state structures. Government is highly-centralized so policy is not being crafted or implemented on the state/regional level in the best way to benefit each region. But, how do we make different levels of governance interact, listen to each other and collaborate? Overlapping policies at different levels is a burden
- We need compelling arguments for national-level officials to listen to local-level colleagues. In Canada there was a need to integrate the local indigenous knowledge to make better decisions - rather than using only Western-based science, a university business school built a business case for engagement. The economic benefit of local knowledge was costed and communicated so that it was accessible to politicians and business actors. This influenced decision-making.
- A good example from Australia – a roundtable: "*What's your vision of the solution"*, where multiple options for solutions were discussed.

More effective engagement for decision-making – some solutions

- "Decisions you make are influenced by the frameworks you use to make them". In Bhutan, decisions are based on issues that people consider important, beyond the economic reasons – for example family, community, happiness and other personal aspects. Discussions may take longer, but the results are always better, especially for the important decisions.
- We need to build the business case for engagement - taking into account stakeholder interest and expectations.
- Its important to create physical venues for real dialogue and interaction between stakeholders, where stakeholders can exchange opinions, measure expectations and bridge knowledge gaps.
- Creativity is needed to deal with diverse opinions and come to a solution acceptable to both engagement leaders and to stakeholders. There can be multiple ways to reach an optimal outcome when dealing with a variety of stakeholders.
- Facilitation and access to information is crucial for women specifically to be able to participate.
- Plan for accessibility – work with stakeholders (with direct participation) to ensure accessibility of processes and infrastructure. Here, all kinds of barriers apply: capacity, culture, knowledge, skills, confidence/self-doubt, financial, etc. Use local languages to engage communities.

5: Advancing public policy

Facilitator: Catherine Rockandel

Presentations:



Right to Participate in Environmental Decision-Making Process in India: Legal Dimensions - Madhuri Parikh

Facilitating Public Participation: Whose Responsibility and on Whose Terms? A Case Study of Surfaid's Projects in Nias - Endah Setyaningsih & Adinda Tenriangke Muchtar





Participation of women and persons with disabilities in creating a gender responsive and inclusive budget policy - Novita Anggraeni

The presentations dealt with public participation in policy and decision-making in different contexts. The discussion highlighted that there was need for more work on translating the voices of stakeholders into real influence.

- There is fear of, and lack of trust in, institutions. We must recognize people's feelings and fear. We must learn how to engage stakeholders in looking forward to move out of the uncertainty quicker than the society would otherwise.
- There is need to beware the influence of some stakeholders in decision-making and this influence on the broader community ... agreements between local government and extreme groups hinder the proper enforcement and implementation of participation and equal rights – especially for women.
- Participants talked about the need for meaningful engagement. The question was asked: What is the relevance and purpose of having public engagement in environmental assessment at the end of the process, such that it might have no real impact? (A rhetorical question)
- Planning time frames are usually short that they limit the scope of the policy (and extent to which stakeholder views can be taken into account). However, policies are not effective if time is not allocated for developing them. At minimum minority issues should be captured. Changing policy is a very slow process - takes much more time than the changes happening around - so policy quickly becomes outdated. ("Agility" needs to be considered in engagement design)
- We need to understand that sometimes there is a gap between the expectation that policy institutions should engage, and their actual capacity to engage.
- Perhaps we could have a "safety mechanism" that prevents a policy that is not thoroughly reviewed by stakeholders from being too quickly introduced and passed by a politician. This check could come from the triangulation of multi-level engagement ?
- "Community involvement" is an over-used blanket term that does not specify at what level the community is engagement (inform only? Consult? Collaboration?). It lacks concreteness.
- Empowerment should be seen as an institutional mandate, rather than a form of support for (specific) individuals.



Participants came together at the end of the day to reflect on the discussions. **Kylie Cochrane** led the discussions focusing on the issue of trust, which had been a re-occurring theme through the day. She pointed out that although trust was fundamental, it was not necessary to wait until there was trust – trust could be built along the way, through effective and meaningful engagement processes and participation.

"EXCHANGE" SESSIONS

On the morning of the second day, there were three "Exchange" sessions designed to go deeper into three broad challenge-areas when it comes to stakeholder engagement

Exchange 1. Inclusive engagement – leaving no one behind

The 2030 Agenda for Sustainable Development aims to ensure that all benefit from development, especially vulnerable, marginalized or "hard-to-reach" groups and communities. What is needed to ensure that engagement is inclusive? What are the barriers to participation and how can they be removed? **Catherine Rockandel** presented a case study on inclusive engagement, in which the school district facing significant budget cuts from the provincial government engaged her company to design and lead an engagement process to reach out to parents in a largely immigrant community (facing significant engagement barriers including mistrust, language and cultural barriers). By using a variety of channels and working with youth as partners, the project successfully built interest and were finally able to engage parents in defining education needs and preferences. She pointed out that the long-term relationship building and collaboration with the young people to reach to the parents and built community and capacity and. The school district finally were allocated more funds, instead of having their budget cuts, because of the quality of information and justification provided regarding the education needs.

Catherine Rockandel facilitated the brainstorming by participants on what needs to be considered in ensuring that no-one is left behind. Participants pointed out that

- When engaging "hard to reach" or marginalized groups, there is need to go to the people
- Use other stakeholder groups (as partners) to reach the targeted groups, and work with those who are already engaging with those groups (e.g. other Ministries, NGOs)
- Capacity building and institutionalizing is key – "thin" engagement vs. "thick" engagement ("thick" engagement is needed).
- Don't forget people with disabilities

Government officials also shared their perspectives. **John Anthony Geronimo** of the Philippines pointed to the challenges of dealing with remote and isolated communities, which requires that local governments to take the lead. Local governments need to be capacitated, and high turnover is a challenge. **Angel Russhika** of Sri Lanka highlighted the communication gaps and barriers that existed because of language barriers and isolation and regional disparity, and that women

and indigenous people were more challenging to engage. Bottom up approaches for planning had resulted in better engagement and inclusion of women in decision making.

Exchange 2. Policy and institutionalizing engagement

Meaningful engagement requires institutional investments. What is needed to embed engagement within government and other kinds of institutions? What challenges need to be overcome and what are some of the good experiences across countries? ***Safendri Ragamustari*** presented on the steps taken by the Republic of Korea in accelerating its progress on science and technology through engaging different stakeholders. ***Arun Jacob*** drew parallels between this process and the steps that could be useful in strengthening policy and institutionalizing stakeholder engagement including creating a road map, engaging internal and external stakeholders and building capacity and outreach.

Catherine Rockandel facilitated a discussion that raised the following points.

- Institutionalization needs a culture of engagement – need to move beyond engagement for compliance (balance engagement as a requirement, and engagement as a value). Social and political systems influence engagement (including issues such as corruption) along with the capacity of the institution to be flexible and innovate. Decentralisation in administration/governance supports participation (Musarena in Indonesia as an example). A supportive national structure for participation (capacity and resources) is needed to support various (local level) institutions.
- Intentionality is critical! A road map for engagement should lay out a strategy, resources and provide incentives. Promoting engagement in governance is a marathon, needs communication, outreach and public awareness ... transparency and corruption elimination as part of the effort to build trust. It also needs clear direction from leadership, creating a common organization culture, and with a clear vision communicated broadly and transparently. It also needs trained facilitators within organisations >> capacity needs to be built, along with Budgets and resources.
- Institutions need to be engaged in the institutionalization process – the idea is to do WITH rather than TO institutions. They way institutionalization happens is important – if not properly done, it will become a compliance exercise.
- Agreement on the standards of engagement that institutions should hold themselves to. Monitoring and evaluation systems – also indicators of quality are needed
- Capacity building - Schools of public governance need to be engaged in the institutionalization effort. Capabilities for engagement should be mapped.
- Issues of safety should be addressed and institutionalized protection from retaliation, safe spaces for the public to engage.

- There is need to recognize and overcome suspicions to work towards trust building. Critical "trust-building principles" – reliability, credibility, psychological safety, lowering self-interest
- There is a tension between "power", "interest" and "values" as three corners of a "triangle" (in IAP2 training material). Values are seen as foundational.
- Local - level "social contracts" help to define the conditions for engagement at the local level.
- Ensuring feedback is critical as part of institutionalization (builds trust and relationships)
- Stakeholders need to be mapped and understood, specific groups' participation provided for (e.g. women)
- Outreach to the public and education of stakeholders to enable participation is critical
- Business process simplification can support engagement.

Government officials also shared their perspectives. **Tanuja Ekanayake** of Sri Lanka pointed to the experience of stakeholder engagement in the process of delivering the voluntary national reviews and the workshops organized as part of that process. What emerged as lessons learned was the lack data on stakeholders, lack of connectivity among institutions, and need for behavioral change in people. She shared that stakeholders were involved in planning processes in Sri Lanka, via committee. **Elsie Fukofuka** of Tonga, described the challenges faced by implementing the sustainable development goals, including the low levels of awareness among people and the difficulty of providing incentives for interventions. She underlined that governments needed to strengthen their internal engagement and with NGOs, and that partnerships were key. **Moh'd Monirul Islam** of Bangladesh explained the various channels and methods to engage the private sector, NGOs, and CSOs, which included online methods. He shared the experience of the delivery of the Voluntary National Review report delivery.

Exchange 3. Foundation conditions for public participation

Effective engagement happens most easily when the social context provides the conditions for people to participate – including access to information, civic education and other factors. What are some of the foundation conditions, and what can be done to build these conditions over the long term? **Leanne Hartill** shared an experience of stakeholder from her perspective as a local government official. The presentation touched upon what steps were taken to establish a common culture for stakeholder engagement, looking at internal and external stakeholders and matching expectations. Stakeholder engagement was mainstreamed in all organizational activities of the council and integrated into all aspects of work. **Aldi Alizar** highlighted an informal survey showed the lack of civic education as an important barrier to citizen engagement – among others: He shared the work done at the regional level (across countries) through the partnership between ESCAP and IAP2,

highlighting the need for capacity building for public officials, for regional and international support for advocacy and awareness.

Bruce Gilbert prompted participants to provide rapid-fire insights:

- Leadership development and selection needs to go beyond technical expertise to recognize the "softer" aspects – in particular the fundamental values that make good leadership
- There is a lack of expertise on public participation and stakeholder engagement.
- Trust in society is an important condition for engagement.
- Recognize the diversity of needs of different stakeholders (to be able to identify the benefits of engaging them). The agenda must be relevant
- A culture of engagement is critical, based on values. This means engaging with educational and similar institutions
- Strengthening values in society - people should see engagement as a social duty (accountability), not just a right.
- There needs to be a renewed sense of coherence/consistency/connection with, and among stakeholders
- Access to information and open data – including what was done with people's inputs. There should be a record that people were heard.
- We need to deal with the knowledge gaps between stakeholders and within stakeholder groups,

A partnership approach – delivering knowledge products and services through the SDG Help Desk

The SDG Help Desk is an online gateway to knowledge products and services to advance implementation of the SDGs. The session provided an opportunity for learning about the SDG Help Desk service lines and the SDG community of practice. Mallory Bellairs and Aneta Nikolova presented the UNESCAP SDG Help Desk[4] which is a platform for assisting governments by establishing partnerships with various institutions to provide support. The Help Desk team has also established a community of practice on stakeholder engagement.

Recommendations, good practices and solutions

In the afternoon, there were four workshops held in parallel to develop recommendations in four areas. The recommendations are summarized here.

[4] ESCAP SDG Help Desk - http://sdghelpdesk.unescap.org/

Summary of Workshop Recommendations

Workshop 1. Institutionalization – embedding engagement in organizations and public policy	Workshop 2. More effective partnerships and support – the role of development actors	Workshop 3. Professional development for stakeholder engagement	Workshop 4. Expanding the evidence base: setting the research agenda
Professional development • Share ideas, and offer training and skills development opportunities with the public service • Shift mindsets of public service to more "servant" leadership style • Build awareness and knowledge of decision-makers • Get to know strategic guidelines and legal frameworks (regarding engagement) • Embed engagement-related indicators into performance compacts (accountability mechanism, key performance indicators) • Recruitment models should include engagement/collaboration values and leadership skills (as criteria in the recruitment process) • Develop a sharing and learning platform (for building capacity of	• Develop appropriate guidelines for forming partnerships from the onset and build the capacity to collaborate • Basic principles and common/complementary goals translated to "rules" of engagement (agreement, terms of reference, accountability, transparency etc). Choose and create a governance mode that is appropriate for the nature of the partnership • Terms of reference defining responsibilities and objectives • Recognize the principle of "pluralism" – including bringing different types of knowledge to the table • Willingness to learn and	**Soft skills** • Openness; sensitization to issues and players • Interpersonal communications and "emotional" skills • Facilitation and communication skills (listening, non-judgemental, culturally sensitive, respectful, able to communicate complex ideas simply, able to manage, power imbalances) • Flexibility and adaptability • Interdisciplinary thinking **Technical skills** • Understanding the use of different tools and methods to suit the context • How to access data and interpret in a culturally sensitive manner • Basic competence on deliberative decision-making in society (expert	**Why?** • We need to define the purpose for knowledge creation, generation and transition. The purpose will define the type of research. Need to focus on the relevance of research to bridge the gap between academia and people on the ground • Needs-based assessment: the research must be answering a question and using quantitative and qualitative methodologies **What?** • Conduct applied research to identify the value of stakeholder engagement – economic or other value • Research agenda based on knowledge and experience of

Workshop 1. Institutionalization – embedding engagement in organizations and public policy	Workshop 2. More effective partnerships and support – the role of development actors	Workshop 3. Professional development for stakeholder engagement	Workshop 4. Expanding the evidence base: setting the research agenda
government officials, community and private sector **More and better practice** • Embed engagement in public policy/regulations for local government (from case study) • Embed stakeholder partnerships into existing processes • Ask stakeholders how they would like to be engaged (lessons learned from case study shared) **Engage the society** • Mapping to identify the most influential stakeholders – ones who could advocate for (institutional) change. • Legal frameworks (laws, rules regulations) • Civic education: sensitize people to their role in processes/public life, work with institutions (e.g. churches and schools) that access	commitment to thoroughly understand the local context of the partnership and the partner • Equal recognition for all actors • Open hearts, create a collaborative culture in the partnership • Monitoring and evaluation done by external parties	knowledge will not solve value-based problems and issues) • Design thinking (people centric) • Planning engagement processes and their delivery and implementation • Stakeholder analysis (including power relations and culture) • Information analysis, a research approach to gathering data **Whose skills need to be built?** • Government officials at all levels • NGOs/development workers • Facilitators • Consultants • Interest groups (e.g. farmers) • Community members • Those at the interface between local and national government **Actions** • Training	SDGs, with a focus on marginalized communities and action to includes all stakeholders. Do stakeholders' mapping • Develop a results-based management system for P2. Institute a culture of continual improvement through evaluation and other tools • Research at the country level is needed **Supporting actions** • Empower youth to conduct SDG research to create a culture of evaluation. Keep the youth active in the P2 research • Enable dialogue to discuss research • Develop a data/information dissemination system for

Workshop 1. Institutionalization – embedding engagement in organizations and public policy	Workshop 2. More effective partnerships and support – the role of development actors	Workshop 3. Professional development for stakeholder engagement	Workshop 4. Expanding the evidence base: setting the research agenda
people through their hearts. • Create “new normal” - Practices (cultural) way of life and Knowledge/skills/values. Address religious persecution and social control • Involve youth as role models/knowledge/inspiration • Encourage neutral, fact-based media and exposure of lessons learned		• Exercising/practicing stakeholder engagement (with coaching) • Publications and knowledge building	facilitating stakeholder engagement. Create SDG knowledge sharing platform. Having a regional platform to localize and share best practices for P2 • Ensure there is enough funding for research on SDGs

Day 3. 1 May 2019, Ibis Styles Hotel

PRACTICUM

The third day of the forum switched participants' attention to deepening knowledge and practical aspects of topics on which they had voted (via instant polling) the day before.

IAP2 and ESCAP facilitated four "mini-workshops" on:

- Meaningful/quality engagement indicators – Led by Leanne Hartill (IAP2) representative to the UN and Community Engagement, Western Australia, and Hitomi Rankine, Environmental Affairs Officer (ESCAP)
- Analyzing stakeholders – Led by Kylie Cochrane (IAP2) and Mallory Bellairs (ESCAP)
- Understanding deliberative processes – Led by Margaret Harvie (Plan.com)
- Dealing with conflict – Led by Catherine Rockandel (IAP2)

THE "UNCONFERENCE" – ZOOMING IN



Following the "mini-workshops" nine topics were discussed "unconference style"[5] to allow participants to further zoom in on specific topics and freely exchange perspectives and knowledge. The following topics were addressed in parallel on different tables.

1. Civic education
2. Building collaborative organizations
3. Leadership threatened by collaboration
4. Public participation to achieve SDGs
5. Creating shared values in public engagement processes
6. Adapting public participation to cultural realities

[5] An informal setting in which participants drive the discussion and usually used for generating new ideas and

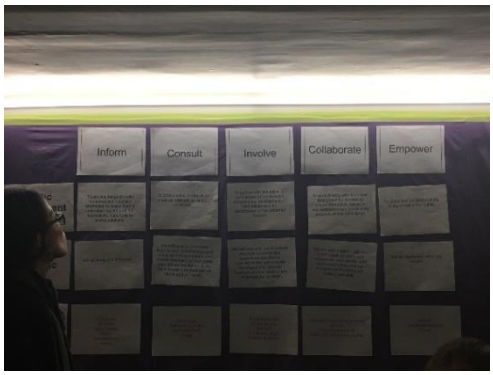
7. Involvement vs. selection
8. Building and measuring trust
9. Power struggles in public participation



The forum concluded with a high-energy session in which participants shared their "aha" insights from the meeting through different creative outputs – songs, poetry, raps etc. developed in group-work. Closing the forum, Katinka Weinberger speaking on behalf of IAP2 and the School of Government and Public Policy of Indonesia thanked participants, presenters, facilitators and the partners. She highlighted one theme that had resonated through the meeting – the idea that value can be created for society and for our organizations through better engagement. She underlined the need to focus attention not only on better practice, but also on institutionalizing meaningful and effective stakeholder engagement and the wider conditions for public participation. She especially thanked IAP2 Indonesia for leading the preparations.

The professional development workshop

In the afternoon, a professional development workshop was held attended by 25 people and delivered by Margaret Harvie.[6] It delivered the basics of a structured approach to stakeholder engagement and delved more deeply into institutional changes needed to support stakeholder engagement.





[6]Director of Community Engagement, Plan.com, consultant trainer to IAP2.

THE FULL PAPERS



Registration: #02

Name: Dayu Nirma Amurwanti

Title: Cluster Based Approach to Prevent Forest and Land Fire in Indonesia: Public-Private-Community Operational Collaboration

Theme: Building better partnerships

CLUSTER BASED APPROACH TO PREVENT FOREST AND LAND FIRE IN INDONESIA: PUBLIC-PRIVATE-COMMUNITY OPERATIONAL COLLABORATION

Dayu Nirma Amurwanti,

Bina Nusantara University

dayunirma@gmail.com

Abstract

The 2015 El-Nino land and forest fires which devastated Indonesia and incurred US$16.1 billion of losses (1.9% of GDP)[7] prompted the Government of Indonesia to make efforts to strengthen coordination in the prevention and suppression of fire. A national fire prevention task force is created, and at operational level, a landscape based approach divides administrative jurisdictions into clusters, which brings together all land users in a given area: private forestry and plantation concessionaires, forest management units, local government agencies, smallholders, and communities. Pilots are rolled out in 2 districts in Sumatera in 2018 to test out the approach. This paper will present an outline of the approach – in Indonesia and abroad, merits and potential issues which may prevent its success. The paper will attempt to explain issues which may prevent successful implementation of cluster based approach in fire prevention; by reviewing existing regulatory and institutional set ups, political economic factors, and resources available.

[7] Indonesia Economic Quarterly (IEQ), December 2015, The World Bank, pp 18-25. Also in: "Cost of Fire", February 2016.

The study finds that promoting public-private-community collaboration in fire prevention through cluster based approach has immediate merits: sharing of information and resources have been improved. As clusters developed organically, there are variations in terms of agreed member configurations and division of roles: influenced by political economic factors. There are underlying issues however which may threaten the defeat objectives - regulatory framework has not allowed cross jurisdictional work to happen. "Forestry" and "plantation" public governance structures have become rigidly divided – causing frustrations for all stakeholders involved. Just as it makes little sense to segregate Sustainable Development Goals' (SDGs) environmental sustainability –poverty – food security indicators, in existing fire prevention clusters, to promote public-private-community participation, administrative silos should cease to exist.

Keywords: participation, environment, policy, stakeholder, landscape

1. INTRODUCTION

Devastated by land and forest fire in 2015 – which costed the country US$16.1 billion of recovery and immediate opportunity loss (estimated at 1.9% of Gross Domestic Product (GDP))[8] – the Government of Indonesia (GoI) is determined to put a stop to its 'business as usual' approach in fire management. Reform is warranted – as the scale of forest and land fire and haze in 2015 as serious effects on not only Indonesia's but also Association of South East Asian Nation's (ASEAN) attainment of Sustainable Development Goals (SDGs) (Varkey, 2018). United Nations' Resolution cites that "recognizing that poor air quality is a challenge in the context of sustainable development… recognizing also that air pollution is an impediment to national sustainable development…" (UNEA 1 Resolution 7 on Air Quality), highlighting importance of air quality as precondition to attainment of public health, food security, and climate related goals. Research indicates that while more than 500,000 acute respiratory cases were recorded in Indonesia 2015, long term health effects from prolonged exposure to poor air quality from haze remains to be seen (World Bank, 2016)[9].

Previously focused on responding and suppressing to fire, strategies have now shifted to preventing fire. A coordination mechanism in the form of inter-agency and multi stakeholder task force is created. Learning from experiences of other countries, where stakeholders' association led efforts are proven effective (Code, 2003; Silva, 2010 and Rego, 2010), the GoI has decided to develop pilots for cluster based approach for fire management. The approach is defined loosely as a landscape based coordination mechanisms at districts levels to allow public and private entities to work and support communities in managing risks of forest and land fire[10]. The pilots, currently implemented in two locations, are expected to inform the government on the best configurations and institutional arrangement to roll out the approach.

Research has been undertaken to document learnings form the pilots and to identify factors contributing to or potentially impeding the cluster based approach. This paper will describe the intended approach and how concepts have evolved

[8] World Bank, 2015. Indonesia Economic Quarterly (IEQ), December 2015, pp 18-25. Also in: "Cost of Fire", February 2016.
[9] World Bank, 2016. "Cost of Fire, an Economic Analysis of Indonesia's 2015 Fire Crisis".
[10] Coordinating Ministry of Economic Affairs Presentation on 17 November 2018.

through unique interactions between stakeholders at the landscape level. Documented lessons from meetings, interviews, and site visits will also be presented to illustrate the confluence of factors influencing stakeholders' agreement on institutional structure, division of roles, sharing of resources and communications. The paper will also look at issues potentially posing serious challenges to the cluster based approach based on public policy and political economic theories. Finally, the paper will summarize key authorizing environments as defined by Moore (1995) required for objectives to be attained.

Analysis conducted and presented in the paper finds that promoting public-private-community collaboration in fire prevention through cluster based approach has improved communications significantly. Apparently clusters should be seen as an organic unit, where institutional set ups and relations between stakeholders are defined by local political economic factors. Without a strong authorizing environment, the public – private – community partnership in fire management lose steam and eventually be less effective. Regulatory frameworks allowing cross and multi jurisdictions work need to be in place, administrative silos need to disappear, and accountability mechanisms improved.

2. IMPORTANCE OF RESEARCH, RESEARCH QUESTION AND METHODOLOGY

The research is intended to provide information on how landscape based collaboration between public-private communities at operational level in the form of clusters can improve fire management. In order for the research to deliver and present the information, the key question is "what are the factors which may support or impede landscape based, multi stakeholder operational collaboration in the form of clusters, in preventing and managing risks of fire?". The research attempts to provide answers to the question by performing desk reviews of regulatory frameworks and policy documents, engaging stakeholders at the national level and pilot districts level in meetings and interviews, and conduct analysis from political economic and public policy theories.

The research will contribute to both academic discourse on stakeholder engagement and participation in landscape based management; bring fresh perspective on fire management in Indonesia; and provides both theoretical and practical recommendations for the government to move forward with the cluster based approach.

To Burn or Not To Burn? Community's Intricate and Intimate Relations to Fire

The government has identified that most land and forest fires are human-driven (Grand Design, 2017 and WRI, 2017). Global Forest Watch Fires historical data revealed that fire occurred in agricultural concessions and drained peatland (Andres et al, 2017)[11]. Fire traditionally is used in Indonesia to add fertility to the soil, drive away pests, and to remove biomass residue.[12] The forestry law allows the use of fire up to two (2) hectares, with preconditions, while the plantation law imposes strict

[11] Andres et al (2017). Exploring Indonesia's Long and Complicated History of Forest Fires. World Resources Institute.

[12] Ketterings, Q., Wibowo, T. T., van Noordwijk, M., and Penot, E., "Farmers' Perspectives on Slash-And-Burn as a Land Clearing Method for Small-Scale Rubber Producers in Sepunggur, Jambi Province, Sumatra, Indonesia.", Forest Ecology and Management, vol. 120, pp. 157-169, 1999.

prohibition against the use of fire in plantations. A number of references cited that the use of fire among indigenous communities is still common, ranging from utilitarian uses of fire to religious causes (Stanturf, 2002). The practices have been passed down for generations – governments worldwide, including in Indonesia have been struggling to find alignment between recognition of indigenous use of fire and modern environmental concerns (Raish et al, 2005). Indonesian laws, in recognition to traditional use of fire – to prepare land prior to planting - have been inconsistent. The 2015 forest fire has strengthened demand and calls to put an end to burning – particularly by companies taking advantage of the legal ambiguity – however, at the same time there are some advocates arguing for the government to strengthen control of prescribed or regulated burning instead (Taconi, 2002). Against this complex history, socio-economic setting, and diverse positions and interest (or 'problem, policy, and political streams' as defined by Kingdon (1984) that the government decides to test out decentralized, multi stakeholder, geographical based clusters to improve fire management.

The Zero Wildfire Policy Target

The government has publicly declared a 'zero wildfire target' and 'zero burning policy' (Fatmawati and Muhammad, 2016), however policy documents have not translated the vision into clear delivery targets and resources allocations[13]. As the use of fire in land preparation may not be completely erased, nor that historically around the world zero wildfire may not be possible individual government entities may not have a common to define 'public value' (Moore, 1995) that policies are trying to achieve. A multi stakeholder Focused Group Discussion hosted by the Indonesian government on February 1, 2019 revealed that there has been an agreed shift of strategies from 'suppression' to 'prevention' – and other than the Grand Design for Prevention of Forest, Plantation and Land Fire for 2017-2019 (GoI, 2017) – the shift has not been explicitly articulated. A clear mandate or defined vision determines whether there is indeed a policy legitimacy for the zero wildfire target. Policy legitimacy, past and present, is critical to garner policy support (Nordblom et al, 2016) – such is acquired through how power/mandate is granted, influenced by the dynamic interactions between actors, and policy output. Basing its mandate of Presidential Instruction Number 11 of 2015 on Strengthening Fire Management, the Coordinating Ministry of Economic Affairs has taken the lead in forest fire prevention efforts in the designated seven fire prone provinces.

[13] Currently policy documents indicating commitment to less incidence and extent of forest and land fire include:

i) Nawacita (Nine Priority Agenda) which states that "promoting quality of life of Indonesian citizens to be a society that is more advanced and prosperous" as one of the government's priorities. The agenda relates to food, energy, and economic sovereignty, which prevention of forest, plantation, and land fire is part of.
ii) National Medium Term Development Plan (RPJMN), in which Book 3 mentions "ensuring safe, productive, sustainable landscape" as a policy goal.
iii) Presidential Instruction Number 11 of 2015 which calls for better coordination, participation of non-state actors and stronger law enforcement.
iv) Grand Design for the Prevention of Forest, Plantation, and Land Fire which aims at lowering annual incidence of forest, plantation, and land fire through better coordination and broader stakeholders' participation.



Figure 1 Primary forestry and land use policy, in categories[14]

The research has identified five categories of forestry and land use policy relevant to forest and land fire management i.e. Reduction of Emission from Deforestation and Degradation of Forest (REDD+); the no burning policy; peatland restoration; agrarian reform, and water governance. Moratorium of forest conversion is still in place and law enforcement has been strengthened; technical support has been given to smallholders to avoid the use of fire for land preparation; a special agency, Peatland Restoration Agency is created to restore 2.4 million hectares of peatland and provide alternative livelihood for communities living in peatland; and as forest and land fire occurs during the dry season, or overly drained peatland, and escalates when access to water is difficult – water governance should be improved – though this is not yet pronounced in government's own documents. National level coordination on these policies is still encountering challenges – on jurisdictions, coordinating mechanisms, and on identifying resources. Efforts to improve underlying enabling policies, or authorizing environment (Moore, 1995) are undertaken in parallel to strengthening efforts at operational level.

Promoting Public Private Community Partnerships in Fire Management

Indonesia is highly decentralized. Laws and regulations prescribe line ministries such as Ministry of Environment and Forestry and Ministry of Agriculture to be responsible for mitigating the risks of fire, and National Disaster Management Agency for suppressing fire when it escalates to 'disaster' state. Other ministries and agencies (24 have been identified by Presidential Instruction Number 11 of 2015, calling for stronger coordination on forest and land fire) have their roles defined in the fire management cycle.

[14] Researchers' own categories, drawn from desk review and interviews. This is different from the Grand Design for Prevention of Forest and Land Fire, which for instance, also cited "providing incentives and disincentives".

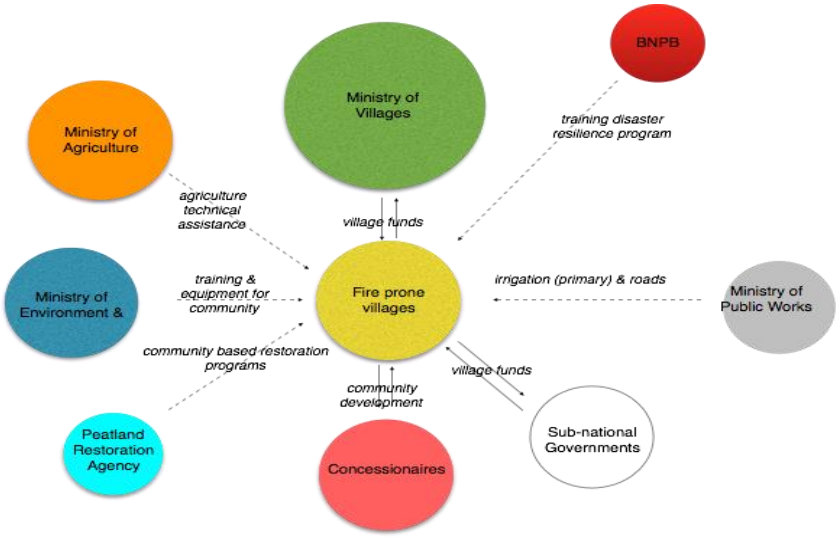


Figure 2 Institutional mapping of fire management related program at the community level (Note: BNPB is the disaster risk management agency).

Decentralization Law (Number 23 of 2014, as amended by Law Number 2 and 9 of 2015) places environment as mandatory affair of both provincial and district government, and forestry as concurrent affair for provincial government. At the district level, however, systems have not been well developed nor adequately resourced.

While jurisdictional fragmentation and silos are more conceivable at the national level (Nurhidayah and Djalante, 2017), efforts are made to remove silos at the community level. Figure 2 illustrates institutional mapping of programs related to fire management at the village level. Districts may not be aware that national programs are implemented or targeted at the community levels, companies with forestry and plantation concessions administer their own programs, and communities have little support to coordinate all the different programs. While villages are given some autonomy in managing their own village funds – which potentially can be used for improving fire management, their expenditure targets are not aligned.

A cluster based approach is created to remove the silos. All stakeholders in a given geographical boundary are encouraged to create a coordinating mechanism to agree on collective risk mapping, action plan formulation, and resources sharing. The government implemented two cluster pilots in 2018 i.e. in the district of Pelalawan, Riau and the district of Ogan Komering Ilir, South Sumatera. The two pilots were selected – as both locations were critical for the successful running of Asian Games held in Indonesia in 2018. There have been a number of lessons from the two pilots:

a. When cluster follow districts' administrative boundaries, local government ownership and leadership is stronger. Initially there were suggestions to group different stakeholders based on land use and areas of responsibilities – however in both pilot locations stakeholders naturally define their own cluster boundaries identical to districts' administrative boundaries.

b. Strengthening existing system is preferred than creating a new, unknown system. Initially there were discussions on introducing an independent fire

operator similar to the model applied in South Africa (BAKTI Proposal, 2017[15]) – however this idea was not accepted by both public and private entities. While the private concessionaires are concerned with additional cost and questioned operators' accountability, public entities argued that current institutions should be strengthened instead. Ministry of Environment and Forestry has its own fire brigades, Manggala Agni, and fire prone areas are covered by the Operational Commands called DAOPS[16]. Introduction of independent fire operator assuming coordinating role, or some roles of the government, therefore, has not been acceptable.

c. Organizational settings for both pilots are different, and understandably so. Interactions between stakeholders in the districts define how they are coordinated. Agreements on fire risk mapping, information and resources sharing, communications protocol, reporting and monitoring are different. Role of government is stronger in Pelalawan, while private sectors' role is greater in Ogan Komering Ilir. The concept of cluster based approach in the pilots also evolve influenced by interactions between stakeholders in the districts. In Pelalawan the district form a coordination secretariat[17] where all stakeholders are part of. Membership is mandatory, while division of roles and responsibilities are determined collectively and agreed by members. District of Ogan Komering Ilir takes a more informal secretariat function, and members intends to write a charter[18].

d. Cluster members have different capacities, standards, and even different understandings of fire risks, and resources required to prevent and suppress fire. Government entities have also indicated that regulatory compliance levels across private sector concessionaires may vary[19]. There are plantations and production forest which may not adhere to minimum water level when planting on peat, for instance. Local governments may not have the power to enforce national level regulations – there needs to be guidance or support given to the clusters when such information is known.

e. Cross jurisdictional work remains difficult. Although communications are significantly improved, fire brigades from local government are legally prohibited from entering forested area and vice versa.

f. Although there have been joint exercises, due to separation of legal mandate and rigidity of public financial management regime, resources cannot be

[15] High level visit was made to South Africa – based on which a proposal, called BAKTI, is drafted to outline steps to strengthen forest and land fire management.

[16] With decentralization, majority of prevention roles are in the hands of local government. Programs and activities are performed by other ministries and agencies. Based on mandates given by Environmental Protection Law – and as instructed by Ministry of Environmental Regulation Number 32 of 2016, Ministry of Environment and Forestry should play coordination role for preparedness, detection and early suppression. There are a number of options on how this can be organized:

- Operational Command roles (and consequently capacities) to expand. Institutional strengthening (promoting status and partly granting financial management authority) should be pursued.
- Working Group at Provincial Level to be created.

[17] The district of Pelalawan refers to the secretariat as "Task Force", the district of Pulang Pisau refers the coordination secretariat as "Working Group".

[18] From stakeholders meeting which took place in February 20th, 2019, the Forum has formulated an Action Plan for Prevention of Forest and Land Fire (*Rencana Aksi Daerah Pengendalian Kebakaran Hutan dan Lahan*)

[19] The government has formulated a Standard Operating Procedure ("SOP") for Fire Prevention in 2016 – it is unclear whether the SOP is adequate, or sufficiently communicated to all stakeholders. There are good practices of fire management by a number of concessionaires – and there are interests for cross learning.

blended in a single pot. The initial idea of having clusters manage their own resources collected from members is not possible when involving government entities.

g. The past 2015 forest and land fire had been a blaming game, and stakeholders in both districts want to draw clear line of accountability. After a spatial analysis is conducted by the World Bank and by the Indonesian Applied Research and Technology Agency – overlaying land use map and 2015 forest and land – it is apparent that most fire occurred in scrubs and bushes where incentives to maintain the land to be free from fire is minimum and no one claims jurisdictions or ownerships of the land (as illustrated in figure 3). The district of Pelalawan has decided that even no-man's land should fall under the cluster's oversight and responsibility.

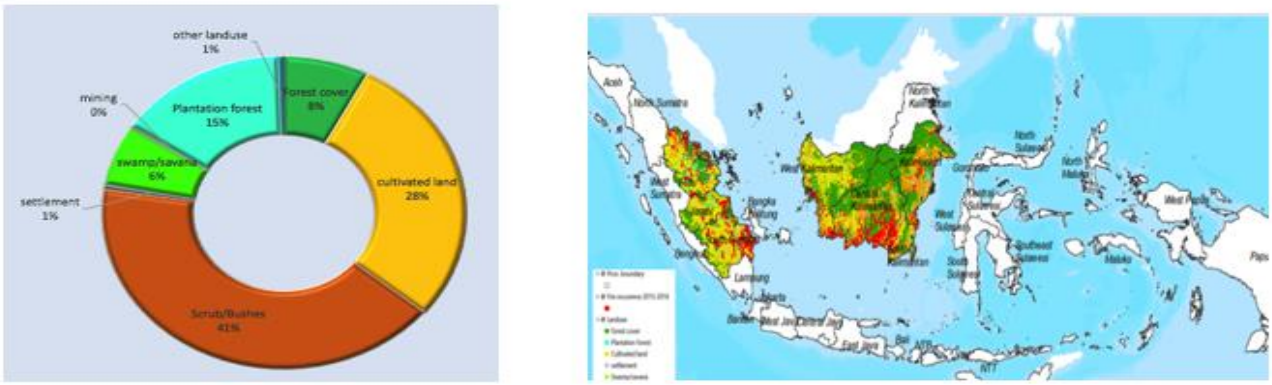


Figure 3. Most of forest and land fire in 2015 occurred in scrubs/bushes[20].

While the national government entities are still grappling with translating the zero wildfire target into clear policy objectives, the pilot districts have been more realistic. In recognition of perhaps socio economic factors behind inevitable use of fire by the community, investments are also made to involve community members as part of community based fire suppression groups, in providing support for sustainable agricultural practices, and in educating the hazards of haze to health and to communities' economic interest. In addition, private concessionaires are providing incentives for fire free villages (up to USD 10,000,- per villages) where funds will be invested for related programs.

Avoidance of Loss Binds Stakeholders Together, but Is That Enough?

Aranson and Ordeshook (1978) as quoted in Weingast (1981) emphasized that regulations, or policies are produced when stakeholders are driven by pecuniary gains or prevention of loss. Table 1 below illustrates primary entities involved in the development of cluster based approach, their relevant mandates, resources which are available to them, and their interest. While in any policy it is almost impossible to find perfect alignment of interest, as all parties are interested in avoiding losses at a

[20] From a spatial analysis overlaying 2015 forest and land fire locations and land use map.

scale of the 2015 forest and land fire, this can be the factor binding all stakeholders together.

Table 1. Entities, Mandates, Resources, and Interest

No.	Entities	(Relevant) Mandate	Resources	Interest
1	Ministry of Environment and Forestry	Maintain overall environment quality & protect forest	Inadequate, compared to the vast mandate	Protect air quality, reduce emission, protect forest
2	Ministry of Agriculture	Improve productivity	Very small, as 'fire prevention' is not an institutional target	Measure and improve productivity
3	Ministry of Public Works	Manage water governance and lowlands	Sufficient, but mostly spent on irrigation	Increase construction of infrastructure
4	Disaster Risk Management Agency	Respond to disasters	Has on call budget	Coordinate disaster preparedness
5	Ministry of Villages	Promote village development	Sufficient, but mostly spent on construction of infrastructure	Ensuring economic development in villages
6	Provincial government	Promote better forest management, environmental quality	Maybe underspending	Generate revenue from forest management
7	District government	Protect citizens and deliver services	Limited, as some powers are retracted to provinces	Prevent and deliver immediate response in cases of fire
8	Private concessionaires	Legally required to ensure concession areas are fire free	Sufficient, but not willing to invest beyond business interest	Lower cost, but business interest protected

Table 1, however, does not illustrate the different political motives of individuals, or competing interest within the institutions. While such analysis is critical according to Kingdon's (1984) theory of agenda setting, the analysis is beyond the scope of the research.

Moore's theory of public value (1995) outlines organizations' efforts to create value (or objectives is dependent on whether there is clarity and ownership of how value is defined, whether there is sufficient authorizing environment providing clear mandate, and whether resources are available to allow operations to be performed, as illustrated by Figure 4.

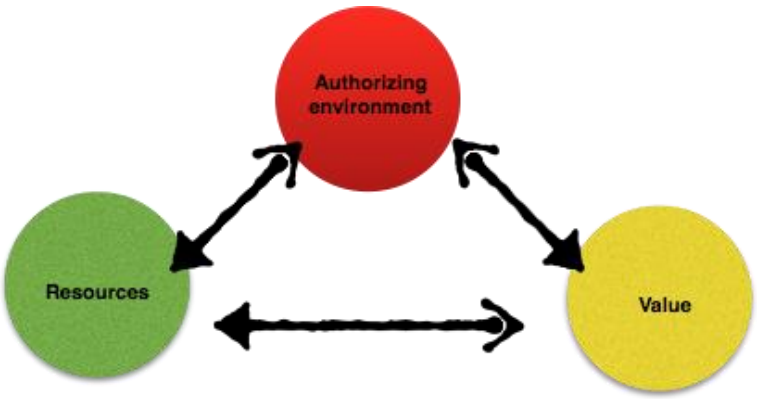


Figure 4. Moore's strategic triangle (1995)

Cluster based approach has been welcomed by stakeholders in the districts as avoidance of loss caused by the fire has been perceived as a common driver to do fire management differently. Creation of a forum between public entities – private concessionaires – and community for fire prevention and management, under local government leadership, has been well accepted as district governments are the closest public entity tasked to deliver services according to the decentralization law, and is the 'government' face closest to the community. This provides legitimacy to the forum. However, at operational levels, there have been issues preventing cross jurisdictional work. Regulatory mandates are very rigid and prescriptive, and as money follow function principle is adhered to in Indonesia's Public Financial Management system, resources have not been allocated and spent accordingly to achieve the common value i.e. prevention of fire.

3. CONCLUSION: NEED TO STRENGTHEN CLUSTERS' AUTHORIZING ENVIRONMENT

The public – private – community operational collaboration in forest and land fire prevention and management through cluster based approach has been highly appreciated in the pilot districts. This is driven by a common value or interest, i.e. avoidance of socio economic loss from forest and land fire – particularly fire of the scale of 2015's fire. Defining value, however is not so simple. The zero wild fire target may not only be unrealistic, but is insensitive to the fact that Indonesian traditional and indigenous communities are using fire for different purposes, and smallholders may find fire the cheapest alternative to prepare land. Clarity is needed – and this needs to run consistently through all policy documents.

Amendment to the current regulations maybe required to provide strong authorizing environment for the cluster platform to achieve its goals. Funds will follow mandates, therefore for public entities this is critical to ensure that there are sufficient resources. As jurisdictions are fragmented, and fire knows no boundaries – there needs to be an overarching regulation, or cross ministerial agreement allowing cross jurisdictional response to prevent fire or prevent escalation of fire to take place. Without such, it is feared that haze will continue to plague the poorest communities in the fire prone provinces – threatening not only lives of the present, but also the future.

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BIOGRAPHY

Dayu Nirma Amurwanti
Faculty Member, Bina Nusantara University
International Relations Department, Bina Nusantara University, Kijang Kampus, Jl. Kemanggisan Ilir III No.45, RT.12/RW.6, Kemanggisan, Palmerah, Kota Jakarta Barat, Daerah Khusus Ibukota Jakarta 11480
Ph. +62 21 5345830
Twitter @IR_Binus
Instagram @ir_binus

Dayu is a public policy practitioner and researcher, currently a faculty member at Bina Nusantara University. Her research interest includes climate change, governance in environmental sector, sustainable landscape management, and environmental finance. She was previously a Climate Finance Advisor at an Indonesian based Non Government Organization, *Kemitraan* or Partnership for Governance Reform. Prior to joining Kemitraan, Dayu worked as a counsel for Rahayu and Partners Law Offices, and Governance Specialist at World Bank Indonesia.

Dayu is an economist by training, and she furthered her studies in business law in University of Indonesia prior to being awarded Chevening Scholarship in 2012 to study in London School of Economics and Political Science, studying Public Management and Governance. Dayu is also a competitive debate enthusiast, was selected as a national coach for Indonesia at 2004 World Schools Debating Championship. She is also a volunteer at *Indonesia Mengajar* ("Teach for Indonesia"), President and co-founder of Chevening Alumni Association Indonesia, Treasurer for LSE Alumni Association Indonesia and is part of SMP Labschool Jakarta School Committee. Dayu is also a Co-Founder of PT Jagad Data Bhramara, a company currently developing a platform for cognitive workers to network manage businesses better.

Ph (+62 8129030112), email: dayunirma@binus.ac.id; dayunirma@gmail.com

Registration: #06
Name: Ida Ayu Prasastiasih Dewi
Title: Spirit of Gender Equality: How Tri Hita Karana Enforce Balinese Women's Participation in Local Communities in Bali
Theme: Understanding the practice

SPIRIT OF GENDER EQUALITY: HOW TRI HITA KARANA ENFORCE BALINESE WOMEN'S PARTICIPATION IN LOCAL COMMUNITIES IN BALI

Ida Ayu Prasastiasih Dewi
School of Government and Public Policy Indonesia
idaayu.prasasti@sgpp.ac.id

Abstract

Big gap in economic growth and human development are things that are caused by the existence of gender inequality in society. Therefore, UN Women had said that there would never be the achievement of 2030 Sustainable Development Goals (SDGs) if there was no gender equality. This applies in all countries and regions, includes Bali. Bali has rooted issues related to gender inequality because of the dominating culture such as the patriarchal and caste systems. This culture then had an impact on the lack of participation of Balinese women in the local Balinese community. It was found that gender inequality had begun since boys and girls were born, the division of tasks between male and female in domestic and social environment, to misconceptions between the values of Tri Hita Karana and Hinduism with the social behavior of Balinese people who were unfair in handling women's and men's rights based on gender perspective. So, the solution that must be done immediately in Bali is a system change that refers to Hindu philosophy such as Tri Hita Karana to spur more women's participation in the local Balinese community.

Keywords: *public, participation, women, SDGs, stakeholders, Tri Hita Karana Bali*

1. INTRODUCTION

Big gap on economics and human development around the world caused by the existence of gender inequality (Ferrant, 2015). Therefore, UN Women declared, there can be no sustainable development without gender equality. In democratic country, guarantee of gender equality should go well without significant obstacles. But contrary, gender inequality is an issue that still exist until today in every where. This inequality is not just a matter of acknowledging one gender than the other, but how to makes sure that in the future equality is guaranteed for all groups.

Some scholars and activists have argued for a long time about this issue. Akter et al. (2017) said it supposed because of a diverse and complex of gender systems that cause the existence of this gender inequality. In another extremist way, some feminists argued "The root of our gendered society is the fact that women are systematically devalued and not considered as a fully human" (Robeyns, 2003, p. 83). The position of women who are underestimated is a picture of failure achievement of women empowerment around the world.

There are some speculation of gender inequality, include education, security, history and also culture of women within the society. From internal side, motivation of women to participate is also still low. Despite that, these diverse perspective brough specifically into two classification of inequality i.e inequality of opportunities and inequality of outcomes (Ferrant, 2015). Both for being able to be part of social networks and to give and receive social support from the society (Robeyns, 2003).

Social support also relates to the presence of representation of women in community activities such as village meetings, organizational management and activities in other public spaces. Include having a chance to be a part of priority issue in local communities. Guarantee of this active involvement of women in the decision-making process has actually been discussed since 1995 in the UN Fourth World Conference on Women. This conference has at least invited the countries of the world to pay attention to women's position in decision-making and preparing women's abilities to be involved in the political process[1]. And this is again reinforced by the goal number 5 in the SDGs 2030 about gender equality that guaranteed by all countries involved in this global agreement.

Before going further, the narration for gender equality has appeared in the Indian context, the general policy trend has been increase women's representation in formal institutions (Shah & Kulkarni, 2013). Almost similar, in Scandinavian countries, they also create a women-friendly environment that stimulate women's participation (Borchorst & Siim, 2008). Shifted to Asean region, In Indonesian, specifically in Bali, actually it has a local knowledge that already build a narration about equality and empowerment called *Tri Hita Karana*. *Tri Hita Karana* is aknowledge consist of three values that talks about the balance of human life and happiness which inherent in Balinese people's lives. It consist of Parahyangan (Spirituality), Pawongan (Humanity) and Palemahan (Environment). But the presence of this knowledge is like an ambivalent in society. One side, this local knowledge is still influential and have a potential to increase motivation towards gender equality,

[1] See on https://www.un.org/womenwatch/daw/egm/eql-men/docs/EP.7_rev.pdf that analyzed about Impact of Women's Participation in Decision-making

but in another side this knowledge seems useless to gender inequality for women that deeply felt in the lives of Balinese people. This knowledge then seems vain. Not because the knowledge is not strong, but because the attention to this knowledge related to women empowerment does not give much effect.

Bali after Post-Suharto era recorded focus on development of *Adat* which is concern about spirituality and local activities. This custom actually appears to be patriarchal, because it places the position of women as "*pengabih*" or advocates for men and spiritual affairs. Not infrequently also women in adat are only used as coffee makers or servant to delivering foods during meetings.

Bali then increasingly echoes its existence in the world as a beautiful place, along with its title "Masterpiece of God"[2]. But, behind the success of *adat* as the leader of the existence of tourism in Bali, there are things that need to be highlighted. Obstacles for women's groups in the region to participate in the decision-making process should be considered. Because, regions with strong customary or *adat* will influence the role of women in participation in the community especially in decision making process. Bali then "conceals" the other side of its beauty i.e patriarchal culture in *adat system* and the caste system which weakens the women's position that clearly contradictory with the goal of SDGs 2030 number 5 about gender equality.

Beyond reason, it is difficult to find representation of women in the social environment of the Balinese community except when dealing with the domestic sector. Although in Bali the majority of tourism workers are women (Tajeddini et al., 2017). But in does not guarantee women has their opportunity to lead and give their voices in society. It is very important to ensure that their participation attempts to force open spaces for change in discourses and practices through collective empowerment (Das, 2014) in Bali. Women not only active in tourism sector, but also in participation to influence local decision making around them e.g in village level with *adat* system[3] in Bali.

Patriarchal culture and caste system become a big obstacle for Balinese women to be actively participate in local communities. Beside patriarchal system, Bali is influenced largely by the caste system and complex structure of Balinese Village (Eisemen, 2019). Balinese caste consist of four caste; 1) *Brahmana* (Ida Ayu/Ida Bagus) as high priest, 2) *Ksatria* (Anak Agung/Cokorda) as warrior, 3) Waisya (Dewa Ayu, I Dewa, Sang Ayu, Kompyang) as seller, and 4) Sudra (I/Ni Wayan, Made, Putu, Komang, Ketut) as Farmer or servant. This caste system actually derived from Balinese history which regulates the caste system as a social profession system. However, castes that are now transformed into complex forms of descent, birth and title. In the caste and marriage system in Bali, the *Pradana* and *Purusa*[4] law which regulate women to follow their husband after married also another obstacle for Balinese women to move freely.

[2] This name was given by National Geographic during it documentary film about Bali. The video already uploaded to YouTube https://www.youtube.com/watch?v=F5PQerMzZgk&t=14s

[3] In Bali, the system of government is divided into traditional villages (*desa adat)* and official villages (*desa dinas*). Both of these are a form of fusion between local culture and national regulations that require the existence of government at the village level to regulate the village administration. The difference is, in Bali, *desa adat* is regulated through customary law that is determined jointly by the village community which called *awig-awig*.

[4] *Pradana* and *Purusa* is a local term in Bali mean "Woman side" and "Man side". *Pradana* or woman side must follow *Purusa* or man side after a women marry with a man.

In Indonesia, includes Bali, Five Duties of Women (Panca Dharma Wanita) which includes (1) The wife of a husband's loyal companion, (2) Child educator mother and coach of the next generation of young people, 3) Manage household (4) earning additional income as required, and (5) useful community member, still exist (Kumparan, 2019). This further confirmed women's domestication. Placing women as backup, home nurses and caregivers in the family. Women's leadership is hardly represented in official modern social values.

If we continue to allow the absence of women, we will continue to let the aspirations of women disappear from the social environment. Not only in Bali, but the addition of literature and academic support from a gender equality perspective will potentially increase women's participation at national and even global levels. Therefore, this study was made to give an idea of how the position of Balinese women in their participation in the social environment and how local values such as Tri Hita Karana can influence the level of participation of Balinese women in the future towards SDGs number 5 about Gender Equality.

2. PURPOSE/OBJECTIVES

This paper elaborated how Tri Hita Karana, a Balinese local knowledge can strengthen the goals of gender equality of SDGs and spurred the participation of Balinese women in local communities in Bali.

3. METHODOLOGY/APPROACH

This research use qualitative methods focusing on understanding the value of Tri Hita Karana as a local knowledge, Balinese women's position in local communities and goals of gender equality of SDGs. Case study research used because researchers want to see a social phenomenon in depth perspective through diverse sources (interviews, observations, audiovisuals, books and related literature). Types of case study that use is collective case study which the one issue or concern is selected, but the inquirer selects multiple case studies illustrate the issue (Creswell & Poth, 2018).

This research analyse narration of gender inequality and lack of Balinese women's participation from prominent actor at LBH Apik Bali as the association of Indonesian women for justice in Bali, prominent actor at *Dinas Pemberdayaan Masyarakat dan Desa* (PMD) or Community Empowerment and Village Offices Bali, some village officers, prominent actor from Sabha Walaka PHDI as guidance for Tri Hita Karana philosophical analysis and also secondary data from related sources.

For the names of interviewees in this research, I will use the alphabet from to appreciate their participation in giving opinions. Because their opinions are very personal and sensitive in Bali, the researcher is obliged to maintain the confidentiality of the identity of the interviewees. A, B, and C is village officers and D is women, lecture and active participant for social activity, Man A from village officer, prominent actor from Community Empowerment and Village Offices Bali (SJ) and Ang from LBH Apik Bali.

4. FINDINGS/RESULTS

The majority of women interviewed in this study were women who were active in social activities. The major theme found is belief that women and men are different from birth, the role of women in the social environment and how Tri Hita Karana has a correlation with balinese women participation and SDGs number 5 about gender equality.

Belief that women and men are different

The belief rooted in Bali about the differences between men and women is still very much felt. Because of the patriarchal system in Bali that regulates the descent of men from marriage will continue the family tree in the future, then the belief in having a son is an absolute responsibility. It is not uncommon for Balinese people to be confused or find it difficult if they do not have a son. Because the main task of women and men in Bali regarding to social standard is to get married and having children, especially men children (Covarrubias, 2018).

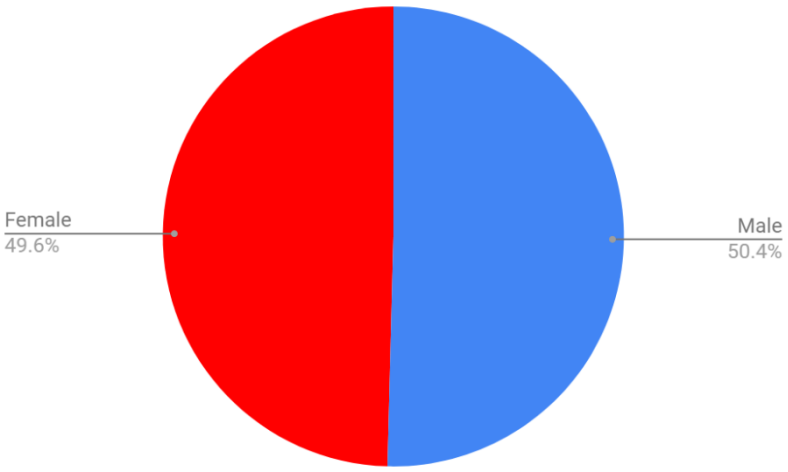
> "I have seven children and the last is male. People say, women and men are the same. But, according to Balinese, boys and girls are different." (Women A)

> "While out there usually don't have boys is okay, but it is different in Bali. Men are successors." (Women A)

From the perspective of these two interviewees, we can see that the stigma of having a son as a family prestige in Bali is still a big influence. Although actually, in Hindu philosophy it is clearly stated that the concept of equality between men and women has been arranged. Because, from perspective of Hindu religion, there is no differentiation between men and women.

> "In Hinduism, we know the term *Ardhanareswari* or the view of equality between men and women. There are four (4) values that teach this, one of which is *Dharmapadni* who talks about social life between men and women are same. They have the same rights." (Dana)

From BPS Bali data, also shown that the number between Balinese men and women is almost equal. In perspective of proportion, both of them actually have the same opportunity to contribute and participate.



Source: Percentage of Male & Female Population in Bali, Badan Pusat Statistik (Central Agency of Statistic), 2018

All of the women assumptions and explanation from actor at Sabha Walaka (Dana) told clearly that what happened in the community related to belief of the differences between men and women is different from how Hinduism regulates gender equality. From the first theme that emerged, it was seen how the Balinese social environment formed different strata between men and women started since they just were born.

The Role of Balinese Women: Between Domestic and Social Life

Another theme that emerges during an interview is social position of Balinese women. Since the shifting of national policies regarding centralization towards decentralization, the opportunity to participate to strategic positions in social institutions is increasingly open, include the opportunity for women participation.

> "Development in Bali has changed following the direction of national development. A decade ago we are in centralized development, now it has led to a participatory direction. Society is the subject of development and development is centered on the people." (SJ)

Although, there have been directions to invite all levels or groups of society to participate, but there are still obstacles for groups such as Balinese women to be actively involved. Actually women have a strategic side, especially in economic development that starts from home. Women are believed to be agents of economic change, especially if they are associated with the elimination of poverty (Duflo, 2012). However, the issue that later arose remained the same, that the culture in Bali made Balinese women's space in social life is very limited.

> "These women are good agents of change, can improve the family economy. However, the patriarchal and caste systems weakened this ability. Yes I am fully aware of this." (SJ)

Interestingly when discussing this theme, a village administrator who was male said that women were important to give advice to the village and its environment. However, the problem encountered was that women found it difficult to convey their ideas in public. Thus, the absence of women in social activities that involves decision making process is inevitable. This is in line with the opinion of Ferrant (2015) regarding the lack of accumulation of physical women's roles in developing countries due to domination of gender inequality.

> "Women can not be involved in village decisions because of women's resource problems. Especially about the courage to express the opinions" (Man A)

> "They were just teased by the gentlemen, they were already scared." (Man A)

Man behavior that tempts women when speaking also influences Balinese women to dare to express their opinions. Also added is the stigma that women have

been busy taking care of customs and culture in Bali therefore they cannot participate in activities in the local community.

> "Many Balinese women may not feel they are in an unfair situation. Because we (women) were busy taking care of the customs, hair accessories that were not finished yet during ceremony every day.... Busy doing those thing, when do you have time to think a meeting in *Banjar* like that? But indeed, Balinese women need to be involved in the matter of meeting. So that we can express our feeling and thoughts." (Women B)

> "But indeed development, especially regarding women, requires community participation. How to increase community participation is by strengthen socialization to the community." (Women C)

The argumentation about women's acceptance of the situation that ensnared them in Bali, might be because of the Balinese women actually have no problem with their difficulties in participating in the decision-making process, because they have been preoccupied with traditional affairs in Bali (Nitish, 2004). In a different view, through the release of Tribunnews Bali newspaper (2019), Director of the Sara Hati Foundation and founder of the Ubud Women's Activity Center, Ni Komang Sariadi said "The cause of Balinese women is reluctant to speak is because of the royal system that still influential until today in Bali. So that Balinese women are not used to expressing their feelings.". The Royal system in this case is the attachment of the Balinese people to the caste system which is then attached to the patriarchal culture in Bali.

Therefore, majority female speakers said they had these problems. Balinese women seem aware of what happened to them when faced with the social context of Balinese society. This even happens to Balinese women who have high education and have functional positions in her working institution.

> "I am interested in participating in the social process in Bali, but the patriarchal system is still strong. Very rarely are women involved in decision making. Women tend to be the implementers not decision maker if it is at *Adat.* When positioned in office, women have begun to be involved." (Women D)

Even though education is promised as a means to open opportunities for anyone to access equality and get their rights in accordance with the ideals of sustainable development goals (Lane, 2016). Also, *Manawa dharmasastra*[5] Chapter III Sloka 58, clearly says that "Therefore people who want to be prosperous must always respect women, scripture requires everyone to respect women.".

> "If it is in Bali, what is difficult is fight against the culture there. Although religion has said that women and men are equal in the right to socialize, but culture is different in Bali. They already believe that women are only the Queen for domestic affairs. Whereas men are for decision making." (Dana)

[5]*Manawa dharmasastra* is a Hindu Scripture that contains laws according to Hinduism. See on http://niscayabali.net/rangkuman-kitab-manawa-dharma-sastra/

> "Indeed, in adat in Bali, the woman is placed in the affairs of offerings. Because her specialty is like that." (Dana)

Thus, in reality, culture seems very difficult to penetrate to open opportunities for Balinese women to participate. Because this culture has taken root in society and it needs an effort to return to the foundation of Hindu religion. Again, the patriarchal system that emerges in the community limits the movement of women only in the domestic sphere and matters relating to preserving nature (Steans & Tepe, 2016).

Tri Hita Karana, Participation of Balinese Women and SDGs for Gender Equality

Tri Hita Karana as a value for the Balinese way of life still exists today. Evidenced by the Tri Hita Karana Bali foundation which actively conducts audits of hotels and the environment of Bali. This is to ensure that all those operating in Bali have carried out Tri Hita Karana. The concept of harmonization between Spirituality (Parahyangan), Humanity (Pawongan) and Environment (Palemahan) is the main concept in this value. But unfortunately, not all in practice do this value as a basis for living in Bali.

Besides lack of awareness of Tri Hita Karana, awareness of the role of women's participation in the social environment i.e local communities is still based on organizational relations only. Where women have restrictions on professional organizations only to demonstrate their ability to argue and lead. When entering the *adat* environment, women will encounter various difficulties stemming from a system of patriarchal culture.

The lack of women's representation shows the low leadership of Balinese women. Mentoring potential women leaders will lead to proactive discourse on the topic of gender equality (Bullough & Luque, 2014). In addition, Nancy Fraser said that social movements towards an issue indeed to demand one of them was the presence of representation in the community of all groups or groups. Thus, the commitment to increase women's participation at least to represent the voices of women's groups is very important. This has an impact on various things, including violence experienced by women in Bali and polygamy.

> "Violence against women is high because of legal unconsciousness and women's leadership issues." (Ang).

> "In a simple *adat* concept, such as in a mountainous area or an agrarian village, women must worship in their husband's family well. They only help their husbands' families, are not adventurous, surrender when their husbands are polygamous, commit sexual violence and are divorced for years. This usually happens in the Bangli area." (Women D)

However, there are things that also underlie this which is a change felt by Balinese women when they get married. Marriage for Balinese women is the turning point of their lives. It can be in a positive direction if she meet a husband from moderate family which is will allow her to do activities other than as a wife and as a daughter-in-law. However, it can be the opposite if she meet a husband from a conservative family. Moreover, if the man she married was an only child. Because, Balinese women tend to do things because they want please their families (Wulandari & Whelan, 2011).

> "The problem is that women in Bali, between those who live in cities and villages, are different. Especially in the tourism area. Balinese women are hardworking and appear to be able to compete and position themselves well. Even in education it is definitely more advanced usually. But, the problem is if women in Bali have chosen to have a family, problems often occur. If you meet an inappropriate partner or a conservative family ..Rich but not moderate ... moreover, if the man he married is the only son, heir to the family." (Ang)

The dilemma as stated earlier happened to the majority of married Balinese women. However, some women in certain areas such as Buleleng and urban areas have begun to struggle to mobilize themselves to demand gender equality. Although, they will be labeled as wild women and rebels.

> "Buleleng Balinese women are more free to actualize themselves because the patrilineal customs are not very influential. So many Balinese women fill leadership opportunities in the public space. Especially the case in Buleleng, women there are more courageous, more wildly, rebellious." (Women B)

A similar view was also made by one of the interviewee. She even said that the system of proportions of women's participation in party regulations and legislative elections should also be applied at the scale of participation at the local community level. Because women's representation is needed to voice women's voices in women's leadership (Bullough & Luque, 2014). Especially because Bali is lacking in women's empowerment (Tajeddini et.al, 2017).

> "If there is a portion of 30% in the national level that obligate women in political parties, then in Bali it should have been practiced in the village as the smallest area. 30% of women are in the management of village organizations, but they just only formalities." (Women A)

> "There are many empowerment theories, but the opportunity to be able to use local wisdom as a reference must be done." (Women B)

Since the inclusion of a royal and national regulatory system in Bali, it is thought to be the forerunner of a shift in Balinese people's understanding of gender equality.

> "I think what happened in Bali is a form of misunderstanding by Balinese people regarding religious and cultural values. This beginning was at the time of the beginning of the royal system in Bali and the national rules of the Republic of Indonesia. Even if his understanding is sought, Hinduism has very clearly said about *Tat Twam Asi* which is a philosophy about *I am you and you are me*. This philosophy which later evolved into culture in Bali and was summarized again to become *Tri Hita Karana*. It is just that, people's understanding is not good and it is the ego of men that makes the condition of this inequality occur in Bali." (Dana)

Dana said clearly that Hinduism views humans as equal. Even through *Tri Hita Karana* that originating from the value of *tat twam asi*, Balinese people should be able to improve the situation that clamps women in a situation that seems wrong.

However, Dana also reminded them to keep remembering their responsibilities as women before demanding their rights. This inline with Panca Dharma Wanita. Because empowerment in regions that dominated by cultures might allows negative impacts on women (Rhoads, 2012).

> "But I also understand, actually what happened in Bali can still be changed as long as women want to fight for it. They have rights, but don't forget their obligations as women, that is to love and serve the family." (Dana)

> "I am sure, there are good value in Bali such as Tri Hita Karana to accommodate our (women) abilities. The equality concept in the value of Tri Hita Karana should begin to be practiced." (Women B)

Tri Hita Karana as a philosophy and life value of Balinese people is believed to have an impact on the gender equality spirit if practiced properly in the local communities in Bali.

5. CONCLUSION AND RECOMMENDATIONS

The issue of gender equality is an issue for all people of the world. Practices that weaken the role of women in society must be our collective concern to realize the Sustainable Development Goals in 2030. Including in Bali, the culture that dominates life in Bali such as patriarchal culture and the caste system greatly influences how Balinese people socialize and regulate women's and men's rights. From the findings of this study, it can be seen that in order to realize the presence of women's representation in the Balinese community, a good understanding of Hindu law is needed which has governed gender equality in Bali.

Gender equality will only occur if the harmonization of life such as the values of Tri Hita Karana is applied thoroughly and consciously by the Balinese people. Although the practice of gender inequality has taken root in Bali since a child was born, how is the role of women in the domestic and social domains as well as the community's obligation to this issue through the context of religion and the value of Tri Hita Karana. But before that, gender equality in Bali can only be achieved if the whole community realizes that there is something wrong with the system of public trust in Bali. Although this research it is not representative of all cases related to gender equality in Bali, but if the practices of stakeholders and society are wrong i.e weakened the Balinese women's position, it is good to solve this problem as soon as possible. Bali need to change its system because it already has a large capital in the form of a philosophy of the value of Tri Hita Karana. Values that enable harmonization of life towards gender equality for sustainable development.

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Biography

Ida Ayu Prasastiasih Dewi, S.I.kom, CPS®, CC, ALB
Master Degree Student
School of Government and Public Policy (SGPP) – Indonesia
Jalan Anyar, Citeureup, Sentul, Bogor 16810, Indonesia
Mobile: +62 81246998973
Email: idaayu.prasasti@sgpp.ac.id
Twitter: @prasastiasih
LinkedIn: Ida Ayu Prasastiasih Dewi

Ida Ayu Prasastiasih Dewi is a master degree student at the School of Government and Public Policy (SGPP) Indonesia. She learns public policy because she has dream that later she can contribute to creating and implementing public policies based on equality and prosperity for Indonesia. Besides studying, she also active in teaching for television campus in Jakarta and works for several television shows related to politics, social issues and culture. She also enjoys reading and cooking.

Registration #8
Name: Anoraga Jatayu
Title: Primary Road Networks Spatial Model Based on Local Stakeholder Preferences as Decentralized Decision Making Practices (Study Case: East Java, Indonesia)
Theme: Making better decisions

PRIMARY ROAD NETWORKS SPATIAL MODEL BASED ON LOCAL STAKEHOLDER PREFERENCES AS DECENTRALIZED DECISION MAKING PRACTICES (STUDY CASE: EAST JAVA, INDONESIA)

Anoraga Jatayu[1],
Masyitah Tri Andari[1],
Rahmatun Fauza[1], Hannura Hosea[1]
[1]*Regional Planning Science, Bogor Agriculture University, Jl. Meranti, IPB Darmaga Campus, Bogor, 16680, Indonesia*

ABSTRACT

Java Island has been experiencing massive infrastructure development these few decades. There is some major development on transportation infrastructure such as Trans-Java double-track railroad, trans-java toll road, various international airport, and so on. This infrastructure development has begun to make a significant impact on the island's development as a region, as seen in the spatial planning of each region in Java. The development of these inter-region infrastructure is often done by using the top-down approach and the decision making itself is being made on the central government. This method has been proved to be the main cause of several spatial problems on East Java. This study aims to give a different perspective on decision making by using the preference of local stakeholders as the base of the spatial model on the primary road infrastructure. Stakeholder analysis using PIL approach and AHP is used as the method to measure the importance of the local stakeholders as well as their preference as the weighting factors on the spatial model. This study only considers the physical variable of the region as the base of the modeling process, the variables are topography, slope, land use, conserved/protected area, and distance from city centers. Those variables are then undergone a weighted overlay process and the spatial model is carried out using Least Cost Path Analysis. The model also suggest

that there are some differences with the existing road network, mainly on Trans-Java toll road and Trans-Madura artery road which indicates that the centralized and decentralized decision making will leads to a different result and the combination of those approach is needed to achieve the most efficient form of decision making practices.

Keywords: *stakeholder participation; least cost path; infrastructure development; decision making process*

1. INTRODUCTION

Regional infrastructure is one indicator in regional development and will support economic growth. Infrastructure development has occurred massively in Java Island this past several decades. The development of this infrastructure has begun to make a significant impact on the development of the island as an area, as seen in the spatial planning of each region on Java. One of the infrastructure developments developed is the Trans-Java toll road. The Trans Java toll road is a network of toll roads that connect cities on Java. This toll road connects the two largest cities in Indonesia, Jakarta and Surabaya. The approximately 1000 kilometer Trans-Java toll road passes through the existing toll road. This toll road is included in Asian Highway 2 (AH2) or an Asian road network that connects Asia from Denpasar, Bali, Indonesia to Khosravi in Iran. The built-in road network supports prioritized activated connectivity that changes the path in ecological aspects (Rao, 2018). Planning for road network development has been carried out by the central government without involving local government or other stakeholders who also have interests. This caused difficulties in spatial planning on Java.

East Java Province is one of the provinces located on Java. In infrastructure development, East Java Province obtained spatial problems caused by a top-down approach carried out in spatial planning, such as differences in planning carried out by local governments in accordance with the interests and regulations of the regional spatial plan. In fact, decision-making should involve various related sector such as the local government, Regional Legislative Assembly, Private Sectors, Development Agency, Regional Public Work Department and Regional Environmental Department.

In spatial planning, involving various stakeholder is a way to achieve program success (Aaltonen 2011; Mok et al. 2014). This is because in planning until the implementation of the program there will be many considerations that have a small or large impact on the life of the state. In China, in the ongoing development of marine aquaculture, the involvement of all relevant stakeholders is needed (Yu et al. 2019). This is recommended for the division of roles among these stakeholders to achieve development efficiency. Although knowing the influence of stakeholders in achieving success is an important matter, it should be noted also the strategies used in the formulation of a policy (Nguyen et al. 2019). Toukuu et al. (2019) concluded that sustainable development is understood differently by stakeholders in development. So that collaboration between stakeholders is important in the success of development.

This study aims to provide a different perspective on decision making using local stakeholder preferences as a basis for spatial models in primary road infrastructure. This research will also support the achievement of the ninth

Sustainable Development Goals, namely Industries, Innovations and Infrastructure, namely to develop quality, reliable, sustainable and resilient, infrastructure, including regional infrastructure and infrastructure to support economic development and human well-being, with a focus on affordable and equitable access for all listed in The 2030 Agenda for sustainable development.

2. OBJECTIVES

The purpose of this study is to determine the influence of local stakeholders in the planning and development process of primary transportation network by employing the spatial models of the transportation network in East Java, Indonesia. This main objectives are carried out through several steps in this study, which are:

a. Analysing the key stakeholders in determining the planning and development direction of transportation network.

b. Building the spatial model of main transportation network based on stakeholder preferences and Least Cost Path approach.

c. Comparative analysis of the current development of main transportation network with the spatial model.

3. METHODOLOGY

3.1 Study Site and Data Collection Method

This study was carried out in East Java Province, covering the mainland of East Java and Madura Island (Figure 1). Each municipality and cities have a center of activities which is the capital of the municipality and city. The data used on this study is shown in Table 1.

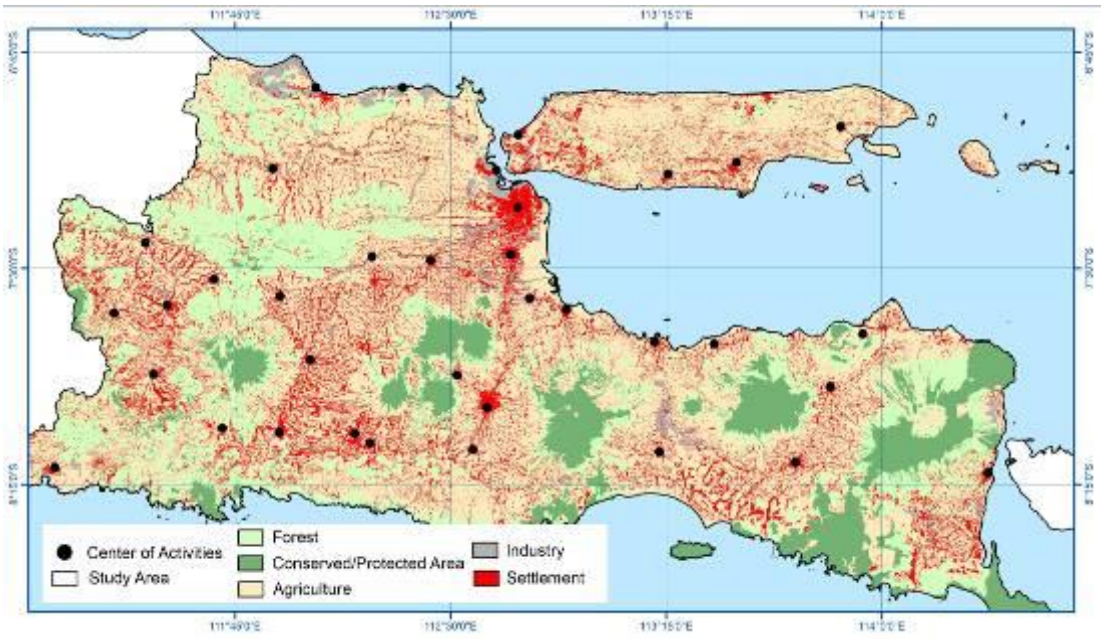


Figure 1. Study Area Map

Table 1. Variables and Data Used

Variables	Type of Data	Data Source
Topography	Topography Map of East Java	Geospatial Information Data Center
Slope	Slope Map of East Java	Geospatial Information Data Center
Land Use	Spatial Land Use Plan of East Java	East Java Development and Planning Agency
Conserved/Protected Area	Conserved and Protected Area/Site of East Java	East Java Regional Environment Department
Distance From Center of Activities and Transportation Infrastructure	Center of Activities in Each City/Municipality and Major Transportation Infrastructure of East Java	East Java Development and Planning Agency

3.2 Key Stakeholder Analysis using PIL (Power, Intimate, Legitimate) Approach

The analysis used is the stakeholder analysis of PIL (P = Power, I = Interest, and L = Legitimate). In this analysis, the stakeholders are chosen based on the specificity, interrelation between stakeholders, and policy analysis. According to Grimble and Wellard (1997), the stakeholder category is divided into eight (8) based on the PIL criteria, such as:

1. PIL category (dominant); power is very strong, interest is affected, and legitimacy is high
2. PI Category (powerful); power is very strong, interest is affected, claims or legitimacy are weak
3. PL category (influential); power is very strong, claims are recognized, or legitimacy and interest have no effect
4. IL category (vulnerable); interest is affected, claims are recognized or legitimacy is good, but without strength
5. P category (dormant); power is very strong, interest is not affected, and claims are not recognized
6. L category (mindful); claim is recognized, but not affected and not strong
7. I category(marginal); affected, but claims are not recognized and are not strong
8. Other ratings; non-third-party stakeholders.

3.3 Analytic Hierarchy Process (AHP) to determine Stakeholder Preferences

AHP is an analytical technique that organizes information to determine the most preferred alternative choice (priority) based on rational perceptions (experts). The stages in AHP analysis are hierarchy preparation, criteria and alternative assessment, priority setting, consistency test, if CR> 0.1 (inconsistent, then return to distributing questionnaires). In the preparation of hierarchy, compilation of structure The problem to be resolved, is broken down into several elements: determining targets, criteria, and alternatives. Then it is arranged into a hierarchical structure. Then, an assessment of criteria and alternatives, criteria and alternatives are formed, assessed by comparison (pairwise comparisons). In pairwise comparison, a scale of 1-9 is the best scale in expressing opinions. The scale of comparison is shown in Table 2.

Table 2 Scale of comparison of Analitycal Hierarchy Process

Value	Description
1	Criteria / Alternative A are as important as the criteria / alternative B
3	A little more important than B
5	A is clearly more important than B
7	A very obviously more important than B
9	Absolute more important than B
2, 4, 6, 8	When in doubt between two adjacent values

Then the priority was determined from the results of the criteria assessment of the experts. At this stage the relative paired comparison values are then processed to determine the relative weights or priorities of all alternatives. From the calculation of the pairwase comparison you will get an eigenvalue that is used for priority determination. Consistency tests are carried out after obtaining priority values. In the consistency test, it is known if the CR value> 0.1 is inconsistent so it needs to be revised to review the hierarchical levels. But if CR $\leq$ 0.1 then the comparison matrix can be accepted. So that in the end it will get results in the form of priority factors that are taken into consideration in formulating the direction of road network development.

3.4 Least Cost Path Analysis

Least-cost path analysis (LCPA) comes from the idea of two regions with different characteristics will have a different transportation cost on transporting goods (Warntz, 1957). LCPA algorithm will help to find the “cheapest” way to connect two region within a cost surface based on multiple chosen criteria (Effat and Hassan, 2013). The transportation cost is not expected to be always of an economic kind, but more of an easiest way to travel from one point to another based on the characteristics of each region as well as the purpose of the study (Bagli *et al*, 2011). There are a number of basic steps in finding a minimum cost path over a surface partitioned into regions of different resistances to movement (Douglas, 1994; Collischonn and Pilar, 2000; Effat and Hassan, 2013):

- Defining the cost criteria

Cost criteria derives from each variables or characteristics of each region that will be converted into cost surface, which is a raster dataset. The value of each cell represents the cost per unit distance of crossing that cell. The criteria used on this study are: topography, slope, land uses, conserved and protected area, and center of activity in each region.

- Creating cost maps
  Standardization is needed to make the measurement units of each characteristics became uniform and can be easily compared (Janssen *et al*, 2002). The standardization process is performed using reclassification module in ESRI Spatial Analyst.
- Weighted overlay of the cost maps
  Multiple cost surfaces of each characteristics are weighted and combined to create an accumulated cost-of-passage surface which represent the total cost to travel from one cell to another. Using the *weighted overlay function* on GIS and the weight of each characteristics from AHP analysis process, the cost maps of each characteristic can be combined to provide a total cost surface raster.
- Create the cost efficient path using least cost path algorithm
  The accumulated cost surface raster then used in a least-cost path algorithm using *cost path* module in ESRI Spatial Analyst. The lowest cost line to travel from an origin point to a destination is traced down forming a lowest cost line which could be interpreted as the most cost-effective transportation network in East Java. The main origin and destination point in this algorithm is Surabaya as the capital of East Java, Banyuwangi as the easternmost point of Java Island, Central Java as the neighboring region of East Java, and Sumenep as the easternmost point of Madura Island.

LCPA is easily employable using GIS, as in ArcGIS, there are *spatial analyst tools* which contains *cost distance* that measure raster cost area and *cost path* that defines the easiest or cheapest way to travel from one point to another (ESRI, 1996). There have been several recent applications of least-cost path methodologies which involve: selecting an all-weather road (Atkinson et al., 2005). Selecting the fastest path with the least slope based on elevation data (Stefanakis and Kavouras, 1995). Selecting the best route for a pipeline based on land use and land cover data (Feldman *et al*, 1996) and based on existing pipeline and transportation networks (Carneiro and Mesquita, 2014). Selecting highway route alternatives based on geological condition, historical site and environmental characteristics (Effat and Hassan, 2013).

4. RESULTS

Key Stakeholder

Based on the results of interviews with the East Java Planning and Development Agency, identification of stakeholders was found both directly related and those that were not directly related to the planning of the construction of primary arterial roads. Related stakeholders are presented in Table 3.

Table 3. Related parties in the construction of arterial roads

No	Stakeholder
1	East Java Planning and Development Agency

No	Stakeholder
2	East Java Department of Transportation
3	Regional Public Work Department
4	Local Government
5	State-Owned Enterprises
6	Regional Legislative Assembly
7	Expert of Economic Development
8	Expert of Regional Planning
9	Civil Engineer
10	Public Figure
11	Private Sectore
12	Non Governmental Organization (NGO)
13	Regional Environmental Department

Table 3 shows that the involvement of relevant stakeholders directly is expected to be able to spur the formation of arterial road networks that are appropriate and desirable for the parties. According to Axelsson and Granath (2018) collaboration from these stakeholders will determine success in development. while in terms of the specificity of the PIL (power-interest-legitimate) criteria which are understood as the level of stakeholder involvement by a particular situation or plan, a map of stakeholders and stakeholder categories is obtained in the construction of the primary arterial road network in East Java as shown in Table 4.

Table 4. Stakeholder analysis with specific criteria PIL (Power-Interest-Legitimate) in Developing Primary Road Network, East Java

No	Stakeholder	Power		Interest		Legitimate		Category
		Big	Small	Big	Small	Big	Small	
1	East Java Planning and Development Agency	v		v		v		PIL
2	East Java Department of Transportation	v		v			v	PI
3	Regional Public Work Department	v		v		v		PIL
4	Local Government	v		v		v		PIL
5	State-owned Enterprises	v		v		v		PIL
6	Regional Legislative Assembly	v		v		v		PIL
7	Expert of Economic Development	v		v			v	PI
8	Expert of Regional Planning	v		v			v	PI
9	Civil Engineer	v		v			v	PI

No	Stakeholder	Power		Interest		Legitimate		Category
		Big	Small	Big	Small	Big	Small	
10	Public Figure		v	v				I
11	Private Sectors	v		v		v		**PIL**
12	Non Government Organization (NGO)	v			v		v	P
13	Regional Environmental Department	v		v		v		PIL

Table 4 shows there are only 4 categories of stakeholders in the construction of primary arterial road networks, namely the category PIL (dominant), PI (powerful), P (dormant) and other ranks (Grimble et al., 1997). In the development of various stakeholders with conflicting objectives and values so that a method is needed to support development (Comino et al 2016), PIL is a method to see the influential stakeholder power in the construction of primary arterial road networks. The PIL (dominant) category really needs to be involved in all the processes of building the primary arterial road network includes the East Java Planning and Development Agency, the Regional Public Work Department, Local Government, State-owned Enterprises, Legislative Assembly Regional, Private Sectors, and Regional Environmental Departments . The PI (powered) category is East Java Department of Transportation, Expert of Economic Development, Expert of Regional Planning, and Civil Engineer. Category I is a Public Figure, while category P is a Non-government Organization (NGO). If the stakeholder category in East Java is expected to produce several impacts, among others: 1) increasing effectiveness, 2) increasing efficiency, 3) increasing sustainability, 4) enabling sustainable impacts, 5) increasing equality, 6) adjusting to local development policies such as the spatial plans , 7) Facilitate traffic mobilization arrangements, and 8) fulfillment and management of development needs costs. From the table above, the main level of distinctiveness of stakeholders is understood as the level of stakeholder involvement by a particular situation or plan. In making an analysis with the PIL Technique, it is desirable for all parties to participate, but it does not necessarily involve all stakeholders. From the matrix of identification of the main characteristics and categories of parties, stakeholder maps such as Figures 2 and 3 are obtained

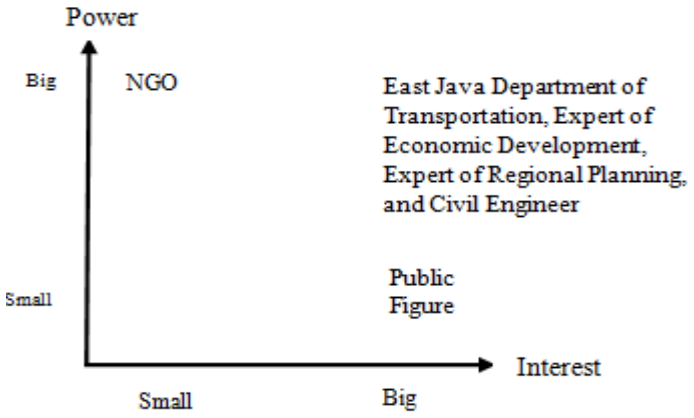


Figure 2. Stakeholder map with linkages between Power and Interest plans for the construction of primary arterial roads in East Java Province

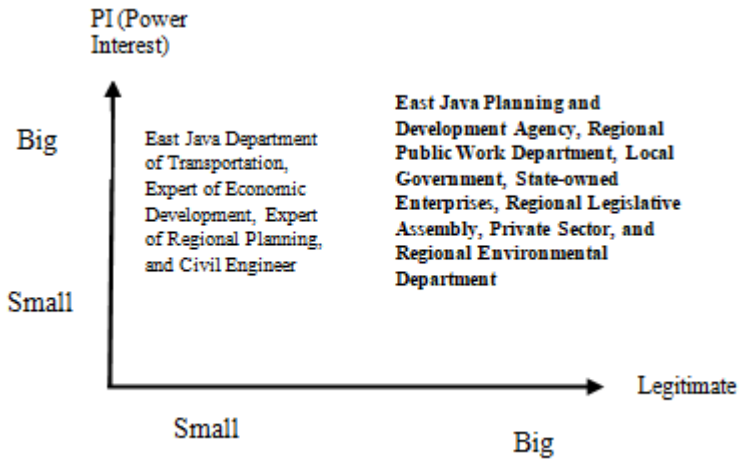


Figure 3. Stakeholder map with linkages of Power, Interest (PI) and Legitimacy (L) plans for primary arterial road construction in East Java Province.

Stakeholder Preferences

Most of development programs implemented do not reach the desired target or fail because theyare not well considered. A development program can be sustainable if it is in accordance with the needs of those who benefit. Baffoe (2019) argues that AHP analysis can be done in reducing effective and sustainable poverty in developing countries. In line with Suganthi (2018) which states that aspects in multidimensional development can be done by AHP analysis. The application of AHP also has the potential to overcome development problems that are not on target, because it involves people involved in a problem, in this case stakeholders. After obtaining the results of stakeholders that are very influential on the making of road network development policies, influential stakeholders are used to determine decisions regarding the physical variables of East Java province, namely topography, slope, land use, protected area, distance from city centers.

Each stakeholder has their own judgment in determining indicators that are very influential in planning the construction of arterial roads. The following is a weighting table of all selected stakeholders that determines the variables that greatly influence the planning of the development of the main road network of the Trans Java toll road.

Table 5. AHP results for planning the construction of the arterial road networks according to 7 stakeholders

Regional Environmental Department	
Variables	Weight
Topography	0.40
Slope	0.242
Land Use	0.293
Conserved/ Protected Area	0.048
Distance From City Centers	0.377

State-owned Enterprises	
Variables	Wieght
Topography	0.045
Slope	0.466
Land Use	0.141
Conserved/ Protected Area	0.278
Distance From City Centers	0.071

East Java Planning and Development Agency	
Variables	Weight
Topography	0.045
Slope	0.496

Private sector	
Variables	Weight
Topography	0.133
Slope	0.222

Land Use	0.084
Conserved/ Protected Area	0.132
Distance From City Centers	0.243

Regional Public Work Department	
Variables	Weight
Topography	0.186
Slope	0.105
Land Use	0.376
Conserved/ Protected Area	0.11
Distance From City Centers	0.224

Local Government	
Variables	Weight
Topography	0.061
Slope	0.227
Land Use	0.499
Conserved/ Protected Area	0.152
Distance From City Centers	0.06

Land Use	0.041
Conserved/ Protected Area	0.545
Distance From City Centers	0.06

Regional Legislative Assembly	
Variables	Weight
Topography	0.058
Slope	0.496
Land Use	0.257
Conserved/ Protected Area	0.118
Distance From City Centers	0.072

Based on the weighting, the selected parameters are obtained from the combination of 7 stakeholders AHP analysis as below. Table 6 shows that land use factors have a major influence on the construction of arterial road networks with a weight of 0.338. This is because land use factors affect people's accessibility to meet their needs. Then followed by the conserved/protected area factor which is the biggest factor in considering the construction of arterial road networks with a weight of 0.234. The conserved/protected area factor is important because of the construction of roads because in the construction of arterial road networks and other infrastructures it should also consider environmental impacts. Conserved/protected areas are areas that should not be converted because they can maintain environmental stability. The percentages of weighting factor for the development of arterial road networks can also be seen in Figure 4.

Table 6. The results of the combination analysis of 7 selected stakeholders in determining the physical factors of the region

Variables	Weight
Topography	0.083
Slope	0.146
Land Use	0.338
Conserved/Protected Area	0.234
Distance From City Centers	0.198

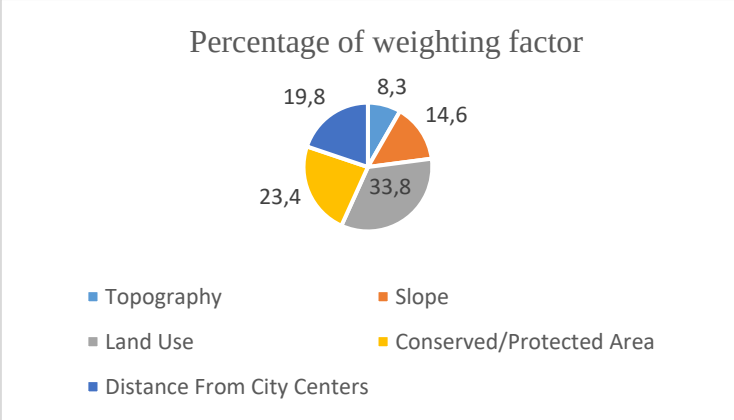


Figure 4. Percentage of weighting factor for the development of arterial road networks

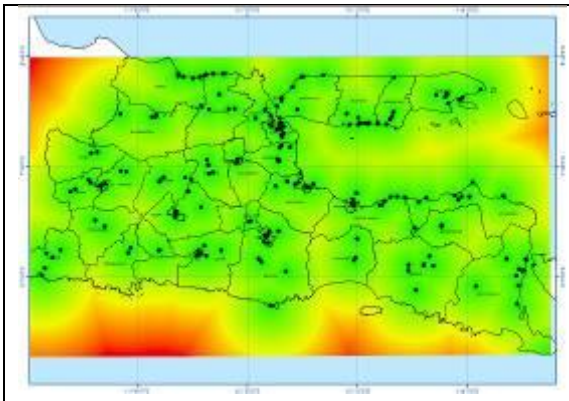
Spatial Model of Main Transportation Network

Cost Surface Maps

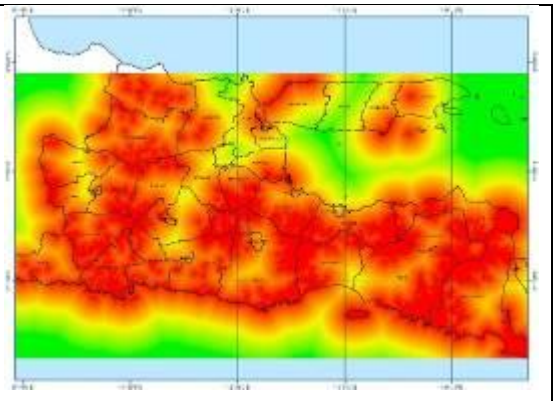
There are 5 variables to be considered on modelling the transportation network of East Java, which are: Topography, Slope, Land Uses, Conserved/Protected Area, and Distance from center of activities and transportation infrastructure. The rule of each criteria are: the higher the value of each raster criteria will increase the cost surface. Each criteria value will be standardized by 0-100 value range, with 0 being the lowest cost and 100 is the highest cost. Land Uses data will be categorized and valued based on the accessibility level of each land uses as shown in Table 7.

Table 7 Value of Land Uses Category

No	Spatial Planning	Score
1.	Protected Forest	100
2.	Limited Production Forest	80
3.	Production Forest	60
4.	Agriculture	40
5.	Settlement	20
6.	Industry	10



(i)



(ii)

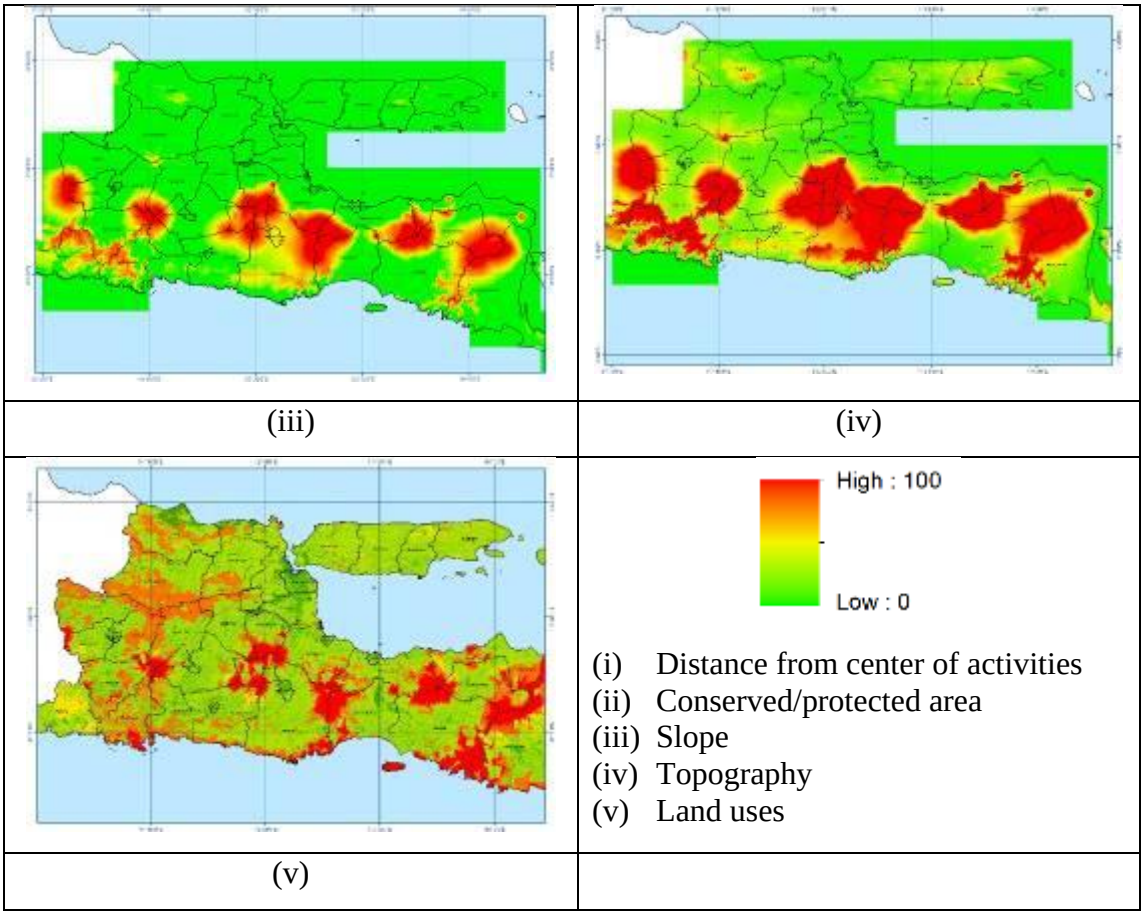
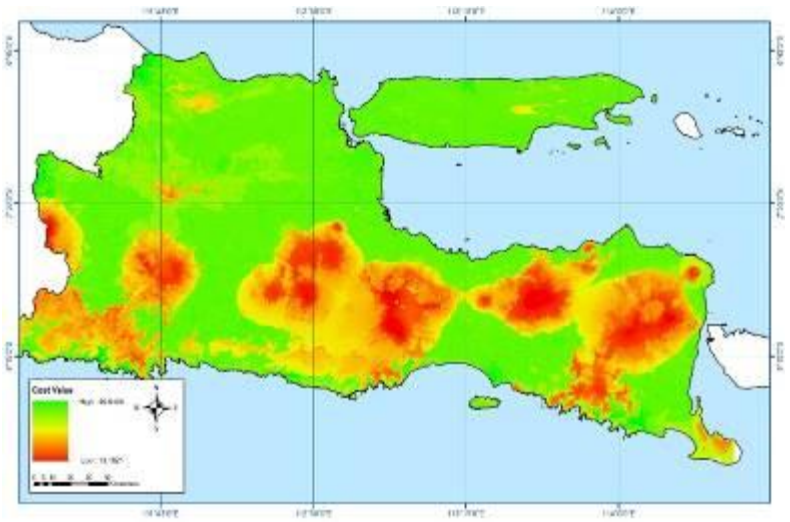


Figure 5. Cost Surface Maps

From cost surface of each criteria/characteristics, accumulated cost is being calculated using *weighted overlay* module on ESRI ArcGIS with the weight of each criteria derived from AHP process. The result of accumulated cost are being shown on figure 6.

Figure 6. Accumulated Cost Raster



Cost Efficient Transportation Network

Cost efficient transportation network are spatially modelled using LCPA approach on 5 major transportation network of East Java, namely: (i) Primary Arterial Road Network, (ii) Southern Coast Road of East Java, (iii) Trans-Madura Artery Roads, (iv) Pantura (Northern Coast Toll Road), (v) Trans-Java Toll Road. The result of LCPA approach on modelling transportation network in East Java is shown in Figure 7.



Figure 7. Spatial Model of Transportation Network

Comparative Analysis With Current Transportation Network Development

The result of comparative study concludes that there are several difference, mainly on: 1) Southern Coast Road of East Java, 2) Trans-Java Toll Road, and 3) Trans-Madura Artery Road. 1) The modelled road network on Trans-Madura Artery Road passes through the southern part of Madura Island, through the center of Pamekasan, Sampang, and Bangkalan regency while the existing roads passes through northern and southern part of Madura Island. 2) The modelled road network on Souther Coast Road didn't passes through the southernmost part of Maland and Jember Regency while the existing road network passes through that area. This result happen because in the southern part of Malang and Jember Regency there are several beach which serves as a tourism spot, while this model didn't use tourism destination as one of its variables. 3) The modelled Trans-Java Toll Road didn't passes through Situbondo Regency via the existing Pantura Road and heading south straight through the end of the toll road in Banyuwangi Regency. This decision is caused by the protected/conserved area and topography variable where the modelled road network will avoid the area with high topography and avoid the protected/conserved area.

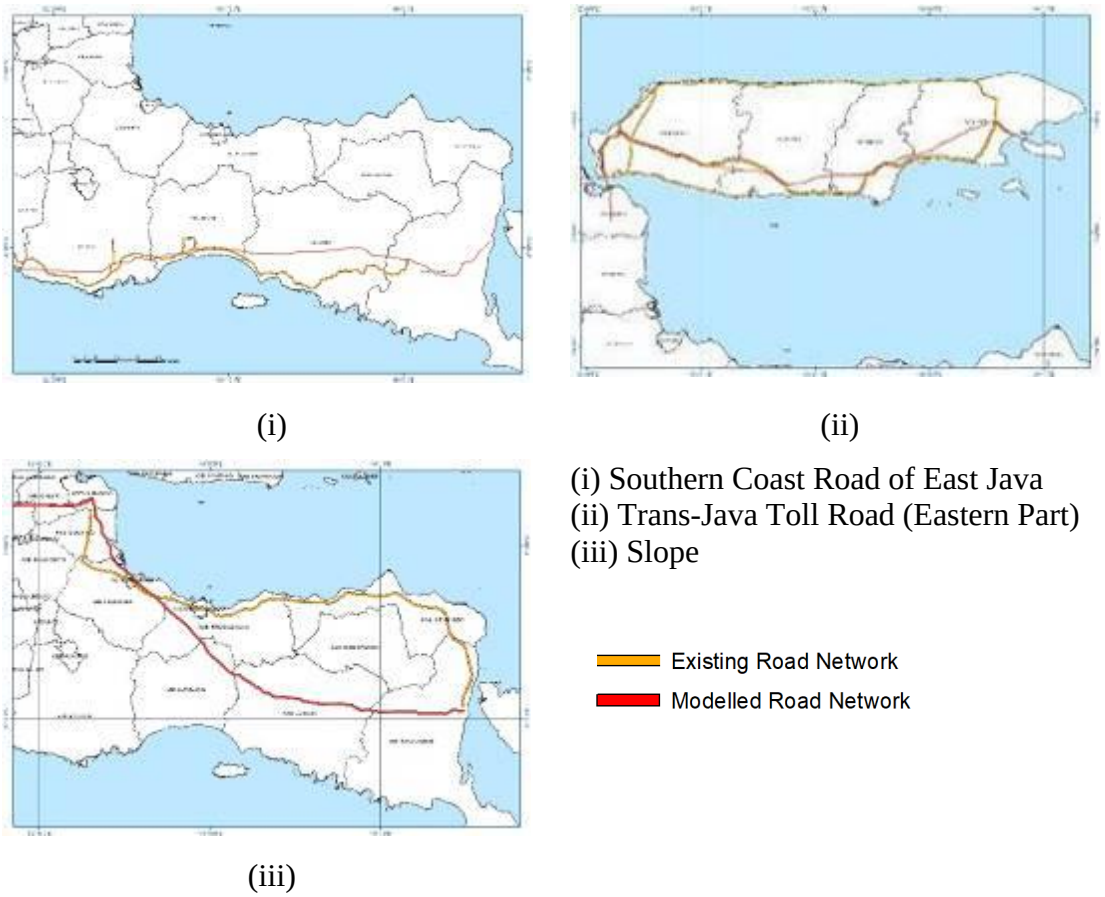


Figure 8. Spatial Model Differences of Transportation Network Development.

5. CONCLUSION

The results showed from the 13 relevant stakeholders, 7 stakeholders were selected into the PIL category. The preferences of selected stakeholders showed that land use was the most considered factor in the construction of the primary road networks followed by the conserved/ protected area factor. This is indicated by the AHP analysis on land use which has a weight of 0.338 and conserved/protected area with a weight of 0.234. The primary road networks model obtained is also different from the existing road area because the weighted overlay results prioritize land use factors which have the biggest weight. The results are expected to produce a primary road networks model that considers physical aspect as the base of infrastructure development. The model also suggest that there are several difference with the existing road network which indicates that the centralized and decentralized decision making will leads to a different result and the combination of those approach is needed to achieve the most efficient decision making.

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Biography

Anoraga Jatayu
Master Student at Regional Planning Science IPB University
Soil Science and Land Resource Management Department, Bogor Agriculture University – Indonesia
Jl. Meranti, IPB Darmaga Campus, Bogor, 16680, Indonesia
Mobile: +62 82231095882
E-mail: anoraga_jatayu@apps.ipb.ac.id
Instagram: @agajatayu

Anoraga Jatayu is the Master Student at the Regional Planning Science IPB University Indonesia. He currently undergone a double degree scholarship program for his master and doctoral course at IPB University. His research mainly focus around Land Use Cover Changes (LUCC) as well as city and regional planning. Mr. Anoraga received his bachelor degree from Urban and Regional Planning ITS (Sepuluh Nopember Institute of Technology). Besides his study and research activity, he also enjoys hiking and mountain climbing.

Registration: #10

Name: Tira Maya Maisesa

Title: Children Participation, Community Scorecards & Cso Coalitions: Lessons from Social Accountability

Theme: Responsive governance and social accountability

CHILDREN PARTICIPATION, COMMUNITY SCORECARDS & CSO COALITIONS: LESSONS FROM SOCIAL ACCOUNTABILITY

Tira Maya Maisesa, MA
Wahana Visi Indonesia
tira_malino@wvi.or.id

Abstract

The paper prepared by Wahana Visi Indonesia, 'A lesson from West Kalimantan', provided a broad impact for developing the Child-Friendly District policy, especially in terms of improving health policy. Drawing on the principles and application of accountability with children's rights, it asked i) how do the local civil society organisations in multi-stakeholder advocacy coalitions shape accountability results? ii) how can child participation contribute to the improvement of pro-child policies through the Child Friendly District policy? and iii) how do villagers and local staff monitor standards, scorecards and interface meetings to develop local plans for service improvement.

The paper set out how children and civil society could engage in monitoring and accountability for government decision making, from village to district level. This would lead to more trust in governments and to good governance and would contribute to the SDG (sustainable development goals) target 16.6 that requires the government to ensure that the policy-making process is accountable and transparent. It also seeks to link the various lessons learnt to lay the ground for thinking about the innovative ways of hearing the voices of children, allowing their participation in local civil society organisation coalitions and giving them an opportunity to share the experience in monitoring public services in order to fulfil their own rights.

Keywords*: public service, social accountability, child participation, rights of the child, citizen voice and action.*

1. INTRODUCTION

Spreading over more than 17,000 islands with 260 million people, Indonesia is the world's third most populous democracy and the largest archipelagic nation. A recent report from World Bank (2018) shows that Indonesia has enjoyed rapid economic growth and development in recent years in South East Asia. However, despite being a middle-income country, there is a huge challenge, with more than 25,9 million Indonesians still living under the poverty threshold and more than 20.78 percent of the population at risk of falling into poverty. Meanwhile, Indonesia needs to step up its *efforts* to *meet* public service standards, particularly in the health standards sector (World Bank, 2018).

Following the World Bank (Malena & Forster, 2004) and World Vision International (2019), the mechanism for social accountability includes the participation of communities in terms of directly engaging with their authorities in improving services and policies. It offers opportunities to access information and to exercise a voice (Fox, 2015) as well as to enhance the capabilities of citizenship, change power relations and increase the legitimacy of claims on the system, increasing community behavioural changes, bringing the process into transparency, opening the boundaries of the health system at a local level and closing the gap in the relationships between citizens and local governments (Malena & Forster 2004; Walker 2018; Westhorp, et al., 2019).

This paper reviews the relevant literature and the report from Wahana Visi Indonesia (WVI). The project has been operating since 2016 in three districts of West Kalimantan province in Indonesia: Melawi, Sekadau and Sintang. The article takes a critical look at the reflective practice and illuminates the challenges in advocating the Child-Friendly District policy, especially in terms of improving the health services. As a WVI employee engaged in a national advocacy programme, the writer was able to access reports and data for this paper. These reports and raw data were gathered through interviews, secondary resources, baseline surveys, learning events, regular meetings, policy briefs and focus group discussions involving field staff, all of which are included in the review.

The paper considers three questions to address the lessons learnt from implementing social accountability. The first relates to building the participation of civil society organisations (CSOs) in multi-stakeholder advocacy coalitions in terms of engaging in policy making, while the second concerns fulfilling the accountability initiatives with and for children through child forums. Meanwhile, the last involves exploring the village scorecards that involve villagers and service providers with the aim of improving public services. These three elements could lead to more trust in public discourses, more transparent and better outcomes and achieving the SDG 16.6 target to 'promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels'(www.un.org).

The findings show that these three elements (the so-called '3Cs' – coalition, children, community) are significantly effective in strengthening accountability in

policy making. They strengthen the capabilities of citizenship by building coalitions with local CSOs, by involving children, and by enabling communities (to use the model of village scorecards) in civic engagement. Reflective lessons will be presented on the legitimacy of participation through the learning of the civic action in developing the combination of the 3C's knowledge, skills and motivation to make a difference and to enhance accountability.

The remainder of the paper is organised as follows. In section 2, there is a short description of the social accountability initiative called the EU-CSO Empowerment Project (European Union-Civil Society Organisations) in West Kalimantan, while we also introduce the three elements (3Cs) of the child-focused *social accountability* initiatives to strengthen policy making. Then, section 3 explores the form of participation of CSO coalitions in three districts and its challenges before section 4 looks at the practice of child forums in participating in the development process. In section 5, the practice of social accountability at village level through standard monitoring, scorecards and interface meetings with service providers is explored. Finally, section 6 provides the conclusions and recommendations related to the conditions affecting child rights-based social accountability.

BEYOND GOALS: THE 3C ELEMENTS OF THE SOCIAL ACCOUNTABILITY MODEL

Social accountability initiatives are progressively being recognised as an implementation of public participation and inclusive governance in Indonesia. Following CFAs (2014), Danhoundo et al. (2018), Fox (2015), Malena and Forster (2004), World Vision (2017), Walker (2018) and World Bank (2018), we define social accountability in terms of empowering citizens to access information to claim their rights, exercise their voice and undertake reciprocal and continual dialogue with duty bearers by achieving and repairing commitments, actions, services and relationships.

Following more than three decades of authoritarian rule, after Soeharto's fall during the Asian crisis of 1998, Indonesia has been moving toward strengthening its democratic processes. Demands for open flows of information transparency and accountability are gradually growing. Here, Law No. 32/2004 on Regional Administration and Decentralisation and *Law No. 6, 2014* on Village Law, are giving the citizens the opportunity to move one step closer to their authorities. The *village* has the original, traditional rights to regulate and manage the interests of the local community. Therefore, there is a gradually increasing prospect for children to participate in any aspiring democracy. In 2011, the Ministry of Women Empowerment and Child Protection Law No. 3 provided a standard for children to express their needs and their interest in development.

Meanwhile, the EU-CSO empowerment project has carried out a series of 3C initiatives (community, coalition and children) involving three districts levels, ten sub-districts and fifty villages. The initiative has established local CSO coalitions in each district, health service providers in 110 health centres, and child forums in three districts and two villages. The project employed a manager, a district advocacy coordinator and a monitoring and evaluation learning coordinator for each of the three districts and a number of field facilitators per district.

The project is aimed at gaining the implementation of children's rights provisions through Cluster III: Basic Health and Well-Being at district level. It aims to improve health facilities and nutritional status as well as ensuring households have adequate access to drinking water/sanitation and implementing public smoking bans.

A recent study from Pattiro and WVI (2019) shows that after three years of implementation, the community, the coalition and the children have been participating in advocating for the government budgets, policy briefs, and advocacy recommendations, from village to district level. The proportion of regional government budgets for the health sector are gradually increasing in two districts, and the percentage of stunted, wasted and underweight individuals in three districts is constantly decreasing over time (West Kalimantan Health Agency, 2018 cited in Pattiro & WVI, 2019). Specific regulations are being published by district authorities such as the decree of the Child-Friendly District, the Child Protection Regulation, the Regent Regulation Decree in Stunting Prevention, the decree for the provision of lactation rooms in 14 health centres, and other district action planning.

In addition to the output for improving and implementing the policies and public services, the aim here is to highlight the lessons learnt from the three key elements as shown in Diagram 1 below:



Diagram 1. The 3C Elements of the Social Accountability Model

Source: writer (2019)

The diagram above shows the lessons learnt from the three combination elements for influencing a pro-child policy. The following sections now explore the participation of coalitions, children and communities. We will start with the lessons learnt from building coalitions for getting citizens to participate in making decisions.

COALITIONS: ENABLING CIVIL SOCIETY ORGANISATIONS FOR CIVIC ACTION

Civil society actors have a capacity to play significant roles in policy making. Meanwhile, to show the level of participation, it is important to express the value of their work and how they will be accountable.

In 2016, collaborations involving global partner organisations, faith-based organisations, health practitioners, tribe councils, village facilitators, youth groups, parliament wives' councils, women groups, child forums, the media and certain individuals were established to improve the health policies in their respective districts. These collaborations include KOMPAS (The Sekadau Child Care Coalition), KOMPAWI (Melawi Child Care Organisation Coalition), and KOPAS (Coalition of Sintang Child Care Organisations). The coalitions eventually included more than twelve member organisations in each district, from both the capital city and the villages. The form of cooperation, synergy and advocacy efforts in this regional government is an indicator of the effectiveness of CSO advocacy in building partnerships.

Table 1. The form of cooperation, synergy and advocacy efforts with regional government:

- Involving citizen voices and action in the process, together with the villagers by using scorecards
- Partnering with child forums in multiple forms of child participation.
- Providing advocacy recommendations and policy briefs, social analysis, workshops, public consultations, media exposure, etc.
- Participating in the process of community discussions about local developmental needs (*musrenbang*)
- Participating in government consultations, celebrations, meetings, actions, including the RKPD, the SKPD forum and regional budget meetings.
- Improving capacity building, obtaining more information on rights and entitlements.
- Generating greater awareness of the importance of data.
- Part of the Child-Friendly District Task Force
- Empowering local communities by providing education on health.
- The participation of female members is increasing every year.
- Working with other local organisations to build a systematic capacity.

Source: Measurement Report on Civil Society Engagement (Pattiro & WVI, 2019 modified by writer)

Following the summary report above, the forms of participation of the CSO coalitions that have enhanced civil society legitimacy and accountability is demonstrated. Despite their influence in changing the policies from village to district level, the problem of the dependency on dominant organisations is a challenge that CSOs are struggling with. It has been shown that the level of participation is on the fourth level of five, namely, 'doing joint work', with the highest level being total 'independency' (David Wilcox, 1994; Pattiro & WVI, 2019).

There are significant lessons for local CSOs, donors, INGOs and governments in terms of shaping the accountability results, which include the following:

- The CSOs should re-visit the values, goals and stakeholders to the dependency of international agendas and money (Pattiro & WVI, 2019)
- The integration of the coalition agenda into the work plans of each organisation before incorporating the agenda into government plans and actions (Pattiro & WVI, 2019)
- Establishing information-sharing agencies to provide more evidence-based initiatives for influencing decision making.
- The concept of '*pendampingan*' (accompaniment) creates a sense of unequal relationships among organisations; using the new term '*kemitraan*' (partnership) among CSOs and governments sounds more equal and will help avoid dependency.
- Building on 'what they have', rather than following the donors 'what do we give' thinking.
- Forecasting a post-funding relationship between local CSOs and other CSO actors, governments and private sectors, or potential new funding forms such as crowdfunding and the merging of like-minded organisations (Lewis et al., 2015; Pattiro & WVI, 2019).
- The CSOs can leverage powerful actors such as local governments, private firms, the media and other organisations (Brown & Jagadananda, 2007).

We have learnt that it is crucial for civil society organisations to note their legitimacy in order to fulfil public participation in good governance and policy making. *Therefore,* we should put it forward that citizenship should not only relate to adults. With this, *children,* as rights holders and active citizens, could participate in the decisions about their lives and will tend to become more *active citizens* as adults. The next section now explores the next C, that is, children, in terms of their participation in development.

CHILDREN PARTICIPATION: A CONTINUATION OF ACCOUNTABILITY

Children's right to participation is expressed in Article 12 of the United Nations Convention on the Rights of the Child. It enables children (those who are under 18) to express their views, to be heard and to be taken seriously. Therefore, it is important to apply meaningful participation with the proper mechanisms to hold them with responsibility. The diagram below – which is based on Lundy's model of participation, a rights-based approach to involving young people in decision making – shows that children must be provided with purposeful and appropriate space, skills and knowledge such that they can raise their voice and influence the course of events of their lives (Lundy, 2007; World Vision; Department of Children and Youth Affairs, 2015).

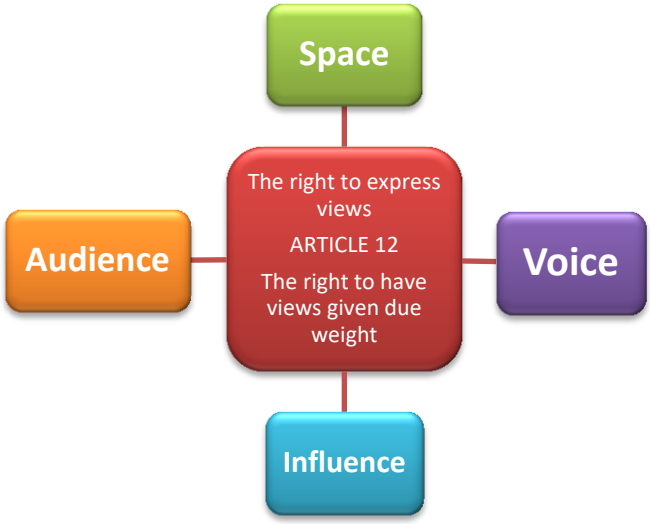


Diagram 2: Lundy's Model of Participation

Source: Department of Children and Youth Affairs (2015) *National Strategy on Children and Young People's Participation in Decision-making, 2015 – 2020*. Dublin: Government Publications.

In the last three years, child forums have been involved in a series of projects that have focused on the experience of collective child participations in a range of village and district contexts. Three of these child forums are FAKSIN (Sintang child forum), FALARI (Sekadau child forum), and FAME (Melawi child forum), which are spaces where children can fulfil their views. In terms of organisation structure, child forums fall under the supervision of the Agency of Women Empowerment and Child Protection in each district, and they respond to government consultations and discuss the children's rights issue. The forums are trained to access better civic education related to children's rights, to improve their analytical skills and have an opportunity to voice their opinions.

The methods of participation (see Table 2) allow them to gather information from their peers so they can be close to their situations, can identify the attendant problems and convey them to the village and district stakeholders and can have a sense of the analytical methods for responding to policy implementation.

Table 2. Methods of Child Participation

Social Analysis
Civic education of children is rights-based; children know that they are rights holders
Mapping on certain issues related to child protection
Identified policy makers
Critical thinking and analysis of development issues
Child-Led Research
The power of evidence-based thinking
Learning to collect and analyse data (they call it *fun mini research*)
Children make recommendations based on data
They are the right observers due to being close to the problem and situation
Child Consultation
Review and input regarding policy or government action

Participatory action, campaign, interface meeting with duty-bearer
The opportunity to share opinions and recommendations to policy makers

Source: WVI unpublished report (2018)

The research above shows that child participation entails resources, time and energy that will provide them with access to the information they need regarding their issues and giving them support to voice their opinions (Tisdall, 2015; Lundy, 2018).

Our recent discussion held during the Learning Event Open Government Week (March 2019) involved adolescents who had had recent experience of being involved in child forums. Here, we were told how much having a voice matters. In fact, the children reported that they enjoyed the participatory experience and they are happy that the adults are giving them a space for raising their voices and are being an 'audience' for their concerns. However, they also reported the nonfulfillment of their expectations and that little or nothing appears to have changed:

'I haven't been involved in the *musrenbang*[1] for two years, but we are satisfied because the government involved us in the OPD forum and other forums, where we could convey our proposals and raise our voices. But it will be better; the government (hopefully) will involve us in the future musrenbang activities' (NN, FAKSIN).

'We have been well involved, such as in terms of conducting research that produces recommendations and data. We have also been involved in the musrenbang, even though this is a "formality". However, our recommendations have not been realised yet' (NN, FAME).

'The government should not only hear but should respond quickly to our input and it should be realised' (NN, FALARI).

'The aspirations that have been conveyed in the *musrenbang* have not yet been followed up; the village government needs to follow up on the children's aspirations' (NN, FALARI).

'Children's involvement could be more in the form of real participation, so that the child is not only a "figure" in the *musrenbang*' (NN).

'We have been directly involved in the development process in the village, through the *musrenbang*, so we can propose the creation of trash cans in every RT in the village' (NN, FAME).

In summary, the children feel disappointed that they took part in activities where they think the government did not take them into account and were not a priority in terms of decisions. In the case of the *musrenbang*, for the most part, the children were consulted after the decision had already been taken, in a kind of 'tokenism' (Lundy, 2018; Tisdall, 2015). Moreover, it could be argued that the meaning of 'participation' does not only involve the *space* in which to raise a *voice* or the *audience* between child forum and policy makers; rather it involves the *influence* of the process or, how they can become part of the whole policy-making process, much like adults, and have the authority and opportunity to control and monitor the process, from planning to evaluation.

This brings into the debate the notion of tokenism and citizenship. While there is no single definition of 'tokenism', a review of the key studies on children's

[1] Annual development planning multi development planning multi-stakeholders consultation meeting

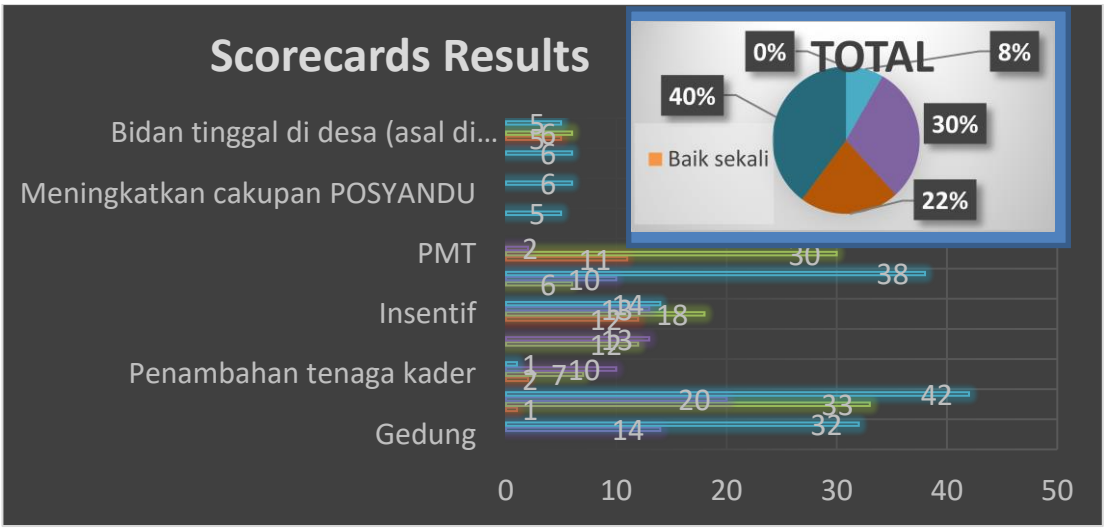
participation suggests that the term can be described as follows: '[tokenism is] attributed to the experiences of children whose views have been sought by adults but not taken seriously.to be seen to be for the sake of appearance' (Lundy 2018:3) or as where the children's views are heard but 'have no discernible impact on decisions' (Tisdall, 2015: 382). Moreover, it can be argued there is a need for further research to explore why decision makers are hesitant to engage with children or why the issues are not taken seriously.

The solution is obviously to reduce the practice of tokenism by providing meaningful engagement. The evidence-based research may help increase the legitimacy of the child forums, thereby making them more influential in the policy processes. One of the potential interventions involves combining children's participation with the scorecard approach, as adults do, in order to monitor the impact of their activities. The success story of scorecards through the citizen voice and actions model will be explained in next 'C-Community' section.

COMMUNITY, VILLAGE SCORECARDS THROUGH THE CITIZEN VOICE AND ACTIONS MODEL

World Vision International (WVI), which works to enhance children's well-being, introduced a scorecard approach (Walker, 2016) known as 'citizen voice and action' (CV&A). This is a social accountability initiative that facilitates villagers and service providers to assess services in terms of both formal standards and villager-determined standards and to develop an authority for improving the service delivery system (World Vision, 2017; WVI GPSA, 2018; Walker, 2018).

In this process, communities learn citizen's rights and entitlements, identify the gaps in public services through standards monitoring, develop village scorecards with scores against the set standards, compute what changes they want to improve certain services, and hold two-way meetings between service providers and citizens in order to reach collective decisions (World Vision, 2019). After the CV&A was implemented over a three-year period in nearly 50 villages, assessments were made for the services at three levels: Posyandu (local health posts), Polindes (local birthing centres) and Puskesmas (community health centres, at sub-district level). Health centre staff assessed their own services against the government-set standards for the health services at each level. The scorecards that apply to each level of health service are listed in their respective sections below.



Notes:

Very good	Good	Average	Bad	Very bad
0%	8%	30%	22%	40%

Diagram 3: Example of Scorecard Results in Five Villages in Sekadau District 2016

Source: Unpublished report by Wahana Visi Indonesia (2016)

In the example above, the service was given a score for each standard ranging from very bad to very good. The participants proposed their ideal criteria and then voted on those criteria using 5-point scales (expressed by emoticon faces). The voting processes were facilitated by a village facilitator (also a member of the coalitions) with the scores determined by community members at a community meeting. The results of the scorecards are discussed through interface meetings with a duty bearer, and then the recommendations for action are decided on.

Following the above aspects and the documented report, the benefits of the CV&A cycles are as follows:

- Dialogical action/interface meeting between the 'lower' level community and duty-bearers, which previously only involved the elite, the patronage and the brokers.
- More transparent, equal, and trustworthy power relations (Walker 2018).
- Increased solidarity capabilities between and within marginalised communities (Walker 2018).
- The scorecards are easy to fill in, even for less educated participants.
- The cycles mean there is more chance that action will be agreed on in terms of improving public healthcare.
- Women are involved in scoring the standards and have a voice.
- Create evidence-based data for influencing policies, scaling up the village planning meetings and the village budgetary aspects.
- Provide a recommended model of social accountability to support the capacity of village governments, which have a mandate to control their authority in planning and budgeting.

The application of the CV&A model in 50 villages has improved maternal and new-born health services. The actions implemented include the following: 16 new health facilities (Posyandu); six reconstructions of old health facilities (Posyandu and Polindes); nine breastfeeding rooms and playgrounds at health facilities; the provision of 391 anthropometry kits and four new mobile health facilities. Some 37 village budgets have been managed effectively by providing extra health staff, including four nutritionists and doctors, 40 cadre training and incentives, four subsidies for pregnant women and two new child forum secretariat rooms.

To conclude, it is clear CV&A cycles have been a key driver in leveraging communities' capabilities and promoting accountability for health rights. For further recommendation, the CV&A model strongly encourages child forums and coalitions to become involved in many ways, as citizens and facilitators. It is strongly recommended that this model forms part of the facilitator guidelines at a national level.

CONCLUSION AND RECOMMENDATIONS

This paper provided a snapshot of the lessons learnt in relation to pro-child social accountability, which are reflected across three important elements: community, children, and coalition. We agreed that coalitions play an important role in civic action, that village communities, who rarely engaged in policy making, have a voice through the scorecards approach, and that children, who are rarely recognised as active citizens, have a space for participating in decision making. In addition, the social accountability initiatives bring to light the following aspects for the 3Cs (children, community and coalitions): i) the correct information about their rights and entitlements; ii) having a voice; iii) having a positive dialogue with duty bearers; and iv) helping to hold governments accountable for delivering better services and policies.

Nevertheless, there remain certain challenges to improving *the process of social accountability, including the following:* i) greater efforts are needed to fulfil the capacities of CSOs to obtain legitimacy through the level of participation; ii) addressing the issue of tokenism versus citizenship in the area of child participation in the policy-making process.

Below are three recommendations for citizens, practitioners and authorities to reflect on:

1. Every facilitation on village planning process applies scorecards approach as a regulatory mandate.
2. A child-led CV&A: involving children in the scorecards approach may help to avoid the issues of tokenism and/or non-participation. This would be more powerful because children will be involved in the whole policy-making process.
3. Strengthening an *evidence-based* advocacy approach (for example by using scorecard results) to both children forums and CSO coalitions in order to achieve greater legitimacy and accountability.

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Biography

Tira Maya Maisesa Malino, MA
Public Policy Analyst
Wahana Visi Indonesia (WVI)
Address :
Jln. Graha Bintaro Blok GB/GK No. 09, Pondok Aren, South Tangerang
Indonesia
Phone: + 62 21 390 7818 (220)
Mobile: +62 82262268885
E-mail: tira_malino@wvi.or.id
Twitter: @TiraMaya
Linkedln: https://id.linkedin.com/in/tira-maya-maisesa-malino-03127444

Tira is the Public Policy Analyst at Wahana Visi Indonesia (WVI). With over ten years' non-governmental organization experiences within a variety of roles in intercultural communications, community development and children well-being. Ms. Malino received her MA (Master of Arts) in the area of Social Policy for Development with specialization in Children and Youth Studies from International Institute of Social Studies, Erasmus University Rotterdam in 2017. Besides working, she enjoys traveling and hiking.

Registration:	#16
Name:	Fetty Wiyani
Title	Encouraging Public Participation and Deliberative Democracy In The Implementation of e-Musrenbang in DKI Jakarta
Theme:	Making better decisions

ENCOURAGING PUBLIC PARTICIPATION AND DELIBERATIVE DEMOCRACY IN THE IMPLEMENTATION OF e-MUSRENBANG IN DKI JAKARTA

Fetty Wiyani
fetty.wiyani@sgpp.ac.id

Abstract

In the era of democracy, development is not merely a state authority. The involvement of the public and non-state stakeholders is an important requirement in the planning phase so that the development carried out is of a higher quality and far more emancipatory. Starting in 2015, the Provincial Government of DKI Jakarta began to implement electronic systems in each development planning meeting (e-musrenbang). In a system, this canal was built to listen to public aspirations as deeply as possible, so the implementation of e-musrenbang reached the RW level. Of course this is a momentum for learning for the public to be able to carry out their role as citizens, therefore participation needs to be encouraged further so as to be able to provide development interventions according to the real needs of the community. Therefore, existing participation needs to be based on deliberative democracy so that the voices present are equal voices without bias in the interests of the elite. On this occasion, the author would like to conduct a critical study of the practice of e-musrenbang, particularly on the role of public participation and the empirical process of the dynamics of deliberative democracy in e-musrenbang. This is important to research and explore to understand the picture of the reality of e-musrenbang practices in the field. The results of the study will be made into ideas in the form of conception and theorization of public participation and mapping the model of e-musrenbang implementation on the basis of deliberative democracy so that e-musrenbang is not merely a normative agenda and substanceless formality.

Keywords: *E-Musrenbang, Deliberative Democracy, Public Participation*

1. INTRODUCTION

Post-reform era, development is no longer a monopoly of state authority. Gradually, the community began to involve themselves in the development process. The public does not want to re-implement the results of elitist decisions. Indonesia once had a dark memory of the power of development designed centrally. Finally, many policy agendas are not based on the real needs of the people in the field.

During the New Order, the channel for community involvement did not mean that there was nothing at all. The rooms were built, but unfortunately it was contaminated by the bias of the regime's interests and power. In contrast to the planning system during the New Order which used a top-down approach, planning now regulated by Law No. 25 of 2004 concerning the National Development Planning System and its implementing regulations using a combination of top-down and bottom-up, which emphasizes more on aspirational and participatory steps (Yunas, 2017).

One of the important agendas in the planning stage is the development planning meeting (musrenbang) which is the beginning of all development processes. Musrenbang is a facility facilitated by local governments to participate in regional development planning within a year. But during the New Order, musrenbang was only a formalistic agenda. Even if the musrenbang agenda is carried out more deeply, it can be a valuable opportunity for the community to learn to care for and maintain the ongoing democracy.

Musrenbang is carried out at all regional government hierarchies, starting from the village / sub-district, regency or city and provincial levels. Regulation of Law No. 25 of 2004 mandated five approaches in development planning, namely political, participatory, technocratic, bottom-up and top-down approaches.

The process of developing musrenbang also undergoes renewal. In the era of the rise of information technology, the musrenbang process in several regions in Indonesia has begun to be strengthened by the e-musrenbang system. E-musrenbang is part of e-government innovation in the format of a website portal that is built to be a supportive force for planning synergies between the central government and local governments in the preparation of government work plans. One of the implementation of e-musrenbang is the DKI Jakarta Provincial Government. DKI Jakarta Provincial Government has begun to hold e-musrenbang in 2015. The presence of the e-musrenbang is expected to be able to minimize budget deviations and non-priority programs. Of course this is an innovation that is worth appreciating as an important step from the government to emphasize the democratic process in planning and implementing development so that governance is more controlled, responsible and transparent.

E-musrenbang increasingly opens and expands aspirational space for the community. With wider participation space, it can encourage collective action in making the voice of the community more audible and able to influence an institution's decisions (Teguh, 2004). This collective action then becomes a driving modality to strengthen participation. The E-musrenbang itself is applied to formulate Regional Regional Development Plans which are often referred to as Local Government Work Plans (RKPD).

Legally formal, musrenbang is a participatory planning mechanism guaranteed by legislation in which regional regulations mandate 30% of the APBD's direct expenditure must be able to accommodate musrenbang and recess proposals (Rafnialdi, 2017). In this case, aspirations originating from e-musrenbang are part of the manifestation of the mandate.

In the initial two years of the implementation of e-musrenbang in DKI Jakarta, the community responded to the innovation very well. In numbers, it can be seen from the data that the proposed activities in e-musrenbang are quite high.

Table 1. List of Proposals for e-Musrenbang in DKI Jakarta Province

Year	Amounts of Proposals
2016	127
2017	347
2018	10.799

Source: Data is processed from musrenbang.jakarta.go.id (2019)

The data above informs that community proposals in development planning in DKI Jakarta Province are quite high and dynamic. The E-musrenbang owned by the DKI Jakarta Provincial Government basically allows the community to submit direct proposals. Thus, everyone can channel their aspirations and have the opportunity to get a portion of the budget in the RKPD. But of course, the proposed numbers contained in the portal e-musrenbang input need to be explored further in the paradigm of deliberative democracy. The public proposal must be in the framework of meeting the real needs of the community, not just the local government elite or external parties outside the local community. Therefore, the quality of communication in these meetings needs to be seen more critically. It would be sophisticated if the e-musrenbang platform was able to transform into a kind of open public space, so as to encourage the role and active participation of the community to carry out more emancipatory development.

2. OBJECTIVES

The author wants to conduct a critical assessment of the practice of e-musrenbang in the perspective of public participation and the empirical process of deliberative democracy in the implementation of e-musrenbang in general in the DKI Jakarta Province. This is important to research and explore to understand the picture of the reality of e-musrenbang practices in the field. The results of the study will be made into ideas in the form of conception and theorization of public participation and mapping the model of e-musrenbang implementation on the basis of deliberative democracy so that e-musrenbang is not merely a normative agenda and substanceless formality.

3. METHODOLOGY

This research is structured systematically by using qualitative methods. Basically, qualitative research methods are procedures for collecting data that produce descriptive data in the form of written or oral words from people and observed behaviour (Moleong, 2004). The observed research location is the Regional Development Planning Agency (Bappeda) of the DKI Jakarta Province, which is located in the Jakarta City Hall Office. While the selection of informants used purposive sampling. To further support the results of the study, the author uses a

literature study with secondary data-based research. Literature study is a technique of collecting data by reviewing various literature, books, records, and reports related to problems that are to be solved (Nazir, 2009). Library studies have an important role to explain clearly the relationship between problems, relevant researches and supporting theories.

4. THEORY FRAMEWORK

4.1 Public Participation

Good and ethical planning in the paradigm of New Public Services (NPS) is planning that has a strong foundation in the process of public participation. Gifted NPS from community and civil society models that are accommodative of the community's role in building demoratic governance (Denhardt & Denhardt, 2015). In other words, community participation is key. In the context of development, the public, in this case, needs to be involved in the entire process, starting from identifying needs, planning, implementing, to evaluating continuously (Faedlulloh, 2018).

Community participation is the active participation of the community starting from the process of identifying problems and the potential of the community, and the process of finding alternative solutions to answer problems, implement these solutions and evaluate changes that occur (Isbandi, 2007). In this case, e-musrenbang basically requires the practice of inherent participation so that development policies are implemented in accordance with the real needs of the community. The wide open space for participation and aspirations of the community then encourages community members to move together in expressing their aspirations. In one study it was shown that the role of collective action in making community voices more heard and opening opportunities to influence the decisions of an institution regarding public services. The collective action will support the community to be better prepared to be involved in the participation process (Teguh, 2004).

Although facilitated and implemented by the government, the development process does not necessarily become the responsibility of the government alone. The state cannot now be the sole actor of development. In the flow of democratization, the community is positioned as the subject of development and within a framework that is equivalent to other stakeholders. Moeljarto (1987) explains the importance of community participation in the development context, namely:

a) participation creates a sense of self-worth and personal ability to be able to be involved in achieving important decisions in people's lives
b) participation conditions the environment of feedback information about the attitudes, aspirations, needs and conditions of the area which will not be revealed without its existence
c) development is carried out better starting from where the community is and what they have
d) participation in expanding the acceptance area of development programs
e) expanding the scope of government services to the community
f) participation supports development

g) participation provides a conducive environment for both the actualization of human potential and human growth

h) participation is an effective way of building human capacity to manage development programs to meet the needs of regional human resources

i) participatory participation is seen as a reflection of the democratic rights of individuals.

Another important thing, community participation can be a tool to obtain information related to conditions, needs, and local communities. Without this information, development planning will tend to fail. In addition, through active participation, the community will trust the development program more if they feel they have been involved in each process from preparation, planning to implementation. There is a sense of belonging that the community has towards the development they create. The more substantive thing is basically community participation is nothing but the democratic right of the people to be involved in the development of their own society (Conyers, 1994).

Participation requires an open dialogue and active community involvement, and requires individual voting rights in decision making that can affect a forum. Participation focuses on the activeness of individual participants, so if someone participates but only becomes a listener without giving his opinion, then the individual is not included in the meaning of participation, because this process if it runs properly will lead to a result of change (Stiglitz, 2002).

Participation in musrenbang is important, without the presence of participation it means that there is no such thing as musyawarah (because deliberation needs participation) as part of the development planning process, by involving without participation, the musrenbang is substantially absent / does not occur. The practice of musrenbang is the practice of formalism which is certainly dangerous for the community. This needs to be avoided so that the quality of democracy is maintained in the implementation of development.

Deliberative democracy

Communication in musrenbang plays an important role to confirm the success of achieving goals. The implementation of musrenbang with a bottom-up communication approach from stakeholders of non-government development and government top-down communication is believed to encourage community participation in planning development programs that are based on the needs of the community itself and are in line with local government policies in the context of regional development (Muldi, 2018) . In questioning the communication at the musrenbang process, it certainly cannot be understood naively that the deliberation process will go well. All parties involved will run according to their capacity to be a necessary condition. Of course this is not right. Therefore, it is important to consider how the communication process is established in musrenbang, especially on this occasion, in the practice of e-musrenbang. Therefore, in addition to the conception of participation, another thing that needs to be elaborated as a basis in development planning is the process of deliberative democracy.

Deliberative democracy underlies the process of communication that is equal and free from domination and co-optation of certain parties, especially the elite.

Relations that are built are not master-slave relations but citizens. Habermas (1984) realized humanitarian communication in the concept of the public sphere. Deliberative democracy is the derivation of public space in the context of political theory.

In simple terms, in the daily context of society, deliberative democracy is characterized by the presence of space to devote all the contents of the heart, proposals, criticisms of all public elements regardless of the socio-economic background of the community to achieve a common consensus (Faedlulloh, 2015). The communication that Habermas (1984) fought for was communication with all sides of humanity so that the quality of the results of the agreement was not deprived of humanity. What Habermas expected was communicative power through networks of civil society communication. Through the communicative paradigm that is free from cooption and domination of the ruler, the changes created are maintained by fellow citizens so as not to give birth to new forms of tyranny. When the New Order came to power, communication in development went in the same direction. Policies are designed centrally and position the community merely as the object of development. Therefore there are many policy cases in the regions that are not in line with the expectations of the people in the region. The community at that time did not have the capacity to control the direction of policy.

Through deliberative democracy, development policy is not an elite monopoly, both the state and the owner of capital. Basically this is relevant in the planning of the musrenbang, which fundamentally puts forward the voice of civil society. The presence of deliberative democracy is important to maintain and maintain the development discourse in order to remain loyal to the public interest.

Community involvement in participation is at the core of active deliberative democracy. The idea of emancipatory community involvement refers to the process of communication and achieving consensus in the forum held, in the context of this research means the musrenbang forum. Participants involved are encouraged to communicate openly, equally and use a deliberation approach to reach consensus that respects majority and minority opinions (Faedlulloh, Prasetyanti, & Indrawati, 2017).

Habermas sees communication activities to be carried out in an equal and equal manner so that an agreement can be reached that is acceptable to all parties. The process of communicative action that leads to achieving consensus will result in social integration. In this context, Habermas emphasizes that communicative actions need to be interpreted as:

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

Through mutual understanding in a forum between participants as the subject of communication, a communicative action will be able to walk. But if there is coercion of will or even the occurrence of disinformation and the delivery of lies, then the act of communication changes into strategic and instrumental actions that will not

end in achieving consensus, but mastery and fulfillment of ambitions of personal goals. This is what needs to be avoided in the implementation process at forums such as musrenbang. Do not let musrenbang become an arena for manipulation of public space.

5. FINDINGS AND RESULTS

5.1 Participation in e-Musrenbang Practice

Towards the development of technology and information, the presence of internet networks is able to connect local government communications with other agencies. The implementation of the conventional Musrenbang can be updated with e-musrenbang which can facilitate communication and community participation in broader development planning (Muldi, 2018).

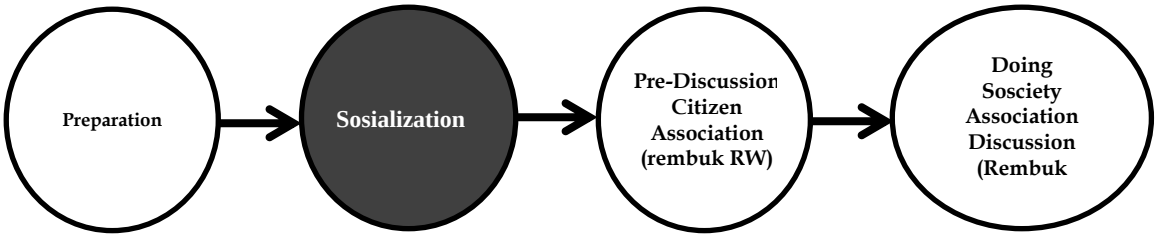
E-musrenbang is an activity that is documented through the government's website and makes communication space for the wider community to propose ideas and aspirations regarding the preparation of the RKPD (Muldi, 2018). The DKI Jakarta Provincial Government is the first provincial government to initiate e-musrenbang in 2015. This is worth appreciating as a form of commitment to open government. An important platform that became the background of this open government breakthrough was the increased awareness about the right of the community to obtain information that has become a universal understanding that needs to be followed up. Therefore, the government must manage and publish data and information as part of fulfilling community needs (Retnowati, Manongga, & Sunarto, 2018). Open government aims to explore new ways and models in managing and managing government well to solve government problems (Andhika, 2017). Therefore open government is expected to be able to improve the quality of democracy and improve the fulfillment of the real needs of society.

Formally, community participation in the implementation of e-musrenbang in DKI Jakarta has increased considerably compared to the musrenbang process. Previously, the implementation of musrenbang often involved a group of people. In fact, musrenbang is essentially an important process in planning which begins with the identification of conditions and potential, problem mapping and finally formulating an activity program that is a solution to problems in certain regions. Many factors have become obstacles in the musrenbang, ranging from time constraints that make it difficult for community meeting points, access to information, elite domination in forums or even administrative discipline. Because many proposals are often not realized, eventually the proposals sometimes do not change from year to year. So only routine copy-paste documents are made early in the year. In each urban village until the city / regency in DKI Jakarta has different situations and conditions.

With the presence of the e-musrenbang channel, which is located at musrenbang.jakarta.go.id, it is quite helpful in the implementation of the musrenbang in the framework of preparing the RKPD. In terms of participation, it can be said that there is an increase in community involvement in e-musrenbang. The DKI Jakarta community is familiar with technology-based innovations, such as the use of the Qlue application as a report and service for citizen complaints in real time. Even though not all people have embraced the use of the application (Rahmawati & Firman, 2017), but at least there are people, especially digital natives who are used to and ready to use information technology in participating in development.

Stiglitz (2002) explains that participation is very important in influencing changes related to development transformation. Optimistically, Stiglitz sees if individuals convey their aspirations that lead to change, perhaps these opinions will be more easily accepted than rejected. Therefore the process of participation is more effective towards a broader transformation of community development. In the context of e-musrenbang, too. E-musrenbang opens a wide space for individuals as citizens to contribute to expressing their opinions. From the results of observations in the field, increasing community participation in e-musrenbang in DKI Jakarta was due to the convenience that the community obtained in formulating proposals and the ease for local government administrators to verify proposals. In addition, the government facilitation through the presence of assistants in the RW consultation was very helpful for the community to understand how to do problem mapping and the operationalization of e-musrenbang. These facilities and facilitation were able to break through the bureaucratic constraints in the previous musrenbang. This shows that participation can be increased if accompanied by affirmative steps from the government.

The preparation of the RKPD begins with the RW consultation process and the implementation of the musrenbang is carried out in stages from the kelurahan, sub-district, city / regency level to the provincial level. This consultation meeting was the momentum to see social dynamics and participation in formulating development priorities in each RW. The RW consultation has several sub-stages, including RW consultation preparation, RW consultation session, RW assembly and RW consultation.



KEY INDICATORS			
1. Improvement, updating and synchronization of e-musrenbang and e-budgetting 2. Preparation of legal basis, mechanism, and guideline for implementing musrenbang 3. Presentation of infobank data for DKI Jakarta Province in 2018 per kelurahan 4. Distribution and inventory of number of RW and user account application forms	1. Disseminate the mechanism for implementing the Musrenbang 2. Distribution of user accounts and standard e-musrenbang user login passwords 3. Infobank socialization and distribution 4. Socialization through social media technical consultations 5. Preparation of the mayor / regent's assignment letter regarding the formation of a technical 6. Preparation of the Rembuk RW schedule	1. Inventory of problems and proposed activities by the head of the RT 2. Inventory, field checking and validation of the RT head proposal by the RW head 3. Organizing the pre-consultation forum RW 4. Input proposals along with priority proposals in musrenbang	1. Carry out the Rembuk RW forum 2. Signing the minutes of the RW meeting at least by the RW chairman and the LMK chairman 3. Preparation and submission of reports by the RW consultation team to the lurah

Figure 1. Rembuk RW Stage

Source: (Agency of Regional Planning and Development of Jakarta Provincial Government, 2018)

In the pre-consultation stage of the RW and consultation group RW, the role of the facilitator became significant. The accompanying facilitators recruited by the DKI Jakarta Provincial Government came from communities in the local RW who were concerned about development in their area. The companion task is to provide assistance and assistance to identify problems, determine needs and formulate proposed solutions to problems in the local RW. Rembuk RW companion is determined through Mayor / Regent Decree. Training for facilitators was carried out by the Subanppeko / Kabupaten and facilitated by a team of facilitators who were experts in facilitating participatory planning assistance. This shows the initiative of the DKI Jakarta Provincial Government in opening public spaces in the implementation of e-musrenbang. The government does not disengage, nor does it intervene but does the facilitation function. So that the voice that is born is still the voice of the community itself.

After the RW consultation, representatives from each RW attended the kelurahan musrenbang, conveying the results of the RW consultation to be proposed in the kelurahan strengthening budget. The community can also monitor the proposal process through the e-musrenbang website. One important aspect of governance, namely transparency, has been implemented by the DKI Jakarta Provincial Government through e-musrenbang.

E-musrenbang is a development communication network system that can be accessed by the public widely, quickly, cheaply and effectively. Its presence was able to encourage the community to be more active in the musrenbang forum. This can be seen from traffic visits on the DKI Jakarta e-musrenbang website. In addition to displaying the results and process of the Musrenbang from the kelurahan, sub-district, city / regency and provincial levels, musrenbang.jakarta.go.id generally opens space for people who may not be involved in the musrenbang to contribute online development proposals. The proposal submission step is designed to be easy and friendly for visitors. In addition, proposers can monitor the extent to which their proposals are processed by the system. This is one of the strengths of the e-musrenbang innovation, which is to reduce the bureaucratic system of proposing regional development programs. On the other hand, democratic rights of the community can be fulfilled.

Opening Deliberative Democracy Space

The e-musrenbang innovation has succeeded in increasing community participation. This is an important achievement in the community development process. It means that public trust is increasing on a system run by the government. Public trust is a very important and fundamental element in getting legitimated public administration, therefore without public trust, many policies will encounter serious problems (Hamudy, 2010; Mardiyanta, 2013). There is hope that musrenbang will not become a venue for formalities. Therefore, it is necessary to look deeper into the communication process that has been established in musrenbang and e-musrenbang in the perspective of deliberative democracy.

Deliberative democracy prioritizes decision making procedures that emphasize deliberation and problem solving through equal dialogue and exchange of experience between stakeholders and the community. The goal is to reach consensus through deliberation based on the results of discussions that have considered various predetermined criteria (Aprilia & Kismartini, 2016).

Inclusion aspects were fulfilled when the musrenbang was attended by participants representing all community needs. The practice of musrenbang and e-musrenbang in DKI Jakarta Province has basically attempted to encourage various community groups. This was successful, as evidenced by the increase in participation rates. However the implementation of the musrenbang and e-musrenbang is still biased in the urban middle class. Carson (2009) explained that the decision-making process was said to be repre- sentative if the process involved various kinds of groups brought together through random selection so as to reflect various perspectives of the community. From this diversity of viewpoints it is possible to produce the best decisions.

The musrenbang forum has not involved serious disempowered groups and vulnerable groups such as the poor, people with disabilities or people who are evicted. This happens because it is considered that their needs will be indirectly represented by the parties present at the musrenbang. Of course this process reflects Musrenbang not really inclusive (Karpowitz & Raphael, 2016).

However, the presence of e-musrenbang actually provides an opportunity to improve accessibility. Because as mentioned earlier, individuals as citizens can provide development proposals online through musrenbang.jakarta.go.id. This means that people who feel that their voices have not been represented can contribute to the proposal through e-musrenbang. But we cannot be naive, the ideal process is not easy. E-musrenbang still has limitations because communication feedback that occurs online is still delayed feedback. DKI Jakarta E-musrenbang has not yet provided a channel or forum specifically for online discussions with all stakeholders in real time. Therefore, homework is still addressed to the improvement in increasing the inclusion aspect in the RW consultation meeting face-to-face.

The next is the deliberation aspect. There are two keywords that are important in fulfilling this aspect, namely access to information and provide open dialogue (Carson, 2009). Basically, through the realization of open government, DKI Jakarta Provincial Government has provided access to accurate and reliable information through various media owned. However, in the field, technical obstacles sometimes arise such as limited time problems and the submission of meeting invitations within a short time frame so that the forum cannot comprehensively elaborate the problem.

The impact of the inclusion aspects that have not been optimally fulfilled, the provide open dialogue has not been fully implemented. Discussions in the forum are still biased about the issue of the urban middle class, thus denying small narratives from the voices of marginal groups. The infrastructure of the e-musrenbang communication network is indeed quite successful in encouraging bottom-up communication processes in development planning, but the e-musrenbang portal has not yet been transformed into a public sphere.

Furthermore, the influence aspect means that people's aspirations and voices during the musrenbang process can influence the policies that will be produced. A process is said to be influential if the process is able to make all participants influence each other and rational arguments from participants can influence policy makers (Carson, 2009). The e-musrenbang process in DKI Jakarta provides an opportunity for the community to oversee the proposals agreed upon by directly monitoring through musrenbang.jakarta.go.id. However, this opportunity is still limited, because the e-musrenbang channel has not provided a realtime discussion forum that is capable of involving many stakeholders. If provided, the community can actively ask directly

through the channel, so they do not have to go to the kelurahan or kecamatan. If there are proposals that are not processed, then the dialogue remains open until a new consensus is created.

Facing the industrial revolution phase 4.0, the government needs to be adaptive and accommodate the spirit of the times. Likewise people, gradually they must be prepared with digital culture. Therefore designing a development planning process with online communication is a necessity that must be passed.

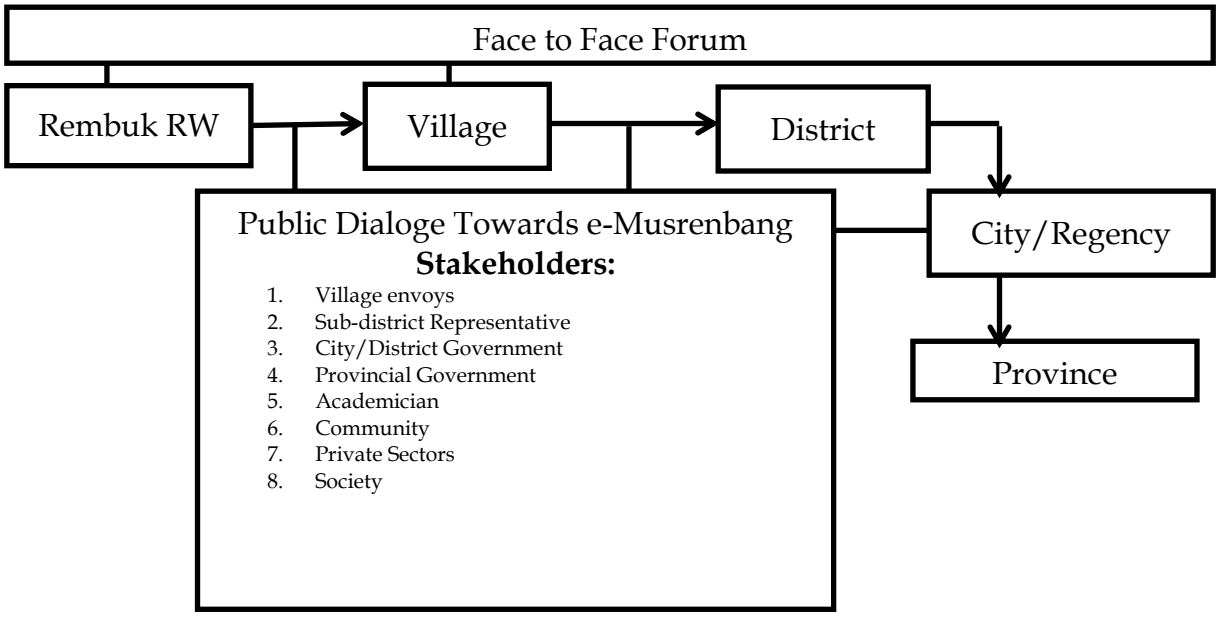


Figure 2. The Deliberative Process Model in the Implementation of e- Musrenbang

Source: Researcher's Analysis Results (2019)

E-musrenbang in DKI Jakarta Province still has shortcomings, but its success in improving the aspect of community participation is an achievement in itself. What becomes the next job (and needs a long processing time) is how the participation that has taken place can also be supported by the absorption of aspirations from the vulnerable and marginalized.

E-musrenbang is an important innovation that is worth continuing. Basically, e-musrenbang can be articulated as a public sphere in the form of dialogue and deliberation that runs consistently and involves all stakeholders in the online platform. E-musrenbang strengthens, even fills in the gaps found in face-to-face democratic processes.

In the everyday language of the Indonesian people, deliberative democracy is known as consensus deliberation (Faedlulloh, 2015). The practice of e-musrenbang also needs to be in the anchor of the consensus meeting. Through consensus agreement, public sprit is maintained. With a note that all the processes for implementing e-musrenbang always prioritize initiatives and roles directly from the community.

6. CONCLUSION

Open government has an important goal to explore new ways and models in managing and managing government well to solve government problems. The presence of e-musrenbang innovation is an important part and cannot be separated from the big narrative of open government. E-musrenbang has helped in the process of drafting the RKPD in DKI Jakarta Province to be easier, faster, more efficient, and participatory. This is the advantage of the e-musrenbang innovation, which is to reduce the bureaucratic system of proposing regional development programs.

The response from the community is very good for the implementation of e-musrenbang. This is indicated by increased community participation compared to before. In addition, the DKI Jakarta Provincial Government also facilitated this e-musrenbang process with the role of facilitators in all RWs in the DKI Jakarta area. Philosophically, e-musrenbang is able to maintain that the democratic rights of the community can be fulfilled.

But the increase in participation has not been accompanied by a strong process of deliberative democracy. The aspect of inclusion in the effort to strengthen deliberative democracy needs to be increased again by more capturing the voices of disempowered groups and vulnerable groups. This is important so that the planned development is not the result of the most tyrannical votes. On the other hand, the musrenbang and e-musrenbang practices must begin to consider development with a gender justice perspective, pro ecology, and aspects of vulnerability. Of course, this joint work will require a short time process. But these steps need to be pursued as soon as possible. Do not let the communication that takes place during the musrenbang process and e-musrenbang is a communication manifestation of strategic and instrumental actions that are biased towards personal interests or local elites who manipulate public space.

Basically, e-musrenbang has the potential to transform as a public sphere. This can be done by strengthening the space for open dialogue that is displayed through the e-musrenbang platform so that it can fill the void of limited face-to-face deliberation. So that all communities can participate directly in submitting proposals and discussing them with all stakeholders. Even though it is based on electronics, the practice of e-musrenbang must continue to use a consensus agreement approach. Through consensus agreement, public sprit is maintained, so that the development carried out is not uprooted from the real needs of the community.

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Biography

Fetty Wiyani
Fetty Wiyani is a Master student at School of Government and Public Policy (SGPP) Indonesia
Jalan Anyar, Citeureup, Sentul, Bogor 16810, Indonesia
Phone: + 62 21 29325345
Mobile: +62 81299041789
E-mail: fetty.wiyani@sgpp.ac.id
Instagram: @fetty5592
Facebook: Fetty Wiyani
LinkedIn: Fetty Wiyani
Biography

Fetty Wiyani is a Master's degree student at School of Government and Public Policy (SGPP) Indonesia. She had been working in Department of Communication, Informatics, and Statistics Jakarta Provincial Government for 3 years 8 months. After she received scholarship from SGPP Indonesia now she has moved to Agency of Regional Planning and Development Jakarta Provincial Government as an Expert Staff. Fetty is focused on Open Government issue especially on implementation Open Data in Jakarta Provincial Government. Besides working and studying for her master degree, Fetty is also involved in youth organization, Sinergi Muda Foundation, in Jakarta that raised youth and social issues.

Registration	#21
Name:	John Poynton
Title:	Superintendents Building Public Trust and Engagement in Five Public School Communities
Theme:	Responsive governance & social accountability

SUPERINTENDENTS BUILDING PUBLIC TRUST AND ENGAGEMENT IN FIVE PUBLIC SCHOOL COMMUNITIES

John Poynton, Rena Kirkland, and Carole Makela

Abstract

To increase capacity for public participation and improve problem solving practices, some public school districts have launched stakeholder training programs. This mixed methods study examined the impact of five school district parent training programs (four in Colorado and one in Illinois) designed to increase trust and engagement. Data were collected from 67 trainee surveys, 21 trainee interviews, and five superintendent interviews. Quantitative analysis examined five domains: knowledge, relationships, willingness, efficacy, and action. Using qualitative thematic analysis, we examined stakeholder and superintendent interviews. Stakeholders (parents and community members) reported increased knowledge about school district operations and improved relationships with district leaders. Four main themes emerged from the superintendent interviews: building trust, advocacy, community engagement, and sharing power. Findings converged indicating that trainings increased engagement, knowledge, advocacy, and trust for district administrators. Findings suggested school superintendents can increase stakeholder trust, build capacity for public participation, and narrow the engagement gap in district affairs through stakeholder training programs.

Key Words: *public education, public participation, public deliberation, parent engagement, training, organizational change*

Stakeholder Engagement in Schools

…our institutions need to develop more effective ways of helping citizens work through the issues and move steadily along the learning curve.

– Daniel Yankelovich, 2010

At public school districts across America, administrators and school board members are routinely faced with issues and decisions ripe for controversy and conflict—decisions related to standardized testing, LGBT rights, bullying, curriculum, and freedom of expression to name a few. Controversial issues like these can highlight differences in stakeholder values, activate parents and special interest groups, and create tension between a school district and its community. When educators include parents and other stakeholders (e.g., profit and non-profit businesspersons, directors of educational foundations, and other citizens with an interest in school district operations) in thoughtful, wel run deliberations, the process can pull people together, generate innovative solutions, strengthen buy in, and build trust.

To navigate hot button issues, education leaders typically rely on a combination of administrator expertise, legal counsel, industry experts, and other institutional insiders to inform their decisions. This method of decision making, often intended to avoid uncomfortable public meetings, can actually stoke the public's ire rather than dampen it. With the law on their side, administrators and boards will regularly choose to sidestep public deliberation, render a decision, and endeavor to move on.

An unfortunate reason for excluding community input is the belief that professional educators, unlike "non expert" stakeholders, are uniquely qualified and know how to address complex education issues. But while many administrators believe they alone have the knowledge and expertise to determine what is best for students (Gurke, 2008), research shows that other stakeholders can make meaningful contributions to complex problems when given information and other tools (Hartz\Karp, 2007; Heath, Lewis, Schneider, & Majors, 2017; Yankelovich & Friedman, 2010).

There are compelling reasons for district administrators and school boards to cultivate a district culture that actively engages stakeholders in deliberative problem solving. The deliberative process includes citizens collaborating with public administrators to expand public participation and contribute to problem solving (Gudowsky & Bechtold, 2013; Nabatchi, 2010). Increased stakeholder participation in school business has been linked to better solutions to shared problems (Fung, 2004) and increased levels of stakeholder agreement and trust (Langsdorf, 2003). Yet another benefit of increased stakeholder engagement in schools is improved student achievement (Rice et al., 2000). Bryk and Schneider (2002) reported that student learning improved most in elementary schools with high relational trust. Importantly, building relational trust in public schools requires commitment from school staff and community leaders to collaborate with the broader community, which positively impacts the day to day routine work of schools (Bryk & Schneider, 2002; Van Maele, Forsyth, & Van Houttle, 2014). Additionally, research suggests that parents who step into school and community leadership activities serve as role models for children and for other parents to become involved (Cunningham, Kreider, & Ocón, 2012).

The long term implications for not engaging stakeholders and actively deepening relationships with them are substantial. This is particularly evident when ballot initiatives are put before the public to fund school operations and capital construction. When educators opt to exclude the public from discussions pertaining to controversial issues, stakeholders are quick to mobilize against tax initiatives or withhold other forms of support such as volunteering, serving on committees, or advocating for the district in the public square.

Disengaged stakeholders are prone to grow actively adversarial toward their school districts. The lack of proactive public engagement has been described as problematic by several authors (Auerbach, 2007; Coleman & Gotze, 2001; Putman, 2000). In one study, school leaders reported that promoting parent engagement was an important goal, but little effort was made towards strategic planning for authentic engagement (Auerbach, 2007). Although symbolic efforts were made by some school leaders, no efforts were put forth for a comprehensive approach to public engagement. In the absence of deliberative processes that are well planned and well facilitated, stakeholders can become enmeshed in "a web of suspicion, extreme partisanship, competitiveness, and poor communication" (Mathews, 2006, p. 35).

Getting a broad representation of stakeholders to participate in meetings and group discussions about shared problems is often challenging. Many educators and other institutional leaders have not been exemplary performers in advocating for better public participation. However, because citizens do not naturally come together to improve their skills in public participation and deliberation, it is important for today's leaders to intervene and engage their constituents in this work (Fusarelli, Kowalski, & Petersen, 2011).

Some researchers have turned their attention to the impact of shared educational leadership, which is a leadership style focused on building community engagement by including community members in decision-making and organizational learning (Daly & Finnigan, 2012; James, Mann, & Creasy, 2007; Leech, & Fulton, 2008). With deliberate effort, shared educational leadership has been successful in reshaping school culture and building trust (Forsyth, Adams, & Hoy, 2011; Murphy, Smylie, Mayrowetz, & Louis, 2009).

Engaging the public requires resources and skills. Feldman and Khademian (2007) said the role of a public administrator must be recast as a facilitator of community involvement, and Fischer (2009) advocated for "a new breed of participatory professionals" skilled in convening and facilitating deliberative problem solving and decision-making (p. 71). These skills include relationship building and the ability to deal with conflict in a constructive, open environment (Boyte, 2009). Fitzgerald and Militello (2016) underscore the importance of school leaders learning to "listen to and dialogue with families and communities" (p. 112).

In 2012, the lead author studied a stakeholder training program designed to increase trust and participation of parents and other stakeholders in the affairs of a large Colorado public school district (Poynton, 2012). Findings from that mixed method study suggested that the training increased participant trust and capacity for public participation across five study domains (knowledge, relationships, willingness, efficacy, action). In this article, we summarize findings from a study of five school districts (named herein with permission) including the district in the original study

and four new school districts (three more from Colorado and one from Illinois) that subsequently launched similar training programs in their communities.

Parent and Community Training Program

In 2009, St. Vrain Valley School District (SVVSD) formalized and launched a stakeholder-training program called Leadership St. Vrain (LSV). The purpose of LSV was to build trust and increase public participation through two key strategies: (a) to provide stakeholders a working knowledge of how their district operates; and (b), to build relationships between stakeholders and district administrators. The rationale is that when provided with operational knowledge and when social relations are strengthened, stakeholders will be more willing, available, and effective participants in school district business.

The training program was publicized several ways across the five school districts. In some districts, principals of local schools made announcements at back-to-school-nights; recruitment was also publicized through district Facebook pages, and one district listed the training on a handout advertising several events and volunteer opportunities to parents. Word of mouth was the most effective recruitment method for all districts; consequently, each year the training programs were offered the number of participants increased. Training included eight 2.5-hour sessions, meeting one time per month over the course of the school year. Most of the districts held meetings on Friday mornings, but one district held meetings in the evenings, while another district experimented with both day and evening meeting times.

The topics covered varied to some degree, but the following topics were covered across all districts: assessment, budget/school finance, curriculum, governance, state and federal laws, technology, and safety and security. Based on interest and feedback from stakeholders, other examples of topics that were presented included gifted and talented education, growth and construction, special education, and student services. The presentations of specific topics were made by appropriate administrative leaders. For example, the district's assistant superintendent of assessment and curriculum presented on assessment. The respective superintendents were present at all sessions and gave a brief superintendent report at the beginning of each meeting. In most districts, a parent liaison facilitated the trainings by introducing the respective speakers and fielding questions after the presentations. In some districts, the meetings were facilitated by the director of communications. To facilitate attendance and diversity, the training program provided childcare, and some districts included live translation from English with the use of headsets.

The Current Study

The decline in public participation has been regarded as a factor contributing to the distrust surrounding public education and misunderstandings surrounding educational policy (McNeil, 2002). To reverse this trend, build stakeholder trust, and increase participation in district business, other school districts have followed the lead of SVVSD and have begun offering similar stakeholder-training programs to their school communities. In the current study, conducted in 2015–16, we explored the effectiveness and experiences of five public school districts implementing training programs to build stakeholder trust and raise capacity for public participation.

Research Questions

The research questions for the study were as follows:

1. As a result of their participation in the training, what gains did participants make in terms of operational knowledge about the district, enhanced relationships (trust) with key decision makers, willingness to be involved in education-related activities, and efficacy in deliberative problem solving?
2. What new education-related actions did participants perform after involve ment in the training?
3. Were there different impacts to participants based on differences in the respective district training programs?
4. What did the participating superintendents report about the impact of the training programs on their respective districts and communities?

We were interested in examining the combined impact of the domains and exploring the following inquiry: Do stakeholder training programs that provide operational knowledge and relationship-building opportunities increase trust and build stakeholder capacity for public participation in public school district communities?

1. METHOD

To answer the research questions, we used a mixed methods approach. This design allowed for a multiperspective examination of the effectiveness of the programs by evaluating outcomes of the training through surveys and striving to understand the experiences of the participants through interviews (Creswell & Plano Clark, 2011).

Participants

The participants were school district stakeholders and superintendents of five public school districts (see Table 1). For the quantitative portion of the study, respondents included 59 district stakeholders (15 male, 44 female). Participant response rate was 53% across the five districts (see Table 1 for response rate by district). Most participants were parents of children in the school district; however, non-parent business owners and individuals involved with local nonprofit organizations also participated in the training programs. Other than gender, we did not collect demographic information from the participants. Many participants self-selected for the program by responding to public announcements/invitations, and others were recruited by central office administrators and school principals.

Table 1. Training Programs, Samples, School Districts, and Locations

Program Name	# of Stake-holders	Sample Size	Response Rate (%)	School District	District Location
Engage 27J	32	14	44	Brighton	Brighton, CO

Program Name	# of Stake-holders	Sample Size	Response Rate (%)	School District	District Location
Insider's Academy	12	5	42	Eagle Valley	Eagle, CO
Mesa Explore	30	19	63	Mesa Valley	Grand Junction, CO
Parents as Leaders (PALs)	9	7	77	Peoria	Peoria, IL
Leadership St. Vrain (LSV)	32	14	48	St. Vrain Valley	Longmont, CO
Total	112	59	53		

For the qualitative portion of the study, we completed 26 interviews. Twenty one interviews were with district stakeholders (5 male, 16 female). Of the interviewees, 90% were parents of children in the school districts (n = 19). Five superintendents, one from each school district, were also interviewed (4 male, 1 female).

Instruments

We used the instrument designed for the initial study (Poynton, 2012) which included Likert-like items, yes/no items, and openended questions (see Appendix). Five Likert items assessed four (of five) domains (knowledge, relationships, willingness, efficacy) with five response choices (strongly disagree, disagree, neither agree nor disagree, agree, strongly agree). Internal consistency of these subscales using Cronbach's alphas ranged from .77 to .80 indicating acceptable to good reliability (knowledge $\alpha = .80$, relationships $\alpha = .77$, willingness $\alpha = .80$, efficacy $\alpha = .79$). There were four open-ended response opportunities, one for each of the domains, to gather additional information.

For the fifth domain, action, we assessed actions taken by participants after getting involved in the training. Respondents were asked, "After being involved with [name of training program], I have done these things," followed with a list of 10 items for yes/no responses. Example actions were "Shared knowledge about school district-related information with my school PTO" and "Submitted a letter to the editor of a local newspaper concerning a school district-related issue."

Procedures

After five school districts agreed to participate and IRB approval was granted, each district provided the researchers a list of participant names and emails. The survey link was subsequently emailed to a listserv of training participants at each school district. The email with the survey link was sent at least twice to each school district's listserv. Qualtrics software hosted the survey. Response rates ranged from 52%–78% by district.

Of the 59 participants who completed the survey, 40 indicated willingness to be interviewed. Interviews were successfully scheduled and completed with 21 individuals from the districts who participated in the program. Telephone interviews

were conducted with all but three interviewees, which were held in person (2 stakeholders, 1 superintendent). The interviews were audiorecorded and transcribed by a researcher who did not complete the interview

2. DATA ANALYSIS

Quantitative

To examine the domains summarized in research question 1, we calculated the percentages of participants who answered "agree" or "strongly agree" to the survey items relating to knowledge, relationships, willingness, and efficacy. For research question 2, we counted the number of participants who marked "yes" to each of 10 specific action items they had performed after getting involved in the training. To answer research question 3 examining whether there were differences between school districts, a multivariate analyses of variance (MANOVA) was run. The average score of the four domains were the dependent variables (knowledge, relationships, willingness, efficacy), and the five school districts were the independent variable. First, we examined if the data met the assumptions of MANOVA. We examined Shapiro-Wilk test of normality for the dependent variables (knowledge, relationships, willingness, efficacy). Findings indicated that knowledge and efficacy were not normally distributed (knowledge Shapiro-Wilk = .86, $p < .000$; efficacy ShapiroWilk = .97, $p = .004$); the relationship and willingness domains were normally distributed (relationships Shapiro-Wilk = .96, $p = .064$; willingness Shapiro-Wilk= .97, $p = .11$). However, as MANOVA is robust to violations of multivariate normality, we continued to examine whether MANOVA might be appropriate.

Box's test of equality of covariance was non-significant ($F(40, 1344) = .781$, $p = .835$) indicating the assumption of homogeneity of variance–covariance matrices was met. Last, to check whether there was evidence of multicollinearity among the dependent variables, Pearson's r and variance inflation factors (VIFs) were examined. Pearson's correlations greater than .90 are usually considered problematic (Tabachnick & Fidell, 2007), and VIFs above ten, or in some cases five, may be concern for collinearity (Mertler & Vannatta, 2005; O'Brien, 2007). Pearson's r for the current study ranged from .40 to .76 for the four domains (see Table 2), and VIFs for knowledge, relationship, willingness, and efficacy were 2.48, 3.39, 2.71, and 2.34, respectively. Therefore, the threshold for multicollinearity was not problematic.

Table 2. Pearson's Correlations for the Domains: Knowledge, Relationships, Willingness, and Efficacy

	Knowledge	Relationships	Willingness	Efficacy
Knowledge	–			
Relationships	.65	–		
Willingness	.40	.76	–	
Efficacy	.68	.60	.57	–

Note All correlations were statistically significant at $p < .001$

Qualitative

We conducted a theoretical thematic analysis examination of stakeholders' interview transcripts for themes that aligned with the five domains (knowledge, relationships, willingness, efficacy, action) identified in a previous study (Poynton, 2012). Braun and Clarke (2006) described this approach as being appropriate when the researchers have theoretical support for examining a specific set of identified themes. Hsich and Shannon (2005) described this directed approach as appropriate when using previous findings to guide the analysis. Using this method, two researchers independently read the stakeholders' transcripts and identified quotes which appeared to be representative of one or more of the five domains. These quotes were coded by domain into a spreadsheet. Next, we identified all quotes that were categorized into the same theme by both researchers. A final spreadsheet was created that included the quotes both researchers coded as being representative of the predetermined themes. Next, we engaged in the same process for the transcripts of the superintendents' interviews.

Finally, to answer research question 4—"What did the participating super- intendents report about the impact of the training programs on their respective district and community?"—we engaged in an inductive analysis examining the superintendent interviews for themes that were not identified prior to this study. In other words, during this exploratory thematic analysis, we examined the transcripts for recurring themes not captured in the five domains of knowl- edge, relationships, willingness, efficacy, and action.

3. FINDINGS

Table 3 reports the overall percentage of participants who responded strongly agree or agree to the item inquiring about the four domains. We also examined the number of yes responses to the distinct actions that participants engaged in after getting involved in the training program (see Table 4). The MANOVA indicated there were no significant differences among school districts, $F(16, 156) = 1.02$, $p = .43$; Wilks' Lambda = .74

Table 3. Four Domains and Percentages of Participants Who Responded Strongly Agree or Agree by Training Program

Training Programs						
Domain	Total Sample	LSV	Explore	Insiders	Engage	PALs
Knowledge	88	87	68	100	79	86
Relationships	67	80	58	80	64	71
Willingness	63	73	42	80	79	57
Efficacy	88	91	68	100	100	86

Table 4. Cumulative Percentages (and Totals) of Yes Responses for Actions Taken

Training Programs						
Action Items	Total Sample	LSV ($n = 14$)	Explore ($n = 19$)	Insiders ($n = 5$)	Engage ($n = 14$)	PALs ($n = 7$)
10	$N = 59$	49% (69)	43% (82)	40% (20)	67% (94)	68% (48)

Domain Findings

Here we report the noteworthy quantitative and qualitative findings that emerged within the domains of knowledge, relationships, willingness, efficacy, and action (see Table 3) and qualitative findings from participant interviews.

Knowledge

For the five survey items for the knowledge domain, 88% of the participants (n = 59) responded agree (2) or strongly agree (1; M = 2.00, SD = .62). In terms of acquiring knowledge, stakeholders consistently reported learning information about which they were not previously aware. Many participants shared that they did not anticipate how interesting and helpful the new information would be. To illustrate, one parent recalled being routinely surprised by her and her husband's interest in the presentations, "Every night we'd look at the agenda before the meeting, and my husband and I would look at each other and think, this is going to be boring, and then we'd get there and learn something truly fascinating."

School finance, the most discussed training topic that emerged in the interviews, was regularly reported as being an eye-opener. One stakeholder said, "I'll be honest, when I voted for school issues in the past, it was 'yeah, schools get enough money, they're just not using the money wisely.' Then, when you have your eyes

opened to the truth, it's like…oh my!" Stakeholders learned about financial issues and consistently reported surprise regarding the information. A participant observed.

You always hear about the schools really having to stretch their dollars and maximizing on things. You know, I always had the impression of "yeah, whatever, I'm sure they've got plenty of money"…but some of the financial pieces, and actually kind of seeing the numbers, and for lack of a better term, seeing how the business stays open, seeing how they keep the lights on, was pretty enlightening to me.

Learning about budgeting and financial constraints school districts face was transformative. That is, participants described an increase in knowledge, and the knowledge shifted their perspective regarding the school district's operations. Prior to the training, many did not understand the funding processes, how different funding sources are regulated, and the misrepresentations the media often portray regarding educational funding. One participant reported,

It kind of enabled you as a parent to look past the media and see a little bit what the district is dealing with, numbers-wise, informationwise. Just kind of made you look at the bigger picture. Budget breakdown was obviously really informative.

Other district policies that stakeholders reported learning about were state and federally mandated assessments, curriculum development, support services, instructional practices, technology, and governance processes. Many interviewees shared that the training dispelled myths or misunderstandings they held regarding school district operations. One participant thoughtfully shared,

The information from [name of training program] gave me the facts straight from the school district. Really from its core, it dispelled some of those misimpressions that I had about the school district things that I thought that I knew, that I was so convinced of. When I was finished, I was able to say what I know, and say what I don't know. But those items that I might have misrepresented previously, I now have the facts.

Relationships

For the five survey items for the relationships domain, 67% of the participants (n = 59) responded strongly agree or agree (M = 2.30, SD = .69). One of the primary goals of the training was to develop a sustainable culture of relationship building among district officials, parents, and other stakeholders. The trainings were designed to introduce participants to key decision-making individuals and to provide opportunities to build connections with these individuals. Evidence in support of this goal emerged through the relationship participants developed with the superintendents. One participant reflected, "I got connected with the superintendent. I've connected with him at the training but after as well." Participants reported it was important the superintendents were present at the meetings, and the participants appreciated how available their superintendent was. "The superintendent was always there," stated one participant, "He's made a huge effort to reach out to people." Stakeholders in each school district reported getting to know the superintendent was a key component to the success of the program. When asked to summarize her experience, one participant shared, "the superintendent, I was very impressed. He would pretty much answer any question that was thrown out to him. He was very candid and was present at a lot of the meetings." One superintendent noted the

training's relationship building opportunities: "…once you get to know people, it makes all the difference in the world."

Similar to impacts from the knowledge domain, the increase in relationship building was reported to foster trust in district administrators. One stakeholder shared, "As a parent, I felt like they had a very open door, and if I had additional questions, I could go ask them." A non-parent reported a similar experience, "Having a stronger relationship helps us to align our goals for youth." Participants reported feeling empowered by the deepening personal connections made possible by the training. "The relationship with [the superintendent's name] has gotten better, yeah. I'm more empowered by him after it." The theme of empowerment emerged within several of the domains, but it was particularly prominent within the relationship domain. Another participant stressed enthusiastically, "It's given me a sense of knowledge, and knowledge is power. And it's great to know that I can go and have a conversation with somebody and not feel like I'm a bother." Discussing empowerment another person said, "I don't know that I would have been as confident to have that interaction or that relationship with these people had that groundwork not been established for me."

Stakeholders reported that increased connections with district administrators were important for providing access to the appropriate persons regarding specific issues. When participants had questions, they knew who the decision makers were. Participants had formed relationships with key people in the district and felt comfortable approaching them when they had a question. The importance many participants reported regarding relationships they made during the training was summed up by one:

At the end of the day, if I have a concern, I already have that relation ship to know who I can go to, who I can talk to, who I can get the facts from, or maybe it's not even something that pertains to me…but as a community member it gives me the opportunity to hear first-hand what happened and what was the cause and resolution.

Willingness

For the five survey items for the willingness domain, 63% of the participants (n = 59) responded strongly agree or agree (M = 2.29, SD = .71). We were interested in learning whether the training program impacted the willingness of participants to engage in school district activities. The interview question that probed willingness was, "Since completing the [name of training program], would you describe yourself as being more open to being involved in school district-related activities, less open to being involved, or about the same?" The overwhelming majority of participants responded to being more open to involvement.

Many of the participants who reported increased involvement described their willingness to engage district administrators and others in detail. One parent said, "Absolutely, I was more likely to pick up the phone and call them when I had a question relevant to their job, and I did. I reached out to them directly." Another interviewee discussed several avenues of sharing information:

I shared it with other parents that I'm involved with, that I know in the community. I've tried to talk with some other people, with neighbors that don't

necessarily have kids in the district that happen to live in the community. I've shared things on Facebook, as often as I can, important information, so that the public can see what some of the challenges are and what some of the needs of the district are.

The participants' willingness to share information extended beyond communicating with other parents and school staff. A participant discussed how it was clear from the onset that part of the goal was for parents to take what they learned back to their schools; however, she emphasized they have made it their job to do more, "Let's have a dialogue about this. It goes back to what I said at the beginning…it just makes our community a better place, and I'm forever grateful we were a part of that."

Many participants described their willingness to engage in conversations regarding district business and demonstrated their commitment to advocate for the district. Some participants explicitly talked about this, while others hinted at advocacy. In response to a follow-up question regarding why the information she learned was valuable, a participant elaborated on being an active advocate:

When we hear these questions and discuss it when we go back to our schools, we can be an advocate for the district, not necessarily "yes" or "no" on some issue, but to say "that's really a good question. I would suggest you contact this person," or say, "that issue was addressed at [name of training program], and maybe there's more information to consider than what we know."

Beyond sharing information, participants discussed other ways they were willing to become involved. After being asked whether she was more open to being involved after participating in the training, one interviewee responded emphatically about having started volunteering. "It wouldn't have occurred to me to volunteer before my kids were in school, maybe after but not before, not if I hadn't gone through the class."

Efficacy

For the five survey items for the efficacy domain, 88% of the participants (n = 59) responded strongly agree or agree (M = 1.86, SD = .57). The efficacy domain examined whether participants increased their understanding of the importance of working with others to find solutions to difficult problems. This included whether participants reported an increased capacity for engaging in productive conversations with people with whom they might not agree. In being more open to engaging others and listening to alternative points of view, many interviewees acknowledged the importance of having dialogue with others, especially when there are differences in opinions. One interviewee stressed, "it's put me in a position where I have very engaging conversations. Sometimes those conversations are in a positive light, and sometimes they're in a negative light." One interviewee remarked, "It was just very eye-opening. Even in a small room, opinions were very diverse."

In addition to gaining perspectives regarding differences in opinions, participants said they felt comfortable sharing perspectives with others, including district administrators. "It makes me feel like I can speak my mind and not be judged." We believe it noteworthy to report how participants felt regarding interacting with district administrators. A parent enthusiastically stated, "…and I can go to my home school administrator and say 'look, this is what's happening' and not feel intimidated, and if I have facts and know what I'm talking about, it makes it such a better conversation."

The same parent said, "People have different opinions, but the bottom line is that people have to work things out." At the end of the interview she stressed, "You have to be open to all kinds of experiences and perspectives, not just your own." Several participants specifically espoused the importance of hearing a variety of perspectives as necessary for effectively moving forward. One said, "If it's not difficult, it's not worth doing." Another participant recognized the value of discussing issues with people with different beliefs:

Not everyone agreed in there. If you have everyone nodding their head with you all the time, you're not always going to get the best dialogue. I think it's good to have some people who don't like stuff that's going on.

To teach attendees about the theory and practice of deliberative problem solving, a communications professor experienced in public participation facilitation (Martin Carcasson, Ph.D.) presented at the first and last sessions in two of the five district training programs. His presentation was strategically included in the first session to set the stage regarding the importance of understanding the deliberative process. Most interviewees appreciated this training, and one brought up this presentation without being prompted:

We did a lot of work with Martin Carcasson; having that at the very beginning of the year I think is valuable because they were talking about "wicked problems," and its differing perspectives and opinions are just that. You may never fully agree, but you don't have to disagree.

When asked about the most beneficial content of the training, another participant disclosed that he appreciated the presentation about the deliberative process,

"The one that I found most valuable, that resonated with me the most, would have been with…Dr. Carcasson." This same individual, when talking about the value of the deliberative process, discussed how several presenters did not slant the discussion with a certain viewpoint. This perspective of the presenters seemed to be a key aspect for developing a culture that was conducive for the deliberative process within the trainee group.

Some participants indicated they experienced a shift regarding their efficacy in the deliberative process, as they did not necessarily feel comfortable working through difficult issues before the training. One representative comment was "There were times when I would not have been prepared to have conversations about…how schools were funded or how those funds were dispersed."

Action

For the 10 items about specific, education-related actions participants did or did not do after getting involved in the training, the participants (n = 59) responded yes to 53% of the items. Overall, the 59 respondents indicated performing 313 actions. See Table 4 for percentages of actions taken by district cohort. The actions stakeholders participated in as a result of the training varied greatly. Some examples included sharing information, volunteering at the classroom level, relaunching a defunct PTO, running for school board, and supporting ballot campaigns.

There is overlap with the action domain and other domains. For instance, in the knowledge domain we discussed how participants reported sharing information with others in the community. One of the actions reported most frequently was disseminating information in various formats. One participant reported sharing through "social media, neighbors, Facebook…all of the above. I passed along information to the PTO president." Another stakeholder discussed that she was committed to sharing the information because she believed this was one of the program's main purposes: "Each meeting I took the information and reported back, absolutely. That's the whole idea...I would talk with the principals and ask about what was happening, then I would talk with other parents."

Several participants discussed a progression of increased involvement, and one said "because I served on [name of training program], I'm on the PTO. I did this pattern that I think they want most to see happen. I did [name of training program] first, and then I went on the PTO board for my school." Training spurred another to become more involved over time. She emphasized her growing involvement, saying, "our daughter, last year, was a junior, and she decided to graduate early. So, she's done, and my husband's term is over, but where were we last night? At the school board meeting! Because we see the value, we're taxpayers."

Several interviewees talked about engaging in activities at the community level. "We were told to take it back to the schools, but we're no longer in the schools, so we're going to take it a step farther. We're going to take it to the community." Others reported increasing involvement after the training program. One participant stated,

Immediately after [the training program] ended, I got involved with the bond measure. I was deeply involved in the structuring and planning for that. My

involvement with [the training program] gave me a better understanding of how these dynamics worked.

Superintendent Voices

For the superintendents of schools, we investigated themes that emerged from their interviews. These were trust building, advocate building, power sharing, and community building. The following section describes each of these themes.

Trust Building

From the perspective of the superintendents, one of the consistent benefits of the stakeholder-training program was increased public trust surrounding the school district. This theme emerged when asking several questions, including the main purpose for hosting the program. A superintendent answered,

Building a trustful relationship with the community. Because whatever the challenges that public education is facing, whatever they may be, and there's certainly a myriad of them, but they're only going to be solved if communities work together. There's no silver bullet, there's no magic fairy dust, it's not one charismatic person or two. It's the community coming together to say we've got a problem, to work together and see how we're going to fix it, how are we going to work together to make things better. That's it – that kind of relationship.

We asked superintendents what they would like other superintendents and administrators to know about the benefits of establishing a stakeholder-training program. One superintendent succinctly said, "It develops the relationship and trust you need to make informed decisions." The potency of the increase in trust is observed when a few of the superintendents specifically addressed stakeholders who moved from having high levels of skepticism to becoming champions. A superintendent enthusiastically described one community member in particular who became highly involved and was previously an antagonist:

One of the gentlemen…he wasn't always happy with us. He was on the outside looking in, and he was regularly questioning things. We brought him into [the training program], we were able to tell him our story, and we couldn't have a better champion—because he [now] understands the challenges that we have, he has access to myself and other staff members in terms of questions for himself and for others. But really and truly, he was the one throwing rocks on a regular basis.

The critical aspect is the stakeholder shifted from not understanding the circumstances to becoming informed of the facts and parameters the school district faced. The training program allowed individuals to build relationships and to see that administrators really do care about students, teachers, and providing the best education possible. The importance of having a deepened relationship with the public is demonstrated in the following statement,

When you don't know someone, it's really easy to be critical and throw rocks. But if you know someone, it's a human business in terms of dealing with people, and we've gotten so far away from that, and it's easy to demonize people you don't know.

The superintendents conveyed that the only sincere path to building trust is through engaging with the public proactively. That is, public engagement must build trust so it exists before a crisis hits. Their position was that public engagement must be a continuing process. Describing past engagement practices, one of the superintendents shared this analogy:

What I observed before was this "circle the wagons and protect yourself," because there was this view that the community was hostile, and they probably were, because the school deserved it, and when I say schools I mean administration. And what they didn't realize was that by circling the wagons and avoiding the conflict, avoiding the tough conversations, it just intensifies, because the more you hide, the worse the trust gets.

Importantly, trust was a theme consistently heard in the stakeholder interviews. One parent thoughtfully summarized,

Before I went through the program, we would have left the district for lack of faith, lack of trust in the district. But after engaging in that process, it wasn't a matter of lack of trust, or lack of faith, or lack of effort from the district leadership.

The theme of trust was also observed across the domains examined in the stakeholders' interviews. For instance, the increase in information learned (i.e., knowledge) often shifted the stakeholder's understanding of operations and provided more awareness regarding constraints the districts worked within, as described above. Even participants who began the program with a high level of trust reported a positive impact regarding their knowledge and confidence in school district operations. A participant stressed, "These kinds of programs can do a lot to build trust and develop a core group of individuals within the district to work with." Several participants described a renewed trust in district staff in this way: "Increased level of trust, yes. The overall morale of our community was down, but now there's much more respect for the superintendent."

Advocate Building

The theme of advocacy building was found in each of the five superintendent interviews. Although related to trust building, advocacy is a step further in the continuum of stakeholder engagement. As a result of the training program, superintendents consistently reported an increase in explicit supporters for their district. One superintendent stated thoughtfully that the training program was, "an opportunity for us to tell our story. We were trying to deputize folks to go out and share our story. Arm them with information. They could be deputized, unpaid PIOs [public information officers]." This goal was empha- sized by another superintendent who indicated that his motivation to begin the program was to "build over a period of years, a large and informed cadre of public education advocates who were very knowledgeable and were well acquainted with the approach to improving schools in our district."

Notably, advocacy building was a goal that extended beyond developing supporters for their specific school district. Their interest included creating informed supporters of public education in general. When asked about what inspired them to begin the training program, one superintendent said, To create a group of ambassadors that would be able to communicate effectively and accurately with other

parents, business leaders, with elected officials, with the media, because one of the things we found out was that a lot of information that was out there was not just accurate, not only about our school district but public schools in general

Superintendents do not view the training program as a one-year engagement process. Instead, it is a long-term process which, over time, will provide exponential benefits. In this regard, the impact of advocacy becomes heightened over time, as stated in the following comment:

We're averaging 20 to 25 [attendees] a year, so over time it's building an informed and activated community school group for our public schools, which we think is critical to having the district supported from the community and impacting tax questions that there might be a ballot for and defending the district from attacks from various philosophies that could undermine or redirect public education in a different way.

The superintendents reported that stakeholders participated in advocacy roles ranging from quelling rumors to advocacy at the state level. Some of the school districts have had community groups emerge from the training programs. One of the most prominent organizations is Grassroots St. Vrain (GSV), which is a volunteer based nonprofit that promotes informed decision making relating to state and local school funding. A few parents who completed the LSV training program founded GSV. Several years later, graduates of the training continued to be primary leaders driving GSV. The superintendent summarized the new roles these stakeholders have assumed in governance and advocacy after completing the program:

Some of the parents have become board members, some have moved from the role of parent advocate to the governing body. I think we have…1, 2, 3, 4 out of 7 board members of LSV. Others have gone on to Grassroots St. Vrain and partner with us down at the Capitol.

Power Sharing

The superintendents described how the training programs helped to create a shift in how their leadership team engages with the public. Instead of defending decisions, they are vested in a collaborative process with the public. "Most people engage in communications when there's a crisis, and then they go into damage control mode, and then it's too late." Similarly, another superintendent conveyed, "It's a bad way to do business when the only time you're interacting with the public is when there's a crisis, and I see that sometimes around the state." This comment is suggestive of the outdated approach many district leaders subscribe to, which is to stay close and protect the internal operations rather than venturing out to engage with the public.

When asked about the purpose of the program, one superintendent said, We also wanted to make sure that our parents had a vehicle to share in the leadership in this district and to give us their feedback, and it was sincere. It wasn't just "we want to hear from you" and nothing ever comes from it, we really wanted to hear from them as to how we could become a better school system.

This theme of power sharing reflects a change in school district leadership practices, a fundamental shift in philosophy as to how district leaders involve the public. One of the superintendents described the shift with this perspective:

I would say it's very much changed the way we conduct business. The very fact that we've initiated this program, we're reaching out to parents, giving them an opportunity to know us better, and to me that's fundamentally different from what we've done in the past.

The superintendents acknowledged a deliberative process is an effective and necessary part of decision-making processes. This suggests these administrators approach issues with a perspective that they can obtain valuable insights about issues important to the public. Critically, this means district leaders must acknowledge that they may not have all the answers. This attitude is observed when a superintendent responded to a question about the impact the training program has had on his staff. He stressed,

It takes a leadership team that's willing to let go. You have to be willing to let go of any perceived control or power and have that truly be a shared piece…power, influence, vision-making, all truly has to be shared, and legitimately shared with parents in the community.

The superintendent emphasized "perceived control" in his comment, which indicates a shift in perspective from the status quo version of school district leadership. An integral part of this theme of power sharing is that efforts must be authentic. The superintendents shared that without real intent to take the public's point of view into consideration, their efforts would backfire. In other words, administrators must be prepared and sincere to take into consideration the public's views when making decisions. One superintendent said, "For me, it's the empowerment, the sharing of information, and the collaboration around decision-making."

Community Building

The final theme that emerged from the superintendent interviews was a strong sense of community building through district outreach and engagement. A superintendent shared that their approach regarding how they ran the training sessions was key to cultivating a sense of community. "We also had it facilitated by community members with staff present to answer questions so that it wasn't just district employees talking to them the whole time. We had a community member lead the discussion…that's been a good move." One superintendent specifically emphasized their district seeks to reach stakeholders other than parents. He emphasized,

Our program is broader that a parent training program; it's a community training program heavily attended by parents. But we've had teachers, we've had retirees, we've had community leaders and…citizens show up. What I would hope other school leaders would see in this is an opportunity to authentically engage and build relationships with the community.

Within community building, the importance of creating multiple avenues of communication with the broader community was emphasized. When discussing the

primary goal of the training program, this superintendent consistently emphasized the issue of community engagement:

The most important goal is engagement and having the hope over time that hundreds of community members that are very much more aware of the school in their community other than when they see a school bus go by. They understand what's happening inside the schools, the challenges that schools are facing. The victories, the wonderful things that are happening in the schools, the increased level of engagement beyond just the staff we have in the schools and parents with kids.

As evidenced by the above quote, community engagement consistently involves communication between school district leaders and community stakeholders. This was explained as:

> To communicate effective information, and that's two-way communication, and then it evolves into multiple communications. It starts at our communication with the parents, then it evolves into all kinds of communication…You're trying to give people high quality, real time in- formation, then you're involving them in decisions and they're informed and so they can now really make informed decisions.

An important component of community building facilitated by the training is active listening among participants, administrators, and other presenters. Awareness of this emerged in the participant interviews. When asked about being heard, one participant emphasized, "It was definitely a two-way communication, delivering information to us, but they were willing to listen and interact with us on a dialogue level, which I think was beneficial to both sides." Dispelling rumors was another positive aspect of community building. When asked about this issue, one superintendent reported, "Yes, if we're having a meeting at the same time that something's occurred in the community and the group wanted to talk about it, then we'd talk about it right then." Ultimately, the theme of community building overlaps with the other three themes of trust building, advocacy building, and power sharing.

4. DISCUSSION

The main goal of our study was to examine whether district-facilitated training programs that provide knowledge about district operations and relationship building opportunities with school administrators increase stakeholder trust, build capacity for public participation, and narrow the engagement gap in district affairs. At the end of the year-long training program, data were collected through online surveys, interviews with stakeholders, and interviews with superintendents of schools. The findings across districts suggest consistency of the impact of the trainings on their respective participants. The multivariate analysis of variance examined whether there were differences among five school districts and five domains (knowledge, relationships, willingness, efficacy, action). While we had no reason to believe that differences among the school district training programs would result in differential outcomes, it is reassuring to find no interaction effects among the domains and the districts.

Support for the five domains emerged from the stakeholder interviews, which suggest the stakeholder training programs increased capacity for public participation

related to the areas of knowledge, relationships, willingness, efficacy, and action. For instance, the majority of participants interviewed stated they were more willing to be involved with district- and other education-related issues after the training. This trend was evident when stakeholders provided examples of new actions they had taken after the training. This included sharing information learned in the training with other stakeholders and acquaintances, volunteering at school, joining the PTO, writing letters to the editor about education-related issues, and running for school board. The stakeholder interviews also revealed that many participants shared their newly gained knowledge with other stakeholders in their social circles. The most consistently reported knowledge gain was related to education funding, such as state contributions and legislative constraints regarding the use of funds. In addition, personal relationships among participants and administrators were strengthened. These findings align with Cooper and Christie's (2005) belief that establishing relationships between parents and educators is essential to district operations. They observed, "Establishing true partnerships with parents entails educators acknowledging and validating parents' views and ultimately sharing power" (p. 2271).

Four main themes emerged from our interviews with superintendents: trust building, advocate building, power sharing, and community engagement. From these, one dominant finding emerged a fundamental shift in their school district's recognition of the need for and the capacity for public participation after the training program. One of the key components of the success reported by participants was that the superintendents made sensitive school district issues transparent. They were open to explaining district challenges in detail. This authentic approach to information sharing helped build trust in the district and in its leaders.

These qualitative findings address previous concerns about a lack of trust and need to build public participation in school districts. For instance, Friedman (2010) emphasized the important role that leaders have in cultivating delibrative problem solving skills among stakeholders. Auerbach (2007) stated, "If administrators are to engage [the public] in meaningful ways, data are needed on the beliefs and practices of leaders with expertise and commitment in this area. Specifically, how do they shape a vision of parent engagement and construct their role in furthering it?" (p. 700). Our findings suggest a training program is an effective way to build relationships between stakeholders and administrators. Further, the superintendents demonstrated expertise in, and commitment to, increasing stakeholder engagement through stakeholder training.

The impetus for this study is rooted in Yankelovich and Friedman's (2010) call for community-based action research to engage citizens in issues relevant to their world, and Fishkin (2009) who stressed that institutions have a duty to convene the public. Given the prominence of conflict and controversy linked to public education from state funding cuts to headline stories on school safety school districts are in an optimal position to explore how citizens and administrators might systematically increase their capacities for continuous, meaningful engagement and participatory decision-making.

Regrettably, there are teachers and administrators who must also take responsibility for alienating the public. Some have insisted that because they are the education professionals, they alone have the expertise for what's best for students

(Gurke, 2008). In some cases, rather than being trained to work with stakeholders, administrators reported being trained to counter the public's influence on education (Mathews, 2006) or to keep outside influences from "messing with their plans" (Boo, 1992, p. 24). After taking steps to participate in school district affairs, some stakeholders report feeling ignored and unappreciated (Gurke, 2008).

Based on the positive responses from the participants in our study who were exposed to training on the deliberative process, we believe other school districts would benefit by including this information in their training curriculum. Understanding the theory and practice of public deliberation helps stakeholders strengthen their confidence in participatory problem solving and decision-making. This component of the training empowers stakeholders with critical relationship and engagement skills and narrows the engagement gap with problem solving and decision-making activities.

Implications for Practice

It cannot be assumed that administrators have the necessary skill sets for initiating a formal, open, and sustainable public engagement process (Johnson & Gastil, 2015). Building a sustainable culture of public participation in education is dependent upon having district leaders who are trained in the theory and practice of public participation tools to effectively implement stakeholder training and to facilitate deliberative forums. We recommend at least one member of the executive leadership team receive formal training in public participation. In this way, the leadership team will have access to state-of-the-art planning and facilitation skills and have access to a growing community of pro- fessional practitioners who can assist as independent facilitators when needed.

District administrators should receive public participation training through a reputable organization, such as the International Association for Public Participation (IAP2 USA) or the Center for Public Deliberation (CPD) at Colorado State University. There is no one-size-fits-all approach when it comes to engaging in deliberative processes. The more quality instruction administrators have, the more likely they will implement empowering stakeholder training, build highly participatory district cultures, and continue to narrow the engagement gap with the public.

Engaging stakeholders in deliberative processes addressing shared problems is challenging, particularly when there are strong opposing ideas and political beliefs (Pew Research Center, 2016). To increase the capacity of stakeholders to engage in meaningful and productive deliberations, training modules that teach the theory and practice of quality public participation should be included. In this way stakeholders would become familiar with the benefits of information sharing, active listening, deliberative problem solving, and decisionmaking. As with district staff, stakeholders should have this material presented by an expert practitioner who can teach the skills that support quality public participation. These skills include "relationship building, tolerance for ambiguity, ability to deal with conflict constructively, and the capacity to work in open environments with no predetermined outcomes" (Boyte, 2009, p. 26).

Other venues of implementation and research for stakeholder training programs could be community college systems, state colleges, and universities. Education leaders are uniquely positioned to help stakeholders become more effective participants in education-related issues. In today's increasingly politicized environment, the role of education officials requires their active participation to reduce the engagement gap, keeping the mission of education clearly at the forefront. As problems grow in complexity and impact stakeholder trainings can advance the community's capacity for engagement, change, and resilience in uncertain times.

Notably, the skills of information sharing, building relationships, and proactively seeking public input has an important role in school district leadership even if a formal training program is not launched. Administrators who strive to build a culture of active listening with a cross section of community members are better equipped to navigate complex issues related to district operations, policy, and governance. This requires creating avenues for citizens to communicate with district leaders. When district administrators are accessible and avenues for communicating are made available, districts benefit in many ways. For instance, the presence of trust

and inclusive leadership styles of school leaders predicted lower levels of threat by teachers and administrators (Daly, 2009). Other researchers have reported findings supporting the benefits of school leaders engaging in authentic leadership (Bird, Wang, Watson, & Murray, 2009), distributed leadership (Leithwood et al., 2007), and relationship building (Marzano, Waters, & McNulty, 2005). A meta-analysis that examined characteristics of effective schools found a significant relationship between district leadership and students' academic achievement (Waters & Marzano,

2006). One prominent finding reported in the meta-analysis was that effective superintendents involved many levels of stakeholders when establishing goals for their district. Therefore, the benefits of engaging with the public should be considered regardless of implementation of a stakeholder training program.

The value of training future education leaders in public engagement has been demonstrated (Darling-Hammond et al., 2007; Leithwood & Jantzi,

2005); however, Levine (2005) reported that one-third of school administrators indicated their preparation programs did not adequately prepare them to communicate with parents and stakeholders. Auerbach (2007) described that school leaders reported missed opportunities in their preparation programs for training in community relations. Thus, we recommend that public participation skills be taught in university courses preparing educational leaders and administrators. Building a culture of public participation and the deliberative process are skills that take time and practice to develop (Turner, 2014); therefore, training in public engagement should be introduced in graduate curriculums. To improve preparation programs, universities should collaborate and develop partnerships between graduate school programs and school dis- tricts for field based internships focusing on teaching public engagement skills. Intensive, experience-based internships have been emphasized as a cornerstone of quality preparation programs (Orr, 2006; Orr & Barber, 2006). We view this as essential for preparing future school leaders.

Limitations and Future Research

The current study has limitations to consider. First, the five school districts differed in the number of years of experience with stakeholder-training programs. One district was in their second year of the program, while another district had been engaged with the stakeholder training for eight years. The differential years of experience between programs are likely to have had an impact on the district's staff and the level of community engagement. However, we examined the interviews across all five school districts rather than exploring specific trends in each school district.

Second, one of the challenges of the training programs is finding an ideal time for the meetings, which limits who may attend. Morning training sessions exclude individuals who do not have flex time at work, and evening training sessions exclude families who have extracurricular commitments. Districts have to consider their communities. Some might explore the potential for podcasts of sessions to create more opportunities for participation.

Third, neither survey respondents nor interviewees were necessarily a rep- resentative sample of training participants. Whether or not the volunteer respondents were those with more positive experiences, we can only speculate. As the districts

continue training, a regular sampling of current and past trainees may provide better representation as well as address use of the gained skills in dynamic educational contexts.

A suggestion for future research is to conduct action research in which the stakeholders help shape the development of the program for future cohorts. This would require seeking responses from stakeholders and presenters during the training to learn how to increase the value of the training program. Using an action research model, administrators would have an opportunity to learn the stakeholders' perspectives regarding improving the training program with the goal of increasing engagement and shared power.

5. CONCLUSION

In summary, five school districts conducted formal training programs to provide stakeholders with knowledge of district operations and the opportunity to build personal relationships with district administrators and other key influencers. Collectively, robust quantitative and supporting qualitative evidence was found supporting these goals. The overarching purpose of the stakeholder training was to reduce the engagement gap by increasing stakeholder trust and building capacity for public participation in school district issues. Each of the five training programs were effective in increasing knowledge, relationships, willingness to participate, efficacy, and actions taken related to their school district or education-related issues in general. Stakeholder trainings that include operational knowledge and relationship building opportunities increase trust, build capacity for public participation, and narrow the engagement gap in district affairs.

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Appendix. Participant Survey

INSTRUCTIONS: Read the introductory statement at the top of each section then read the concluding statements that follow and click on the level of agreement that best reflects your experience. At the end of each section you will have an opportunity to provide written comments.

Note: For sections I-IV the answer choices for the first five items were: strongly agree, agree, neither agree or disagree, disagree, or strongly disagree

I. [Name of training here] has significantly improved my knowledge of:

1. The school district's organizational structure.
2. The school district's instructional programs.
3. The school district's overall policies and practices.
4. The school board's role in the district.
5. The State of Colorado's role in school funding.

In the box below, please share additional comments related to the topics mentioned in this section.

II. Because of relationship-building opportunities available to me in [name of training here]:

6. I am more likely to contact a friend or acquaintance about an education-related issue.
7. Friends and acquaintances are more likely to contact me about an education- related issue.
8. I am more likely to contact the superintendent about an education-related issue.
9. I am more likely to contact a member of the Board of Education about an education-related issue.
10. I am more likely to contact a state legislator about an education-related issue. In the box below, please share additional comments related to the topics mentioned in this section.

III. Because of my participation with [name of training here]:

11. I am more likely to participate in informal conversations with others about education-related issues.
12. I am more likely to participate at Parent Teacher Organization (PTO) or other school committee meetings.
13. I am more likely to participate at Board of Education meetings.

14. I am more likely to participate at legislative hearings in my community or at the state capitol.

15. I am more likely to seek a leadership position on a school- or district-related committee.

In the box below, please share additional comments related to the topics mentioned in this section.

IV. To some degree, it is from my experience with [name of training here]:

16. I know that finding solutions to school district-related challenges frequently requires making very difficult choices.

17. I have a greater understanding of parents and other stakeholders whose perspectives on education-related issues are different from mine.

18. I believe that if parents or other stakeholders with different perspectives are involved in solving school district-related challenges, we'll get better resolutions.

19. Even though another parent or stakeholder might have a completely different position from mine about an education-related issue, I believe we could reach a consensus.

20. I understand that finding solutions to controversial problems frequently means having uncomfortable conversations with people that I disagree with.

In the box below, please share additional comments related to the topic mentioned in this section.

Note: For section V, the answer choices were yes or no.

Please answer yes or no to the following questions:

V. After getting involved with [name of training here], I have done these things:

21. Shared knowledge about school district-related information with my school PTO.

22. Written about a school district-related issue on Facebook, Twitter, a blog, or another social media site.

23. Submitted a letter to the editor of a local newspaper concerning a school district-related issue.

24. Was involved in an education-related state legislative initiative.

25. Communicated with the superintendent or member of the Board of Education about an education-related issue.

26. Volunteered my time at a school or district event.

27. Made a financial contribution to a school or district-related initiative.

28. Asked another parent or community member to participate in a school or district-related initiative.

29. Asked another parent or community member to make a financial contribution to a school or district-related initiative.

30. Supported the campaign of a candidate based in part on education-related issues.

In the box below, please share additional comments related to the topics mentioned in this section.

Biography

John Poynton
John Poynton, Ph.D., 1217 Venice St., Longmont, CO
Manager of Strategic Planning, Engagement and Communications
Adams County School District 14 in Commerce City, Colorado
Email: poynton100@gmail.com

John Poynton is a graduate research associate in the School of Education, College of Health and Human Sciences at Colorado State University. John serves as the Manager of Strategic Planning, Engagement and Communications for Adams County School District 14 in Commerce City, Colorado. John also serves on the U.S. and federation boards of the International Association for Public Participation (IAP2). Correspondence concerning this article may be addressed to John Poynton, Ph.D., 1217 Venice St., Longmont, CO, 80501, or email poynton100@gmail.com

Rena Kirkland is an assistant professor of psychology at Adams State University where she teaches classes in human development, research methods, statistics, and cognitive psychology. In addition to her research examining public participation in public education, Rena conducts research in educational and cognitive psychology and psychometrics.

Carole J. Makela is a professor in the School of Education, College of Health and Human Sciences, Colorado State University. Active in faculty governance and curriculum review, Carole teaches at the undergraduate and graduate level and advises doctoral students with a focus on research methodologies. She has been editor of two journals. Her research focuses on educational, organizational, and consumer issues and challenges

No. Registration: #25

Name: Novita anggraeni

Title: Disability and Woman Participation in Creating Inclusive and Gender Responsive Budget Policy

Theme: Advancing public policy

DISABILITY AND WOMAN PARTICIPATION IN CREATING INCLUSIVE AND GENDER RESPONSIVE BUDGET POLICY

Abstract

Good budget should fulfill the basic needs of most vulnerable group, be able to facilitate the most needed and, narrow the gap. Quality policy is also influenced by the quality of each stage: policy formulation, implementation, and evaluation. The color of the policy will be greatly affected by those who participate in its formulation. What are the motives, priorities, and objectives of the policy. Based on this theory, group representative plays important role in policy formulation. In patriarchal society, most decision making is carried out by man. In "normal" standard world, most decision do not involve disability people. Without involving woman and disability, there will be no or less chance of taking woman and disability needs into account. Consequently, there are so many exclusive and gender bias budget and policy. Furthermore, it contributes on inequality and raises gap in development. Decentralization and reformation era has opened new regime of policy formulation in national and local level. After budget reform, Indonesia opens new opportunity for public participation. People and CSO have room to participate in planning and budgeting process. Since the real face of policy is budget allocation, woman and disability participation becomes very critical. Indonesia already has policy that mandates women's and disability participation, but there are still some issues in its implementation. Often the representation of women and vulnerable groups such as disability are not really implemented. And even if there is representation, sometimes there are still things that prevent the quality of this participation. For instance is the capture of elite, patriarchal culture that causes women to hesitate to speak up, as well as limited capacity and lack of acceptance from another group. These barriers, in many cases, become an excuse if the involvement of women and disabilities does not have much effect. There are two possible ways to accommodate woman and disability people participation. First is by mainstreaming gender and social inclusion into planning mechanism. It has already been accommodated in Indonesia policies. This

mechanism is an ideal way, but unfortunately there are still so many barriers that makes this mechanism does not work as expected. The second way is by specific intervention, such as facilitating separate mechanism for vulnerable group to discuss and propose their needs. So there is a guarantee that there is a minimum quota if the proposal is taken into consideration and gets an allocation from the local government. Some local governments have made innovation by making affirmative policies to improve the quality of women's participation and disability. This affirmative policy aims not only to ensure representation, but also to provide special quota support for the needs of vulnerable groups that are often defeated when discussions on the usual planning channel. One of the innovations is by creating special channels to facilitate women's participation, disability and other vulnerable groups. The first one is "musrena" (the consultative forum of women's national action plan) in Banda Aceh, a mechanism to facilitate woman participation. In addition, several other regions also made similar innovations in accordance with the local situation. For example, in Pacitan and Trenggalek. And in each innovation that is born there are various supporting factors including the existence of assistance from development partners and community groups.

Key words: *public participation, woman and disability participation, gender responsive and inclusive policy.*

1. BACKGROUND

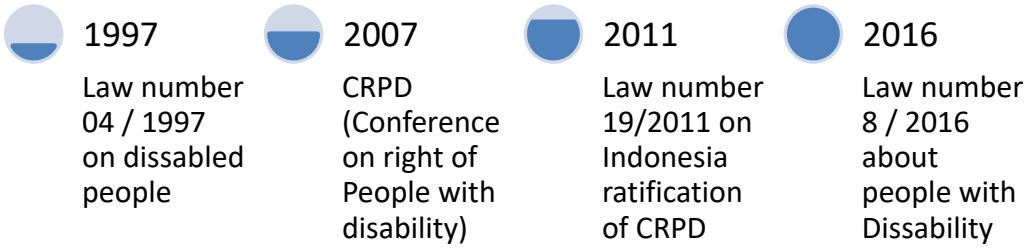
Every policy that was made by the government must have specific purpose and target. To ensure the policy that made was fits with main target of the policy need and condition, target group perspective and argumentation should be hightly consider and include during the policy making process. Majone (1989) stated that argumentation is the key process thought which citizen and policy makers arrive at moral judgements and policy choices. This argumentation is one part during the policy formulation process. And people only could argue and deliberate their interest and idea if they are involved actively during the policy formulation process. This is emphasizing the idea that representative and active participation in policy formulation will really influence the policy alightment, including in budget formulation policy--since the real face of the policy was the budget allocation. How much allocated for who, who are the most benefit group from the budget allocated. In Indonesia planning and budgeting mechanism, the regulation has arranged some mechanism for public participation. The absence of woman and disability perspective during the policy formulation have resulted discriminative policies. Or, in many cases, government already has good intention to facilitate the disability need but this policy did not match with the real need of the beneficiaries. One of the example of budget allocation for disability in local level is when local government always allocate to provide wheelchair in specific grant for disability. During the budget formulation, this local government only put disability people as an object of the policy. There is no participatory process or proper need analysis about the current situation. But lately, it was found that the disability group is actually need hearing-aid more than wheelchair. Woman and persons with disability participation in policy formulation indicates still becomes an issue whether in Indonesia or in global. Gender equality issues in Indonesia contained in the long-term national development vision 2005-2025, to make Indonesia an independent, progressive, just and prosperous. The elimination of gender

discrimination in all fields later became an issue that was continuously discussed as a development target. In the 2015-2019 Medium Term Development Plan, gender perspective in all fields and stages of development is emphasized.

In the other hand, gender mainstreaming in development seems to slow in the last one decade since the first time it was initiated. In 2012, Government of Indonesia designed new strategy to accelerate Gender Mainstreaming implementation in Indonesia by having national strategy of GRPB for National and local Government. Gender mainstreaming in development was seen as one of the way on how to reduce the development gap in many aspects. It was clearly stated in SDGs and some of regional bound or conference. The complex process has led to SDGs being reflected in 20 national priorities in National Development Plan 2015 – 2019, with 96 out of 169 SDGs targets are already aligned. Indonesia is considered to have succeeded in 'mainstreaming' SDGs in national development planning. Based on the mapping of SDGs indicators, there are **120 indicators** relevant to gender issues. Out of the 120 indicators, 17 indicators are directly related to Goal-5: achieve gender equality and empower all women.

Since the first time this strategy have been implemented, issues about woman participation keep raising. The mechanism already set by the regulation, and it even mandated clearly about woman representatives in every stage of budget policy making, but still--there are many barriers found in the field, both in term of quality and quantity, such as: elite captured, woman representation is only formality and lack of woman capacity used to legitimate that woman presence was not make any different.

These issues are most likely similar in disability inclusion process. Ideology about disability right in Indonesia policy firstly mandated in Law No. 4/1997 on persons with disabilities. Along with the inclusive development that raised into one of the strategies to fulfill disability right.



Even though government already has the regulation, gender inequality and disability inclusion still remain as a big problem. This situation could be seen in inequality in so many sectors that happen to woman and disability. Lack of access to education, high poverty rate, access to employment or even government programs that actually aimed to narrowing the gap. Along with government commitment to fulfill SDGSs target, gender responsive and disability inclusive development need to be clearly interpreted into similar policy and regulation.

Unfortunately, the National Government initiative is not enough to address what gender mainstreaming and inclusive development planning willing to achieve. In decentralization mechanism, Local Government plays significant roles to implement those two critical agenda in development.

2. PURPOSE/ OBJECTIVE

This paper is aimed to discuss further about woman and disability participation in policy formulation, especially budget formulation in local level. To emphasized the benefit on implementing inclusive and equal participation and good practice on it.

3. METHODOLOGY

Data collection for this paper is gathered from desk research, interview with key stakeholders and also policy review. Some resources used in this paper writing are from journal, books, interview result, related policy and also other relevant resources.

4. WOMAN AND DISABILITY PARTICIPATION

Participation is the second basic indicator to measure gender responsive policy or program, together with three other indicators that are Access, Control and Benefit. Indonesia use this approach in its gender analysis tools used by the government to analyses gender mainstreaming in development plan and program. If there is no access for woman to participate, no participation of the quality or participation is weak, woman cannot control or have influence in the policy making process, it will easy to see if woman will not get benefit as it needed.

While for disability, there is some specific aspects, situation and need to ensure that disability got the same benefit with other citizen from development programs and policy. Accessibility is one thing that need to be fulfilled to achieve participation for persons with disability. Accessibility, means open the opportunity, provide reasonable accommodation and other affirmation steps that eliminate the external barriers which faced by persons with disability.

Why woman and persons with disability direct participation is matter? Because woman and PWDs life experience is a knowledge that cannot be replaced by other persons including the expert or articulated by some elite representation groups. Since the main point about preserving participation is ged-riff of all the barriers that hinder woman and PWDs to participate.

There are two categories of barriers faced by woman and PWDs to participate in public, especially in policy formulation.

1. Internally : Capacity, knowledge, skill, confidence and information (elaborate more)

2. Externally : Culture, Negative assumption/stigma about relevance of their representatives, under estimate their capacity without giving any opportunity to developed (elaborate more).

Having Musrena and Musrena Keren are form of gender responsive and inclusive policy and also affirmative policy at the same time. This policy is a real effort of local government to guarantee woman and PWDs participation and guarantee the allocation of responsive program and budget in annual development plan.

a. Musrena in Banda Aceh

More concern about the urgency of addressing specific need for woman was raised during after Tsunami reconstruction process. In most of reconstruction planning forum, woman cannot participate and only able to accept what is given. This situation make less reconstruction program is fulfill specific needs of woman and children, whether in construct the building or in other supplied. One of the cases is, there is one block building or houses that did not consider kitchen and appropriate bathroom. This situation is raising more issues about woman participation.

In the other hand, Aceh has specific culture that did not allow woman speak in the same forum with man. Especially in a formal forum. Some cultural values forbid woman to speak and actively participate in discussion attending with man and woman. It will be considered as and it will be considered as insult against the elderly and big family if these women speak in the same forum that consists of their male relatives as father, uncles, or husband. More over if she have different opinion with male.

Based on this situation, many stakeholder especially woman activist and supporting partner start to figure out the solution. How to encourage woman participation without breaking any cultural value and without causing any potential conflicts. This initiative then called Musrena (Council Action Plan for Women). Musrena is an acronym of *Musyawarah Rencana Aksi Perempuan.* Musrena is considered as the win-win solution that created to allow woman participation without making woman must face direct conflict with the family and the culture. Woman in Aceh need specific space to participate. This is means that the innovation of Musrena is raise from adjustment between the need and the local context situation.

When this idea is firstly introduce, there are some pro and contra. Started with establishment of Woman Development Aceh (WDC), that concern on preparing the policy draft and doing advocary ogether with local NGO and development partner in Banda Aceh. These interest stakeholder working together in both side, establish balai inong in gampong level to prepare Musrena implementation in the community side. It need about 2 years since the first idea raised until it was officially adopted as the government program in Banda Aceh. Eventhought finally most stakeholder agreed this idea, the local government still hesitate related with the new addition of planning mechanism by providing specific canal for woman in Musrena. Then the City mayor send a letter about this affirmative policy to the Ministry of Home Affair to seek agreement about this. Fortunately, the ministry see this a very good local innovation and uts not agaings the national planning and budgeting Mechanism.

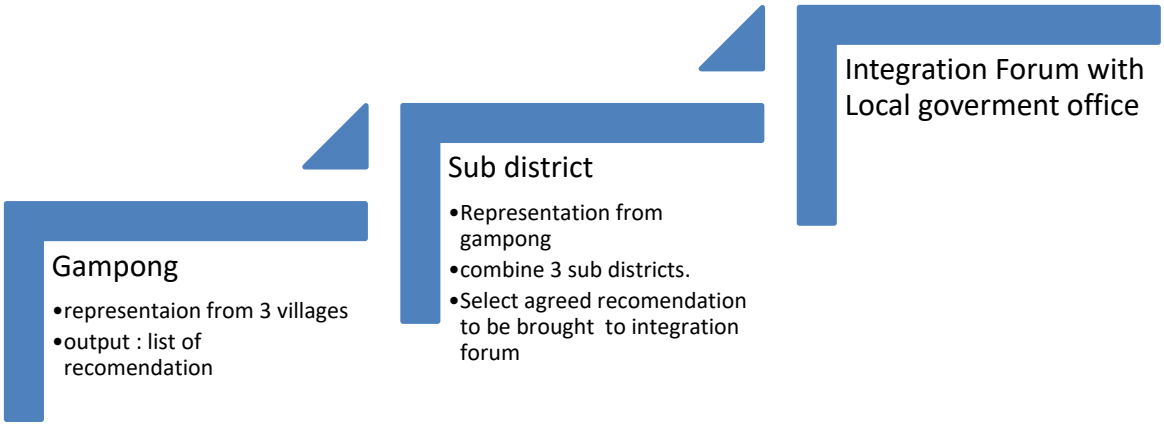
At the first period of the implementation, Musrena firstly initiated in by the support and financed by GTZ-sLGsR, Since this innovation has seen to have impact on woman participation that contribute to established better budget, Banda Aceh Government then adopt this innovation into Government system and started to allocate the budget for the implementation. Budget allocation was firstly made in 2008, and keep continue until now.

After the city mayor regulate the implementation about MUSRENA, the next challenge was the government officials preparedness. Then One of the responsible of WDC is assist Musrena implementation a long with giving capacity building to government official especially who are directly in charge to Musrena.

Musrena becomes one of the main instrument used by Banda aceh Government to implement gender mainstreaming development in local level. By

ensuring woman participation from the very early planning and giving guarantee on its allocation by giving certain percentage of accommodation.

Musrena Mechanism



Musrena is started in gampong level, gampong it is consist of 3 village representation. Then continued with sub district level, it will be implemented tree times. Whisc are consist of three sub district representation for each. These meetings will be held for two days per each, the first day is presentation the local government staffs about their budget plan and existing program, so the Musrena participant would understand the government programs, understand the planning and prioritize. By this process it is expected to have clear understanding before making their own proposal. Then the result will be presented and discussed in integration forum directly with relevan office government.

After more than one decade since the first implementation, on of the most outstanding impact is the increasing quality of proposal proposed during musrena and the raising of many new local champion from woman. Some of these women event start to have role and engage stronger role in politics.

From the kind of proposed programs, there are many changes a long with woman capacity development. At the beginning, most of the idea is only related with domestic roles or woman specific menu as sewing training or cooking training, recently their proposal already pay more attention to human resources development including for kids and updated issues. Such as capacity building for public speaking, or policy analisys.

b. Musrena Keren in Trenggalek

Musrena KEREN Trenggalek was regulated in governor regulation number 1 , year 2019 about Musrena for vulnerable group . A new and fresh innovation that aims to achieve gender responsive and inclusive development in Trenggalek.

Musrena Keren is an acronym of Discussion of action plans for women, children, disabilities and other vulnerable group. There are two main strategy to implement gender responsive and inclusive planning in this mechanism :

(1) Revitalize the pre regular annual development meeting in Village Level (pra-Musrenban ; and
(2) using two tract approach : In one side using mainstreaming planning and budgeting into regular planning and budgeting process , while in the other hand having specific affirmative action by arranging special planning forums in stages starting from villages, sub-districts and districts.

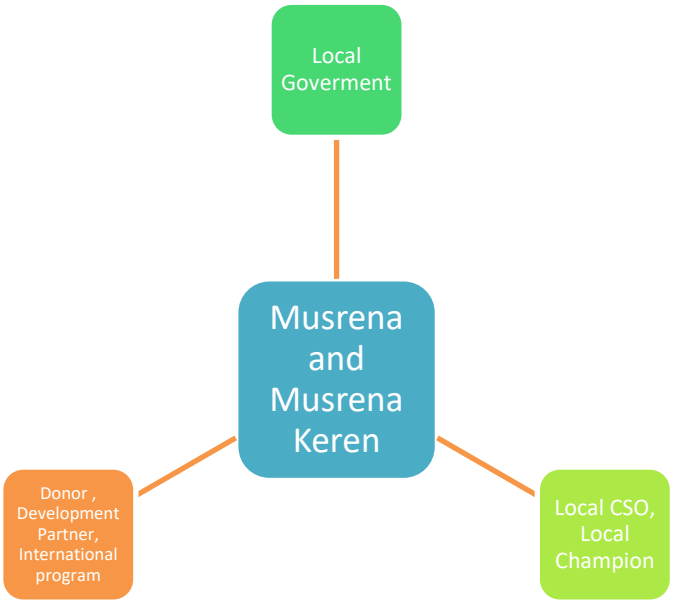
Although the policy was just officially regulated, this mechanism has been tested and implemented in one village during the policy preparation. There are already some proposals for the next year planning for the provision of hearing aids for deaf people with disabilities, and the aid of healthy food for permanent disability.

This innovation is supported by KOMPAK, a partnership between Australian and Indonesia Government program that focused on giving assistance and support to local government initiative. One of its focus is to strengthen local government through affirmative policies formulation, including in inclusive and gender responsive development.

This invation is focus on revitalize the existing musrembang mechanism and make it more gender responsive and Inclusive. These two aspects was implemented through two focus.

5. CONCLUSION AND RECOMMENDATION

Stakeholder collaboration have significant role in enhancing participation woman and disability participation in Indonesia. In most of innovation and initiative on strengthening woman and disability participation developed in local government, collaboration and support development partner as donor or CSO are very strong. Especially in first phase of initiation. Based in these two innovation discussed, Development partner, International funding and NGO have solid roles in supporting these innovation.



Initiation or idea about innovation sometimes originally come from local community, local NGO or local champion. Local Champion could represent from community or government. But, this idea mostly come and started with capacity building, learning and sharing process with another innovator. In Indonesia context, many local governments have impressive achievement in certain issues. Includes in gender mainstreaming and disability, networking and supports among these actors is an open door for better innovative way to achieve inclusive and gender responsive development.

While International Organization Funding or programs, almost always take a part in many innovation including in two major issues; gender and social inclusion. Some International funding support any effort and initiatives to achieve some global valued that agreed by International community .Such as SDGs target and other agreement.

Development partner such as GTZ-sLGsR or KOMPAK has strong commitment to support sustainable innovation through policy and integrate the idea into the system.

Besides development partner, one of the key actors in woman and disability participation innovation is commitment from local government. There are many good initiatives in improving woman and disability participation did not continue as the support from the external program ended. Most of it is because there is no commitment or lack of awareness about the urgency of this by the local government. Banda aceh government already proof their strong commitment to adopt and keep developed MUSRENA implementation.

6. CHALLENGE AND OPPORTUNITY

This strategy is one alternative for woman, disabilities and other vulnerable group representatives and participation. But in the other way, people who do not

understand could assume this as segregation and consider against with inclusive value.

Affirmative policy is the most ideal way as the beginning of ensuring woman, disability and other vulnerable group. After long period of exclusion, woman for example could be left behind in term of knowledge, capacity, and confidence.

In many cases, when woman or disability people firstly included in planning or annual planning discussion, their participation will face many prejudices. Since the very beginning, group of people may think if their present and participation will not make's any different. Most people who still see disabilities as charity based thought will assume if disability only need to be given direct fund or thing without further discussion with them.

Woman participation in meeting also see as only completing the obligation as it possibly happen when woman firstly participate in public meeting as minorities will feel too nervous and intimidated to speak up will use as legitimation of idea that woman is not capable to participate.

Providing specific group to participate in specific tract or making specific thematic discussion for woman, disability and vulnerable group inside the regular thematic of planning meeting could be preparation phase for woman and disability leadership and participation.

Despite the fact thet national regulation of Indonesia already mainstreamed gender responsive and inclusive development, this way could see as the innovative way to overcome local barriers of woman, disabilities and other vulnerable group participation. It is also one local solution to accelerate gender responsive and inclusive development.

7. CONCLUSION

Specific channel for woman, disability and vulnerable group have some benefit and function. Besides the main purpose is to ensure their participation and the accommodation of their basic need, there also some good function can be seen during the process:

1. Shaping planning and budgeting programs into more specific and meet the target need.

2. Raise awareness of the people about woman empowerment, disability and vulnerable group need.

3. Educate people about disability and social inclusion, both to the government and society.

Government officers who directly involve within the process due to their authority and duty will learn and have more understanding and responsive. Its expected that the understanding will also influence the future policy becomes more gender responsive and inclusive in more variant aspects.

Society: Educate and raise awareness, also confidence of Family, woman, disability, other vulnerable group and also other community member.

Learning process for woman, disability and other vulnerable group. Learning on basic knowledge about participation, learning how to asset their need and speak it in the forum. Make them less insecure for the judgment and lowering to get direct rejection that destroy their self-esteem and reduce their confidence. It's a capacity Building process.

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Biography

Novita Anggraeni
Master Students
School of Government and Public Policy (SGPP) – Indonesia
Jalan Anyar, Citeureup, Sentul, Bogor 16810, Indonesia
Phone: + 62 21 29325345
Mobile: +62 812 1756 8049
E-mail: novita.anggraeni@sgpp.ac.id or novitaanggraeni.51@gmail.com

Novita is student of master pogram at the School of Government and Public Policy (SGPP) Indonesia. She studies Public Policy Evaluation at the school where she is also working as gender consultant in PATTIRO; Indonensia NGO that focuses on Public services. social accountability and budget policy reform and recently doing a research on public service for disability in Indonesia and active in facilitating gender mainstreaming workshop or training for local and national goverment. Recently, she has become an Indonesian representative for a woman conference in Abu Dhabi.

Registration #26

Name: Endah Setyaningsih

Title: Facilitating Public Participation: Whose Responsibility and on Whose Terms? (A Case Study of Surfaid's Projects in Nias (North Sumatra) and Sumba Barat (East Nusa Tenggara), Indonesia)

Theme: Advancing public policy

FACILITATING PUBLIC PARTICIPATION: WHOSE RESPONSIBILITY AND ON WHOSE TERMS? CASE STUDY OF SURFAID'S PROJECTS IN NIAS (NORTH SUMATRA) AND SUMBA BARAT (EAST NUSA TENGGARA), INDONESIA

Endah Setyaningsih, Ph.D.[1], Adinda Tenriangke Muchtar, Ph.D[2]. and Dinnia Joedadibrata, MA[3]
SurfAid[1]/The Indonesian Institute, Center for Public Policy Research[2]/SurfAid[3]
endah@surfAid.org/dinda@theindonesianinstitute.com/dinnia@surfaid.org

Abstract

Public participation is often held up as some sort of panacea to all the world's ills; although this idea permeates the general public discourse, it is even more prevalent with development. The exact mechanisms of how it can be utilized effectively and ethically is the central focus of this paper.

This paper will provide a critical analysis of how aid relations and external interventions can affect the recipient government in taking their responsibility in practicing good governance seriously by encouraging public participation. The research is based on document study, semi-structured interviews, and auto-ethnography. It analyses existing aid relations between external actors, recipient governments and public stakeholders to understand how public participation processes are promoted.

This study will draw upon two case study of Surfaid's projects in two locations, Nias Island (North Sumatra) and Sumba Island (East Nusa Tenggara), from 2015 to today. The projects focus on improving the health, wellbeing, and self-reliance of

people living in isolated regions. The case studies highlight the importance of reciprocal relations between the external development agents and local government officials.

We argue that public participation in the isolated areas heavily depends on external development actors. Designed participation reflects multi-stakeholder relations as a complex process which raises important questions on the degree to which equal partnership and ownership are shaped by the terms defined by the various actors, including the researchers. Under certain circumstances, the researchers are categorized as an indigenous outsider who contributes to shaping the format of public participation.

The aim of this paper is to contribute to development studies through reflective analysis of aid relations, development projects and sustainability of public participation. It does so by exploring case studies on development project involving public participation at local levels and its influence on local government initiatives and responsibilities in committing to principles of good governance.

Keywords: *public participation, aid relations, sustainability, partnership, ownership, good governance*

1. INTRODUCTION

Participation which means involving the participation of non-state actors is a key element when it comes to inclusive development (Eyben, 2007). Participation involves various actors as citizens of a country are given the power to take part in the process or make decisions on issues affecting their lives (Cohen-Blankshtain, Ron & Perez, 2013). However, major decisions that affect people's lives continue to be made without giving sufficient attention to social reality and political incentives.

According to Cohen-Blankshtain, Ron & Perez (2013), public participation in development sectors, unfortunately, has limited attention from politicians or decision makers. Some argue that public participation is not a simple task because it involves greater awareness about the dynamics of power and relations amongst various actors, interest and processes (Sogge, 2002; Groves & Hinton, 2004). In some cases, public participation only focuses on the quantity (i.e. numbers of the meeting held) rather than the quality (i.e. engaging citizens to express their opinions). Representation is another issue in public participation which many of participatory projects provide limited attention on equal representations.

Due to its complexity, there is a growing academic and practical interest in improving public participatory so-called "empowered participation". In general, "empowered participation" is defined as providing every citizen without exception an actual power to express their opinion and make decisions related to their own lives (Cohen-Blankshtain, Ron & Perez, 2013). A perspective of public management or "new governance" (Rhodes, 1996) points out the increasing roles of the Non-Government Organisations (NGOs) in empowering public participation. NGOs are often seen as a driving force in demanding processes and experimenting on various

methodologies in empowering public participation (Cohen-Blankshtain, Ron & Perez, 2013).

In some cases, NGOs play a significant role in advocating and empowering public participation (Cohen-Blankshtain, Ron & Perez, 2013). On the other hand, in the implementation NGOs experience many limitations in pursuing public participation in a community due to its unique position in the community. Therefore, this paper provides a critical analysis of how aid relations and external interventions can affect the recipient government in taking their responsibility in practicing good governance seriously by encouraging public participation, particularly in the isolated areas of Indonesia. This study also explores the complexity of aid relations and the sustainability of public participation when it is facilitated by external agents, in this case, NGOs.

Since 2004, In Indonesia, Community Development Planning Consultation (*Musyawarah Perencanaan Pembangunan/Musrembang*) has become a popular activity in order to the community development (Djohani, 2008). In Act Number 25 Year 2004 about National Development Planning and The Ministry of Public Affairs Regulation Number 66 Year 2007, article 1 paragraph 11 point out that *Musrembang* is participatory consultation forum which involves various actors and conducted annually.

Djohani (2008) points out as a concept *Musrebang* is a brilliant approach to produce effective decision making, yet in the implementation has not reflected the notion of two ways communication or participatory action. For example, in terms of representation, Musrembang often neglects the vulnerable communities, such as women, poor people and people with disability. Poor representation has the potential to ignore the aspirations and needs of these groups of people.

Two SurfAid projects in *Nias* Island (North Sumatra) and *Sumba Barat* Island (East Nusa Tenggara) were selected as the case study locations because of they provide an excellent opportunity to showcase a participatory project related to health issues. One area is in the western part of Indonesia (where the region is relatively more developed) and one in eastern Indonesia (known as less developed region). Both locations, however, are still considered remote. These locations were selected because it represents how public participation is being promoted.

Thus, a deep understanding of the implementation of public participation in the development sector, particularly in development projects' interventions in isolated areas can be generated. Additionally, by using these two projects, the study is expected to contribute to the knowledge gap where "empowered participation" takes place in non-ideal cases, namely in the isolated areas and with limited support from politicians or broader policy makers. It is hoped that this study is also able to assist policy-makers, NGOs, and other related stakeholders to craft better strategies for implementing "empowered participation".

SurfAid Overview

SurfAid is a non-profit development organization whose aim is to improve the health, wellbeing, and self-reliance of people living in isolated regions. SurfAid works in remote areas which tend to not be served by other NGOs. Remote areas in Indonesia has specific challenges such as limited access to services including basic health service and income generation. The remote communities mostly live in rural

regions are extremely poor. The geographical location of these isolated regions makes it a significant challenge for the local government to reach them, hence the lack of basic services and opportunity to participate in development processes. Therefore, SurfAid is dedicated to improving the health, wellbeing, and self-reliance of those people, ultimately so that they can have more choices and possibilities to realize their potentials.

Since 2000, SurfAid has been working in several isolated areas in Indonesia, yet in this study. SurfAid, as an international NGO, promotes good practice by ensuring the sustainability of its projects' results and doing so by involving the local stakeholders (including the local government and communities). SurfAid values bottom-up approach or encourage participation from program planning and during program implementation because we believe that this approach contributes to program sustainability.

2. PURPOSE/OBJECTIVES

This paper focuses on empowering public participation in the development sector through the lens of two SurfAid's projects in *Nias* Island and *Sumba Barat*. It analyses the complexity of aid relations and sustainability of public participation when it is facilitated by external agents. This paper discusses on existing aid relations between external actors, recipient governments and public stakeholders to understand how public participation processes are promoted.

This paper also aims to provide a critical analysis of how aid relations and external interventions can affect the recipient government in taking their responsibility in practicing good governance seriously by encouraging public participation, particularly in remote areas of Indonesia. Thus, this paper is expected to provide additional and relevant insights for development workers, government and the public regarding public participation. It could be seen that there are efforts to improve the practice of international aid recalling the embedded nature of aid power relations in development interventions.

3. METHODOLOGY and ANALYTICAL APPROACH

In the spirit of discovering and untangle the complexity of empowered participatory, a combination of the qualitative methodology applied, such as documents review, case-study, and semi-structured interviews. These methodologies accommodate the need of the study, such as exploring respondents' perception, and understanding of public participation (Krauss, 2005). In addition, the authors' experiences as development workers were also explored by using reflectivity methodology. It provides a point of views of both insiders and outsiders which be reflected in the findings and analysis of the study.

Documents Review

Document review is an important methodology in this study as it provides the context of the study areas and the topic of the study. Lindsay Prior (2004) argues that documents show relationships in society. The researchers should analyze documents by considering the human interactions which lie beneath the texts (Prior, 2004, p. 388).

Thus, in this study, the authors gathered and analyzed related documents from the two projects, Nias and Sumba Barat. Various documents both internal and external, such as project proposals of the two projects, project reports (internal and donors' report), SPEAK (internal communication magazine), program evaluation (from external collaborator), area profiles, and government reports, are being examined thoroughly. Key documents, such as project reports and program evaluation recorded significant information related to participatory action of the projects which assist the authors to recall personal experiences in relation "empowered participation".

Case Study

Two case studies (Nias and Sumba Barat) were selected as it enables the researcher to focus on a particular project with a specific observation on the project's activities, areas, and stakeholders (Creswell, 2014). By selecting limited cases (e.g. one or two cases) the researcher could have in-depth information about the research topic, in this case, public participation in the context of SurfAid's projects (Vogt, 2014). The data was gathered from 2015 to today based on the implementation year of the projects. This timeframe also indicated the timing when the authors involved in these two projects.

Nias Project

The project aims to improve Mother and Child Health (MCH) by ensuring basic health structures are in place and adequately equipped; staff and volunteers are well trained and motivated; mothers and caregivers understand and practice healthy behaviors, and there is a positive environment to support and foster improved health behaviors. Interventions are needed to achieve these aims and to remove barriers to change. Barriers to change include: lack of access to clean water, limited access to nutritious foods, lack of confidence in the health systems, limited economic empowerment and the lack of a supportive environment. This project consolidates the success of the previous project (2009 – 2014) in Hiliduho sub district, and expand the model to a new sub-district, Gido (2014-2019), to directly improve health, resilience, and security for 30,498 people in Nias, Indonesia.

Sumba Barat Project

This project is a 4-year project of SurfAid Sumba proposed to begin on 2015 until 2019. The project facilitates improved community health practices, clean water facilities, nutrition and household income in 4 hamlets in Laboya Barat sub-district, a remote region in Sumba. The project is benefited 8,604 (4,117 females, 4,487 males), within 2,005 households. Specific beneficiaries are mothers, caregivers, and children aged 0-5 years (1,324 children under five). The main issues facing the target beneficiaries are a lack of access to water, community health services, poor nutrition, malaria and a lack of economic opportunities.

Both projects have extremely successful in increasing the health status of women and children under five, increasing the quality of services at the Integrated Post (*Pos Pelayanan Terpadu/Posyandu*). Posyandu is located in the village which runs by Kader (volunteer village health promoters). Posyandu plays an important role in isolated areas because many health facilities are difficult to access.

In addition, in general, SurfAid works with, and in support of, the community - from the idea for a program to the implementation of the program. SurfAid has proven the capacity to help communities meet significant local needs in the target areas - through public participation. SurfAid has contributed to improving access to water and sanitation of the community. Adopting Community-Led Total Sanitation (CLTS) approach which empowers participatory rural appraisal (PRA).

Semi Structured Interview

A semi-structured interview was conducted in this study by interviewing key persons, such as program managers (PMs) from the two projects, Nias and Sumba Barat. This methodology was conducted on the basis of their knowledge of and experience in implementing and facilitating public participation based on their local context. As argued by Creswell (2014), the researchers purposefully select the key informants to be interviewed because it provides best information in answering the research questions.

Below are the key points of the question that were asked to each PM of the Nias and Sumba Barat projects.

a. PM's views and understanding of public participation in their context.
b. PM observation and experience in relation of public participations.
c. To what extent public participation can be conducted by external agencies?

Autoethnography

The authors decided to include autoethnography in this study because of it allows authors' perspective and personal stories/experiences to be explored such phenomenon or culture (Mendez, 2013). By sharing authors' experiences as development workers, the result is expected to have a comprehensive understanding about the complexity of empowering public participation. The authors believe that by having the first-hand story on public participation practice, particularly in the isolated areas will contribute the knowledge gap of a good governance implementation.

Autoethnography requires intense reflection of the authors' positionality. Reflectivity involves the personal dimensions of subjectivity, emotion work, positions, and positionality of the authors (Glesne, 2011). In relation to the

ethnographic approach, the researchers are also aware that the observation period affected how they feel about being similar and different from the people in the community which they are observing, and that they belong as both insiders and outsiders for that particular community (Kneafsey, 2000; Mullings, 1999; Valentine, 2002, as cited in Crang & Cook, 2007, p. 43).

As a researcher, positioning is crucial. Merriam et al. (2011) point out that the authors are categorized into two main positions: the insider (as a practitioner or development workers) and the outsider (non-indigenous which understand different culture). Thus, in this study, under certain circumstances, the researchers are categorized as an indigenous outsider (development workers with different culture background) which contributes to shaping the format of public participation.

Data Analysis

Thematic Analysis (TA) appeared to be an appropriate approach to apply as it provided detailed information and identified patterns across the data. The key concepts of TA are not simply to give a voice to the participants, rather, the involvement of the researcher is essential, dependent on how he/she plans to interpret or present the findings (Braun & Clarke, 2006).

Due to the high involvement of researchers in interpreting the data from both primary and secondary, the way we analyze the data by exchanging ideas. The quality of the TA approach must be weighed up against the researcher's analytic insights and critical analytic skills in interpreting the data

4. FINDINGS/RESULTS

This section focuses on the ways in which the roles of the actor in improving participation in implemented where external actors (in this case, SurfAid as an NGO) are involved. In order to understand the complexity of this transactional process in public participation, International Association Public Participation (IAP2) Spectrum of Public Participation framework is used. This framework provides five main components, namely inform, consult, involve, collaborate, empower, of empowering public participation (IAP2, 2014). This framework helps the authors to compare the level of public participation in two different locations, as well as the dynamics at and among each level.



Figure 1: IAP2 Spectrum of Public Participation Framework (IAP2, 2014)

This framework illustrates the roles of community in any public participation process as public involvement is meant to ensure that all community members should have a direct voice in public decisions. This framework has two perspectives "public

participation goal" and "promise to the public". This framework illustrates the collaborative relationship between leadership, responsibility, and action (IAP2, 2014).

The first perspective, the five elements in the "public participation goal" are identified as an action on how public participation should engage community form providing information, feedback, opportunity to express public concerns and make a decision. The second perspective, the five main elements belongs to "promise to the public" which can be understood as to how decision makers should act towards the community. ensuring the decision to deliver the five elements accordingly to every citizen.

However, some challenges remain in empowering public participation, moreover in the remote areas of Indonesia. Based on our observation, the major decision that affects people's lives continues to be made without giving sufficient attention to social reality and political incentives. Public participation is practiced to only aborting obligation rather than fully engage with the community to make their own decision.

Therefore, over a decade, there has been a growing practice in new public management where external agencies, in this case, NGO undertaking serious roles in implementing public participation (Eyben, 2007; Cohen-Blankshtain, Ron & Perez, 2013). The new aid modalities have increased the quality of partnerships amongst key development actors. The new aid modalities have also provided sufficient rooms for the beneficiaries, including the poor to voice their concerns (Groves & Hinton, 2004).

The findings of this study has showed the dynamics of aid relations and the positions of development actors, beneficiaries, and other related actors in development processes. The findings also reflect what Muchtar (2017) argues as the 'hopeful' critique of aid which means that apart from critiques on the way external agency is practising development interventions, there is also a critique of aid which is constructive for improving the implementation of the aid industry. The 'hopeful' critique of aid also acknowledges positive outcomes and impacts that development aid through the external agency have brought to the beneficiaries of the projects. In short, external interventions especially with the right approach and good strategies, as well as sufficient power and influence, are needed to change the balance of power at community or targeted area, particularly in implementing public participation in development processes.

As the findings of this study show, the relevance of the development project including the ones that Surfaid is carrying out also show the positive aspects of development interventions when they are implemented with inclusive and participatory approaches.

The Implementation of Public Participation in Nias and Sumba Barat: Power, Process, and Interest

The set-up of public participation in Indonesia has been coined successfully at a large part by *Musrenbang*. We have observed that *Musrenbang* as the platform for public participation is diligently implemented, down to the remote villages. Prior to SurfAid intervention, *Musrenbang* has been implemented every year using the bottom-up approach. The process starts from the village level to finally the national level and has been implemented since *Musrembang* is known and implemented by the Government of Indonesia (GoI).

In general, the practice seems working "normal" where people who live in remote areas are able to participate in the decision making, yet, un-match between development program delivered by GoI and issues in the community remains. Thus, it is important to untangle the implementation of public participation in Nias and Sumba Barat by categorizing in three main component power, process, and interest through the lens of IAP2 framework.

1. The Power: Actors and Power Relations

In both SurfAid's projects in *Nias* and *Sumba Barat*, we found a rather similar set of actors prior to SurfAid intervention, as described in the table below.

Table 1. Public Participation Actors in *Nias* and *Sumba Barat* related to Health issues prior SurfAid intervention

Actors Category	*Nias*	*Sumba Barat*
Community / Citizens	Custom leaders, religious leaders.	Custom leaders, religious leaders
Government	Head of village, head of sub district, head of district, District Health Office (DHO), Puskesmas and village midwives.	Head of village, head of sub district, head of district, District Health Office (DHO), Puskesmas and village midwives.
Private Sector	N/A	N/A
External Party	Local NGO	Local NGO

After SurfAid intervention, additional actors are needed to participate in decision making as described in the table below.

Table 2. Public Participation Actors in Nias and Sumba Barat related to health project after SurfAid intervention

Actors Category	*Nias*	*Sumba Barat*	IAP2 Framework
Community	Community members, Religious leaders, Custom leaders, Kaders, PKK	Community members, Religious leaders, Custom leaders, Kaders, PKK	**Authority**: community members have full power in four elements, such as consult, involve, collaborate, and empower.
Government	District Health Officers, Puskesmas, Head of District, Head of sub district.	District Health Officers, Puskesmas, Head of District, Head of sub district.	**Authority**: Government in different levels have the power of the five elements, such as inform, consult, involve, collaborate and empower
Private Sectors	N/A	N/A	In isolated areas, private sectors are difficult to identify. Thus, in the spectrum of public

Actors Category	*Nias*	*Sumba Barat*	IAP2 Framework
			participation, private sectors are not relevant actors to be counted.
External agencies such as NGO	International NGOs (e.g. SurfAid) and Local NGO	International NGOs (i.e. SurfAid) and Local NGO	**Driving force and develop capacity**: NGOs have central role in village planning. SurfAid has two significant roles as a facilitator or mediator and source of expertise in empowering public participation.

In our observations, the relations between each actor depends on the stage of participation along the spectrum or rather influences the stage of participation.

2. The Process: Conflicting Terms?

SurfAid commits to strongly support the local system in order to attain our goal, in this case improving mother and child health in the isolated areas. Based on the authors' experiences, public participation is not a new practice in remote areas. In the local practice, many decisions made by undertaking the local meeting where religious leaders and custom leaders discuss or resolve issues in the community.

In our views, however, public participation in remote areas have limited representation or involving limited actors in the community. According to local people, public participation means meeting held. These views are shared by the local government. They assume that public participation is about quantity rather than quality.

For SurfAid, public participation is all about community engagement. As an NGO priding ourselves in the approach of behavior change and accompaniment, public participation is in the heart of SurfAid. Our ideal is to achieve the "Empower" stage on the above Public Participation Spectrum. This means our terms for public participation is the highest participation.

3. The Interest: Whose Responsibilities?

It is clear that *Musrenbang* is the Government's agenda. It is conducted every year which mean the GoI has the responsibility to facilitate public participation as an important action to have good decisions. However, it is not a simple task. Based on our observation government responsibility is limited to budget allocation.

The two case studies inform the importance of funding in supporting the implementation of public participation in remote areas. To have high-quality public participation, improving capacity is a must, thus citizens' level of confidence increase in expressing their opinion in public decisions. Capacity building cannot be separated from the budget. It seems that NGOs have more flexibility in allocating some budget to provide capacity or skills of the community. As a result, SurfAid inevitable takes the GoI responsibility to empowered participation.

For example, given the national strategy and existing structures, the natural entry point for intervention is the community health post (*Posyandu*) and the community health volunteers (*Kader*) which mainly women. SurfAid provides regular training and coaching to the community, particularly *Kaders* related to practice a healthy lifestyle. SurfAid also encourages *Kaders* to take part in many activities in the village, including the Pokja meeting. By providing capacity building to the community, SurfAid has managed to build and improve the level of confidence of *Kaders* and community in general. According to Cohen-Blankshtain, Ron & Perez (2013), NGOs are central actors in promoting or advocating empowered participation.

The Unique Role of NGOs: Outsider or Insider?

Our experience in Nias and Sumba demonstrated that as one of the three main actors, SurfAid was both the driving force (for the government) as well as the capacity builders (for the community) in the process of empowering the public participation. We also experienced that in both roles, SurfAid was often seen as an "insider" for example when supporting the communities in contributing their voice during the *musrenbang* process, or when assisting the government in ensuring the communities participate. On the other hand, SurfAid was also an "outsider" who could not just push in its own ideals regarding community participation.

In this unique position, Surfaid is often trapped in the middle. Surfaid has to hedge two mediums of power: building power of the community as well as managing the transfer of decision-making power from government agencies to the community. Thus, this is not a simple task to empower public participation, as SurfAid had to maneuver through the many ways to engage and consult with the public.

Working in remote areas, SurfAid is usually the only NGOs working there and therefore has power as an external party to influence public participation.

5. CONCLUSION

The authors adapted IAP2 conceptual framework to understand the complexity of empowered participation in isolated areas (see Figure 2). This conceptual framework is able to capture multiple layers of factors that influence public participation in remote areas.

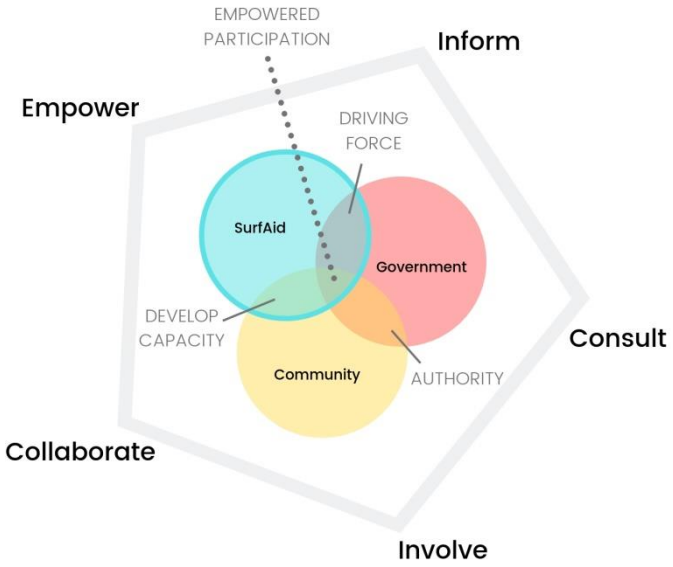


Figure 2. Adapted IAP2 Conceptual Framework

It is argued that NGO might have different roles in public participation based on the circumstance (Cohen-Blankshtain, Ron & Perez, 2013). Our experience showed that SurfAid actually had a strong position to influence public participation. SurfAid as an NGO which mainly focused on improving health status in the isolated areas (in this case Nias and Sumba Barat) has actually improved the implementation of public participation through its programs. Therefore, drawing from the two case studies, as an organization, we have learned that public participation and community development cannot be separated.

In both locations, SurfAid was the driving force in demanding public participation as well as encouraging a various range of innovative participatory approaches. The authors argue that SurfAid has to mediate two "powers" between government and community. SurfAid has roles to bridge this power by providing capacity building to the community and encouraging the government to partner up with the community in making strategic decisions. In other words, SurfAid acknowledges that the same empowerment method cannot be implemented in both group, it needs different pace and requirements.

The paper also underlines that Surfaid has also applied inclusive development as mandated by the Busan Agreement in 2011. The fact that participation is also socially constructed is also highlighted in the findings of this study, such as regarding the selection of Surfaid's project area by the local government; the unique roles and positions of Surfaid both as an insider and an outsider in the project implementation, not to mention Surfaid's relations with the local government and related stakeholders of the project, and its function in undertaking the roles as the facilitator between the recipient government and the local people (beneficiaries) of the projects.

The presence of Surfaid and its programs are also possible due to the aligned development agenda with the local government. Both Surfaid and the local government are aware of their responsibility in carrying out development processes in participatory and inclusive manners. The local government is still the key actor in leading participatory development processes, while Surfaid is taking the role in

encouraging the government to facilitate participation according to the good governance principles by ensuring inclusive development in practicing participation.

Apart from the limitation in facilitating participatory development in the project area, Surfaid has been considered as one of the key actors as well as a partner in development processes in Nias and Sumba Barat. Surfaid and its personnel are also being reflexive in its positionality both as an insider and an outsider in implementing its projects in the respective area. In carrying out the projects, Surfaid also considers the importance of aligning its agenda with the local government and negotiating the way participation is applied throughout the development processes.

The continuing existence of Surfaid and its programs in Nias and Sumba Barat is also related to the acceptance and support from the key actors at the local governments, not to mention the key persons representing Surfaid who maintain good relations with the beneficiaries of the projects.

Finally, we concluded that NGOs (or other external parties) are still needed to ensure that public participation in development is implemented, especially in remote areas.

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BIOGRAPHY

Endah Setyaningsih, Ph.D.[1], Adinda Tenriangke Muchtar, Ph.D[2]. and Dinnia Joedadibrata, MA[3]

SurfAid[1]/The Indonesian Institute, Center for Public Policy Research[2]/SurfAid[3]

endah@surfAid.org/dinda@theindonesianinstitute.com/dinnia@surfaid.org

Endah Setyaningsih is the Program Learning and Development Manager at SurfAid – an International NGO from New Zealand. Endah earned Doctoral degree in Public Policy (Health Policy) with New Zealand Aid scholarships at Victoria University of Wellington in 2018. She is a Public health specialist with particular expertise and interest in maternal and child health in rural and remote areas. Email endah@surfaid.org

Adinda Tenriangke Muchtar is the Executive Director at The Indonesian Institute, Center for Public Policy Research (TII). Adinda earned Doctoral degree in Development Studies with New Zealand Aid scholarships at Victoria University of

Wellington in 2018. She is interested in development, international aid, and women's empowerment issues. Email dinda@theindonesianinstitute.com.

Dinnia Joedadibrata is the Country Director of SurfAid International Indonesia. Dinnia is a development practitioner with 17+ years experience in the sector. She has a master degree in Poverty Study and Policy Analysis from International Institute of Social Studies at Erasmus University in the Netherlands (ISS). She is most intrigued by the topics of social and behaviour change. Email dinnia@surfaid.org

Registration: #27
Name: Madhuri Parikh
Title: Right to Participate in Environmental Decision Making Process in India: Legal Dimensions
Theme: Advancing public policy

RIGHT TO PARTICIPATE IN ENVIRONMENTAL DECISION MAKING PROCESS IN INDIA: LEGAL DIMENSIONS

Madhuri Parikh .
Institute of Law, Nirma University
map.il@nirmauni.ac.in

Abstract

The developing nations like India are struggling to achieve the twin goals of economic development and environment protection. The need for economic development and the pressure to increase the GDP leads to compromise on the goals of environment protections. India is endowed with vast natural resources. The social and cultural diversity is another remarkable feature of India. In such diverse social life of nation it is difficult to find the same trend of community's participation in the environment protection and planning. The illiteracy, poverty and social backwardness are other obstacles in effective participation of decision making process. In such situation the role and accountability of the state is very high in securing people's right to participate in the decision making process. The present paper analyses the legal dimensions of this right in India. It analyses and evaluates the legal framework for securing right to participate in environmental decision making process in India, the issues related to its implementation. It also focuses on finding the gaps between the law and its implementation with factors responsible for the same. It also tries to suggest the remedial measures to increase the people's participation in environmental decision making in India based upon this study. It is a doctrinal study which is based on the analysis of the laws and policies, judicial pronouncements, case studies. The outcome of the research aims to suggest the measures which will help in developing or modifying the present legal framework or its implementation or to develop other policy measures to increase the effective participation of the people in environmental decision making process and thus securing their right to participate.

Key Words: *Public Participation, Environment, Decision making, Law and policy*

1. INTRODUCTION

The Right to participate in decision making process is an essential part of the democratic process. It involves the people in planning and policy making to its implementation. The inclusion of the people in decision making process is a means to successful interactive planning. The interactive planning and involvement of community can play very vital role in resource management and environmental planning. The present paper is divided into four main parts. The introduction, the need for public participation, legal dimensions of the public participation and conclusion and suggestions.

2. THE OBJECTIVE OF THE STUDY

The objective of the study is to analyse the legal provisions and its implantation related to right of the people to participate in environmental decision making process. It explores and analyse the process for effective participation and study the challenges. It also suggests the remedial measures for its effective implementation.

3. METHODOLOGY

The Present paper is a doctrinal study. The nature of the research is exploratory, analytical and remedial in nature. The primary sources of the data are the laws, judgments of the Supreme Court of India and National Green Tribunal. The secondary sources of data are case studies, articles and reports. The conclusions are drawn based on the analysis of the primary and secondary data. The study is limited to the right of the people to participate in environmental decision process in India only and the major environment related laws.

4. FINDINGS

The legal framework related to right to participate in environmental decision making process, its implementation are needed to be strengthened in India. The people should be educated about their rights. The interventions by the State is required for its effective implementations.

The Need for Public Participation in Decision-Making Process.

Public participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process. Public participation is the process by which an organization consults with interested or affected individuals, organizations, and government entities before making a decision. It is the practice of consulting and involving members of the public in the agenda-setting, decision-making, and policy-forming activities of organizations or institutions responsible for policy development[1]. It ensures that people are accorded a role in the activities and decision-making processes that directly impact on their lives and well-

[1] Gene Rowe & Lynn J. Frewer, "Evaluating Public-Participation Exercises: A Research Agenda", 29:4 Science, Technology, & Human Values(Autumn, 2004), p. 512.

being[2]. Public participation is two-way communication and collaborative problem solving process with the goal of achieving better and more acceptable decisions.[3]

Public participation is the base on which democracy rests. It strengthens democracy by inclusive approach and ensuring better decision making which ultimately increases the accountability of the government to the people. Thus participation of people in decision making process can play a vital role in protecting human rights, securing equality and overall development. It empowers the citizens in securing justice and sustainable and balanced growth of nation. It secures peace and harmony in democratic set up. The participation of people is not only limited to casting vote and choosing their representatives but it extends to many other areas in the present era e.g. environmental decision making, resource management, implementation of law and participation in law and policy making. The public participation helps in evaluating both the perspectives of impact of policy i.e the perspective of law maker and the assessment of its impact on the people to be affected by it. For effective evaluation of any policy or law making and implementation or decision making, complete participation of people is required. This participation should be an inclusive participation from all the strata of the society and not the exclusive participation. So for the better and effective democratic governance with full transparency and accountability, participation of people in decision making process is essential. The government should try to maximise the scope and opportunities for the inclusive participation of people in decision making process. Public participation can be considered (1) inherently valuable; or (2) useful as a suitable means to achieve some external purpose[4]. The first part of it shows the importance of its procedural requirements. The second part of this statement emphasizes on the outcome of the public participation. The proper procedure of involving people in the decision making process brings desired outcome. This is not an easy task. The people should be oriented about their rights, the full information about the proposed activities should be given to people and then their participation can be expected. The people's participation is a multi-stage process. Sherry R Arnstein, in her paper published in 1969, has described the ladder of Citizen Participation. It is eight step ladder wherein she has mentioned different rungs of participation.[5]

[2] Bottriell & Segger, "The Principleof Public Participation and Access to Information and Justice", a Legal Working Paper in the Centre for International Sustainable Development Law (CISDL)'s "Recent Developments in International Law Related to Sustainable Development" Series, p. 3.
[3] International Association for Public Participation. (2007). IAP2 Core Values. Available at http://www.iap2.org/, visited 3.3.19
[4] Thomas Webler & Seth Tuler, "Unlocking the Puzzle of Public Participation", 22 Bulletin Of Science Technology & Society(2002), p. 180
[5] Sherry R. Arnstein (1969) A Ladder Of Citizen Participation, Journal of the American Institute of Planners, 35:4, 216-224] http://dx.doi.org/10.1080/01944366908977225 visited on 7.3.19 at 10.00 pm

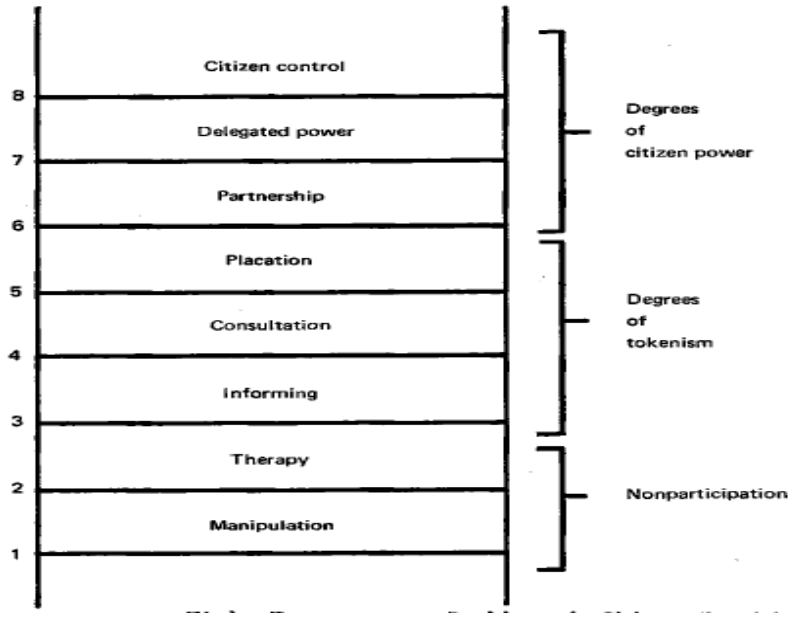


Figure 1 Ladder of citizens' participation

Source: Sherry R. Arnstein (1969) A Ladder of Citizen Participation

In the first two rungs at the bottom, there is not much and much participation of people.

The process shown by Arnstein highlights that effective redistribution of powers is required to include have nots in the decision making process. The eight rungs in the ladder shows the process how gradually participation progresses. The eight rungs have been divided in three phases i.e non-participation, the degrees of tokenism and the degree of citizen's control.

The first rung at the bottom is manipulation. It is a stage where actually there is no participation. The public and the observer are manipulated into thinking that the participation is in progress. The rubber stamp Advisory committee would be created to influence the citizens. Here the citizens are influenced but the participation will be not be informed one. The second rung is Therapy which pushes the citizens to change themselves and participate in process rather than providing opportunities to them to be part of any procedure. It refers to experts subjecting citizens to a clinical group therapy under the guise of involving them in planning. The third rung is about informing the citizens about their right. The effective participation needs free flow of information and then taking feedback. Without complete information, the participation would not be complete and effective. Again the people should be informed in advance. Here at this stage, the information will be given but not in advance which does not help in effective participation. The next stage is consultation. At this rung the citizens are invited in planning process. The effective participation process is a two way information flow process through meetings, hearing etc. with the people by the power holders. But in reality this process satisfies citizens that they have participated in participation. This process helps only power holders as they can collect an evidence of conducting a public consultation process but it does not ensure the real participation of people in influencing the power holders. The next rung is placation. At this level, the people start influencing the power holders I substantial

manner but not to optimal level. There are possibilities of outnumbering the views of the people by the power holders. The sixth rung in the ladder is partnership where the powers of planning and decision making is shared between the citizens and power holders through joint policy boards or planning committees. The effective partnership begins from this stage. The seventh rung of the ladder is Delegated power. This stage comes when the citizens have power and authority to affect the decision making process. They have dominant power to play important role in decision making process. The last rung of the ladder is Citizens' control. It is the highest level of participation. The Citizens ae in the full power and charge to influence and take decision as per their terms and conditions.

The important fact about this process is the facilitation require for citizens to reach to the final stage of full control. There are many factors which influence this process of complete participation such as literacy rate of citizens, the social acceptance, and the facilitation by the state to provide such opportunities. In this journey of effective participation the role of State is equally important. There are different international conventions wherein the need for public participation has been emphasized. The next part of the paper discusses the international conventions dealing with public participation.

Right to Participate in Environmental Decision Making Process: Legal Dimensions

The global issues like environment pollution, water scarcity, climate change, loss of forest and biodiversity, heath of humans have necessitated the participation of people in resolving them. These issues have not remained restricted to states but they have become global. To attain the goals of Sustainable development the participatory governance approach is highly required. For effective participation of people, they should have right to timely access the complete information. They should have access to justice for securing these rights. The right to information and right to access to justice are the pillars on which the successful participation of people depends

There are certain steps taken at the international level to recognize this procedural right of the people to participate in the decision making process. The Conventions on Environmental Impact Assessment in a Transboundary Context of 1991 [Espoo] obliges the States to make environment impact assessment of certain activities and consult each other and the people at the early stage of planning.[6] When any proposed activity listed in Appendix I of the Convention is likely to cause significant adverse transboundary impact, the party of origin shall take all measures to inform the affected parties about it in advance[7]. Article 5 of the convention provides the process of the consultations on the basis of the environment impact assessment documentation. Principle 10 of the Rio Declaration of 1992 emphasises the public participation in environmental decision making, access to information and access to

[6] Article 2 (2) of the Conventions Each Party shall take the necessary legal, administrative or other measures to implement the provisions of this Convention, including, with respect to proposed activities listed in Appendix I that are likely to cause significant adverse transboundary impact, the establishment of an environmental impact assessment procedure that permits public participation and preparation of the environmental impact assessment documentation described in Appendix II.

[7] Article 3 of the Espoo convention of 1991.

justice.[8] This principle was reconfirmed in in the document 'Future We Want', an outcome of United Nations Conference on Sustainable Development, Rio+20 in 2012[9]. The Aarhus conventions[10] also focusing on people's right to access to information, right to participate in decision making process and access to justice. These are the basic procedural rights related to environment. These procedural rights are key points of intersections between human rights and environmental rights[11]. First they are the basic human rights and then environmental rights[12]. The draft declaration of Principles of Human Rights and the Environment of 1994 recognises this need of substantive and procedural rights related to environment and recognises the rights to participate in environmental decision making process[13]. The 2030 Agenda for Sustainable Development focuses on decision-making with particular reference to participation of vulnerable groups.[14]

The legal framework in India does contain the right of the people to participate in environmental decision making process. The two methods of people's inclusion in environmental decision making process can be observed based on the analysis of the legal framework related to environmental law in India. One way is to include the representative of the communities in the decision making bodies and the way is public consultation. The Constitution of India under article 51 A (g) casts duties on the citizens to protect forests and environment[15]. The concept of local self-government as enshrined in the Constitution of India[16] is the real example of democratic decentralisation where the opportunities are provided to the basic units of the society to participate in the decision making process. The Water (Prevention and Control of Pollution) Act, 1974[17] and Air (Prevention and Control of Pollution) Act, 1981[18] also provide representation of the certain groups in the State Pollution control Board as members of the board. But this representation is only limited to certain interested groups and not the local communities. The Coastal Regulation Zone notification of

[8] Principle 10 of Report of the United Nations Conference on Environment and Development [Rio de Janeiro 3-14 June 1992] Environmental issues are best handled with the participation of all concerned citizens, at the relevant level. At the national level, each individual shall have appropriate access to information concerning the environment that is held by public authorities, including information on hazardous materials and activities in their communities, and the opportunity to participate in decision-making processes. States shall facilitate and encourage public awareness and participation by making information widely available. Effective access to judicial and administrative proceedings, including redress and remedy, shall be provided

[9] https://www.unenvironment.org/news-and-stories/story/unep-implementing-principle-10-rio-declaration visited on 27.3.19

[10] The UNECE Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters was signed in Danish City of Aarhus on 25th June, 1998 and entered into force in 2001.

[11] https://www.unenvironment.org/explore-topics/environmental-rights-and-governance/what-we-do/advancing-environmental-rights/what, visited on 9.3.19

[12] Articles 8,10,19,21 of Universal Declaration of Human rights *G.A. res. 217 A(11) U.N.Doc. A/810* 10th December 1948, 71.

[13] Draft Declaration on the Principles of Human rights and Environment , 1994 Part III 117,15,16, 17 ,18,19,20

[14] Goal 16 of Sustainable Development Goals.

[15] It shall be duty of every citizen to protect and improve the natural environment including forest, rivers and wildlife and to have compassion for living creatures

16 See, Article 40 of the Constitution of India and 73rd and 74th Amendment of the Constitution of India.

17 S.4 , such number of non-officials not exceeding three, to be nominated by the State Government to represent the interests of agriculture, fishery or industry or trade or any other interest which, in the opinion of the State Government, thought to be represented [Hereafter referred as Water Act.]

18 Section 5 (2) 4. Such number of non-official, not exceeding three, as the State Government may think fit, to be nominated by the State Government to represent the interests of agriculture, fishery or industry or trade or labour or any other interest which, in the opinion of that Government, ought to be represented. [hereafter referred as Air Act]

1991[19] contains provision of inclusion of members of local communities in the District Level Committee of CRZ. This notification involves local community members in the decision making body. The provision of Gram Sabha under the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006[20] is the best example of the legal provision of the participation of people in decision making process. This Gram sabhas are empowered to decide particularly issues related to forest dwellers. They can initiate the process for deciding the nature and extent of community forest right, individual forest right of the forest dwelling communities. They have also say in the development projects in the forest and in the issues related to resettlement of the forest communities. This Act actually provides participation of forest dwelling communities in the decision making process related to forest and rights of the communities over it. The Gram sabha needs to be consulted when any development project in forest affects the forest dwelling communities.

The Environment Impact Assessment Notification of 1994[21], re-engineered in 2006 contains the actual provision for public consultation process before the Environmental Clearance is granted to certain categories of the projects. The original notification of 1994 did not contain the provision of mandatory public consultation process. It provided that if it is found required, the public can be consulted. The provision of mandatory public hearing as a part of EIA process was added by the amendment of the EIA notification in 1997[22]. The notification aims at systematic and time bound public hearing, conducted in transparent manner. The projects are mentioned in schedule I which need to do EIA process and Public consultation. There are certain projects in the notification which do not need public Consultation process to be done. The projects are divided in the category A and B. Category B projects are further divided into B1 and B2. Only B1 projects and category A projects needs to do complete EIA process. There is a decentralisation of power of appraisal of the projects. The A category projects will be appraised by Environmental Appraisal Committee and after complete process of EIA final Environmental Clearance will be given by the Ministry of Environmental and Forest. The B category projects will be appraised by the State Environmental Appraisal committee and finally the environmental clearance will be given by the State Environmental Impact Assessment Authority. The four steps process of Environment Impact Assessment process consists of Screening, Scoping, Appraisal and Public Consultation. The first step of the process decides whether the proposed project needs to undergo EIA process or not. The second step decides the terms of reference i.e the important points to be addressed in the EIA process. The third step is appraisal of the project and the fourth and final stage is public consultation. Earlier notification of 1994 contains the provision that in case if it is required the authority may visit the site and then in consultation with the people may decide the terms of reference. The notification was amended in 1997 and the provision of public consultation was inserted before granting Environment clearance to the project. That notification was re-engineered in 2006 which provides for public consultation process. The public consultation process consists of two components as per 2006 notification. 1. Public hearing wherein the affected people can raise their issues in presence of the project proponent. 2. The

[19] Amended in 2011 and 2018. [passed under the Environment Protection Act, 1986, hereafter referred as CRZ]
[20] Hereafter referred as Forest Right Act or FRA.
[21] The notification has been issued under the Environment Protection Act, 1986 section 3 . Environment Protection Rules of 1986, Rule 5. [Hereafter referred as EIA]
[22] (S.O. 356 E dated 4th May, 1994), with further amendment (S.O. No. 318 E dated 10th April, 1997).

second part consist of written responses of the persons who have plausible stake in the matter. The notification provides the procedure to be followed for conducting public hearing in its Annexure IV. The applicant of the project has to make request through simple letter to the Member Secretary of the concerned State Pollution Control Board[23] or Union Territory Control of Pollution Committee[24] under whose jurisdiction the project is located. The applicant is required to submit ten hard copies and electronic copies of the EIA report and summary in English and local language to Ministry of Environment and Forest[25] and copies to the offices of the District Magistrate, Zila parishad or Municipal Corporation or District Industries office, Concerned regional office of MoEF under whose jurisdiction the project is located. The authorities except MoEF are required to publicise such report in their jurisdiction requesting the interested persons to send their response and comments to the concerned regulatory authorities. The people should be informed the reports and summary kept at the offices and people can access them during office hours. Moreover the summary of the EIA report is generally kept on the website of SPCB. The people should be informed 30 days before conducting the public hearing. The public hearing will be conducted by the Concerned State Pollution Control Board. The venue, time and date of the hearing will be notified 30 days in advance and through two newspaper, one in English language and national circulation , second in local language with wide circulation in that area. The venue will be kept near the project site. The meeting of the public hearing is presided over by the District Magistrate or his representative not below the rank of assistant district magistrate and the representative of SPCB or UTPCC. The entire event is required to be video graphed. The summary of the report will be presented before the people during public hearing by the project proponent or his representative. The people who are present at the place of public hearing can participate and express their views. No minimum quorum is required for the public hearing process. The attendance of those who are present at the place will be taken and recorded. At the end of the hearing the entire report of the meeting with the issues and concerned raised by the people will be read in front of the people by the presiding officers and then on the same day the minutes will be sent to SPCB. The entire process of the public hearing is completed within 45 days from the date of application from the project proponent for conducting the public hearing process.

[23] Hereafter referred as SPCB
[24] Hereafter referred as UTPCC
[25] Hereafter referred as MoEF

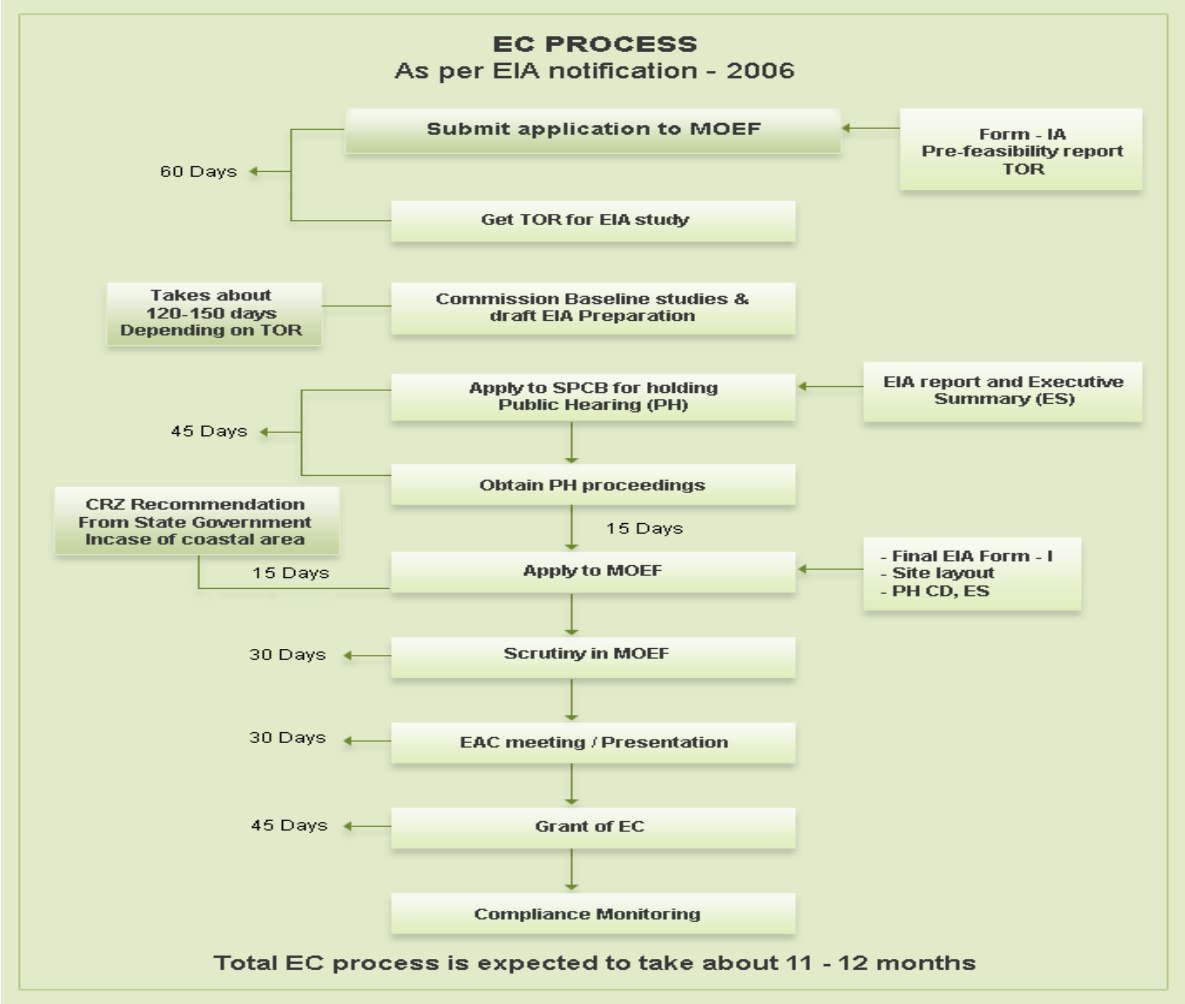


Figure 2 Environment Impact Process in India

Source: https://www.pppinindia.gov.in/[26]

The analysis of the entire process of the EIA shows that the public consultation comes at the very last stage. After public Consultation process the project proponent is expected to include the concerns of the people in EIA report before submitting it to the authority but people do not have access to check whether the concerns raised by them have been incorporated in the report or not. Generally the public consultation comes at the early stage in the EIA process. The public consultation is highly required at the screening and scoping stage to decide which terms of reference should be included in the EIA report as the local communities are more aware about the environment of the area. Majority of the time the public hearing is not conducted as per the required process as per the notification. The National Green Tribunal has made many interventions through different cases reported before it for streamlining the process.

In *Society for Environmental Protection vs. Union of India*[27], originally the PIL was filed in the High Court of Bombay in 2013 which was later on transferred to NGT in 2013. The main issue was the establishment of coal based Thermal Power Plant Project [TPP] by M/s Indiabull Power Ltd in Amravati District of Maharashtra.

[26] https://www.pppinindia.gov.in/toolkit/ports/module2-fgost-ooeiaaec.php?links=fgost3 visited on 3.4.19
[27] (08.08.2014 - NGT) : MANU/GT/0083/2014

The water was also made available to the plant by Vidarbha Irrigation Development Corporation (VIDC) through Upper Wardha Dam. The main grievances of the applicant were that the water which was used for irrigation by the farmers in that area was given to the thermal power plant. Secondly in the area near Amravati more than one power plants were situated so the cumulative effect of them results into air pollution due to fly ash. The third issue was that the farmers consent or the public opinion was not taken before the establishment of this thermal power plant. The farmers had earlier approached National Environment Appellate Authority {NEAA} for this matter in 2009 but due to various reasons the matter was not accepted by NEAA. This project needs environmental clearance before it commences its activities as per the Environment Impact Notification of 1994 as amended in 2006. The Ministry of Environment and Forests was also asked clarification by National Green Tribunal regarding granting of environment clearance to this project without holding public consultation which is a statutory process under the EIA notification 2006. The Ministry of Environment and Forest submitted its response clarifying that this project did not need public consultation process for granting EC as it was situated in Industrial Area and per the notification it was exempted[28]. The NGT ordered to strictly follow the EIA notification and public hearing process as per the notification and exemption granted under it with prospective effect and the present EC granted was not disturbed on fact accompli principle.

This shows the loophole in the legal framework as such peremptory provisions can ignore the cumulative effect and impact on the local people and their livelihood issues. This is not the participatory approach of the decision making process. The provision of the notification exempts industries started in industrial area [notified] from conducting public consultation if the public consultation and appraisal is done before granted EC to that Industrial area. In such area for each proposed industry, the public consultation should be done as the actual cumulative impact can be measured in true sense.

In, *M.P. Patil vs. Union of India, Through the Secretary*[29] the Tribunal dealt with the issue of consulting people in cases where their rights are going to be affected.

The appellant, in this case, has raised a challenge to the order dated 25th January, 2012 passed by the Ministry of Environment and Forests, Government of India, granting Environmental Clearance (for short the "EC") to the project for setting up a 3x800 MW Stage-I Kudgi Super Thermal Power Project near village Kudgi, in Bijapur District, Karnataka. The appellant had raised objection for the benefit of the community of that area. The National Thermal Power Corporation Limited had proposed the project. It has shown the proposed project land as barren, rocky and partially agricultural. But it was actually agricultural land. The Appraisal committee had recommended the project and MoEF granted the EC. The project proponent had not submitted the

The 'public hearing' was not held in accordance with the prescribed procedure. Material information was withheld from the public and the objections raised during the public hearing have not been considered by the EAC. It has completely frustrated the advantages of the public hearing, as contemplated under the EIA Notification.

[28] Section 7(i), (III), (i) of EIA Notification, 2006
[29] *13.03.2014 – NGT,* Appeal No. 12/2012, principal bench Delhi

The required Rehabilitation and Resettlement Policy was not prepared and presented before the people during the process of public hearing. The National Green tribunal emphasized that he people should be fully informed about the project and its impact particularly when they are going to be affected and required to rehabilitate and resettle. The Tribunal discussed the principle of eminent domain. It also emphasized the need of Social Impact assessment along with Environment impact assessment. The tribunal emphasized that the social surveys should be made about the families going to be affected by the project before the permission is given to the project. In this case the tribunal highlighted the need of Social Impact Assessment and its discussion and presentation before the people who are going to be affected thereby, during the public consultation process. Without proper information to them, the consultation should not take place.

The National Green Tribunal in Appeal No. 22 of 2011(T) decided on 9.2.12 interpreted section 11 of the National Green Tribunal Act, 2010.[30] The Tribunal held that "on a plain reading of Section 11, it is seen that any person aggrieved by an order granting environmental clearance has a right to prefer an appeal to the Authority. The definition of 'person' as contained in sub-section (2) of Section 11 (a), provides that any person who is likely to be affected by the grant of environmental clearance has an undoubted locus standi to file an appeal. Section 11(2) (c) is worded differently and is wider in scope than sub-clause (a). Sub-clause (c) speaks of "association of persons" (whether incorporated or not) who are likely to be affected by the impugned action and who work in the field of environment. In other words, sub-clause (a) talks of those who are affected or are likely to be affected and the emphasis is on the impact on an individual, though the sub-clause, does not rule out more than one person likely to be affected and/or actually aggrieved. In contrast, sub-clause (c) refers to an association of persons, incorporated one. Such association of persons, (incorporated association), cannot be said to be affected in the manner traditionally understood. Moreover, in environmental cases the damage is not necessarily confined to the local area where the industry is set up. The effect of environmental pollution or environmental degradation might have far-reaching effects going beyond the local area and create national or global effects. For example, the destruction of forests is said to be one of the causes leading to global warming. Therefore, the aggrieved person need not be resident of the local area. Such an interpretation would also result in defeating the very objective of this enactment in terms of access to justice".[31] This wide interpretation of the locus standi helps the real representation as well as participation of the people in the environmental decision making process. The National Green Tribunal has recognised right to participate in decision making process in a wide manner.

In *Janajagrithi Samithi and Ors. vs. The Union of India and Ors*.[32] the National Green Tribunal rejected the flawed public hearing conducted and asked to conduct a fresh public hearing to the project proponent.

In , *Debadityo Sinha and Ors. vs. Union of India and Ors*[33] the appellant had raised issues regarding public hearing. As per him there was inadequate publicity of public hearing which consequently lead to unawareness of public hearing among the

[30] Jan Chetna Through its Member Ramesh Agrawal Satyam Kunj… (09.02.2012 - NGT) : MANU/GT/0010/2012
[31] Ibid.
[32] (14.03.2019 - NGT) : MANU/GT/0021/2019
[33] (21.12.2016 - NGT) : MANU/GT/0148/2016

local rural folk, thereby preventing real participation of the locals in the public consultation process.
Secondly the public hearing was conducted with influence of political leaders, police force and individuals with arms which ultimately led to denial of entry of the local people at the public hearing place. Moreover the summary of EIA and draft EIA were not electronically kept available which is a mandatory requirement under EIA process. The National Green Tribunal rejected the appeal of the respondent and directed to start the fresh process for environmental clearance.

In this case the manufacturer has established a steel plant with no objection certificate from the State pollution control Board and then applied for the environment clearance. It sought exemption from the public hearing process.

Similarly the Apex Court has also reminded the government and to the project proponents to conduct the public consultation process as per the legal provisions.

In *Orissa Mining Corporation V. Ministry of Environment and Forest*[34] the Supreme Court intervened and the Vedanta Company had to stop its project of mining bauxite at Niyamgiri Hills due to great opposition of tribal and forest dwelling communities through their Gram Sabha. It is one of the remarkable example of huge community participation in decision making process.

In the same way the when the factory of Coca-cola discharged the waste water from its Plachimade Plant, the water resources and crops got affected in that area which was opposed by the local people with the help of Ngo.[35] In the case where the Korea's giant steel company (POSCO) wanted to locate a port and steel manufacturing facility in the district of Jagatsinghpur which was apprehended to affect the forest and land rights of the communities living there from decades. Initially the permission was given to the plant by Ministry of Environment and Forest but the National Green Tribunal rejected the permission. Similarly The National Green Tribunal cancelled the environmental clearance to Jindal Steel's Chhattisgarh project and observed that The bench said that it was not a case where there are a "few ignorable procedural lapses" but instead it was "a mockery" of public hearing, which is one of the essential parts of the decision making process while granting an environmental clearance.[36]

5. CONCLUSIONS AND SUGGESTIONS:

The legal framework that exists for people's right to participate in decision making process does exist in India which provides direct participation and indirect i.e representative participation. Public Participation through direct consultation process the allows people to participate in the decision making process for example the provision of public hearing under Environment Impact Assessment Notification of 2006 or the Provision of Seeking Consent of Gram Sabha in Forest Rights Act of 2006. The laws which permits participation through representation also exists in Water Act of 1974, Air Act of 1981, CRZ notification of 2011. The analysis of these legal provision indicates that even there is a legal framework for people's participation in environmental decision making process, the efforts are need to

[34] 2013; 6 SCC 476
[35] See https://www.ritimo.org/The-Plachimada-Struggle-against-Coca-Cola-in-Southern-India
[36] MANU/GT/0024/2012

strengthen the participation of people in decision making process. The major challenges for effective participation of people are as follows:

1. The earlier trend in the development Environmental law in India reflects that the public interest litigation played major role in representing the community's interest. The expansion of the principle of locus standi and its liberal interpretation by the Supreme Court has promoted many social action litigations and helped in securing environmental justice to the communities. Whether it is the issue related to right to water or right to healthy environment, the court had always promoted the community's interest who are not able to represent themselves effectively[37]. Even National Green Tribunal has recognised this right and liberally interpreted the concept of locus standi[38].
2. The scope for public participation in EIA notification is restricted only to the last stage of the process. At the time of scoping and fixing the terms of reference the people should be consulted.
3. The analysis of the pattern of the public participation and its success indicates that in the majority of the cases the interventions of NGOs' or social activist group's intervention has played major role in promoting the participation of people.[39]
4. The effective public participation presupposes right to access to information and access to justice. In the process of EIA, the people have access to summary of the EIA report at designated places. But the technical terms used in summary are difficult for the ordinary people to understand. So the complete information are not accessed by the people. This summary report should be simplified and it should also be prepared in local vernacular language. Another issue is the EIA report is not a comprehensive report of the study of the impacts during the entire year. It is based on rapid EIA. So the impact analysis made is not the comprehensive one. It fails to provide true information of the year round impact of the projects. Many times in past the fake EIA had been submitted by the project proponents in India. The cumulative impact assessment of any project is equally required to provide complete information about the impact of the project. These are the problems in securing right to access complete information.
5. The access to justice is another requirement for the effective implementation of right to participate in decision making process. The delay in justice and expensive procedure of the court prevents people from approaching the court. So the earlier trend analysis of the environmental litigation in India, indicates that public interest litigation has played major role in securing justice to the people. The establishment of National Green Tribunal has resolved this problem up to some extent.
6. The conflict of interest of the State and citizens can also restrict the effective participation of the people. Particularly in the developing countries like India,

[37] *M.C.Mehta v. Union of India,* 1988 SC 1037, *Vellore Citizens Welfare Forum v Union of India* AIR 1996 SC 2718, *Indian Council for Enviro-Legal Action V. Union of India (*1996) SSCC 281 etc

[38] Jan Chetna Through its Member Ramesh Agrawal Satyam Kunj, Naya Ganj, Raigarh, Chhattisgarh-496001 and Rajesh Tripathi 159-Kelo Vihar Colony Raigarh (C.G.)-496001 vs. Ministry of Environment & Forests Through the Secretary, Paryavaran Bhavan, CGO Complex, Lodhi Road, New Delhi-110003, (09.02.2012 - NGT)

[39] In the matter related to Vedanta Bauxite mining proposed project, Plachimada case, Alaknanda Hydro Power Company V. Anuj Joshi (2014)1 SCC 769 etc.

the economic development is essential for the State. In such cases the establishments of major projects are always promoted by the State due to potential economic prospects. The social and environmental impacts of the projects may be harmful. In such cases the communities and the government have opposite preferences and the communities' interest is generally ignored. The State has to perform the role of trustee and the balanced approach should be followed only then the true sustainable development will be possible. The Sustainable Development aims at securing rights of the present and future generations. The state as a trustee of the resources should try to envisage the long term and overall impact of any developmental activities and the interest of all groups and protection of the resources. It is the State which should try to promote the participation of people in decision making process.

7. The school curriculum should include the training to be imparted I its curriculum regarding the importance of people's right to participate in decision making process and how to secure this as per law.

8. In India, the poverty and illiteracy are also major causes of lack of effective participation. The analysis of most of the projects located in tribal areas. The tribal and forest dwelling communities have better knowledge to protect the resources abut they lack effective representation. Proper education and free legal aid can help them in participation in decision making process.

   In the age of globalisation the concept of global community exists. The environment and natural resources are common property resources. The participation of the global community can protect them and help in effective conservation and management of then.

Registration: #30

Name: Imam Subkhan

Title: Voicing People's Aspirations: The Practices of Public Participation in the Indonesian Parliament

Theme: Making better decisions

VOICING PEOPLE'S ASPIRATIONS: THE PRACTICES OF PUBLIC PARTICIPATION IN THE INDONESIAN PARLIAMENT

Imam Subkhan
University of Washington
imams@uw.edu

In a democratic country, voicing people's aspirations are the underlying working of parliament as the representative body of the people. Therefore, the performances of the functions of the parliament are aimed at fulfilling the people's aspirations. However, this normative framework is more apparent than real, in part due to the manifest shallowness of public participation that consists in bringing people's voices into policy-making processes in the parliament. Drawing on participant observations and literature studies, this paper attempts to investigate the practices of public participation in the Indonesian House of Representatives (DPR) in defending and striving for people's aspirations both individually and institutionally. This article dissects the practical dimension of public participation in the DPR instead of its normative aspect. From empirical evidence, the efficacy of public participation is driven by the continuous negotiation of three interrelated forces: public pressure, including the constituent's grievances, the structural power of political parties, and the will to gain and sustain electoral supports. Moreover, this paper also finds that the social embeddedness among various actors in the parliament plays essential roles in shaping different forms of public participation.

Keywords: *public participation; Indonesian parliament; policy-making process; social embeddedness.*

1. INTRODUCTION

The sustained public criticism of the Indonesian parliament evolves largely around the gap between public expectations and actual performances of the

Indonesian House of Representatives (*Dewan Perwakilan Rakyat* or DPR). The public expectations usually refer to ideal types of the parliament in bringing people's mandate, making laws, and scrutinizing government policy and spending. In the ideal types' framework, the DPR can be perceived as a representative, legislative, and deliberative assembly. These three ideal types of parliament are supposed to embody in the workings of the DPR. As a representative body, for example, the DPR has the mandate to bring the people's aspirations into policy in the form of government program and spending.

However, the commitments to defend the public interests are still far from satisfactory that decrease the public's trust in the DPR. The public opinion survey always reveals that the DPR as one of the public institutions with a low rate of trust and it is also the case for other parliaments across the world (Sherlock, 2018). The latest 2018 survey report released by the Indonesian Survey Circle (LSI) and the Indonesian Corruption Watch (ICW) found that the public's trust rate of the DPR was only 60%, while the KPK and President gained more than 80% respectively. Many argue that the decreasing public's trust in part stems from the failure of the DPR to take public aspirations into account in the decision-making process in the parliament. Rather than considering the constituents or the country's interests, the political decisions made by the DPR are driven by short-term vested interests. This situation is exacerbated by the increasing number of members of parliament (MPs) who were arrested by the KPK for briberies and extortions.

To regain the public's trust and improve its performances, the DPR has launched multiple endeavors. In the 2015-2019 strategic plan, the DPR has set its vision statement to be the "modern, respected and credible representative body" (DPR, 2015). To achieve a modern parliament, the DPR wants to create transparency supported by information technologies, open the space for public participation, and be accountable to the people. The DPR's leadership also formed a task force called "*Tim Implementasi Reformasi DPR RI*" to ensure the implementation of the DPR reform on target as a part of the road to the modern parliament. The efforts of opening space for public participation are demonstrated in developing participation infrastructures in the form of parliamentary laws and procedures, and the increasing DPR's spending for public participation.

This article attempts to investigate the way the DPR carries out the reform on public participation through the development and enforcement of the public participation infrastructures. Two questions raised are how do the public participation infrastructures that are developed by the DPR ensure public voices to be heard in the parliament and what are the challenges that are encountered in utilizing those infrastructures. In the first part of the paper, I shall discuss theoretical reviews on the relationship between parliament and public participation. The following part will explore the development of public participation infrastructures in the DPR and how the Members of Parliament (MPs) utilize those infrastructures in practices and the challenges that the practices face.

2. LITERATURE REVIEW

2.1 Defining Public Participation

Scholars and practitioners suggest a wide variety of definitions of public participation. International Association for Public Participation (2015) defines public

participation as "any process that involves the public in problem-solving or decision-making and that uses public input to make a better decision" (p. 2). The United States Environmental Protection Agency (EPA, 2015) gives a similar definition that is "any process that directly engages the public in decision-making and gives full consideration to public input in making that decision." A broader definition of public participation is formulated by Nabatchi and Leighninger (2015) that is "an umbrella term that describes the activities by which people's concerns, needs, interests, and values are incorporated into decisions and actions on public matters and issues" (p. 6). The World Bank (1996) that funds development projects in low- and low-middle-income countries also proposes another definition of participation that is "a process through which stakeholders influence and share control over development initiatives and the decisions and resources which affect them" (p. 3). This list of definitions is still evolving with different focus and formulation.

Even though there is no single, uniform definition of public participation that we all agree to, we can identify some characteristics for effective public participation. First, public participation is a process, not a product. That means it continues to evolve and redefine itself as we perform. Therefore, instead of thinking of public participation as the final point we should exercise it to work through the challenges we are facing. Second, public participation requires the public as the key actor that engage in the decision-making process. Not only the participants do attend the process, but they influence it. At the same time, the parliament members have to ensure that "the voices of the people are heard" (Norton, 2013, p. 281). Third, the issues that they address in public participation are public matters. The term "public" points to general people and issues. It is not confined to legislative or policy process, but also the way people organize themselves and work together to address their own problems (Nabatchi & Leighninger, Public Participation for 21st Century Democracy, 2015). Therefore, the term public is more than simply a thing, but rather the capacity "to public" (Mathews, 1984, p. 122).

In this article, we focus on direct public participation, as opposed to indirect public participation in which individuals engage to the House members through intermediaries. The term "direct" indicates situations in which people are involved in the process of the parliamentary works personally and actively (Nabatchi & Amsler, 2014). People can participate to address public issues by in-person and online methods. According to the degree of involvement, there are three types of direct public participation: thin, think and conventional participation (Nabatchi & Leighninger, 2015). While thick participation is performed collectively and consumes a longer time, thin participation gives opportunities to individuals to express their concerns and ideas in a shorter time. The thick practice is considered as the most powerful and meaningful forms of direct public participation that empower citizens to engage in public affairs even though public institutions rarely practice it. Conversely, conventional participation is most common in public institutions and legally required public participation in government in the form of public meetings or hearings (Innes & Booher, 2004).

2.2 Parliament, Representation and Public Participation

The parliament is the foundational element of representative government that has a common characteristic with a democratic government in the sense of the self-government. Therefore, the parliament is often identified as a representative body in

democratic countries. American people call one of their bicameral legislatures as the United States House of Representative, while the British parliament has the House of the Commons. The similar term is also used to name the Indonesian parliament that is *Dewan Perwakilan Rakyat* (DPR), which means literally "people's representative council." Representatives inherently presume that they represent the population that can be citizens or constituents who elect them in a democratic election to govern the country. In other words, representatives are the representation of the people. According to Pitkin (1972, p. 3), the word representation is derived from Roman *repraesentare*, which means "bringing into presence of something previously absence." Pitkin further defines representation as "the making present of something which is nevertheless not literally present" (p. 144). This definition implies that representatives require to respond to citizens' interests but also act independently to articulate citizens' best preferences that may not present (Dovi, 2015). Thus, bringing the voices of the people that are either present or absent into presence is the paramount duty of the representatives.

The representative government in Mill's perspective is the ideally best form of government that opposes a despotic monarchy (Mill, 2009). This form of government is more likely to achieve a good government and foster a better national character than others. Under the representative democracy Mill believes that people have the opportunity to exercise their sovereignty and being "called on to take an actual part in the government" (2009, p. 69). The people participation, even in the smallest portion, plays an indispensable role that allows the government to meet the individual and social exigencies of the people. Mill also maintains that extensive participation promotes the well-being of society by protecting the people's rights and interests and the competence of citizens by facilitating civic education of citizens (Thompson, 2015). Studies show that the increasing participation of citizens will influence the responsiveness of political leaders to adopt the citizens' favorable agenda (Verba & Nie, 1973). To put it differently, representatives are likely more responsive to active citizens. In this way, Mill's argument that participation will safeguard the citizens' interests finds its justification that Thompson calls as the protective argument. Apart from the protective argument, Mill also proposes the educative argument for participation. This argument rests on the fact that participation requires citizens to be active, which is the ideal character of individuals and society. Participation may not always express people's interests and influence the policies of the government. However, its benefit to develop a human character is evident. Public participation can strengthen the capacity of citizens to engage the public affairs that will contribute to the deepening of democracy.

Public participation has some benefits for deepening representative democracy. First, public participation is a means through which representatives and constituents build mutual relationships. Moreover, in the context of electoral democracy, representatives who fail to build a strong relationship with the constituents have less chance of being reelected in the next election. Therefore, the desire of representatives to incorporate public participation in their parliamentary works is not only driven by a moral and political obligation to their constituencies but also influenced by a political calculation and practical consideration to preserve their power and maintain their popularity and electability. Second, people will benefit from the policy made by the parliament if that policy reflects their interests and affects the improved life of the polity. The more people involved in the policy-making process, the better the outcomes (Kurtz, 1997). To put differently, public participation will

increase the quality of decisions. Third, the policy generated by the parliament may not satisfy all the people who have different interests and opinions. It is nearly impossible to homogenize the citizens' preferences in the decision, but public participation allows all sides of opinions to have a conversation and dialogue that may produce a better decision. It improves transparency and accountability of decision-making. The last benefit of public participation is that it gives legitimacy to the parliamentary political decisions (Fox, 2009). This legitimacy is essential in strengthening the relationship between parliament and citizens. The legitimate policy will gain support from the public when it is executed. Conversely, people tend to refuse and resist the policies in a myriad of forms and ways unless those policies consider their opinions.

However, in the debates of the contemporary representative politics, many argue that an official representative politics like the parliament has been failing to respond to the rapid political transformation in the society (Tormey, 2015). This failure deteriorates citizens' political trust in the political institutions marked by the declining political participation of the people both in elections and other state-sponsored political events especially in Western democratic countries. Only 60,1 % of the U.S. vote-eligible population (VEP) cast votes in the 2016 U.S. general election (McDonald, 2018), while voter turnouts in the 2016 UK parliamentary election hit 69 % (Commission, 2017). Indonesian's turnout rate in the 2014 legislative election reached to 75.11% as a comparison. Nevertheless, the decreasing number of political participations does not mean that citizens are no longer interested in politics. Instead, it rather indicates the malfunction of traditional representative politics to address the heterogeneity and complexity of the people's interests and identities.

People continue to show the enthusiasm in politics in a broad sense such as public affairs, but expressing it in the different forms of political actions, outside and beyond representative politics. The practices of the non or anti representative politics include street protests, Boycott, Divestment, and Sanctions (BDS) movement, sit-ins, demonstration, and cyber protests. By comparison with the representative politics, the non-representative politics or what Tormey calls "unofficial politics" is more inclusive, flexible, spontaneous, collaborative, horizontal and less ideological. The emergence of the unofficial politics, however, does not diminish the existence of the representative politics. People keep considering the parliament as a valuable avenue to influence public policies that affect the life of the people. Therefore, rather than replacing representative politics, the unofficial politics plays a supplementary role in it, and both will achieve better decisions if they are used together (Fung, 2006; Kocaoglu & Phillips, 2018).

To respond to the increasing demand for public participation, the parliament launches multiple endeavors and strategies of public participation that close the gap between representatives and constituents. Often, however, these efforts separate the processes of public participation from the political structures. Therefore, Nabatchi and Leighninger (2015) suggests the integration of these two elements of democracy—the structures and the processes—through the enforcement of participation infrastructures defined as "the laws, processes, institutions, and associations that support regular opportunities for people to connect with each other, solve problems, make decisions, and celebrate community" (p. 6). They also identify three aspects we need to consider in order to strengthen public infrastructures that include empowering and activating

leaders and networks, assembling participation building blocks; and providing systemic supports.

3. RESULT AND DISCUSSION

3.1 General Overview of the Indonesian Parliament

The House of the Indonesian Representatives has 560 members who are elected in a general election every five years. They come from 10 political parties that passed the parliamentary threshold in the 2014 election and represented constituents from 77 electoral districts. Like other parliaments around the world, the DPR forms permanent and ad hoc organs to carry out the parliamentary works. To carry out its duty and to accomplish its mission, the DPR has several permanent organs as follows: committees (*komisi*), Legislation Council (*Badan Legislasi* or Baleg), Budget Council (*Badan Anggaran* or Banggar), Budget Accountability Council (*Badan Akuntabilitas Keuangan Negara* or BAKN), DPR Leadership (*Pimpinan* DPR), the Inter-Parliamentary Cooperation Council (*Badan Kerjasama Antar Parlemen* or BKSAP), the House Affair Council (*Badan Urusan Rumah Tangga* or BURT) and Steering Committee (*Badan Musyarawarah* or Bamus). There are 11 committees that partner with related ministries and government agencies to work on various sectors and issues. The Committee X, for instance, that focuses on education, culture and sports affairs partners with Ministry of Education and Culture, Ministry of Research, Technology and Higher Education, Ministry of Youth and Sport, Ministry of Tourism, Economic Creative Agency, and National Library.

To support the working of parliament, the DPR has two agencies that work together with one another: The General Secretary (*Sekretariat Jenderal* or *Setjend*) and the Specialist Agency (*Badan Keahlian* or *BK*). The General Secretary provides administrative, financial and logistic support in the form of facilities and operations, information and communication technology, media and public outreach, the order of precedence, documentation, reporting, and technical staffs. The Specialist Agency offers functional support in the form of knowledge management. This agency directs and manages various specialist centers that contribute to the improved quality of the parliamentary works, such as the Center of Legislative Drafting, the Center of Legislative Monitoring, the Center for Budget Study, and the Center of the State Budget Accountability and the Research Center. Apart from those specialist centers, the DPR is also assisted by expert staffs. Three categories of expert staffs in the DPR are as follows: the personal expert staff of the MPs in which each lawmaker has five expert staffs, the expert staff of the committee and other permanent organs of the DPR, the expert staff of the DPR factions. In the context of direct public participation, expert staffs of the DPR members play essential roles that bridge communication between lawmakers and their constituents.

3.2 Legal Instruments of Public Participation

The discussion of public participation in the parliament centers on the relationship between people or constituents and the DPR members. This relationship, according to Legowo (2011), involves at least three aspects. First, the existing method and mechanism of grasping and managing people's aspiration applied by the DPR members and the way they bring those aspirations to policy-making processes. These method and mechanism are the forms of public participation exercised by the DPR. Second, the substances of the aspirations that are inherently diverse because each

citizen and constituents both individually and collectively have different concerns, needs, and opinions. Third, the effectiveness of the public participation in the policy-making processes that are influenced by power dynamics among political actors within and outside the parliament. The power dynamics of the parliament in responding to people's aspiration generates three possibilities of the representative practices: unrepresented, under-represented, and over-represented.

The forms of public participation in the DPR are influenced and shaped by the legal instruments that refer to available regulations, and laws that facilitate and support public participation of the DPR. According to Nabatchi and Leighninger (2015), these legal instruments are a part of participation infrastructure. The DPR has legal instruments that regulate the practices of public participation in the parliament. These legal instruments are Law No. 17 of 2014 on the People's Consultative Assembly, House of Representative and Regional Representative Council, and Regional People Representative Council, also known the MD3 Law and the Standing Orders of the DPR that is the implementing regulation of the former instrument. From those legal instruments, we can identify some provisions and stipulations regarding public participation in the DPR as follows:

1. The House members, upon beginning their service, are obligated to take an oath to God to strive for the people's aspiration to achieve the national goal.

2. The House members have rights to propose and strive for the development program for the constituencies.

3. The duties of the House members are to grasp and gather people's aspiration through periodic work visits, to collect and follow up the people's aspiration and public complaints, and to give moral and political accountability to their constituents.

4. People have rights to submit written and oral opinions on the bills, including the budget bill prepared and deliberated in the parliament to the DPR through the House leadership or the House committees.

The DPR members frequently use legal arguments to justify their proposal on the government program and budget during working meetings (*rapat kerja*) with the government ministries. They argue that by law they had been sworn and have rights to strive for the aspirations of the constituencies with their parliamentary authority. This mission cannot be accomplished unless the government agrees to spare and allocate the number of the state-funded program, through the representatives, for the constituents. The working meeting— the highest forum of the decision-making process in the committee attended by ministers—gives the representatives opportunities to voice their constituents' concerns. Even though it is vague whether those program proposals thoroughly represent the will of the people or more reflect the personal preferences and the interest of political parties.

Even though the DPR has legal instruments to voice the will of the people in the parliament, not all those instruments can be implemented. One example is the DPR regulation No. 4 of 2015 on the procedure for proposing the development program of the electoral districts or well known as the aspiration fund (*dana aspirasi*). The DPR has introduced the aspiration fund since 2010 that was refused by the Yudhoyono administration due to conflicting with the principle of separation of

power in government. The legislative branch is supposed not to take over the executive authority to allocate, distribute, and implement government spending. Instead of proposing the development programs, the duties of lawmakers are to discuss, to comment, to approve or disapprove a budget request submitted by President, and to oversee the implementation. Moreover, this idea had no legal base to be implemented. In the 2014-2019 term, the DPR insisted to put into law the aspiration fund and issued its implementing regulation. However, journalists, social activists, and civil society organizations again denounced the aspiration fund and demanded President Jokowi to reject the DPR proposal on the development program of the electoral districts. President's rejection of the aspiration fund makes the DPR cannot put it into effect.

In the regulation of the aspiration fund, the representatives have the right to submit the development program request to the government for their constituency. The program request may come from the House members' initiatives, local government, and the aspiration of the people from electoral districts. It means the representatives can submit the program proposal to government with or without the people's request. Moreover, those programs do not necessarily reflect the people's interests but may be based on the wisdom of the representatives or what representatives think best that signifies substantive representation (Pitkin, 1972). However, the individual preferences of representatives and the vested interests of political parties are often practically concealed on behalf of the will of the people in proposing the aspiration fund.

The aspiration fund emerged as a response to the high demand for seeking assistance from the constituents when the representatives go on recess in the electoral districts. These practices are typical in developing countries. The assistance requests do not only consist of personal expenses, such as household's electricity bill, children's school tuitions, weeding cost, but also local and community development projects that are predominantly physical infrastructures. This condition leads to the reluctance of the representatives to engage the constituents. With limited resources at hand, many representatives tend to engage in the constituency approaching election day except they have sufficient resources to meet the demands of the constituents. By using the aspiration fund, the House members are expected no longer rely on their money to fulfill the constituents' needs that sometimes encourage representatives to get illicit money from politics, and to engage the constituents more frequently. It is also important to note that the aspiration fund is not in the form of money, instead, given in the form of the government program. In many ways, the aspiration fund is similar to "pork barrel politics" in the United States and "Constituency Development Fund" (CFD) in developing countries that refers to the state budget used by the representatives to "pay back" their constituents in the form of project fund in the electoral districts where they were elected (Susanto, 2017). "Payback" means returning the political support from the constituents who contribute to the political campaign and vote them in the election (DJA, 2015).

3.3 Infrastructures of Public Participation

The Standing Orders of the DPR allow people to participate in the DPR in six parliamentary processes: drafting and deciding the National Legislative Program (*Prolegnas*), preparing and deliberating bills, deliberating the state's annual budget bill, overseeing the implementation of the laws, and monitoring the implementation of

government policies. However, the form of participation is confined to providing oral and written opinions and input to the representatives who have authorities to shape and determine the processes. All written opinions can be submitted to the House members and the committee leadership, except opinions for the state's annual budget bill that are specifically delivered to the committee leadership. The general secretary of the DPR has established multiple channels to facilitate public participation in the parliamentary process. According to the DPR's performance report, the DPR received 5,765 public grievances and aspirations from people that were submitted by mail (2,331), by SMS (2,850) and through the website (584) during the 2017-2018 session. Apart from those channels, the DPR also created a mobile application for public engagement called "DPR Now!" that was launched in August 2018. People can submit their aspirations on public affairs through the application.

The DPR's performance report mentions that those grievances and aspirations have been accepted and forwarded to the relevant committees. However, it is vague how those complaints and aspirations were followed up by the committees. There is no further information on the policy and action made by the committees to address them. In general, the topics of aspiration can be categorized into two groups: those are directly related to the internal parliamentary works and government affairs. In the case that the subject has a direct relation to the internal works of the parliament such as the aspiration of the bill, the DPR may respond to it by considering it in the legislative process. However, if the aspirations pertain to the government affairs, for example, teaching salaries, school construction, and renovation, the representatives may forward them to the related ministries and government agencies. In providing written aspirations, people have no opportunities to shape the policy. It is the type of thin participation in which citizens involve individually and spend a short time. This participation also does not influence on the policy-making processes unless the representatives consider those aspirations in their parliamentary works.

In addition to written aspirations, the DPR receives oral aspirations in which people who have concerns with public affairs meet physically with the representatives both formally and informally, individually and institutionally. The individual constituents can request to meet informally in person with the representatives. But not all their requests will be accepted. It depends on the proximity between the representatives and the requesting person and the representatives' priority issues. The meeting may take place inside or outside of the parliament building. People can express their concerns directly to the representatives and get responses from them immediately. Their concerns may not be resolved at the time of the meeting, but they know how the representatives will address their aspirations. The response modes to oral aspirations are varied depending on the type and complexity of the aspirations. Some representatives may contact the networks of government agencies for assistance if the subjects relate to the public services, while others will voice the aspirations in the internal parliamentary meeting and the working meeting with the governments if the topics are about public policies that need to be addressed by the government.

Another participation infrastructure that connects the representatives and people is working visits (*kunjungan kerja*). There two types of working visits: individual working visit and committee's working visit. The committee's working visit is made by the DPR institutionally to carry out the oversight function of the parliament. The committee office arranges and organizes the process of the visit that may take place during the parliamentary recess (recess visit) and season (specific

visit). The DPR does five recess visits and around ten specific visits every year. Two main activities of the committee's working visit are meeting with the provincial and local government agencies, state-own enterprises and other related institutions, and doing an on-site field visit. For the education committee, for example, they meet local school districts, teacher associations, and visit schools. In this working visit, the DPR has opportunities to see and get first-hand information about the progress, challenges of the education programs. However, many aspirations and information gathered by the committee during the visit predominantly come from the government officials, rather than the public. Therefore, the findings of the visit do not always reflect the interest of the people because they tend to rely on the government's opinion and report. Moreover, the aspirations usually relate to the policies of the central government that affect the provincial and local government. In the practices, the committees even send a list of questions to the provincial government that will be discussed during the visit and should be answered for drafting the working visit report. The findings of the visit are delivered to the government ministers and officials in the parliamentary meeting between the committees and the government. The representatives also sometimes use the relevant findings of the visits to support their argument in articulating the interests of the people.

The second type of the working visit is the individual working visit in which the representatives go to the constituency to meet the voters. The DPR members can do twelve individual working visits every year during the parliamentary recess and session. Different from the committee working visit, these visits are planned and organized by the representatives themselves. The General Secretary of the DPR keeps providing financial and administrative support for the visits. To strengthen the representative function, each representative opens a district office called "aspiration house" (*rumah aspirasi*) in the constituency that is funded by the state budget. The main activities of the individual visit are public meetings with constituent groups through which the representatives attempt to make their works accountable to their constituents and maintain the communication with the voters who elected them in the last election. A wide range of issues and topics may be discussed in the meeting, from daily and household needs to the government programs that affect their lives. The representatives are obligated to make the working visit reports that are submitted to their political faction respectively in the DPR. The individual working visit may be an effective participation infrastructure to meet the interest of the constituents both individually and collectively. However, the representatives have not utilized this infrastructure to involve the constituents in a broader policy-making process in the parliament.

The last public participation infrastructure in the DPR is a public hearing (*Rapat Dengar Pendapat Umum* or RDPU). The RDPU is a public meeting between the committee or the joint committee meeting with individuals, groups of people, organization or private institutions at the invitation of the DPR or at the request of the participants, which is usually led by the committee or joint committee leadership. The nature of the RDPU is open for public, except the meeting leader declares it as a closed meeting, but not all attendees can speak at the meeting. There is a parliamentary meeting procedure that is applied in the RDPU and must be followed by the meeting participants. The meeting leader has the authority to manage and control the meeting process that includes permitting and forbidding participants to speak, and the length of speaking time. The topics, participants, and agenda of the RDPU have been determined by the DPR prior to the meeting. Participants are not

allowed to discuss and to question topics outside of the agenda. However, the RDPU is a deliberative meeting in which people and the representatives can exchange and clarify information, ideas, and concerns one another. In the meeting, people have ample opportunities to speak to the representatives and to express their interests in a formal way. Conversely, the representatives can respond to them immediately in accordance with their duty and responsibility as the DPR members.

The result of the RDPU may not satisfy the participants in the sense of changing policy since it is not the forum for deciding the policy, but its processes are meaningful for the people who want their voices to be heard. As a formal activity, the result of the RDPU is documented and administrated in the form of meeting minutes and a short report that includes the conclusion of the meeting. The representatives ideally incorporate the results of the RDPU in the process of policy decision making in the working meeting with the government. However, in the practice, the representative finds various interests of different parties from government, political parties, constituents, and representatives that need to be considered in the decision-making process. The representatives' endeavors to voice the aspirations of the people are influenced by power dynamic among those different interests. In many cases, the greater the political significance of the policy the more likely the representatives are pressured by the political parties and public. By contrast, the more technical the policy, the more independent the representatives in making policy.

4. CONCLUSION

The Indonesian parliament or DPR has ample available legal instruments and infrastructures that support the practices of public participation. The legal instruments do not only require the representatives to involve the people in the parliamentary works but also provide justification for developing participation infrastructures. The legally required public participation of the DPR stems from the inherent characteristics of the DPR as the representative body that attempt to present and bring the interests of the people into policies. The representatives have a political obligation to meet the aspirations of the people, especially the constituents who have elected them in the election. However, the increasing demand for assistance— from household daily needs to the development infrastructure projects— from the constituents cause the representatives are reluctant to engage frequently with the voters unless they have the resources. The more engagement, the higher the political cost will be. Therefore, the DPR proposed the development program of the electoral districts, well known as the aspiration fund (*dana aspirasi*), that were rejected by the government. Apart from the weak legal bases, according to the government, the implementation of the aspiration fund conflicts with the principle of checks and balances.

The strategies undertaken by the representative to meet the aspirations of the constituents are developing participation infrastructures and channeling the aspirations of the constituents to the government program. The participation infrastructures allow the people to express their interests, concerns, and aspirations both orally and in writing through multiple channels. The DPR has developed a public grievance system both physically and electronically even though the follow-up of the complaints is only limited to forwarding the complaints to the relevant committees. The individual working visit of the representatives to the constituency fails to involve the people in shaping the public policy. It is also the case for the committee working

visit that engages more local government official than public. The great opportunity for public participation in the DPR is a public hearing or the RDPU in which people can voice their interests directly to the representatives. Unfortunately, the parliamentary procedure often confines people to deliberate their aspirations equally in the RDPU. The representatives will consider the results of the RDPU if the issues attract public attention and have political significance. Shortly, the DPR has not utilized the available participation infrastructures to develop thick public participation in which people involve and influence the policy-making process in the DPR.

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Biography

Imam Subkhan
PhD Student
University of Washington
Department of Anthropology
314 Denny Hall, Box 353100
Seattle, WA 98195-3100
Email: imams@uw.edu

Imam Subkhan is a PhD student in Department of Anthropology at the University of Washington. He completed his Master's degree in anthropology at Gadjah Mada University, Indonesia and University of Washington. Before pursuing a PhD program, Imam used to work at the Indonesian parliament as a specialist at the committee on education and culture. He is writing a dissertation on repetition and invention of the ritualization in the Indonesian parliament

No. Registration: #33

Name: Afandi

Title: The Engagement of Vulnerable Household in Livelihood Restoration Program Implementation

Theme: Responsive governance & social accountability

THE ENGAGEMENT OF VULNERABLE HOUSEHOLD IN LIVELIHOOD RESTORATION PROGRAM IMPLEMENTATION

Afandi (Anwar Muhammad Foundation), Jakarta, Indonesia
E-mail: afandi_ikj@yahoo.com

Abstract

Vulnerable group is adversely affected by development process than others due to their limitation in claiming or taking advantage of development benefits. National Regulation and International Finance Corporation, such as IFC Performance Standards and ADB Safeguard Requirements, provide a clear set of environmental and social standards that should be applied during the Project life cycle. One important requirement, the Project presupposes to improve, or at a minimum to restore, the livelihoods and standards of living of displaced (physically or economically) persons to pre-project level. Special provisions must be made for individuals belonging to vulnerable groups, including people who by virtue of gender, ethnicity, age, physical or mental disability, economic disadvantage, or social status may be more adversely affected by displacement than others who may be able to claim assistance for resettlement and development benefits. This paper will explore the engagment of vulnerable household impacted by the project in livelihood restoration pogram implementation. In this case, engagement refers to the ways in which the vulnerable household participate in livelihood restoration program implementation in order to improve their livelihood conditions. This approach accounts the collaborative works of private sector, CSOs, local institution, and Local Government in order to stipulate local development through the livelihood restoration program for vulnerable group.

1. INTRODUCTION

The project's development, either conducted by the Government, donors, or private sector, often cannot be spared from the activities of land eviction or land acquisition. Land acquisition process expected will entail with physical (relocation or loss of shelter) and economic displacement (loss of assets or access to assets that leads to loss of income sources or other means of livelihood) to the affected parties, since some of the areas to be secured for the project are occupied by the local inhabitant. On the other hand, in the view of international regulations, the project's initiator are required to avoid severe long term hardship, impoverishment, and environmental damages upon the appropriate measures are carefully planned and carried out through the project's Environmental and Social Management System.

Considering project development generally impacting on the local community, therefore a mitigation of physical and economic displacement needs to establish to reduce the adverse impact of land acquisition or relocation to the community's livelihood. The economic displacement mitigation is deemed to ensure improvement or at least restored the land owners or land occupiers livelihood. The key challenge is how to balance investments requiring the acquisition of land with the risks such projects can pose to local livelihoods, especially to the vulnerable person. Increased responsibility must be taken by States, parastatals and companies making investments, as well as those States and communities on the receiving end. The Project development initiator is required to develop an appropriate resettlement and livelihood restoration program for the management of project-related investments which ensures they are inclusive, transparent, accountable, equitable and sustainable.

IFC PS-5 and ADB Safeguard Requirement 2 on Livelihood Restoration

Both of IFC PS 5 and ADB Safeguard Requirement 2 calls for the Project to address both physical displacement (where people experience relocation or loss of shelter) and economic displacement (where people or communities experience loss of assets or access to assets such that leads to loss of income or means of livelihood) as a result of project-related land acquisition. If land acquisition needs to occur, the Project should offer land for land options, if possible, and if not, full replacement cost for any land purchase, with full compensation for all economic assets lost.

Where land acquisition and resettlement are the responsibility of the host government, the client will collaborate with the responsible government agency to achieve outcomes that are consistent with the objectives of IFC-PS 5 and ADB Safeguard Requirement 2. A thorough and transparent socio economic assessement is key to assist the development of a Project Land Acquisition Procedure that complies with the principles and objectives of Land Acquisition and resettlement procedures.

To achieve the objectives of land acquisition and resettlement the project should comply with the basic principles defined by the IFC PS5/ ADB Safeguard Requirement 2 and legal policy in host county, among others:

a. Conduct an initial analysis of the impact of land acquisition and resettlement on the physical environment, the condition of livelihood, the social and cultural characteristics of the affected communities, as well as for the host population at the resettlement site;

b. The disclosure of information that carried out gradually and in line with the process of public consultation which involving the PAPs and the host population;

c. Carry out direct compensation as agreed with the PAPs and host populations, referring to the applicable rules;

d. Corporate responsibility action, both economic and non-economic, to ensure that the PAPs and the host population at the resettlement site wil get a better standard of living or at least the same as before the project exist;

e. Planning and implementation of sustainable livelihoods resources restoration, taking into account the social and cultural characteristics of the local communities.

f. Provision of assistances/programs to re-establish or to restore the livelihoods of the PAPs;

g. Advancee identification and provision of special assistance for the project-affected people who may become vulnerable after land acquisition and resettlement implementation;

h. Regular monitoring by the Company, to ensure that each step of land acquisition and resettlement do not disrupt the fulfillment of the needs of the project-affected people;

i. Evaluation to ensure that the steps taken have been going well and and has been implemented according to the plan.

IFC and ADB also notes that "simple restoration of livelihood may be insufficient to protect affected populations from adverse project impacts, especially induced effects such as competition for resources and employment, inflation, and the breakdown of social support networks. For this reason, IFC and ADB seeks to promote the improvement of the living standards of people affected by the project".

The Livelihoods Restoration initiatives to be developed will aim to help Project Affected Households re-establish their livelihoods – or create new ones – and improve their overall quality of life in the form of long term development benefits. More specific objectives include the following:

- Assist members of Project Affected Households re-establish their livelihoods or create new ones;
- Promote the participation of Project Affected Households in the employment opportunities that will be available during the Resettlement Action Plan implementation and during the development and operation of the Project;
- Ensure long-term development benefits for those receiving cash compensation;
- Enhance educational or skill attainment of Project Affected People, including adults and children;
- Improve conditions as a means to promote a better general health status of Project Affected People;
- Assist resettling households in establishing, operating and maintaining their replacement assets and the resettlement community as a whole.

Special Assistance for Vulnerable Groups

One of the objectives of the IFC and ADB requirements on involuntary resettlement is to improve the standards of living of the displaced poor and other vulnerable groups. According to ADB the vulnerable are individuals or groups who may experience adverse impacts from a proposed project more severely than others because of their vulnerable status. Typically, those below poverty line, the landless or those without a title to land, the elderly, female headed households, women and children, and Indigenous Peoples comprise the disadvantaged or vulnerable groups within a project's displaced population.

In some countries, Indigenous Peoples and those dependent on natural resources may not be protected by national land tenure legislation and are therefore extremely vulnerable. The IFC and ADB requires that vulnerable displaced persons be targeted with measures that ensure that a project's adverse impacts do not fall on them disproportionately and that they share the benefits and opportunities of the development equally with others. Individual vulnerable groups, a select list of which follows, may face specific challenges and targeted assistances are required in resettlement planning to meet their specific needs.

IFC defines vulnerable persons as those who, "by virtue of gender, ethnicity, age, physical or mental disability, economic disadvantage, or social status, may be more adversely affected by resettlement than others and who may be limited in their ability to claim or take advantage of resettlement assistance and related development benefits".

Vulnerability may be viewed in the context of two stages:

- Pre-existing vulnerability; and
- Transitional hardship vulnerability caused by project related physical and economic displacement.

Pre-existing vulnerability is vulnerability that occurs with or without the Project development. Vulnerability caused by project-related physical and economic displacement occurs as a result of those directly affected by the Project being unable to adjust to new conditions caused by negative impacts related to Project activities. This type of vulnerability may affect people who were not previously vulnerable; however, those with pre-existing vulnerability are much more likely to be further disadvantaged by Project impacts. For the purposes of the Livelihood Restoration Program, vulnerable persons are defined in accordance with the above IFC definition.

Vulnerability Assistance in Resettlement

Involuntary resettlement, if not managed well, may lead to project affected households being impoverished. International experience with involuntary resettlement indicates that the main risks leading to impoverishment as a direct result of the resettlement process are:

- Landlessness – irreplaceable loss of land assets, including common property;
- Joblessness – loss of workplaces and markets;
- Homelessness – loss of shelter;

- Marginalization – loss of economic power and social standing resulting in decline in socioeconomic status;
- Food insecurity;
- Increased morbidity and mortality;
- Loss of access to common property resources;
- Social disarticulation – disrupted social networks and loss of social capital; and
- Interruption of education.

A reality with resettlement is that several of the above risks are often realized simultaneously, thereby exacerbating existing hardship and creating new poverty. Certain categories of person are known to be especially vulnerable to setback:

- The destitute/homeless.
- Tenants/sharecroppers/farm laborers with no lands/fields or buildings of their own.
- Households with handicapped, chronically ill, socially stigmatized persons, or income levels below the standard poverty line.
- Single mothers.
- Elderly persons, widows and widowers not living with adult children.

Especially for vulnerable elder person who resettled by the project can be directed to Resettlement Allowances Program that are occasionally offered in cash to those people who do not wish to continue their land-based livelihoods due to elderly person or physical constraints. When payment of a cash resettlement subsidy is considered, the Company will assess the abilities of the affected population to use cash to restore their standard of living.

Special Assistance for Women

Women comprise a disproportionately large number of the poor in most countries. Gender discrimination limits women's access to resources, opportunities, and public services necessary to improve the standard of living for themselves and their families. As a result, women are often the first to suffer when resettlement is planned or executed badly. Women tend to rely more heavily than men do on informal support networks, such as the help of friends, neighbors, or relatives for child care. Women with children also have less physical mobility to travel to find ways of earning a livelihood.

According to ADB SPS, the needs of women affected by involuntary resettlement are likely to be different from those of men, particularly in terms of social support, services, employment, and livelihood. For example, women might face greater difficulty than relocated men in reestablishing markets for home industry produce or small trade items if they are constrained by lack of mobility or illiteracy. Female heads of household are eligible for the same benefits as their male counterparts but they need special attention if, when compared with men, they lack resources, educational qualifications, skills, or work experience.

For these reasons, the Company will maintain the social continuity of communities affected by a project—whether through the physical design of new sites,

measures to prevent the disintegration of the community, or the provision of specialized social services at those sites—are important.

Some of the immediate and practical initiatives that can be considered to improve women's and vulnerable person adaptation to the resettlement site include:

- Reducing women and elder people workloads by providing, for example, standpipes, bathroom and latrine facilities;
- Improving health services by providing training for village midwives, primary health care centers, child spacing/family planning counseling, clean water supply, and sanitation training;
- Improving family services by providing immunizations, child care for wage earning women, primary schools, inputs for food-crop production, and housing; and
- Increasing incomes by setting up small business groups, skills training, and access to markets.

A CASE STUDY : LIVELIHOOD RESTORATION PROGRAM IMPLEMENTATION

Introduction

In 2018 ADB and series of commercial banks has financed a Geothermal Power Plant Project development in West Sumatra Province, Indonesia. It is understod that the Project is committed to meeting with the Lender's Safeguard Requirement and national regulatipons that provide a clear set of environmental and social standards that should be applied during the Project life cycle. One important requirement, the Project presupposes to improve, or at a minimum to restore, the livelihoods and standards of living of displaced (physically or economically) persons to pre-project level. Special provisions must be made for individuals belonging to vulnerable groups, including people who by virtue of gender, ethnicity, age, physical or mental disability, economic disadvantage, or social status may be more adversely affected by displacement than others who may be able to claim assistance for resettlement and development benefits.

The Project's land acquisition implementation predicted will affect various types of land use, impacting economic displacements. The largest affected land use is on dry land or *ladang* and wet rice field or *sawah*. This indicates a significant loss of agricultural land within the Project affected area. The Project is expected to create a range of economic changes to the land owners. The changes are primarily positive such as in the form of macro and micro economic stimulation, as well as direct and indirect creation of job opportunities. However, the Project is also perceived to potentially cause loss of income for the significant affected land owners associated with loss of land use and economic sources due to land acquisition for Project's infrastructure development. This primarily will affect agricultural sector since the most affected project area cultivated by local people for wet rice, coffee and cinnamon plantation, crops, and fruit plants.

The Company's Livelihood Restoration initiatives developed based on the baseline assessment data collected in prior as the basis for planning the livelihood

restoration programs for significant PAPs. The assessement aims to explore the socio-economic profile and related contexts in the villages where the Project development is to be built. To identify the socio-economic profile of community household who live around the project site area, this study applies quantitative methodology with survey method. To get more comprehensive insight on historical background, culture, social and economic infrastructure, qualitative method approach is applied.

Livelihood Restoration Strategy

Recognizing the magnitude of the potential adverse impacts to the significant affected PAHs, as a direct impact of the economic displacement process, the Livelihood Restoration program would be applying the following strategies:

In general, Livelihood Restoration Program for PAPs should refer to the ecological conditions, livelihoods and socio-cultural characteristics possessed by PAPs.

- The Livelihood Restoration Program should be able to support the PAPs to gain similar or even better livelihood, independently. It is important that the land acquisition and resettlement process will not cause a dependency to the project which eventually would make more problems in the future.
- The Livelihood Restoration Program should focus on the characteristics of the vulnerability and potential sources of livelihood assets owned by each household, either in the form of Natural Capital, Human Capital, Financial Capital, Social Capital and Physical Capital.
- Involving representatives the Company as the host of project, the project-affected people, local Government, traditional leaders, and host populations, in the consultation process to build familiarity and to resolve disputes that are expected to arise during and after the resettlement process.

Livelihood Restoration Scheme for Significant PAPs

As noted in the introduction, IFC and ADB encourages project sponsors to undertake resettlement as a sustainable development initiative, that is, an initiative that leads to an improved standard of living for project affected people. The following is the scheme of rehabilitation measures for improving and sustainable livelihoods.

- Land-based livelihoods.

For significantly PAP who used to be a farmer, the income restoration program will be directed to agricultural development. The affected farmers' family in the resettlement sites may require dependable access to farming land and water resources and physical preparation of farm land (clearing, leveling, creating access routes, and soil stabilization). The Company may employ local labor to prepare the land farm or may delegate the task to the land owner to prepare its land by providing wage with the nominal value that will be determined in mutual agreement.

To increase farmer's income, may assist with agricultural equipment and training to improve agricultural productivity, coupled with agricultural input (seeds, seedlings, fertilizer, irrigation). Agricultural development shall not only limit to rubber and palm oil plantation yet primary to vegetables crops where yields can be consumed by farmers' family themselves or for sale to market. To prevent the vegetable crops disturbed by pests and domestic animals, the of vegetables crop will

be cultivated in the house yard by using polybags placed on racks and protected by fencing. In addition, for farmer who used to or interested to raising livestock, such as chickens, goat, or buffalo, the Company may assist with training on livestock farming, provision of breeds, stall, fencing for pasture or grazing land, fodder, and veterinary care. Whilst for the farmer who used to cultivate fishponds the Company may assist with training on fishpond farming and fish feeds. The livestock and fish fond farming proceeds can be consumed for improvement family's nutrition or for sale to market.

The important thing in land-based livelihood restoration program is provision on market access. Since the PAHs are living in a very remote area with lack of road access and transportation facilities, agricultural commodities became economically low value. Consequently, the Company should assist the PAPs with sufficient road access which can connect the village to the district markets.

In implementing livelihood restoration on land-based livelihood program as mentioned above, the Company will need to cooperate with related local government institution, consultant experts, local university, or local NGO who has competency and experiences in facilitating and supervising the community development and livelihood restoration program.

- Wage-Based Livelihoods.

Some of the significantly PAPs may potentially be employed by the project, in accordance with his/her physical ability and skills, as implementation of livelihood restoration program. In addition, wage earners in the community may benefit from skills training and job placement, provisions made in contracts with project subcontractors for employment of qualified local workers, and unemployment insurance. The Company can provide sufficient lead time for training of affected people to enable them to compete for jobs related to the project.

In implementing wage-based livelihood restoration program as mentioned above, the Company may need to cooperate with vocational training centers under coordination of Department of Labor of the region.

- Enterprise-Based Livelihoods.

Established and nascent entrepreneurs and artisans may benefit from capital assistance or training (business planning, marketing, inventory, and quality control) to expand their business and generate local employment. The Company can promote local enterprise by procuring goods and services for their projects from local suppliers. In implementing livelihood restoration on enterprise-based livelihood program, the Company may also need to cooperate with related local government institution, consultant experts, local university, or local NGO who has competency and experiences in facilitating and supervising the community development and livelihood restoration program.

LRP Scheme and Livelihood Assets Approach

The Livelihood Restoration scheme shall be implemented based on vulnerability condition and sources of livelihood and assets that embedded with the PAPs which is as follows:

Human Asset

Livelihood Restoration Program should be focused on the interests, talents, and expertise possessed by each individual. For example, PAPs who have an interest and expertise in the field of agriculture should not be forced to develop services business. The suitability of interest and expertise is very important to determine the success and sustainability of the business to be run by project-affected people, due to only with a strong motivation, expertise and experience will open up business opportunities to be successful. In addition, the skills and knowledge owned by the PAP in specific areas can be enhanced through training programs. Whereas for the PAP's children, their human capital can be developed through scholarships program which will be implemented by the Company through CSR program.

Natural Asset

The main sources of livelihood in the Project area are mainly paddy, coffee, cinnamon, vegetables, as well as limited number of fishpond and buffalo. Therefore, the LRS for farmer's families should be directed to the development of these commodities in accordance with the characteristics of ecology and natural capital possessed by each of the PAPs. In addition to increasing their income, the project can develop a mixed farming that is suitable with the ecological of the site, such as vegetable crops, fruits, livestock, freshwater fish cultivation, and others. The aim is in order farmers are not only depend on single main commodities, such as rubber or palm oil which the price continues to decline, but also to seek opportunities form other commodities that can increase family's income. With reference to the PAP's origin livelihood assets and potential economic sectors on natural resources then the livelihood development can be made through the following strategies:

Increased value-added products. Restoration on the natural capital should be oriented to the effort to increase the added value of the products of the PAPs in order to increase the value and price of the products themselves, thereby increasing the income for the project-affected people. This value-added approach emphasizes that the products of project-affected people should not be sold into the market in raw form, but rather in the form of finished product (end product) or semi-finished products. To create added value requires appropriate technology that can be used by project-affected people in the development of its business.

Strengthening the market access. The market access is one of the critical success factors for sources of livelihood recovery program. Market access can be seen with the vertical approach / region, for example, the products are only absorbed in the village, district, or even up to provincial and national territory. The development of market access can be reached through the establishment of joint venture or cooperative groups facilitated and supervised by consultant experts. The establishment of joint venture or cooperative not only limited to the PAPs but also could involve other village communities considering its also can assist the local farmers from economic dependence on the middlemen who have been inflicted a financial loss to the farmers over the years.

Physical Asset

Physical capital is one resource that is owned or not owned by a family that may have an impact on their vulnerability. Based on the field studies results, it is

revealed that the majority of PAPs have limited capacity in terms of ownership of physical capital which caused by the low level of their income. Therefore, the livelihood recovery strategy in the form of physical capital shall be focused to minimize the vulnerability of physical capital and enhance PAPs ability to possess or to access physical assets to support family life and economic activity. Vulnerability to physical assets faced by PAPs primary due to the lack of clean water, bathroom and latrine facilities, modern equipment and technology to support economic activities. The implementation of livelihood restoration and community investment programs will be directed to alleviate these problems.

Financial Asset

Financial capital is the potential of a family related to the ability to access the financial resources to support their livelihoods. The financial capital condition of a person will determine whether such person and family are in a vulnerable financial condition or not. The majority of significant PAPs have low income which is below regional minimum wage or the World Bank poverty line standards and pose difficulty to access financial sources on supporting economic activities from financial institutions/banks. Thus, to meet the financial needs the PAPs, in general, borrow the money from the middlemen or pawning their valuable assets or land. As a result of this loan system, more and more farmers are trapped in poverty since the farmers forced to sell all their harvest to middlemen at below market prices. In practice, the middlemen in project area can be a lifesaver as well as a detrimental to farmer's livelihood.

Social Asset

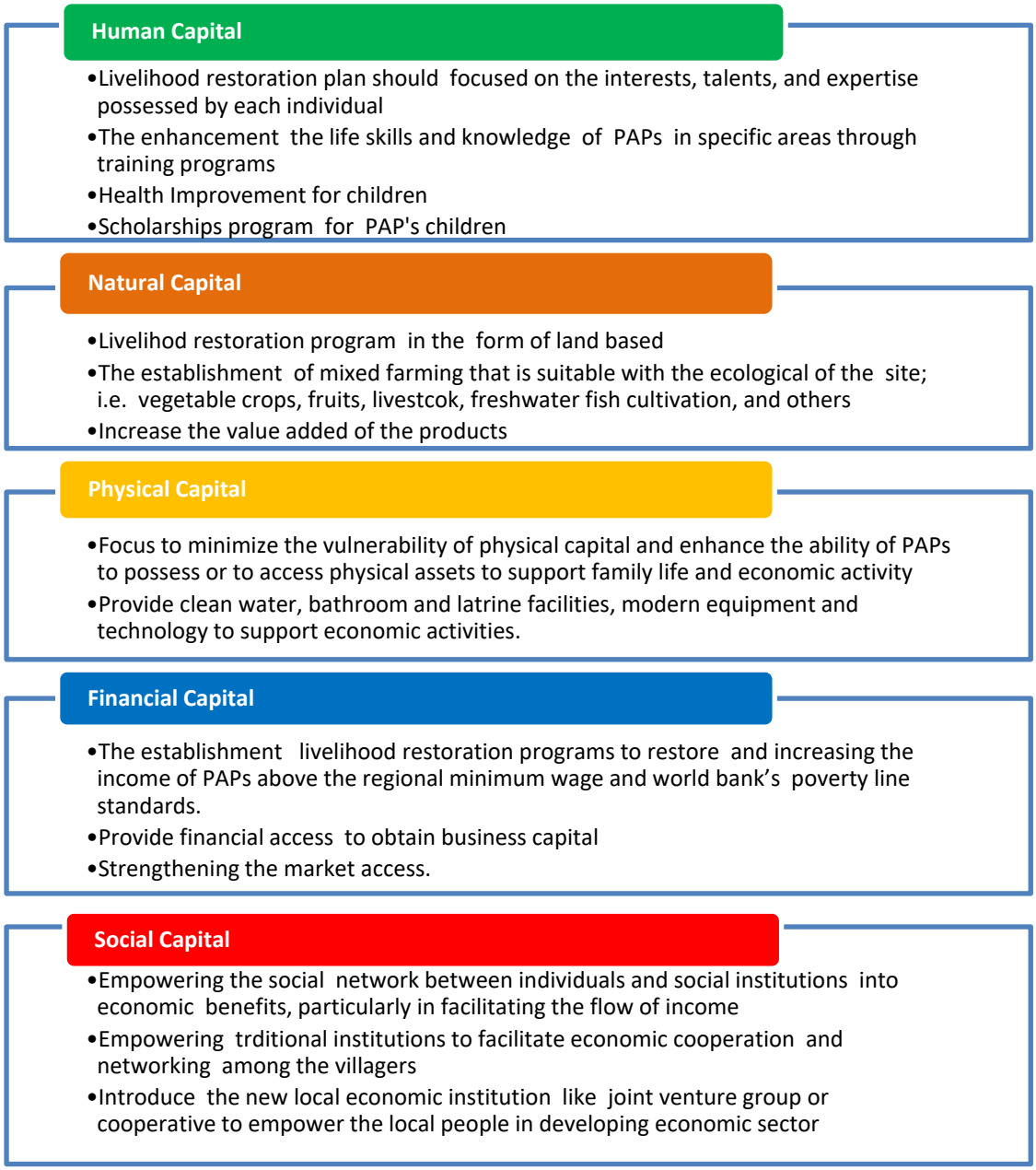
Social capital can be regarded as an asset in the bonds of kinship, of neighborhood, or local association that have specific functions in the life of a community and arranged in social institutions. As an asset, this capital can be beneficial when a person faces a crisis, to strengthen communal ties, or can be used to obtain material benefits. The advantage of social capital is not only experienced by individuals but also by the community. In certain cases, reducing poverty and economic vulnerability in a community will run smoothly if the network has been formed among community members who has strong cohesiveness. A friction can be minimized. Of course, this condition will greatly help in expediting the success of the livelihood sources recovery for the project-affected people. To be more effective in planning the livelihood recovery strategy, the network of relationships between individuals and social institutions must have significant economic implications. In other words, social capital is a fusion between social relationships and economic benefits, particularly in facilitating the flow of income or livelihood independently.

The expansion of access for capital is one of the main indicators of success in the livelihood recovery strategy and in improving the quality of the significant PAPs. The ability of project-affected people to access financial institutions, both banks and non-banks, will be beneficial and would enable them to obtain business capital. Therefore, the allocation of funds for livelihood restoration program by the Company is intended to provide funding to obtain business capital. In addition, the establishment of livelihood restoration programs, whether through land-based, wage based or livelihoods enterprise based, is aimed not only to restore the source of

income yet to increase the income of significant PAPs above the regional minimum wage and World Bank's poverty line standards.

Based on the description above, in figure below shows a summary of livelihood development scheme to be implemented by the Company.

Figure Livelihood Restoration Development Scheme for Significant Project Affected Households



Source:Primary and Secondary Data, AMF 2018

Based on livelihood restoration scheme above accordingly the Company will determine the livelihood restoration plan for every significant PAPs. The Table below is showing a livelihood restoration framework based on PAP's livelihood condition that will be implemented by the Company:

The LRP Prerapartion

Based on baseline asessment study there were indicated 56 PAPs who are objectively vulnerable and feasible to be involved in the LRP intervention program. The assessment also identifies the characteristic of potential assets owned by each PAP, which comprise of assets of human, natural, physical, financial and social resources. In addition, the analysis finds the vulnerability context experienced by each PAP and their willingness to be more empowered through the implementation of the future LRP program.



Preparation : Vulnerability Assessment

Based on the characteristic of their potential assets, the experienced vulnerability context and the willingness of each PAP to be more empowered, the LRP implementation plan carried out gradually in 3 years by Project that will be directed to several main programs:

- The first year will be focused on awareness raising and training and capacity building programs on entrepreneurship, coaching process on developing business plan, inkind assistance to start-up alternative business.
- The second year focus on technical assistance, especially on agriculture programs to increase the PAPs main income sources.
- The third year the program implementation will focus on broaden market and financial access, program sustainability, and exit strategies.

Special Assistance :

- Improving health services by providing additional nutrients for toddlers;
- Improving family services by providing house rehabilitation.

In general, the main livelihoods of PAPs are farmers, some of them are agricultural laborers, or have no land and are unemployed. The potential commodity of agricultural crops that are quite prominent owned by PAPs is the commodity of rice field crops with its local variety, coffee and cinnamon crops. A feasibility study of the three commodities along with searching for alternative markets are necessarily conducted, to develop them as a superior product that have an added value. Besides relying on the agricultural sector, the efforts to create new non-agricultural small

business for vulnerable PAP group are considerably needed, particularly those that can provide quite rapidly an alternative and additional household income, such as stall business, poultry and fish farming, and others.

One of the key factors that contribute to building and empowering economic opportunity program for vulnerable PAP group is to assist them in business capital, and capital, market and marketing access. Currently, business capital and capital, market and marketing access are still the main problems faced by the vulnerable PAP group in developing business. The business also relate to their remote residential location and the poor infrastructure facilities.

The LRP Implementation Stages

The LRP program will be implemented in 3 years with the goal of restoring and improving the livelihood conditions of the vulnerable PAH group. The strategy of economic empowerment program will be based on self-capability, according to the potential of the PAH, which is oriented to added value creation and more favorable alternative market opportunities.

The primary focus of the program in the first year is assessment activities in a priority economic sector, group organizing, building of insight, awareness and motivation regarding individual business opportunities, business plan development skill, and business management. In the first year, a general intervention will be implemented as well such as training on producing organic fertilizer as a part of one of the alternative market requirement later, natural agricultural farming, and Demplot (demonstration plot) or pilot plot. Especially for embroidery business programs, several embroidery technical training will also be given for the sake of maintaining the spirit of entrepreneurship that has started to grow back among the group members after years of ineffective programs.

In the second year, the main focus of the program will be directed to efforts to facilitating the in-kind assistance of the PAHs group that will be realized in accordance with the business plan previously developed by each PAH in the first year. In addition, the PAHs will also be provided with various interventions to obtain high quality business results in the form of systemic technical training and assistance, including field school activities. The availability of learning resources through Demplot will always be enhanced to sharpen knowledge and practice skills in the field. The various operational procedures will also be developed and socialized to all PAHs, which aims to produce a quality standard of the business products accepted by the alternative market.

The program will focus more on preparing an exit strategy in the third year. In this stage, the system of procurement of raw and supporting materials for businesses run by PAHs are established to serve the needs of business members. The exit strategy program will be conducted through developing the quality of business production of PAHs that can be accepted by the alternative market. Therefore, market testing and development will be conducted. The program will even establish an institution that specifically can serve and bridge between the PAHs' business units and the alternative markets. At the same time, to anticipate the need of capital for developing product and increasingly widespread marketing network, the PAHs will be encouraged for saving and be provided with a financial institution system since the beginning. Therefore, in the future the access to capital is expected to be accessible by

all PAHs, even also possible to serve the needs of the community around the project site.

LRP Implementation

a. Awareness Raising and Capacity Building on Entrepreneurship

Based on the results of the baseline assessment, it can be seen that the majority of PAPs are economically vulnerable with per capita income below the 2015 World Bank poverty standard, which is USD 2 per capita per day. The majority of PAPs only rely on agricultural and plantation products as their main source of income. As a result of land acquisition by the project, most of their main income sources have been lost. While the compensation for the land they receive generally cannot or is not used to buy replacement land. This can make their condition more vulnerable. Seeing these conditions, one of the implementations of LRP is to encourage and facilitate the PAPs to develop alternative businesses as a source of additional income for their households.

In connection with this, then as a first step is to hold entrepreneurial training activities that are expected to open the insights and knowledge of the PAPs in exploring potential and business opportunities as well as in business planning and management. Entrepreneurship training is also one of the efforts to raise awareness of PAPs to become economically independent and not dependent on projects. The objectives of the Entrepreneurship Training are as follows: 1) Providing insight, awareness and motivation for entrepreneurship; 2) Providing basic knowledge about business management; and 3) Guiding the preparation of business plans.



Training for micro-enterprises



Biz Coaching for Project Affected Peoples (PAPs)

b. Training in Agriculture

As previously explained, the majority of PAPs have the main livelihood as farmers. The land acquisition by the project has reduced a large part of all of the land cultivated by the PAPs. This certainly has a negative impact on their income from agriculture and plantations. In addition to limited land, other constraints in agricultural business include lack of knowledge and skills, limited capital and limited market access. In addition, dependence on chemical fertilizers is also an obstacle for them because of limited stock and expensive prices.

Based on data from the assessment study shows that the main commodities of PAP agriculture are rice, coffee and cinnamon. But the yields of these commodities

are of low quality, because they generally still use traditional farming techniques. So that the selling price of the product becomes low and has not been able to compete in the market. In the end the income earned is not sufficient for their household needs.

This condition is the rationale in the preparation of the LRP implementation plan for three years, where intervention on the agricultural business base will be aimed at increasing the added value of agricultural products. One of the efforts to get there is through increasing the capacity of PAPs by providing technical knowledge and skills related to innovation in agriculture.

The implementation of this training in agriculture also coordinated with the local Department of Agriculture of the region to get guidance support for increasing the capacity of PAPs in agriculture. In this case, the local Agriculture Office has assigned one staff as a mentor in the training activities.



Training on Liquid Fertilizer



Training on Cofee Plant Nursery

c. Embroidery Training

The embroidery training held for two months which is divided into two stages, namely the embroidery skills training stage for one month and then continued with the product testing phase for one month. The objectives of this embroidery training are to: 1) Improve PAP skills in the field of embroidery; 2) Open opportunities for alternative businesses for PAPs; and 3) Increasing the role of women to support the household economy. The embroidery training facilitated by a local trainer who has skill and experience in embroidery craft.



Embroidery Training Activities



d. Training in Animal Husbandry

The training on animal husbandry that has been carried out is to support the PAPs in maintaining the livestock. This is due to the fact that there are a number of PAPs that have just started the goat and chicken farming business supported from in-kind assistance still lack knowledge about the care of goats and native chickens, particularly in handling sick animals as well as in handling goatling and chickling. Generally, the local people raising goats only as assets that can be sold at any time when needed, or raising native chickens only for family consumption needs.

The objectives of this training are to: 1) Increase basic knowledge about good livestock health care; 2) Increase knowledge and practical skills about emergency management for sick livestock; and 3) Increase knowledge and practical skills about handling goatling and chickling. This training facilitated by a local expert who has rich experience in raising goat and chicken husbandry.



Technical Training on Raising Goats and Chickens

e. Development of Integrated Agricultural Demonstration Plot Facilities

To support agricultural development programs the Company has also built an Integrated Agricultural Demonstration Plot Facilities, especially for agriculture and fish farming. The development of an Integrated Agricultural Demonstration Plot Facilities is very important to support a learning facilities for the PAPs in developing agricultural businesses, especially for the commodities of rice, coffee, cinnamon and tilapia. In addition, in the an Integrated Agricultural Demonstration Plot Facilities area, it will also be used to test liquid organic fertilizer, compost, seedling of superior commodity crops and the development of other commodities, such as vegetable plants, ornamental plants, and other crops.



Integrated Agricultural Demonstration Plot Facilities

f. Entrepreneurship Development

The entrepreneurship program implemented through provision of in-kind assistance to facilitate start-up small business for each PAPs based on the resources, experience, skills possessed and their interests. This entrepreneurship program is expected to be an alternative source of income for PAPs, besides their main income source from farming activities. The provision of in-kind assistance is a stimulant to start up alternative businesses that will be developed by PAPs, so that it is expected to accelerate the improvement of the household economy. In kind assistance is provided based on the submission of business plans that have been made by the PAPs in the prior. The field program officers previously has conducted personal assistance for preparing each PAP's business plan. As a basis for preparing a business plan, the PAPs in the beginning guided to explore their own potential, such as resources, experience, skills and interests, so after that they can determine the alternative business that will be carried out. The process of determining this business is often only decided after going through several meetings.



Provision of In-kind Assistance to Start-up Alternative Business for the PAPs

g. Coaching and Mentoring

Coaching and mentoring activity is a continuous process and carried out intensively by field program officers and experts along the program implementation. The functions of coaching and mentoring are for: 1) assistance; 2) technical guidance; 3) monitoring; and 4) consultation for PAPs regarding the development of their business activities. The coaching and mentoring activities includes to examine the PAP's business finance records, monitoring on business obstacles, and maintaining the health care for livestock. This activities also intended to maintain the consistency and motivation of PAPs in developing the alternative businesses.



Coaching and Mentoring Activities

h. House Renovation

House Renovation program carried to support a healthy house and housing improvement for the selected vulnerable PAPs. Before the house renovation program implemented the administrative process for each PAP was carried out as follows:

- Conduct assessment to define which are the house of vulnerable PAPs that need to be renovated so that the program implementation can be in line with the planning and target;
- Conduct coordination with the village head, in the form of notification and explanation regarding home renovation activities to be carried out;
- Established commitment of approval from each beneficiary PAP, wherein the commitment of each PAP and the family member approves the renovation of the house in accordance with the technical planning of the results of the mutually agreed survey and the available budget. Whereas if there is a plan for renovation or development that exceeds the budget, the PAP must declare its ability to bear the excess costs of renovation / development independently;
- Establish work contract with the contractor regarding the scope of work, the period of time, the amount of the wage for work, the work rules and the scheme for paying wages.

The implementation of house renovation includes repairing the wall and the roof of the house, floor, kitchen, and provision of toilets, drains and septic tanks.



House Renovation Program Implementation

i. Provision of Nutritional Supplements for the Children

The implementation of provision of nutritional supplement for the children is a health improvement program through providing additional nutrients for toddlers in order to prevent stunting. Its program implemented through collaboration with cadres of Community Health Sub-Center, particularly in education on healthy behavior and providing additional nutrients for toddlers. The program has become a routine activity on monthly basis in three village conducted in Community Health Sub-Center (Posyandu).



Provision of Nutritional Supplements for the Children

2. CONCLUSION

The vulnerable group as individuals or groups who may experience adverse impacts from a proposed project that usually more severely than others because of their vulnerable status. In addition, typically, the vulnerable group living in poor condition and live in below poverty line and less touched by structural development programs. However, through implementation Livelihood Restoration Program (LRP) by the private sector, in accordance with international requirements, has been proven able to improve the livelihoods of the vulnerable group. This achievement has proven the contribution of private sector and related parties in alleviating poverty through social investment program for the vulnerable people.

As we know, the Government of Indonesia committed to achieve the Sustainable Development Goals. This Sustainable Development Goals (SDGs) program is significant for Indonesia as the country is committed to end poverty and build a more investment in health, education, improved infrastructure, and stronger social protection systems. The Agenda establishes 17 SDGs and associated targets, focused on achieving sustainable development over the next 15 years in its three dimensions —economic, social and environmental —in a balanced and integrated manner. Therefore, a strategic cooperation enables knowledge, technology, and networks to be pooled. Moreover, the time frame of the new goals is quite short, only 15 years, while they are certainly ambitious. It calls for great contribution of energy [from all stakeholders] and it should not be perceived as the duties of the government only.

Through the implementation of Livelihood Restoration Program we have learned, If the private sector and public could participate more, then the prospect of realizing the SDGs is greater. This means in the adoption of the SDGs the Government, besides to set up a strategy to fund priority development targets, also must be followed by giving a wider public participation, such as civil society organisations (CSOs), non-governmental organisations (NGOs), research institutions, and private sector.

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BIOGRAPHY

Afandi
Address : Jl. Cakalang 3, No. 29. Rawamangun, Jakarta Timur.
Email: afandi_ikj@yahoo.com
Telephone/HP : 082173830107

Afandi is an anthropologist with a master degree in social anthropology from the University of Indonesia with over 20 years of experience in the field of academic research and project development implementation affiliated with various national and international organizations. Afandi was involved in several integrated social studies that comply with international standards developed by International Finance Corporation (IFC), the Equator Principles (EP) and other relevant Guidelines for Mining, Oil and Gas, Geothermal Energy, Agriculture, and Infrastructure Projects in Indonesia. His professional career has been shaped through his involvement as a social consultant with national and international consulting firms such as NBC, Insolity, ERM, AECOM, KPMG Banara, and Jacobs.

Registration:	#34
Name:	Isyfi'afiani
Title:	Strengthening Gender Equality and Women's Public Participation through ICT: Lessons from the Girls in Tech Indonesia
Theme:	Understanding the practice

STRENGTHENING GENDER EQUALITY AND WOMEN'S PUBLIC PARTICIPATION THROUGH ICT ENGAGEMENT: LESSONS FROM THE GIRLS IN TECH INDONESIA

Isyfi'afiani
Lembaga Bahasa Internasional, Faculty of Humanity, University of Indonesia
afiani.isyfi@gmail.com

Abstract

Women's status in public participation as the silent sex remains the same from time to time. Even though the number of women's participation and representation at the setting of where the decision making is being processed and made are increasing, yet, their voices still have less influences and effects. Meanwhile, the existence of Information and Communication Technologies (ICT) as a diverse set of technological tools and resources to create, disseminate, store, bring added value and manage information can be utilized as a catalyst to accelerate women's participation in the actual sense. This paper, therefore, unearths the Indonesian chapter of Global Girls in Tech movement—the Girls in Tech Indonesia's strategies to accelerate women's ICT engagement and its impact to their participation in public spheres. In doing so, this study underlies on the contemporary leadership tailored in a feminine model of transformational leadership to examine the Girls in Tech Indonesia's strategies in getting more women to engage the ICT and Longwe's framework to measure its impacts to their public participation. By conducting a set of qualitative tools, this method enables Girls in Tech Indonesia's members—as the informants— to identify and explore the issues of greatest interest and concern to them, and to speak in their own words about their experiences through a depth interview.

Keywords: *ICT, Girls in Tech, Public Participation, Leadership*

1. INTRODUCTION

This paper begins with a puzzle. Women tend to be absent than present in the room where public decisions are discussed and made. Even when their involvement is considerably increasing, they often participate and influence at the least number, then it contributes to the less number of women's participation in the public spheres economically, socially, and politically. This underrepresentation of women is driven by the rooted differences between men and women in any important respects. These differences are reinforced by the fact that society perpetuates the structural layered results in gendered social roles, occupations, and divisions of labor. Consequently, people tend to internalize the expectations that correspond to their assigned gender.

Women and men are socialized from birth into respective feminine and masculine ways of acting, thinking, and feeling. Women's formal and implicit roles, their values, and even their core motives and personality are thus shaped in the mold of what society defines as feminine (Karpowitz & Mendelberg, 2014, p 36). Supporting this idea, Beauvoir identified woman's existence in patriarchal society—society with male dominated power structure—was defined by a basic tension between immanence and transcendence. According to her, the culture and society in which the female person lived, they defined woman as Other, as the inessential relate to man, as mere object and immanence. In this regard, she argued, woman was both culturally and socially negated by the subjectivity, autonomy, and creativity as being human. At the same time, as a human existence, the female person necessarily was a subjectivity and transcendence and she knew herself to be. Consequently, women in patriarchal society live in a paradox; as human she is a subject who participates in transcendence, but her situation as a woman denies her subjectivity and transcendence. That is why woman herself falls into the belief that the world as masculine on the whole; as those who fashioned it, ruled it, and still dominate it today are men. As for her, she does not consider herself responsible for it; it is understood that she is inferior and dependent (Beauvoir, 1993). This leads to women's status and position as the silent sex in public participation broadly (Karpowitz & Mendelberg, 2014, p 36). However, John Stuart Mill argued that:

the only government which can fully satisfy all the exigencies of the social state is one in which the whole people participate; that any participation, even in the smallest public function, is useful; that the participation should everywhere be as great as the general degree of improvement of the community will allow; and that nothing less Participation and Democracy in the Twenty-First Century City can be ultimately desirable than the admission of all to a share in the sovereign power of the state. But since all cannot, in a community exceeding a single small town, participate personally in any but some very minor portions of the public business; it follows that the ideal type of a perfect government must be representative. (John Stuart Mill, 1998, pp. 255–6)

Hence, encouraging women's public participation and representation is fundamentally important. As this could help them in proposing new better policies to address the issues they currently face (Global Information Society Watch, 2013, p. 3).

To counter the bias, fortunately, the existence of Information and Communication Technologies ICT as a diverse set of technological tools and resources to create, disseminate, store, bring added value and manage information can

be utilized as a catalyst to accelerate women's participation in the actual sense. This paper, therefore, unearths the Girls in Tech Indonesia's strategies to accelerate women's ICT engagement and its impact to their participation in public spheres. In doing so, I conduct the contemporary leadership underlies in a feminine model of transformational leadership to examine the Girls in Tech Indonesia's strategies in getting more women to engage the ICT and Longwe's framework to measure its impacts.

2. METHOD

This study conducts a qualitative study set in qualitative tools that enable the Girls in Tech Indonesia's members—as the informants— to identify and explore the issues of greatest interest and concern to them, and to speak in their own words about their experiences through a depth interview.

Girls in Tech Indonesia's Leadership Performance

According to International Telecommunication Union (ITU) report in 2016, the global internet user gender gap –the difference between the internet user penetration rates for males and females relative to the internet user penetration rate for males—was 12%. This trend continues to happen since the gap is wide-spreading. In Asia (2016) the internet penetration rates were 39.5% for women and 46.1% for men. In Indonesia alone, according to Indonesia Internet Service Provider Association report, in the last two years the internet penetration rate for women is 48% and men is 52%. This statistic indicates that there is still less awareness of women in engaging ICT compared to men.

The World Bank (2016) reported that women and men's access to ICT is rooted in behavioral, cultural, and religious traditions such as (1) cultural and social attitudes are often unfavorable to women's participation in the fields of science and technology, which limits their opportunities in the area of ICT, (2) women are often financially dependent on men or do not have control over economic resources which makes accessing ICT services more difficult, (3) allocation of resources for education and training often favors boys and men, (4) in some societies, women's seclusion from the public arena makes access to community telecenters difficult. Therefore, closing the digital gender gap is a pressing concern. It is not just about a moral imperative but also a significant opportunity for growth in today's digital economy and an essential pathway for progress on United Nations' Sustainable Development Goal No. 5: to "achieve gender equality and empower all girls and women."

Countering the bias, the Girls in Tech Indonesia as one of the chapters of Global Girls in Tech was established in 2011 by Aulia Halimatussadiah/Ollie (Co-Founder & Chief Content Officer of Zetta Media), Anantya Van Bronckhorst/Anan (Co- Founder & Co-CEO of Think.Web), and Ria Ariyanie (Managing Director of Talk Link). In similar way, Girls in Tech Indonesia adapts global Girls in Tech's leadership model by providing series meet up, workshops, mentoring dinner which were coached by women in tech. In 2017, Girls in Tech Indonesia launched the Womenpreneur Digital Acceleration (WDA) program in 2017 to intensively engage

women in maximizing ICT for their life. This program is specifically for women who already have digital platforms for business. The WDA focuses on maximizing the use of digital technology for women's business by providing seven classes (coaching), mentoring dinner (mentorship), Pitch Night (pitching competition) within a year in order to increase the number of women who engage the ICT.

The WDA classes are seven combined classes held every week during two months to coach approximately 50 women to get closer to digital literacy in relation to digital marketing knowledge to help them induce their business. The selected women who already had digital platforms are coached to maximize their platforms by equipping them knowledge relates to finance, market promotion, and leadership. Respectively, the seven coaching classes help leaders improve the participants' self - awareness and self – management through the use of learning through job actions. They enable them to make better decisions for themselves and their organizations as well as their business in the face of uncertainty since in coaching process allows women to get better at interpersonal skills, communicating, delegating, time management, emotional self -management, or other soft skills related to the thematic coaching series given.

With the coach's help, on how to set up social media advertising i.e. Instagram and Facebook ads, some feedbacks loop are created based on trying out the new creations, followed by feedback and reflection, and then trying new creations again to improve the effectiveness of digital platforms for promotion. In results, participants are getting to know better about how to advertise in social media ads related to the content chosen and other strategies (Aulia Halimatussadiah, personal communication, June 23, 2017)

Mentoring Dinner is a mentorship program set up for seven selected mentors who are women pioneering in business with the 21 selected participants who are women starting up their business and have digital platforms as the media to develop theirs. Mentoring Dinner aims to facilitate discussion and sharing knowledge about business between mentors and mentees conducted in a depth and intimate sharing between both parties during one and half hour.

This activity aims to facilitate discussion and sharing knowledge about business utilizing digital platforms between mentors and mentees by presenting women as the role models. According to Valerio, there were several benefits of mentoring activity such as sharing the experience with other women, recognizing the wide range diversity among women, and gaining realistic feedback (Valerio, 2009, p. 41). As to the point of fact, mentoring dinner helps mentees to learn from their mentors' experiences and background during the session.

The mentors' experiences and backgrounds can be an inspiring motivation and adopted by the mentees. After experiencing the sharing moment and recognizing the environment of the activity, the mentors come to give the mentees feedbacks that women have more power than they realize. Consequently, the mentees would see the action of mentors giving feedback to them as criticisms to succeed running their digital platforms (Aulia Halimatussadiah, personal communication, June 23, 2017).

The last activity of the WDA series is Pitch Night. Pitch Night is a competition for women who have digital platforms for their business. In this pitching competition, 10 women are selected to present their digital business platforms in front of the guest judges The top three winners are picked to be winners and awarded

a generous amount of Facebook Ads credit and be mentored to accelerate their startups/business. Under the frame of leadership development practice as challenging job assignment, pitching competition allows the participants to learn a great deal since the judges would exercise how the presenters respond to challenges, how they make decisions, handle risks, and manage relationships – can accelerate their development as a leader in ways that no other method can.

Transformational Leadership Style as a Strategy to Counter the Bias

In their roles as leaders, women and men perform different behaviors which fall into patterns called leadership styles. Leadership styles are considered as a function of personal characteristics such as personality and values observed in mentors' values focusing on the appropriate way to give the lead in certain leadership practices. Contemporary leadership theory has identified gendered behavioral leadership styles into dichotomy of transactional and transformational leadership.

Historically, contemporary leadership rose at the early 1970s when the gender differences theories marked a shift in the leadership literature, as the behavior, skills, and attitudes of women were considered, recognized, and evaluated. It then perpetuated leadership styles which were evaluated through the perspective of gender differences, and the focus began to shift to a desire to understand how men and women led their followers. Comprehensive leadership underlies on gendered behavioral differences was introduced by James MacGregor Burns, as he proposed the terms ''transactional'' and ''transformational'' leadership. He defined transactional leaders as people who emphasized work standards, assignments and had task-oriented aims. Therefore, these leaders' main points were believed to be on finishing tasks, with rewards or disciplining of subordinates in order to influence and improve their performances. According to Klenke (1993), transactional leadership is more likely performed in strong masculine qualities, as it is distinguished by competitiveness, hierarchical authority and high control for the leader and analytical problem solving which is more typical of male behaviors. In contrast, women more likely fit into a feminine model of leadership build around cooperation, collaboration, lower control for the leader and problem solving based on intuition and rationality. This style of leadership is closely aligned to transformational leadership with effective leaders being described as those who inspired their followers and enabled them to achieve the goals. In some practices, transformational leaders motivate their followers to do something that they think they cannot go for it by giving them such a challenging expectation with high standard performance. Transformational leaders motivate their followers to go beyond their individual self-interests by addressing each follower‘s sense of self-worth in order to engage the follower in true commitment and involvement in the effort at hand.

Bernard M Bass (2006) split transformational leadership into four performances; idealized influence, inspirational motivation, intellectual stimulation, and individualized consideration. Idealized influence is when the leaders envision a desirable future, articulate how it can be achieved, and engender pride, respect, and trust.

"Trust" is the most important thing to enforce the followers (i.e. Girls in Tech Indonesia's members) to fight the second guessing constructed on their minds, to make them believe that they could do the tasks given. The leaders (mentors) then ought to delegate the work to the followers by giving trust that they are able to.

Hence, leaders' responsibility in any leadership practices is in so far to assist, to coach, instead of doing those task themselves (Aulia, personal communication, June 23, 2017).

The second performance of transformational leaders is they motivate followers by creating expectations, set an example to be followed by setting the high standard of performance and showing the determination and confidence by modeling appropriate behavior—role modeling.

Role modeling is one most appropriate performance to lead. For instance, if women see that the Head of Product Manager of Gojek Company who manages millions of driver and its financial transactions every day is a woman, they will see that a woman is able to do this big responsibility (Aulia Halimatussadiah, personal communication, June 23, 2017).

Transformational leadership also allows the leaders to help followers become more creative and innovative by continually challenging followers, giving them respect and consideration (intellectual stimulation).

> I challenged the Girls in Tech Indonesia's members to grow their platform as a tool to empower their lives not only in business, but also in other social lives (Aulia Halmatussadiah, personal communication, June 23, 2017).

Finally, transformational leaders also pay personal attention to the developmental needs of followers, giving them respect and consideration in relation of educating and empowering as an intellectual consideration.

A leader's behavior demonstrate acceptance of individual differences. As she said, if the final products of Girls in Tech Indonesia's leadership practice were social media platforms, then the platforms were created in various versions and purposes (not always for business). One of the examples is Helpnona.com, a social initiative to campaign social dating violence awareness established by one of the Girls in Tech Indonesia's members (Aulia Halimatussadiah, personal communication, June 23, 2017).

Measuring the Impacts

In revealing the impacts of the Girls in Tech Indonesia's accelerating more women in tech, I draw a connection between the leadership and empowerment. First of all, empowerment closely aligns with leadership element called ―delegation in which leaders give task to the followers—to delegate. In essence, leadership is more task-based, while empowerment is more authority and decision-based. One framework to examine the empowerment was introduced by Sara Hlupekile Longwe. The Longwe's framework aims to reveal women's empowerment and equality in practice, and to critically assess to what extent a development intervention is supporting this empowerment. Furthermore, this framework comes with the idea of women's empowerment as enabling women to take an equal place with men, and to participate equally in the development process in order to achieve control over the factors of production on an equal basis with men. This framework enables gender and development workers to analyze development organizations 'degree of commitment to women's equality and empowerment in term of **control, participation, conscientization, access, and welfare** (March & Wellace, 1999, p. 92).

1. **Control** refers to women's control over the decision making process through conscientisation and mobilization, to achieve equality of control over the factors of production and the distribution of benefits.
2. **Participation** refers to women's participation in the decision-making process, project making, planning, and administration. Accordingly, equality of participation means involving women in making the decisions by which their community will be affected, in a proportion which matches their proportion in the wider community.
3. **Conscientization** refers to raising awareness about gender issues.
4. **Access** refers to women's access economic source and resource.
5. **Welfare/ growth** refer to the level of women's material welfare/growth.

Hence, in measuring the impact, I conducted the interview to the three selected informant to find out if the Girls in Tech Indonesia able to increase their participation in public spheres through ICT engagement by investigating them with some questions regarding control, participation, conscientization, access, and welfare/growth.

Nike Nadia, the founder of the Help Nona. Nike Nadia is the winner of GIT-ID's Woman Win competition in 2015. According to her, GIT-ID's leadership performance had helped her to fight her doubts and decide to run a digital platform. Help Nona is a platform to promote the anti-sexual harassment and to educate girls about self-respect, and health relation in any romance relationships. Help Nona—established in 2015—as a media to create a positive environment to discuss and share the sexual-harassment issues through digital campaigns and public discussions. Using digital media platform as a catalyst to empower more women to participate in public discussions regarding the sexual harassment issues have been being carried out, and considered succeeded to build women's awareness about the important of voice up (Nike Nadia, personal communication, November, 2017).

Andi Misbahul Pratiwi, the program officer of Perempuan Peduli. Perempuan Peduli established in 2017 as a digital platform to promote gender equality through social media buy using paintings, poems, quotes as a media for interaction and campaign. Andi was a trainee for 6 months internship program in Girls in Tech Indonesia (GIT-ID). During her internship, Andi involved herself in the Womenpreneur Digital Acceleration program not only as a facilitator but also as a participant or mentee of the selected classes. Being coached by women in tech, Andi started establishing her digital platform after finishing her internship with GIT-ID. According to her, GIT-ID's leadership had given her access to information in terms of material resources such as finance, network, and also related digital literacy knowledge. Also, GIT-ID's role modeling had helped her to not only understand more about gender relation in masculine field. Since her platform is in the field of social organization in campaigning feminism issues and perspectives, the GIT-ID's programs had helped her to grow the platform. Perempuan Peduli grows as a youth empowerment platform to campaign gender equality in terms of women's participation in public spheres (Andi Misbahul Pratiwi, personal Communication, April 10th 2019).

Susi Sekesih, the initiator of Siswa Wirausaha. Siswa Wirausaha is a platform for the students of PKBM Ginus Itaco to sell their products to support their school

tuition. The products are bags, accessories, souvenirs, t-shirts, etc. which are made by the students. Susi is a GIT-ID's member who has experienced the GIT-ID's leadership performance and coaching treatment. According to her, GIT-ID's mentors were her role models who had inspired her to launch a platform to empower the youth/students. Through the coaching classes, mentor dinner, and also pitch night program that she followed, it allows her to be a leader who initiates women's economic empowerment through Siswa Wirausaha. Therefore, GIT-ID's leadership performance does not only allow her to improve her control, participation, conscientization, access, and welfare/growth for herself, but also enables her to increase women's participation in economic sphere (Susi Sukesih, personal communication, November, 2017).

CONCLUSION AND RECOMMENDATION

ICT as a set of tools to promote gender equality (SDGs No. 5) and accelerate women's participation in public spheres is considerably powerful. Yet, since the ICT field is gendered, then there shall be a leadership performance and practice which address the gender dimensions in ICT. The Girls in Tech Indonesia as a chapter of global Girls in Tech movement has considerably succeeded in addressing woman issues through its Womenpreneur Digital Acceleration program.

From the results of this study, I formulate several recommendations:

1. It is necessary to employ a leadership program which addresses woman issues in regarding access, control, and participation. Accordingly, Girls in Tech Indonesia's leadership performance can be a good model in addressing woman issues through their program.
2. The existence of the grass-root level community in empowering women in ICT should be considered as an effort and be appreciated by involving them and supporting them in order to sustain their program. If better coordination as well as the collaboration between the government and the local community is achieved, the empowerment effort can be enhanced.
3. If the women's public participation and representation is a gendered social problem, then it is important to implement gender responsive in policies coped in gender mainstreaming as it demands the equality between men and women. Hence the actors cannot work alone. The collaboration among regulators, stakeholders, communities, and all elements of society should be involve in policy planning, making, and implementation.

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BIOGRAPHY

Isyfi'afiani, M. Ed., M. P. P.
Mobile: +62 81326190595
E-mail: afiani.isyfi@gmail.com
Twitter: @isyfia_
Instagram: @isyfia

Isyfi'afiani is an alumna of the School of Government and Public Policy (SGPP) Indonesia. She teaches English at Lembaga Bahasa Internasional at the University of Indonesia. She is also an associated writer of Indonesian Feminist Journal (Jurnal Perempuan) and a contributor of the Strategic Review Journal.

Awards and honors: ISRSF (Indonesian Scholarship and Research Support Foundation)'s 2nd Prize Winner for Indonesian Woman Author in 2015.

Registration:	#35
Name:	Helmina Dewi Lestari
Title:	Involvement of Indonesian diaspora to improve standard of living of orphan in Makassar - South Sulawesi
Theme:	Building better partnerships

INVOLVEMENT OF INDONESIAN DIASPORA TO IMPROVE STANDARD OF LIVING OF ORPHAN IN MAKASSAR - SOUTH SULAWESI

Helmina Dewi Lestari
School of Government and Public Policy (SGPP) Indonesia
helmina.lestari@sgpp.ac.id

ABSTRACT

Indonesian diaspora contributes to productivity and country development especially in the process of transfer of knowledge (brain gain), agent of change, and door opener (liaison) in the origin and host countries, in this context Indonesia and Germany. This paper discusses briefly on how one of Indonesian migrant organisations which is located in Hamburg - Germany, Ikatan Ahli dan Sarjana Indonesia / IASI e.V. (Indonesian specialist and Academician Association), Nase Mulia Foundation (YNM) Makassar, German NGO Wuestendkind e.V. and the Center for International Migration and Development (CIM) through its Global Programme Migration for Development (PMD)*, have built a vocational training center for disadvantaged adolescents which some of them are orphans of age, in Makassar - South Sulawesi from 2015-2017.

The collaborative project aims to build a training center especially for orphans who have to move out of the foster care after they turn 18 years old and other disadvantaged young people. There they learned to enhance their skills through doing some trainings, so that later they are able to enter labour market or to become self-employed person which indirectly results in improving their living conditions. It relates closely with the achievement of SDGs number 1 (no poverty) and number 8 (Decent Work and Economic Growth).

This joint project titled ‘Sustainability Training Programme’ supported 286 orphans from 5 orphanages and orphan adolescents in Makassar - South Sulawesi. Specific concepts of this sustainable training center are to conduct based on market demand trainings, to create trainings for today and future skills of young people, to make cross subsidies between the rich and the poor happen, to build partnership with industries and commerce. The engagements and supports of several stakeholders (Province Government of South Sulawesi, NGOs, private sectors) are important to ensure the sustainability of training center and development of human resource.

Keywords: *Indonesian diaspora, orphan, orphan adolescents, training center, vocational training, transfer of knowledge*

*The Programme Migration for Development (PMD) is a global programme funded by German government. The programme aim is to promote the potential of global migration for sustainable development. The PMD is implemented by the Center for International Migration and Development (CIM), a joint operation of Deutsche Gesellschaft fuer Internationale Zusammenarbeit (GIZ) GmbH and the German Federal Employment Agency.

1. INTRODUCTION

Many orphans who live in 8 orphanages in 10 villages in Makassar and Enrekang, South Sulawesi face difficult situation when they have to back to society. When the orphans reach 18 years old, they must leave orphanages and live independently. Reintegration process is not supported by providing certain set of skills and knowledge to the orphan adolescents which are useful for them to enter labour market or to create own business. It happened since their educational backgrounds are not sufficient to generate specific knowledge and skills, therefore those orphans still need the extra-curricular trainings to help them to find a job and to finance their life properly.

Based on this initial situation, Adam Pamma, the former Chairman of the Association of the Ikatan Ahli dan Sarjana Indonesia / IASI e.V. (Indonesian specialist and Academician Association) has worked together with Nase Mulia Foundation when he returned to Indonesia in Februar 2014. At that time, Adam Pamma joined Returning Expert Programme which is supported by the Center for International Migration and Development (CIM) through its Global Programme Migration for Development (PMD) as a Returning Expert. The Programme Migration for Development (PMD) is a global programme funded by German government. The programme aim is to promote the potential of global migration for sustainable development. The PMD is implemented by the Center for International Migration and Development (CIM), a joint operation of Deutsche Gesellschaft fuer Internationale Zusammenarbeit (GIZ) GmbH and the German Federal Employment Agency.

According to CIM, the term 'Returning Expert' refers to people who studied and worked in Germany to generate technical or managerial skills and later they bring and use their knowledge and expertise from German to Indonesia. The Association of the Ikatan Ahli dan Sarjana Indonesia / IASI e.V. (Indonesian specialist and Academician Association) itself is a non-profit organization established in 1979 and based in Hamburg. This association is trying to strengthen the connection between Indonesia and Germany and to initiate cooperation, especially in education as one of priority areas of IASI activities.

Since 2008 Nase Mulia Foundation has worked for orphanages in Makassar and Enrekang, South Sulawesi. This foundation has an objective to make a better life for the poor and the orphan children. As one of largest foundations of orphanage in South Sulawesi which takes care 8 orphanages in 10 villages in Makassar and Enrekang - South Sulawesi, Nase Mulia Foundation provides supports for 800 poor orphans which covers: foods, clothes and school supplies. With a focus to create comprehensive children's village project, Nase Mulia Foundation assists orphans to have some extra-curricular trainings in order to enhance their skills and to become independent, for example training in producing local souvenirs, herbal dairy products, cakes and soaps. Unfortunately, only children under 18 Years old who can access those extra-curricular trainings which are conducted after school time since they still live in the orphanage.

This collaborative project showed that Indonesian diaspora plays significant role to connect stakeholders in Indonesia and Germany particularly as a door opener for any collaboration or cooperation between Indonesian and German institutions, in this case Indonesian migrant organisation, Indonesian NGO, German Government and NGO. Indonesian diaspora can have a position as a bridgehead of expansion of

Indonesian economic development (Muhidin, S & Utomo, A: 2005). In addition, in the process of transfer of knowledge and taking any role as an agent of change, Indonesian diaspora is a significant factor during the implementation process. The lead of Indonesian diaspora to coordinate varied parties during collaboration is another important thing, since they are the only one who understands the communication between Indonesian and German institutions. As the next point, Indonesian diaspora has better understanding to stimulate the transfer of knowledge (brain gain) process from Germany and adjust it in the Indonesian context.

Since Indonesian diaspora is one of the main actors in this joint project, the definition of diaspora is explained briefly. In broad context diaspora is defined as communities consisting of individuals who live or work abroad outside their homeland (Merz, B.J, Chen, L. C & Geithner, P. F: 2007, 2). Merz, B.J, Chen, L. C & Geithner, P. F added that currently people mobility is forming new international migrant communities which maintain social, financial and cultural relation with their country of origin. These migrant communities are delivering financial assets back to their families or specific groups such as remittances, capital and philanthropy. Transfer of knowledge, skills, behaviour and lessons learnt or abroad generated values. Hence, this paper limits the definition of Indonesian diaspora only people with Indonesian nationalities who study and work in Germany and they intend to return to Indonesia and work in one of Indonesian institutions.

Indonesia has potential number of migrants worldwide. World Bank (2017) mentioned in 2016 over 9 million Indonesian migrants worked abroad. From migration activity, Indonesian migrants sent remittances in 2016 about 118 Trillion Rupiah (USD 8.9 Billion) and 77% of former migrant workers obtained new skills during migration. According to the German Federal Office for Statistics (*Statistisches Bundesamt*) the number of Indonesian citizen who residing in Germany in 2018 was 19,785 which was increasing 36% compared to year 2011 where the number of Indonesian citizen in Germany was about 12,620.

The situation with increased number and proportion of skilled migrants, Indonesia may consider to face it as loss of human capital (country brain drain) or Indonesia benefits this migration phenomenon to create added value of labour (brain gain or brain circulation) (Utomo: 2011). According to German Federal Office for Statistics which showed data of Indonesian migrant is increasing from time to time. It can be used to improve the country development, especially high skilled migrants from Germany to Indonesia who can assist in the transfer of knowledge, Indonesia should see this as an opportunity to build Indonesian diaspora networks, so that they still can contribute in the country development.

Purpose/Objective

The collaborative project which involved Ikatan Ahli dan Sarjana Indonesia / IASI e.V. (Indonesian specialist and Academician Association), Nase Mulia Foundation (YNM) Makassar, German NGO Wuestendkind e.V. and the Center for International Migration and Development (CIM) through its Global Programme Migration for Development (PMD)* aims to build a vocational training center for orphan adolescents and children in Makassar - South Sulawesi. This project titled ‘Sustainability Training Programme’ which was conducted from September 2015 - January 2017. The construction of new teaching and training facilities in the sustainable development programme will enhance quality of training which provides

participants self-employment skills and customised skills which are designed to meet the needs of labour market in Makassar - South Sulawesi. This paper will answer few questions below:

1. How is the implementation of collaborative project 'Sustainability Training Programme' which have built training center for the orphan in Makassar - South Sulawesi?
2. What is the impact of establishment training center in Makassar - South Sulawesi to orphan standard of living?

METHODOLOGY/APPROACH

Descriptive research with case study describes the collaborative project on the involvement of Indonesian diaspora to improve standard of living of orphan in Makassar - South Sulawesi, especially collaboration among stakeholders. Observation and monitoring were used to gather data (Gall, Gall, & Borg: 2007). In the descriptive research with case study, the causal relationship is not the focus to view certain phenomenon and case study is not used to determine the cause and effect. This methodology concerns more about 'how' phenomenon happens and it uses monitoring of respondent as a research tool rather than using the number as a measurement. In this case people can observe the respondents indirectly and it enables to study the documented report as secondary data.



Figure 1. Stakeholders of 'Sustainability Training Programme' in Makassar - South Sulawesi

The figure above illustrates the relationship and collaboration of several stakeholders which consist of Indonesian migrant organisations which is located in Hamburg - Germany, Ikatan Ahli dan Sarjana Indonesia / IASI e.V. (Indonesian specialist and Academician Association), Nase Mulia Foundation (YNM) Makassar, German NGO Wuestendkind e.V., the Center for International Migration and Development (CIM) through its Global Programme Migration for Development (PMD), Province Government of South Sulawesi, private sectors in South Sulawesi and Indonesian NGO. Those stakeholders will guarantee the sustainability of this joint project. In the future when IASI, German NGO, Global Programme Migration for Development do not assist the training center anymore, the role of Province Government of South Sulawesi and private sectors in South Sulawesi will play significantly.

The Provincial Government of South Sulawesi must ensure that young people and orphan adolescent can improve their living quality by having a job after they conducted series of training. It will also help to reduce the unemployment rate which causes economic and social problems. Private sectors will benefit as well this training center since the supply of human resources with standard of knowledge and skills will be an advantage for them to maintain sustainable production of industries in Makassar - South Sulawesi and surrounding region. Therefore, supports from the Provincial Government of South Sulawesi and private sectors in South Sulawesi are highly needed to achieve the sustainable operation of training center.

FINDINGS/RESULTS

The establishment of these training centers resulted 286 children from 5 orphanages in Makassar - South Sulawesi could access some trainings to enhance their knowledge and skills, meanwhile 339 children from Enrekang - South Sulawesi which consist of 135 orphans from 3 orphanages and 204 children from 8 villages were also able to join the trainings. The detailed of participant number is elaborated as follows:

Tabel 1. Number of participant who joined 'Sustainability Training Program' in South Sulawesi

No.	Region	Name of orphanage/village	Number of Participant	
			Male	Female
1.	Makassar	Bustanul	35	47
2.	Makassar	Risqi Ilahi	22	25
3.	Makassar	Timor-Timor	45	40
4.	Makassar	Al Aqsa	28	19
	Makassar	Bani Hasyim	10	15
Total			**286 children**	
6.	Enrekang	Ridha	15	40

7.	Enrekang	Al Muhlisin	18	22
8.	Enrekang	Adnin	16	24
9.	Enrekang	Children Village Project Kaluppini	58	40
10.	Enrekang	Enrekang Children project	52	54
	Total		**339 children**	

The training center in Makassar and Enrekang - South Sulawesi have concept:

1. to conduct based on market demand trainings
2. to create trainings for today and future skills of young people
3. to make cross subsidies between the rich and the poor happen
4. to build partnerships with industries and commerce

The training center in Makassar and Enrekang - South Sulawesi conducts several types of training:

1. Sewing
2. Handicraft/recycling products
3. Notebook and mobile phone reparation
4. Laundry operation and soap production
5. Heavy equipment maintenance
6. Technician of solar energy
7. Motorcycle and car services
8. Cooling machine maintenance
9. Other based on inquiry training

For the transfer of knowledge process, Indonesian diaspora who join IASI assist in the step of Training for Trainer (ToT) for the trainer who will teach training participants and also teaching staff of Nase Mulia Foundation. The curriculum is modified from external expertise which are generated partly in Germany and regional labour market needs. IASI experts cooperated together with the staff of Nase Mulia Foundation to prepare the curriculum by collecting answers from questionnaires which were circulated to the local companies in South Sulawesi. The questionnaires asked the expectation from the local business about certain of knowledge and set of skills that are needed by the companies. During the data collection Nase Mulia Foundation is assigned not only to collect the questionnaire but also to build as well as to maintain cooperation with those local companies. The development of curriculum based on the results of small business necessity, therefore it will enable

participants matched the business needs and they can obtain the job easier since their knowledge and skills meet the company requirements.

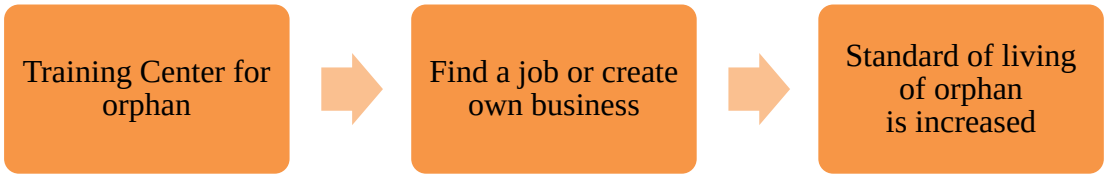


Figure 2. The output and outcome of 'Sustainability Training Programme' in Makassar - South Sulawesi

From the figure above about the output and outcome of 'Sustainability Training Programme' in Makassar - South Sulawesi clearly described that the training center will help orphans to obtain the job and to build self-employment. In the long term those productive people will bring them to get out of the poverty, since they can finance their life in a sustainable way. In Sustainable Development Goal no. 1 (No Poverty), United Nations remarked that the definition of poverty is beyond the low income and resources to guarantee the sustainable job for the people. To achieve this goal economic growth must consider about sustainable livelihood and equality for people to have job (United Nations: 2019).

Table 2. The cross subsidies between participants who pay and who do not pay training fee during ongoing monitoring process

No.	Types of Training	Type of Participant	Number of Participant
1	**Sewing**	Paid participant	5
2		No paid participant	9
3	**PC Computer and Laptop reparation**	Paid participant	5
4		No paid participant	7
5	**Mobile phone reparation**	Paid participant	5
6		No paid participant	7
7	**Refrigerator reparation/cable technique**	Paid participant	5
8		No paid participant	7

In Sustainable Development Goal no. 8 (Decent Work and Economic Growth) United Nations mentioned that low opportunity in accessing proper job, inadequate investment and low consumption in the long term will cause erosion for the people basic social contract and people must share the development. The concept of cross subsidies which are described in the table 2 above between the participants who pay and who do not pay the training fee will provide more opportunities for the poor orphans, especially orphan adolescent who already moved out from the orphanages. In the long run this concept will create an equality in the community since income

contributes to the equal situation, particularly if we relate it with the standard of living people in Makassar - South Sulawesi. In addition, according to SDG no. 1 people in South Sulawesi should be able to fulfil their basic needs for example the needs of foods, clothes, living cost and it enables youth and orphan adolescents to live in the worthy circumstances.

CONCLUSION/IMPLICATIONS/RECOMMENDATIONS

Sustainability Training Programme contributes to some orphans in Makassar - South Sulawesi particularly for orphan adolescents who need training programme most, so that they can find any job and create income. Indonesian diaspora can contribute to the society in the small scale by taking part in the implementation process of building and operating training center. There Indonesian diaspora can also learn to observe the reality which happen in the local level. It will gain also new idea in the future that their current knowledge and skills which are generated abroad can be brought to Indonesia and they contribute to the country development.

Indonesian stakeholders (local government and private sectors) must continuously support this activity and they take also several steps to keep the sustainability of the project. Sustainability is also the focus of the German Federal Ministry of Economic Cooperation and Development (BMZ: 2019) who supported the Global Programme Migration for Development (PMD) which underlines 'Sustainable Economic Development for inclusive growth'. This substantive project clearly describes the relation of vocational education through activities in the training center which can help to generate income for orphan adolescent and it indirectly impacts to reduce poverty (SDG no. 1) through having decent work (SDG no. 8). It also highlights achievement of the creation of self-employment and integration in the local labour market as one of the results from the project development.

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Biography

Helmina Dewi Lestari
Master Student
School of Government and Public Policy (SGPP) Indonesia
Jalan Anyar, Citeureup Sentul - Bogor 16810, Indonesia
Mobile: +62 8111 2500 41;
helmina.lestari@sgpp.ac.id;
LinkedIn: Helmina Dewi Lestari
Phone: +62 21 2932 5345
Facebook, Twitter, LinkedIn, Instagram: SGPP Indonesia

Helmina Dewi Lestari is a student of the Master of Public Policy (MPP) Programme at the School of Government and Public Policy (SGPP) - Indonesia. Previously she worked for nearly 9 years in GIZ Office Indonesia which is a representative Country Office for Indonesia, ASEAN and Timor-Leste. *'A desire to learn has no age limit'* is Dewi's motto and her dream to see Indonesia thoroughly implements the fifth principle of Pancasila – five principles of the Indonesian state philosophy - *'Social Justice for All Indonesians'*; it means all Indonesian people with equal rights can benefit and feel the country development.

No. Registration: #39
Name: Aldi Muhammad Alizar
Title: Stakeholder Participation and Government Accountability
Theme: Responsive governance & social accountability

STAKEHOLDER PARTICIPATION AND GOVERNMENT ACCOUNTABILITY

Aldi Muhammad Alizar (IAP2 Indonesia Affiliate), Jakarta, Indonesia
E-mail: aldi.alizar@gmail.com

Abstract:

Asia Pacific region has committed to achieve Sustainable Development Goals (SDGs) to end poverty and build a more investment in health, education, improved infrastructure, and stronger social protection systems. However, the Asia and Pacific region, still facing significant development challenges in making development that will lift their status. One of the big challenges in realizing the SDGs target is how to localize and involving related parties in order to participate in development programs. This means in adoption the SDGs the Government of Asia Pacific countries, besides to set up a strategy to fund priority development targets, must push for wider development stakeholder participation. A strategic cooperation among stakeholders in all level is crucial considering the time frame of the SDGs is quite short, only 15 years, while they are certainly ambitious. Therefore, it calls for great contribution of energy [from all stakeholders] and it should not be perceived as the duties of the government only. This paper explores how the efforts made by the Government Of Indonesia in localising the SDGs by strengthening multi stakeholder participation in development process to face its challenges in adopting the SDGs at the local level.

1. INTRODUCTION

Now days every countries, including in Asia Pacific region, committed to achieve Sustainable Development Goals (SDGs). Through Sustainable Development Goals all counties are committed to end poverty and build a more investment in health, education, improved infrastructure, and stronger social protection systems. The Agenda establishes 17 SDGs and associated targets, focused on achieving

sustainable development over the next 15 years in its three dimensions —economic, social and environmental —in a balanced and integrated manner.

Actually, much progress has been made in Asia and the Pacific region in the 15 years of implementation of the Millennium Development Goals, in particular in terms of eradicating extreme poverty. Of the 1.2 billion people lifted out of poverty globally since 1990, a number 1.1 billion were from Asia and the Pacific. The share of people living in extreme poverty dropped from 70 per cent in 1990 to 53 per cent in 2012. Despite these improvements, as many as 743 million people in the Asia Pacific region continue to live in extreme poverty. Also, the gap between the rich and the poor has increased. Even in countries where inequality is showing a downward trend, it remains high. In addition, many vulnerable groups were facing inequalities in access to health, education and basic services including water and sanitation. Moreover, environmental factors exacerbate vulnerabilities. The Asia-Pacific region is exposed to numerous natural disasters that in many instances have wiped out long-term development gains, especially in least developed countries and Pacific Small Island developing States. The sustainability of inputs provided by the environment to livelihoods, economies and quality of life is also of concern, considering growing pressures arising from land-use change, over exploitation of resources and ecosystems as well as pollution.[1]

The Asia and Pacific region, therefore, continues to face significant development challenges and needs to address issues of quality of growth, social exclusion and inequality, balance the benefits and costs of integration associated with economic, social and environmental considerations, and mitigate the impact of climate change. Low income countries in particular face important challenges in making the kinds of investments in health care, social protection, education and research and development that will lift their status.

Some experts have attributed the failures in realizing the MDGs target caused by the government of Asia Pacific developing countries was less involved public participation in development programs, particularly to the marginalized and vulnerable groups. Therefore, we have learned, If public could participate more, then the prospect of realizing the SDGs is greater. This means in the adoption of the SDGs the Government, besides to set up a strategy to fund priority development targets, must push for wider development stakeholders participation, such as local government, local communities, civil society organizations (CSOs), non-governmental organizations (NGOs), research institutions, private sector, as well as marginalized and vulnerable groups. A strategic cooperation between development stakeholders is crucial considering the time frame of the SDGs is quite short, only 15 years, while they are certainly ambitious. Therefore, it calls for great contribution of energy [from all stakeholders] and it should not be perceived as the duties of the government only.

Strengthening the means of implementation and revitalize the national and regional partnership for sustainable development – recognizes multi-stakeholder partnerships – is important vehicles for mobilizing and sharing knowledge, expertise, technologies and financial resources to support the achievement of the sustainable

[1] United Nations, Economic and Social Council, 2016. "Regional Road Map for Implementing the 2030 Agenda for Sustainable Development", *Economic and Social Commission for Asia and the Pacific Asia-Pacific Forum on Sustainable Development*. Bangkok, 3-5 April 2016.

development goals in Asia Pacific region. Therefore, the Asia Pacific countries should further develop a mechanism to cooperation between intergovernmental body as well as with international funding agencies to further accommodate more inclusive, qualified and effective development implementation.

However, amid of our belief in the stakeholder participation in development process and regional cooperation in fostering the achievement of the SDGs, we are faced with challenges that recently more than half of the global population expresses distrust in government's institutions accountability in carrying out social development agenda (see Edelman Trust Barometer Global Report, 2016). It has been acknowledged that in Asia Pacific developing countries Government institutions considered as overstaffed, weak, corrupt and inefficient in managing public administration. In addition, many Asia Pacific Government institution still perceived not capable to create an environment that facilitates private sector growth, reduces poverty, delivers valuable services and earns the confidence of their citizens — a relationship of trust that is created when people can participate in government decision-making and know their voices are heard.

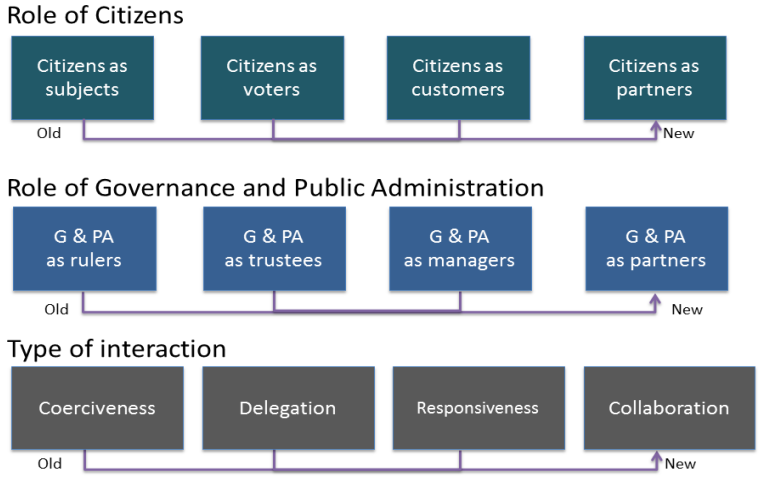
According to Cheema (2010) the rising phenomena of citizen's expectation to the government accountability and public participation in development process influenced by four transformations that has been occurred over the past few decades, – globalization, democratization, information and communication technologies, and the end of Soviet-style centralized planning – that have had major impacts on the expectations of citizens and the roles of the state. Democratization, globalization and increased access to information led to greater demands on the state to deliver services. One consequence of the shortfall in the capacity of governments to provide adequate economic opportunities, skills, and access to services has been declining citizen trust in government institutions dealing with representation, law and order, and economic management. Accordingly, now days many states in Asia Pacific region have been under tremendous stress to meet the rising expectations of citizens.[2]

This goes along with Hardy's statement (2016) that now days the role of public and government administration is being transforming from authoritarianism to the deliberative process due to the people is bored/dissatisfied with conventional processes and they also have learned from the success of the deliberative democracy and inclusive governance system that has been established in developed countries for past few decades.[3] As a consequence the type interaction between citizen and government is shifting from coerciveness to collaboration. Although the level of progress between the countries are vary however this procees will be difficult to be avoided.

[2] Cheema, Shabbir, 2010. "Preface", *Building trust in government : innovations in governance reform in Asia*, edited by G. Shabbir Cheema and Vesselin Popovski. Japan, United Nations University.

[3] Max Hardy October, 2016. Communications and Community Engagement Deliberative Processes. http://www.finpro.org.au/wp-content/uploads/pdf/FinPro-Conference-2016-Max-Hardy.pdf.

Figure 1 : An Evolutionary Continuum



Source : Hardy (2016)

Therefore, one of the big challenge for the Asia Pacific communities in achieving the Sustainable Development Goals depends on whether or not people have confidence in their government's institutions accountability. As was said by Ban Ki-moon; "building trust in government is at the core of the world's quest for peace and well-being."[4] As a result, addressing good governance, particularly by supporting the countries to help them build capable, efficient, open, inclusive, and accountable institutions, is now at the top of countries' policy priorities.

Another challange is among the Asia Pacific countries holds different views regarding human rights protection and lack shared democratic values, which could hamper diplomacy at the regional level. Moreover the consensus-based and non-interference principles may become problematic, as most member states still regard rights and governance issues as sensitive and thus insist on maintaining them under domestic jurisdiction, instead of being addressed at the regional level. All of those conditions mention above could be an obstacle for Asia Pacific's countries in building vision for further integration and fostering multi stakeholder partnership in order to drive the success of Sustainable Development Goals. Therefore, a higher level of democracy is a basic requirement to increase the chance for citizen to interact with the government among the Asia Pacific counties.

Accountability and stakeholder engagement are mutually reinforcing in the context of sustainable development. Access and transparency to adequate, timely, useful information is essential to informed, effective stakeholder participation. At the same time, opportunities for participation create the incentives for the stakeholder to request and utilize available information. In the past twenty-five years, there has been a dramatic increase in awareness of the importance of stakeholder participation in policy making and in the priority given to it.

According to Carothers (2014), accountability, transparency, participation, and inclusion are very important as four key principles for future global sustainable development agenda. Actually these principles since 1990s have become nearly universal features of the policy statements and programs of international development organizations. However, consensus remains elusive. Democracy and human rights

[4] Ban Ki-moon, United Nations Secretary-General, at the 7th Global Forum on Reinventing Government, 2007.

practitioners generally embrace an explicitly political understanding of these four concepts and put it purely as instrumentalist approaches. For instances, governance specialists often follow a narrower approach, applying the core principles primarily to the quest for greater public sector effectiveness.[5] Again according to Carothers, many developing countries government was still resistance and have rhetorically embraced the value of accountability, transparency, participation, and inclusion. Some governments remain fiercely opposed to incorporating these principles into the international development agenda, viewing them as entry points for illegitimate political meddling. As a result, the implementation of accountability, transparency, participation, and inclusion provisions in many developing countries was considered to a large extent tokenism and formality and the extent of true government accountability and stakeholder engagement being seen as a 'political stunt' rather than as a strong commitment and rational intervention.

2. STAKEHOLDER PARTICIPATION AND GOVERNMENT ACCOUNTABILITY

2.1 Stakeholder Participation

Stakeholder Participation is one of the main pillar of democratic government. Participation (or engagement) is the involvement of electors, shareholders, members and other key stakeholders in planning, decision processes and evaluation. This allows a governing body to obtain reliable information, serves as a reality check and watchdog, spurs operational efficiency, and provides feedback by users of public services necessary for monitoring access to, and quality of, services. And it clearly defines the lines of accountability.

Stakeholder participation is an increasingly accepted component of a key driver of change in development of all over the world. In many countries stakeholder participation has been codified in development planning (e.g., the Administrative Procedure Act and the National Environmental Impact Assessment Policy Act). Outside of the government institution, international bodies such as the Equatorial Principles, the World Bank, IFC, ADB, and others have incorporated stakeholder participation into policy making, planning procedures, and performance standards.

Stakeholder participation in development process is essential for building strong relationships between a state and its citizens for mutual accountability, responsive public service delivery, and social and economic inclusion of disadvantaged groups. Stakeholder participation enables support and ownership by a range of stakeholders, improves development processing and quality of entry, improves quality during implementation, and strengthens sustainability of development results. Civil society and other stakeholders play a key role with their expertise and knowledge of participatory processes to improve the quality of participation in development programs.[6]

Participation within development project is also means sharing a common understanding and involvement in the decision-making process of the development

[5] Thomas Charothers, 2014. Accountability, Transparency, Participation, and Inclusion: A New Development Consensus? See in: http://carnegieendowment.org/2014/10/20/accountability-transparency-partici-pation-and inclusion- new-development-consensus-pub-56968.

[6] Strengthening Participation for Development Results. An Asian Development Bank Guide to Participation. Mandaluyong City, Philippines: Asian Development Bank, 2012

project. Participation by stakeholders leads to empowerment and to joint ownership of the project. To increase participation the project should start with a consultation process that moves to negotiations and ends with joint decisions.[7] According to Siles (2016) participation by project stakeholders has many benefits and advantages, among them are:

- Ensures that the development project plans are a reflection of the real needs and priorities;
- Develops an environment of trusts by allowing the voices of the stakeholders be heard and their issues be known;
- Makes the project accountable to the stakeholders;
- Enables the voices of the stakeholders to be heard and by doing that the level of trust in the relationships increases;
- Promotes transparency in the actions of the project and ensures that the project is held accountable for its actions;
- Increases ownership by stakeholders who feel the project is taking in account their views and motivates them to sponsor the project, which ultimately leads to sustainability;
- Is a key strategy to win support to the project, to gain commitment to the project, and ultimately to increase the chances for sustainability after the project has been completed.

Referring to the Siles mentioned above it can be seen there is a significant correlation between stakeholder participation in development process with the government accountability and public trust in government. Government accountability and public trust is very important for the success of a wide range of implementation of a country's development agenda due to the government accountability and public trust are necessary to ; (1) increase the confidence of investors and consumers; (2) essential for key economic activities, most notably finance; and (3) important for the success of many government policies, programs and regulations that depend on cooperation and compliance of stakeholders.[8]

2.2 Government Accountability

Accountability is one of the main pillar of democratic government. Accountability is the capacity of electors, shareholders and organizational members to call decision-makers to account for their actions. The notion of accountability is an amorphous concept that is difficult to define in precise terms. However, broadly speaking, accountability exists when there is a relationship where an individual or body, and the performance of tasks or functions by that individual or body, are subject

[7] Rodolfo Siles. *Benefits of Stakeholder Participation*. Project Management for Development Organizations. (2016, November 23). Retrieved from http://www.pm4dev.com/images/logo.png.

[8] Trust in Governmen. OECD. (2016, November 23). Retrieved from ttp://www.oecd.org/gov/trust-in-government.htm.

to another's oversight, direction or request that they provide information or justification for their actions (Stapenhurst and O'Brien :2016)

Therefore, the concept of accountability involves two distinct stages: answerability and enforcement. Answerability refers to the obligation of the government, its agencies and public officials to provide information about their decisions and actions and to justify them to the public and those institutions of accountability tasked with providing oversight. Enforcement suggests that the public or the institution responsible for accountability can sanction the offending party or remedy the contravening behavior. As such, different institutions of accountability might be responsible for either or both of these stages. Evaluating the ongoing effectiveness of public officials or public bodies ensures that they are performing to their full potential, providing value for money in the provision of public services, instilling confidence in the government and being responsive to the community they are meant to be serving.[9]

2.3 Trust in Government

Trust is a complex interpersonal and organizational construct. Trust occurs when parties holding certain favorable perceptions of each other allow this relationship to reach the expected outcomes. Trust assessed in political terms is the so-called *political trust*. Political trust happens when citizens appraise the government and its institutions, policy- making in general and/or the individual political leaders as promise-keeping, efficient, fair and honest. Political trust, in other words, is the "judgment of the citizenry that the system and the political incumbents are responsive, and will do what is right even in the absence of constant scrutiny" (Miller and Listhaug 1990, 358). As such, political trust is a central indicator of public's underlying feeling about its polity.[10]

Political trust can be devided into two categories. The first category of political trust is referred to as the *macro-level or organizational trust*. The organizational political trust refers to an issue-oriented perspective whereby citizens become trustful or distrustful of government "because they are satisfied or dissatisfied with policy alternatives" (Miller 1974, 951). The second category of political trust, or the so-called *micro-level or individual political trust,* happens when trust is directed towards individual political leaders. The individual political trust involves a person-oriented perspective whereby citizens become trustful or distrustful of government "because of their approval or disapproval of certain political leaders" (Citrin 1974, 974-75). Both the organizational and the individual political trust depend on credible policy-making. Credibility can be defined as an unquestioned criterion of a good policy.

Governance can be defined as the specific ways in which a society organizes itself in order to make decisions, mediate differences, and exercise legal rights. The three main actors of governance are the state, civil society, and the private sector. In this tripartite division of labour, the state creates an enabling political, economic, and legal environment; civil society facilitates political and social interaction; and the

[9] Rick Stapenhurst and Mitchell O'Brien. World Bank Group. (2016, November 23). Retrive from https://siteresources.worldbank.org/PUBLICSECTORANDGOVERNANCE/Resources/AccountabilityGovernance.pdf

[10] Wheeless, L.R. and Grotz J. "The Measurement of Trust and Its Relationship to Self-Disclosure," Human Communication Research 3, 3 (March 1977): 250-257.

private sector generates jobs, goods, and services). Good governance is simply the harmonious interaction of these three actors. [11] More broadly, good governance describes an open and efficient way of conducting public affairs, managing public resources, and guaranteeing the realization of human rights. Good governance accomplishes these goals in a manner essentially free of abuse and corruption and with due regard to rule of law. Good governance, as such, is synonymous with democratic governance because it is participatory, transparent, and accountable.[12]

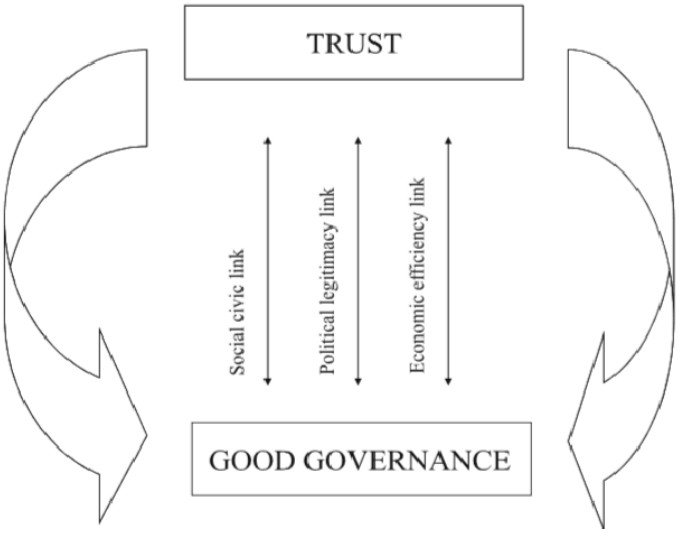
According to Blind (2010) trust, in both its social and its political forms, is the essence of democratic governance. Democratic governance and trust feed into each other: trust breeds democratic governance, and vice versa. Hetherington (2005) refers to political trust as the main motor of good governance. A high level of trust in government and political incumbents benefits all citizens, especially marginalized and vulnerable people who are at a relative disadvantage in socioeconomic and/or political terms. Furthermore Blind (2010) identified the three main causal mechanisms that operate between trust and good governance are: (1) the social civic causal mechanism, (2) the economic efficiency causal mechanism, and (3) the political legitimacy causal mechanism. Although these three links between trust and good governance are nowhere exclusionary, they provide us with good analytical tools to assimilate and simplify the otherwise extremely complex phenomenon of globalization and its ramifications. **[13]** The further explanation regarding Blind's main causal mechanism of trust and good governance is as mentioned in figure 2 below.

[11] UnDP [United nations Development Programme] and Management Development and governance Division Bureau for Policy and Programme Support (1997a) "reconceptualizing governance," Discussion Paper 2, new york, January.

[12] UnDP [United nations Development Programme] and Management Development and governance Division Bureau for Policy and Programme Support (1997b) "corruption and good governance in a globalised Society," Discussion Paper 3, new york, July.

[13] Peride K. Blind. Building trust in government: Linking theory with practice. See in Cheema, Shabbir, 2010. "Preface", *Building trust in government : innovations in governance reform in Asia*, edited by G. Shabbir Cheema and Vesselin Popovski. Japan, United Nations University.

Figure 2: Links Between Trust and Good Governance.



Source : Peride K. Blind. Building Trust in Government: Linking Theory with Practice, 2010.

The Social Civic Link

In order for public administration to function smoothly and effectively, it must rely on public support and trust. Democratic governance cannot flourish in a society where there is a dearth of social trust. The social civic link between trust and good governance involves principally the building and maintaining of a vibrant civil society. In a society where people distrust each other and choose not to engage in meaningful activities in networks of societal associations, there is a high likelihood of the government and its representatives being accorded low political legitimacy. The formation and maintenance of successful and effective partnerships between the government and stakeholders depend on social trust as well as on a strong civil society in constant interaction with the government and the private sector (Jones 2006).

A strong civil society mediates effectively between the citizenry and the government. as such, it constitutes an important arena for the intermediation of interests. The positive impact of civil society participation on good governance can easily be destroyed by corruption. The negative effects of corruption are undeniable when it comes to good governance: corruption saps social trust and constrains the development of local and national economies, with deleterious consequences for sustainable political, economic, and social development. The Indonesian case has clearly demonstrated the complexity and the importance of fighting corruption in order to promote good governance.

The Economic Efficiency Link

Increasing social and political trust through the implementation of sound economic policies is also crucial for good and effective governance. Like Rondinelli said (2003:33) ; "a competent state needs to provide for open, efficient, and competitive markets". States need to create an institutional structure and credibility for market economies to function effectively. Like the process of building trust, the building of institutions to achieve economic competitiveness takes time. Both processes, however, feed into each other: increasing social and political trust

facilitates the process of economic restructuring, and sound economic policy-making and institution-building, in turn, enhance social and political trust.

The political science literature on economic development concludes that although economic growth is a necessary condition for good governance, it is not a sufficient one: sound economic policy-making increases political trust for only a short period, after which citizens demand more substantial political and social reforms, such as an equitable society and accountable institutions. That said, economic stress and poor governance almost unequivocally go together (Przeworski et al. 1997). Increasing trust via effective economic policy-making brings good governance only if the economic efficiency link takes into account the social variable, i.e. the social inequality and marginalization associated with globalization. A competent state can increase political and social trust as well as economic efficiency only by implementing safety-nets and social programs that target the poorest and the unskilled.

The Political Legitimacy Link

Building political trust toward good governance, by definition, implies the political legitimacy link between trust and good governance. Legitimacy embodies the consent that citizens accord to the ruling government and/ or state institutions. If citizens think that a government rightfully holds and exercises power, then that government enjoys political legitimacy. Among the major determinants of legitimacy are social trust, economic effectiveness, and good political governance, along with democratic rights (Gilley: 2006). Legitimacy is readily achieved if citizens trust in the government and their representatives. As such, political trust leads to good governance by contributing to the building of political legitimacy. Political legitimacy, in turn, further stimulates and extends political trust, thereby contributing to the democratization of governance.

One way to promote trust through the strengthening of political legitimacy is to bring communities closer to their governments and their governments to them. Local governance and decentralization emerge as the perfect tools for doing this. Local governance means that members of local communities take responsibility and act for their future. Effective and democratic local governance requires the cooperation of all relevant stakeholders. In this process, decentralization can buttress local governance by bringing local government officials closer to the community, and vice versa. Decentralization, by restructuring authority and empowering local governments, can promote partnership between the governors and the governed.

Accountability and stakeholder participation are the principal requisites of both political trust and good governance. Accountability entails making policy inputs, decisions, and outcomes more transparent and accessible to the public involvement. There can be no trust or good governance without accountable and stakeholder participation underpinnings. Accountability and stakeholder participation in this area is a perennial quest in democratic administration.

3. ENHANCING STAKEHOLDER ENGAGEMENT IN DEVELOPMENT

Many experts' states that in traditional approach the policy making and development process tends concentrate power in the hands of a few experts and that policy analysis is most compatible with bureaucratic decision-making which is

antithetical to stakeholder participation. Because the policy analysis process relies on specialized techniques, expertise is an inherent component of policy analysis. As such, the role of stakeholder participation in the traditional policy analysis process is minimized.

This statement has important implications with respect to government accountability and public trust. Thus, traditionally the *means* are developed and chosen technocratically. Recent issues with respect to democratic government suggest that this approach is no longer effective in managing the sustainable development agenda. Many experts suggests that traditional comprehensive and strategic development planning and implementation processes are insufficient for current resource management planning and advocates a more interactive approach to planning, implementation, and evaluation. Like Lang (1986) suggests: "An integrated approach to resource planning must provide for interaction with the stakeholders in the search for relevant information, shared values, consensus, and ultimately, proposed action that is both feasible and acceptable" (Lang, 1986 p 35).[14]

Lang suggests that conventional planning tends to be dominated by a technical/analytic style where the planner is a detached value-neutral expert advising decision makers about the best way to accomplish their goals and serve the public interest. The emphasis is on data collection and analysis as the means for finding the best solutions to problems and developing a technically sound plan. The implicit assumption is that better information leads to better decisions. Success in conventional planning is measured by the extent to which the objectives of the plan are achieved (Lang, 1986 p 39).

According to Lang, interactive planning is based on the assumption that open, participative processes lead to better decisions. The planner engages directly with stakeholders to gain support, build consensus, identify acceptable solutions, and secure implementation. Success in interactive planning is measured by the extent to which balance can be achieved among competing interests and consensus is reached on appropriate actions (Lang, 1986 p 39). Table 1 provides a comparison of interactive versus conventional planning.

Table 1 : Interactive Planning Versus Conventional Planning

Interactive Planning	Conventional Planning
• Includes information/feedback, consultation and negotiation • Interaction occurs early on and throughout the planning process, with full range of stakeholders • Assumes that open participation leads to better decisions • Planner as value-committed advocate • Focuses on mobilization of support • Plan = what we agree to do • Success measured by achievement of	• Limited information/feedback; maybe some consultation • Early interaction with implementers; affected interests not involved until late in process • Assumes that better information leads to better decisions • Planner as value-neutral expert • Focuses on manipulation of data • Plan = what we should do • Success measured by achievement of

[14] Lang, R. 1986. "Introduction," in Lang, R. (ed.), Integrated Approaches to Resource Planning and ManagemenL fhe University of Calgary Press, Calgary: p.39).

Interactive Planning	Conventional Planning
agreement on action	plan's objectives

Source: Lang, 1986 p. 39

Finally, Lang suggests that much of planning practice is dominated by a perspective that is sometimes called "technical rationality." However, three other perspectives, in addition to the technical are central to resource planning. These are organizational, political, and personal (Lang, 1986 p 41). Lang notes that "multiple perspectives comprise an essential feature of integrated resource planning." Mitchell defines this to include sharing and coordinating the values and inputs of a broad range of agencies, publics, and other interests when conceiving, designing and implementing resource policies, programs or projects (Mitchell, 1987).[15]

The literature suggests that it will become increasingly difficult for the future sustainable development agenda to continue with it's existing "top-down" decision-making structure. A wide variety of publics are active in following the international development agency's decisions from the national and regional level, down to the grassroots level. This increased level of scrutiny suggests that the development agency will be held more accountable for decisions by interested publics. Further, the conflicts inherent in legitimation and resource management decisions make an interactive approach to planning and decision-making an attractive alternative to the existing decision-making structure.

4. STRENGTHENING STAKEHOLDER PARTICIPATION IN DEVELOPMENT PROCESS IN INDONESIA

4.1. The Roots Inclusive Governance in Indonesia

Inclusive Governance has gained prominence in the last two decades owing to increasing political demands from citizens, civil society, and some political parties. Inclusive Governance is a system and practice of governance characterised by accountability, responsiveness, and integrity among public sector service providers by ensuring gender equality and social inclusion in policies, programs, and practices. Responsive governments and empowered citizens are important conditions for inclusive development. The vocal point of inclusive governance is about what can governments and civil society do to make sure that all voices are heard, involved, and take advantage from development process.

Inclusive governance is also as an attempt to avoid a social exclusion condition, which is refers to the multiple and changing factors resulting in people being excluded from the normal exchanges, practices, and rights of modern society. Social exclusion is a result of problems in policy which can and must be constantly improved upon (Amartya Sen (2000) & Janie Percy- Smith (2002). Poverty is one of the most obvious factors, but social exclusion also refers to inadequate rights in housing, education, health and access to services. It affects individuals and groups, particularly in urban and rural areas, who are in some way subject to discrimination or

[15] See in Bob Parker, 2002. Planning Analysis: The Theory of Citizen Participation. (2016, November 23). Retrive from http://pages.uoregon.edu/rgp/PPPM613/class10theory.htm.

segregation; and it emphasises the weaknesses in the social infrastructure and the risk of allowing a two-tier society to become established by default (Commision of the European Communities 1993, in Smith, 2002: 3).

Briefly, the principle of inclusive governance are; (1) the existence transparence in the management of a policy or rule in the planning, implementation and evaluation; (2) the participation of the community or civil society that not only included the top down, but it is a collectively initiative from below; and (3) equality and inclusion for the outset to those excluded (Suaedy; 2014).

The root of inclusive development in Indonesia can be traced since the fall of the New Order regime and the transition to democracy in 1998. Suharto's New Order regime, established by the Indonesian structure was a steep pyramid dominated by the single office of the presidency. Using his political vehicle, functional group (*Golongan Karya*), or *Golkar* and the military, he repressed political opposition, freedom of expression, other human rights, and local desires for greater political autonomy. Social stability was imposed by presidential decrees and democratic participation for civilians was very limited to taking part in policy making and development process.

In 1975 the state-owned oil enterprise, *Pertamina*, was unable to meet debt repayments amounting to $10.5 billion, and the crisis threatened Indonesia's financial structure. Only by canceling projects, renegotiating loans, and receiving help from the United States and other Western governments did Indonesia salvage the situation. The rise in world oil prices helped Indonesia's economic recovery. When oil prices stagnated in the early 1980s, Suharto shifted economic policy away from a reliance on oil exports. As part of the changes, he introduced greater openness (*keterbukaan*), promoting foreign investment in Indonesia and greater integration of Indonesia into the world economy. He also introduced reforms across a wide range of sectors to cut production costs and improve the competitiveness of Indonesia's commodity exports.

Although this policy brought about solid economic growth, the reforms did not reverse the nation's growing economic and social inequalities, particularly in the emergence of economic disparity between population in the rural and urban areas, and between Java Island and outer regions. In addition, 'a large slice of Indonesia's wealth came to be concentrated in the hands of the president's family and their associates. The economic inequalities were exacerbated by the growth of the population, despite a relatively successful family-planning program in Java.

During the 'New Order' era there were many pro-poor programs which led poverty rates to decline significantly, showing that the government in that period also tried seriously to address the poverty problem in the country. However the gap between the rich and the poor did not decline significantly. In fact, during this era, it is clear that the adopted development strategy was more 'exclusive' rather than 'inclusive', as many regulations, policies and facilities were set in favor of a small group of mainly big companies (known as conglomerates) at the cost of micro, small and medium enterprises (MSMEs) (Tambunan : 2012).

Ultimately, it was the economy that posed the greatest threat to Suharto's rule. In mid-1997 an economic crisis developed when the value of Indonesia's currency plummeted. The economic crisis was particularly acute for Indonesia's urban middle class and the poor, as the cost of basic goods and services skyrocketed. In early 1998 riots broke out in several Indonesian cities, and in March, after Suharto was reelected

unopposed for a seventh term, students staged protests on university campuses across the country. In May peaceful protests as well as violent riots escalated, and government troops killed hundreds in an attempt to contain the chaos. The growing unrest prompted Suharto to resign on May 21, and his handpicked vice president, Bucharuddin Jusuf Habibie, assumed the presidency.

The fall of the New Order marked a crucial turning point for the legislature and public participation in policy making process in Indonesia. Habibie embarked on a course of political reform, promising fresh elections for spring 1999. He released political prisoners, decentralised political power, allowed political parties to operate freely, and liberalised press laws. Habibie and his government also devised the regional autonomy (Otonomi Daerah) initiative. It comprised of two laws (Law No. 22/1999 and Law No. 25/1999). These laws were substantially decentralising which in turn will open a wider public space for civic engagement in policy making and implementing development, especially in the local level. First, they eliminated the hierarchical relationships between the provincial and the district governments. Secondly, it made central government ministry offices at the province and the district level the responsibility of the respective subnational governments (except for defence and security, foreign policy, monetary and fiscal policy, and judicial and religious affairs). Thirdly, it changed the transfers received by local governments from the central government (Schoofs:2016).

Since the fall of the New Order and the transition to democracy in 1998, the Indonesian people have decided to pursue a new path in history, the path of democracy. The political system was fundamentally transformed by the implementation of democracy, decentralization, and amendment of the 1945 constitution. In the era of President Susilo Bambang Yudhoyono (often referred to as SBY), government attention has been shifting toward 'inclusive' development. In August 2009, President SBY stated that the paradigm of development for all, in Indonesia's context, can only be carried out by adopting six fundamental development principles (see in SNRI; 2011).

The first fundament principle is any development strategy must be inclusive, ensuring equity and justice and respecting and maintaining the Indonesian people's diversity. The central and regional governments ought to constantly renew the common understanding and consensus in developing Indonesia. This consensus is guided by Indonesia's medium and long-term visions and missions. Indonesia's long-term direction for 2005-2025 is stated in Law Number 17 of 2007 on the National Long-Term Development Plan, and Indonesia's medium-term direction is given in each five year stage, the MediumTerm Development Plans (RPJMs).

The second fundamental development principle is that in the framework of development for all, Indonesia's development must have a territorial dimension. Each province, each regency/municipality, is a center of growth that must capitalize on all the potentials of the respective regions, whether their natural resources, human resources or geographic locations. This is the reason why the Indonesian government is seriously encouraging the regions in border areas to seize on the opportunities of regional development cooperation such as the Indonesia Malaysian Thailand growth triangle (IMT-GT) and the Brunei-Indonesia-Malaysia-Philippines East ASEAN Growth Area (BIMP-EAGA), as well as border cooperation with Australia and Timor Leste. This policy of development with a territorial dimension also signifies that the government hopes to stimulate each region in enhancing their respective comparative

and competitive advantages. However, the inter-regional balance must also be preserved, in order to avoid any possible inter-regional imbalance.

The third fundamental development principle is to create an integrated national economy in this era of globalization. As Indonesia is an open economy, national economic development cannot be implemented in a vacuum. Moreover, Indonesia is a member of the Association of South East Asian Nations (ASEAN), the Asia-Pacific Economic Cooperation forum (APEC) as well as the World Trade Organization (WTO), which means that Indonesia's economy has been comprehensively linked to the global economy, and has fully committed to eliminate all trade barriers with the rest of the world. At the same time, however, Indonesia has to utilize its links with the global economy for the maximum possible benefit of the Indonesian people. In other words, Indonesia has to seize on the emerging opportunities in the globalization era, while, at the same time, protecting itself from its negative impacts.

The fourth fundamental development principle, which is also one of the keys to the success of 'development for all', is local economic development in every region, with the purpose of developing a strong domestic economy nation-wide. A strong domestic economy is the main asset for a nation wishing to succeed in the midst of the globalization onslaught. The lessons Indonesia drew from the 2008-09 global economic crisis is the fact that countries which are able to withstand the negative impacts of global recession are the countries with strong domestic economies. Furthermore, a strong domestic economy also ensures the nation's self-reliance. This is the reason why the reinforcement of inter-regional linkages becomes a prerequisite. To this end, the central and regional governments continue to enhance the quality and quantity of infrastructure, primarily in physical terms.

The fifth fundamental development principle is establishing harmony and balance between growth and equity, or "growth with equity". This is a correction from previous development policy, which relied on the 'trickle-down' effect. The trickle-down effect assumes the need for prioritizing economic growth over equity. In reality, in many countries including Indonesia, this theory has failed to create welfare for all. In order to simultaneously realize growth and equity, therefore, Indonesia has adopted a triple-track objective, namely a pro-growth, pro-job, and pro-poor target for national economic development planning. High economic growth has to be achieved through the promotion of investment as well as domestic and foreign trade. The development is also aimed at creating employment opportunities by growing the real sectors of the economy and, at the same time, alleviating poverty through agricultural and rural revitalization policies as well as pro-people programs.

The sixth fundamental development principle is the essence of just and equitable development, namely development that emphasizes the promotion of human quality. In this area, the Indonesian people are to be considered not merely as objects of but, as the subject of development. In other words the human beings become actors in, as well as the focus of the development goals, so that the quality of living of Indonesians can be improved. For this purpose, therefore, the paradigm of 'development for all' gives a high priority to education, health, income and a better living environment. Environment here refers not only to a healthy and sustainable natural environment, but also to a social, political and security environment which is orderly, safe, pleasant, and democratic.

Towards Stakeholders Participation in the Implementation of Sustainable Development Goals

The big challenge for the Government of Indonesia in achieving 'development for all' through the Sustainable Development Goals is the absence of an integrated development plan in each region considering that the development in each region is still running separately. For this reason, the Government of the Republic of Indonesia needs to develop a guidance for implementing multi stakeholder partnerships in achieving sustainable development goals. The purpose of this guidance is to provide experience-based documents that can help four parties in Indonesia in achieving SDGs. The four parties are 1) the regional government and its technical team that prepare and implement SDGs in the regions (provinces, districts, cities); 2) CSO communities that have been participating in preparing SDGs; (3) the private sector is expected to contribute to the implementation of SDG in the regions, and 4) the SDGs center, academics, and universities in general are also the main stakeholders in the implementation of SDGs in Indonesia. This guide is intended as instrument to aim: 1) provide guidance in Indonesian that can be accessed by all parties; 2) help start and design Multi Stakeholder Partnership both by the government and CSOs as well as the business sector and business world; 3) as part of efforts to "localizing SDGs" in Indonesia.[16]

The urgency of Multi Stakeholder Partnership for the implementation of the SDGs is to encourage the agents/actors of development parties and institutions to try to start multi-stakeholder partnerships on a national and local scale. This is a work method, approach and institution that makes sense to try and develop. Multi Stakeholder Partnership is considered to be able to accelerate and expand actions and programs to achieve the SDGs goals (UNU-IAS, 2018; Humbold-Viadrina, 2017). There are at least four backgrounds. First, normatively, partnerships have become the key words of the entire SDGs. The Sustainable Development Goals (SDGs) contain 17 objectives which are commonly abbreviated as five P, namely People (Planet), Planet (Earth), Prosperity (Peace), Peace (Peace), and Partnership (Partnership). Four keywords is a goal and one word - partnership - becomes a way to achieve these four goals. Secondly, the SDGs have included key words of value, namely "No one left behind", which means that all and every citizen including the poor, disabled people, and women should not be left behind and left behind in the development process.

Socially, partnerships need to be a way and method of work to be able to reach out and ensure the participation of all stakeholders and citizens. Without multi-stakeholder partnerships, the government itself will be unable to reach them with the right policies. Third, technically, limited resources, information, and sources of funding, the government (central and regional) requires the support and active participation of all stakeholders including the private sector, academic groups, and CSOs to be able to effectively implement and achieve the SDGs Target Objectives. Partnerships in implementing the SDGs are opportunities to ensure or accelerate the achievement of all or a number of SDGs. Without multi-stakeholder partnerships, the government will have difficulties. Fourth, institutionally operational, there are many SDGs that require and require behavioral changes, policy changes, and system changes from various actors including actors main development, including government, business, and the private sector.

[16] BAPENNAS, INFID, UNU IAS. 2018. *Panduan Kemitraan Multi Pihak Untuk Pelaksanaan Tujuan Pembangunan Berkelanjutan (TPB/SDGs) di Indonesia.* Jakarta: Kementerian PPN/Bapennas.

In addition, the government of Indonesia also has a commitment in implementing SDGs through alignment with RPJPN (Indonesia's National Long-Term Development Plan) and RPJMN (Indonesia's National Medium-Term Development Plan). By far, government has established different form of preparation of technical and regulatory support. SDGs is consisted of 17 agenda and 169 targets. They are prepared into indicator metadata as a guideline in the preparation of SDGs Roadmap in Indonesia, RAN TPB (National Action Plan of SDGs), RAD TPB (Local Action Plan of SDGs). However, not all SDGs indicators can be applied to local development indicators. In addition, SDGs concept has also been converted into Presidential Regulation Number 59 of 2017 concerning implementation of SDGs achievement. This regulation contains the goals and global targets that have been synergized in the national goals of the RPJMN 2015-2019 and implementing agencies.

SDGs is an international commitment to improve the quality of life from one generation to the next. Indonesia also participates in the commitment. SDGs is one of the references in national and regional development. RPJMN 2015-2019 (Indonesia's National Medium-Term Development Plan document for five years) becomes a reference for every Ministry/Institution in preparing the Strategic Plan in the form of Ministry/Institution Strategic Plan and RPJMD. The RPJMN 2015-2019 is the third stage of the RPJP (twenty year development planning) 2005-2025. The standardization of SDGs achievement in the RPJMN 2015-2019 is carried out in the form of policy formulations, programs, activities, measurable indicators and sources of funding.

The governments' readiness towards SDGs is different in every region, so there is a need for SDGs socialization in each government. The Local Government is the executor in achieving SDGs. The stages and process of achieving SDGs in the regions are part of the stages and processes of regional development itself. There are four stages in the management of development, namely planning, implementation, control and monitoring and evaluation. Many local governments are not prepared for the transformation and changes experienced by their regions such as technological developments, climate change and others. The government has a very important role in creating enabling conditions for sustainable development to be established. Various stakeholders shape the performance. These stakeholders also need to improve transparancy and inclusiveness in the system including: gender equality, human rights and politics, anti-discrimination, accessibility and accountability. Values and culture also have a significant bearing on these factors.[17]

In implementing the achievement of SDGs there is a foundation for the design, implementation, monitoring, and evaluation of SDGs as well as a basic regulation in the preparation of the SDGs Action Plan. In this regulation, it is explained that SDGs in Indonesia defines as a development that maintains the sustainability of the social life of the community, enhances the economic welfare of the community, environmental quality, and development that guarantees justice and the implementation of governance[18]. The presidential regulation on the implementation of

[17] Teti Armiati Argo and Zuzy Anna.2019. *Executive Summary, Strengthening the Capacity of Local Governments and Association of Municipalities in the Implementation of Sustainable Development Goals in Indonesia*. Jakarta: UCLG ASPAC.

[18] Peraturan Presiden Nomor 59 Tahun 2017 tentang Pelaksanaan Pencapaian Tujuan Pembangunan Berkelanjutan. (t.thn.). Jakarta: Sekretariat Negara.

the SDGs achievement also mandated that to achieve the SDGs objectives, 3 planning documents are required, namely the SDGs National Action Plan or RAN TPB, and Local Action Plan or RAD TPB[19]. The Strategic Environmental Assessment for Medium-term Local Planning or KLHS RPJMD is a report that is utilized for the preparation of the RPJMD and RAD TPB documents. In the framework of the preparation of the RPJMD it is aimed at an overview of regional conditions, regional strategic issues, goals and objectives strategic.

The Local Government prepares the KLHS RPJMD (strategic Environmental Assessment for Medium Term Develoment Plans) in order to apply the RPJMD in accordance with sustainable principles. Therefore, Environmental Assessment is required before initially develop the RPJMD or also called the KLHS Ex-Ante in the form of predictions and recommendations that are used before the action is taken or future prevention. KLHS will focus on achieving the SDGs target and accommodating the issue of SDGs. KLHS RPJMD is a systematic, comprehensive and participatory analysis that forms the basis for integrating sustainable development objectives into the RPJMD document[20]. One thing that must be considered in the preparation of the KLHS Ex-Ante is formulating the strategic issue of SDGs. This issue will focus on achieving SDGs targets. It can be said that KLHS will accommodate the SDGs issue including the integration of various national development strategic policies.

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[19] Ibid.

[20] Peraturan Menteri Dalam Negeri Nomor 7 Tahun 2018 tentang Pembuatan dan Pelaksanaan KLHS dalam Penyusunan RPJMD. (t.thn.). Jakarta: Kementerian Dalam Negeri.

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BIOGRAPHY

Afandi Arifin

Afandi is an anthropologist and hold a Master Degree of Social Anthropology from University of Indonesia (UI) Jakarta. Afandi has more than 20 years proffesional working experiences that specializes in social research and social sustainability. He worked with ERM Indonesia and several research organizations.

He is currently technical manager for Anwar Muhammad Foundation (AMF) and manage several assessments and planning work which were complying with the Performance Standard developed by the World Bank, International Finance Cooperation (IFC) and Equator Principle (EP) as well as the Indonesian Program for

Environmental Performance Rating (PROPER) and Roundtable Sustainable Palm Oil (RSPO).

Aldi Muhammad Alizar

Aldi has 21years professional working experiences in the fields of social sustainability and stakeholder engagement. Aldi's framework to successful performance of sustainable development and stakeholder engagement is through (i) availability of adequate policies and its supporting procedures, (ii) presence of specific and strong organization as catalyst, and (iii) readiness of financial and human capital. This framework was structured through his educational background and professional career with an international development organization (such as UNDP Indonesia), national and international consulting firms (such as Townland International, Golder Associates, AECOM Environment and ERM) and Medco Energi Internasional.

Aldi was shared his managerial skill and leadership talent to revitalize and/or develop and/or manage an organization and/or a division and department. From year 2010 to 2013, Aldi was a Team Leader of Social Consulting Unit which consists of more than 10 multi-talented and skilled team members at ERM Indonesia. From 2013 to 2017, Aldi was integrating the sustainability management system into the Project level, the Business Unit level and the Corporate level.

His passion in public participation was started since he worked with UNDP in 1999-2004. And in 2005, Aldi won an award from the Indonesia Development Marketplace competition held by the World Bank Indonesia. It was a special category for the "Corporate-Community-Village government" engagement for sustainable rural development program in East Kutai, Indonesia. In year 2011, he voluntarily initiated the development of an affiliate of international association for public participation (IAP2), as part of IAP2 International Federation. As representative from Indonesia, he became a Director at the International federation, from 2011 – 2017.

Registration:	#41
Name:	Linda Armstrong
Title:	Innovative Engagement – The tools and how to pick them
Theme:	Understanding the practice

INNOVATIVE ENGAGEMENT THE TOOLS AND HOW TO PICK THEM

Author Linda Armstrong,
Co-Author Scott Newton – KJA

Abstract

"We need an innovative approach". The Manager turned to her team. "How about we show the plans in an app?" offered one of her staff. "Or a VR walkthrough of the building" suggested another. "Oh yes, I've done one of those!" replied the Manager. "The aged care residents will love it!"

The world is changing. We all feel the pressure to adopt new engagement approaches. Sometimes our clients feel the more creative and digital the approach, the better it is for their audiences. We can all get easily distracted by the *shiny and new*, but in these moments, we need to question: do these tools meet the needs of this specific project and its stakeholders? For starters, Australia is a nation with a growing older population, those with English as a second language, those in black spots in rural communities and people with disabilities or accessibility needs, to name a few. Does the *"shiny and new"* approach work for them?

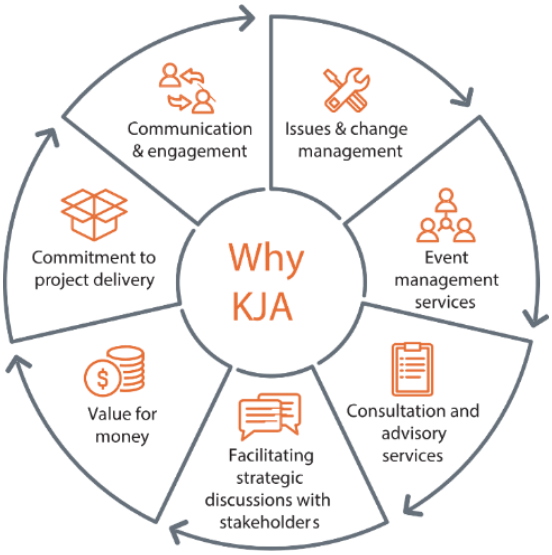
Of course, we should always explore the new - often the best way to engage a stakeholder group is through a technique we've never used before. The inherent challenge though, is to not throw out the old tried and tested methods simply because an innovative technique exists.

This paper will explore a strategic approach to identifying the right engagement technique, not necessarily the 'shiniest'. It will discuss what innovation really means for engagement and how well-selected and well-designed techniques can deliver optimal outcomes for your project, team and stakeholders.

Specifically, this paper will walk you through our ***Bow and Arrow Technique***, a strategic approach to selecting innovative tools by applying the technique to a case study of a current Sydney based construction project.

1. INTRODUCTION

The authors have worked together at KJA for over two years on stakeholder engagement, issues management, communications and consultation with diverse and sometimes challenging community groups.



KJA, is one of Australia's leading specialist stakeholder engagement and communication consultancies, with more than 75 staff across offices in NSW and Victoria.

In 2018, KJA became part of the ERM Group, a leading global consultancy providing a national and international footprint for KJA's services.

KJA are known for having exceptional insight and understanding of how to develop the right tools to meet the needs of stakeholders. KJA are at the forefront of involving and enabling communities and stake-holders in planning and future thinking.

This paper seeks to address the desire or expectation for all things *shiny and new*.
We propose that digital and creative technology may not always meet your objectives, address your target audience's expectations, deliver on project outcomes or represent value for money.

We are often distracted by the latest tools on the market. Our clients may believe that their stakeholders will embrace the newest engagement app or a new online portal. However, if we delve down and examine our stakeholders, the reality is that in Australia and in many parts of the world, we have an ageing population, multicultural cities and urban centres (where many stakeholders have English as a second language), varying financial means (that may preclude people's access to digital options) and sprawling rural spaces (and even some of our built environment), where telecommunications blackspots still exist.

We need to fully understand and align with our target audience to ensure our

engagements are meaningful, adding value and setting a project up for success.

It would be an injustice to miss valuable input for important decisions or community moulding projects simply because our key audience were not able to connect via the communication tools we implemented or because a digital tool was incapable of delivering the same quality outcome as a tried and tested technique.

This paper will step through our ***Bow and Arrow Technique*** for defining the most appropriate engagement tools for a project, using a Sydney construction project case study as an example.

The Case Study – Pedestrian access tunnel closure, Sydney CBD

At one of the main train stations in the Sydney CBD, a major underground pedestrian access, needed to be closed for a period of up to twelve (12) months. The tunnel was used by tens of thousands of commuters each work day to access various parts of the CBD. On their way, these commuters would pass in excess of 60 small hospitality and retail businesses.

This asset was owned by the NSW State government, and a private company was contracted to undertake the upgrade works. The tunnel needed to be fully closed to be refreshed, to allow for much-needed safety upgrades and for modernisation of its pedestrian access, which presented a number of high risks.

This project was required to meet safety and access requirements as part of a wider development within the precinct. It was recognised that the temporary closure presented potential commercial risks to existing businesses, which relied on the passing pedestrian traffic to support their business. This presented a reputational risk to both the private developer and the Government due to the sensitivity and duration of the works and a general precedent that would be set for future scenarios of this type of development in the city.

The stakeholders were diverse and varied, with competing interests and impacts. The developers were required to clearly demonstrate that both owners and tenants were engaged in a meaningful, transparent and timely manner, and that works proceeded with minimal negative attention from the media. The project was due to roll out during a time of high construction fatigue within the Sydney CBD and just prior to an election period, so political sensitivities and interest in the project were significant.

The commuters as well as casual visitors who use the tunnel needed to be informed of what changes were occurring, when they were occurring, for how long and of their options for alternate pedestrian routes. Commuters are often time poor, and we needed to be conscious that any extension to their commute needed to be considered in the planning and clearly communicated.

Owners and tenants of over 60 businesses were by far the most volatile and highly impacted. At most risk was their businesses' commercial viability during the temporary closure. In addition, we had to be clear with them about why the closure needed to occur, its duration and what they could expect. They also needed a key point of contact for enquiries and to provide clear ongoing messaging.

The Small Business Commissioner is an independent body that becomes involved in complaints and claims relating to small business. They are a central point of contact for political representatives, and as such we recognised the need for early and appropriate engagement with the Commissioner.

There were a number of key issues and constraints related to the project and planning for engagement. Many of the tenants are culturally and linguistically diverse (CALD), ran cash-in-hand businesses and relied heavily on foot traffic and word-of-mouth marketing. Many were private and generally wary about the impending

change. As mentioned, the temporary closure was occurring at a time when the Sydney CBD was already experiencing construction fatigue. Another development had already received significant public backlash for affecting the commercial viability of business, which gave insight into the potential challenges for this project.

The approach for the case study was driven by the need to manage stakeholders in a sensitive, timely and appropriate way, minimise the risk of negative commercial impacts for lease holders and any potential claims, to avoid negative publicity and mitigate political scrutiny; all the while balancing the overall requirement to get the project underway and achieving the necessary outcomes for the client.

PURPOSE AND OBJECTIVES

This paper discusses what innovation really means for engagement and how well-selected and designed techniques can deliver optimal outcomes for your project, your project team and your stakeholders. We will explore that engagement is '*reflective but not always shiny and new'.* This in no way implies that we should discontinue the exploration of innovative, creative and digital techniques to engage with and enhance our relationships with our stakeholders; but that a well-chosen, low tech or traditional engagement approach may in some instances yield stronger results.

This paper provides details on the ***Bow and Arrow Technique***. This technique is used to assist in selecting the right approach for your projects, clients and stakeholders. To demonstrate how I have applied it, I will use the case study outlined above.

OUR APPROACH

Archery is a sport that has been around for centuries. For the novice it may just be about hitting the bullseye and when playing with friends, competition runs rife and it is all about winning.

However, for the ***Bow and Arrow Technique*** it is not just about the bullseye. It is all about each apparatus and how they intertwine to give you, as the leader of a project, the best possible opportunity to hit your bullseye - that it, to meet your objectives and achieve the results and targets that you, your clients and stakeholders have set.

It is built on the philosophy that innovative tools should be '*reflective but not always shiny'*. That is, the power of a given tool is dependent on the strategic analysis that has informed its selection, as well as it's alignment with the required outcome.



The Bow 	***The Bow*** represents our understanding of the criteria, requirements and constraints that the engagement tool needs to meet. What do we need to understand about the project? Ideally the bigger and stronger the bow and the more familiar we are with it, the better chance we have of hitting a bullseye. Ultimately, this part of the model is focused on what we need to understand.

The following is a series of questions to prompt you in this part of the technique:

What are the objectives? 	· Who do we need to engage with? · Has the client stipulated clear outcomes that they are expecting?
What resources are currently available? 	· Do you have the right team in place with the right skills? · What communication tools are available to you? · Will you need other resources that require development or planning? · What are the timing requirements of the project?
Previous insights – what do we know about similar projects? 	· Have these stakeholders been previously engaged – were there lessons learnt? · Is there known intelligence on individuals? · What have you or the client learnt from other similar projects? · What has been the history to date- media, social media and complaints? · Are there any key influences and /or

	decisions makers in the mix of stakeholders?
Map your stakeholders – who are they and what are their issues and interests? 	· What do you know about stakeholder's interests, issues and priorities? · Are there competing priorities – have you defined or ranked them? · What stakeholders' needs must be considered? · Have stakeholders got any constraints that will restrict participation?(such as English as second language, time, digital access and capability) · What are the stakeholders' profiles and demographics? · Do they have a social media presence –do they present a risk of being an informal advocate on the project? · Are there any particular individuals that are known for being lobbyists or similar?
Risks and opportunities – have you run a planning and risk workshop? 	· Have you identified and prioritised all your risks? · Have you identified all risk owners? · Have you identified all mitigation management measures and their owners? · Is the client on board with your mitigation management approach? · Opportunities – what are they?
Reporting requirements – what, when and how? 	· Do they require progressive updates, and if so in what form? · What are the final reporting requirements – what must be captured? · Does the client want a written report, graphics/images, photography?

The Target



The ***target*** is the measure of success. The bullseye is the ultimate goal. Success can be defined by the client, stakeholders or you as the practitioner - or a combination of all three. You need to establish what the target looks during your planning so your engagement and innovations are working towards the target throughout the whole process.

To define your target ask yourself:

- What are the critical success factors for the project?
- What are the outputs and outcomes required and how will you report on them?
- What are the client's needs and expectations?
- What are the delivery timing requirements, what are the details of the clients' brief?
- To what extent – if applicable – should the engagement process influence the project or decision to be made?
- Did you meet the number and diversity of stakeholders that were targeted?
- To what extent (if applicable) did the engagement process influence, change or support the process and /or final decision?
- How will you measure stakeholder feedback? Do you need to run stakeholder satisfaction survey?
- How will you define your outputs and your outcomes and report on them?
- What will be your immediate unit of measurement of success? What are the long term benefits or outcomes?
- How will you weigh up your performance against your original objectives?
- What are the critical success factors that you will measure against?

Arrow



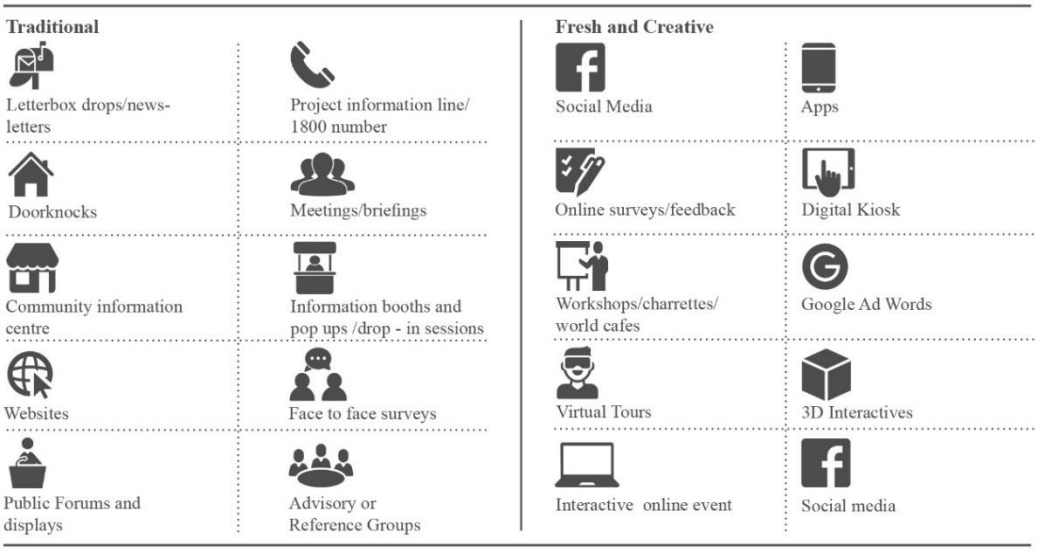
The quiver of **arrows** is the database of tools. Once you have developed your strategy (*the bow*) and defined your objectives (the *target*) you can select the right innovative engagement tools or approach for the project.

During the assessment process for the *bow*, you would have to start to think about what resources you have at your disposal. You should have completed a stakeholder mapping and assessment process that provides some insights into what tools may work best for them and what their expectations are.

There are a raft of what might be seen as traditional tools vs fresh tools you can choose from your quiver. Remember that one size does not necessarily fit all, so different tools may be required for diverse stakeholder's issues and needs.

As in archery, you should consider whether you need to add different arrows to the quiver due to changes in circumstances. Just as your distance from the bull's eye or changing weather conditions may call for different arrows, so too you should be evaluating the effectiveness of tools throughout all phases of the project. Stakeholders change, their needs change and consultation requirements change as a project progresses.

A range of traditional and fresh tools are outlined below:



The communications and engagement approach for the case study was driven by three key principles:

- Timeliness: proactively identifying and managing stakeholder issues and responding to enquiries and complaints in a timely manner
- Openness and transparency : creating awareness about the upcoming closure, encouraging two-way communication by demonstrating a willingness to listen and to consider concerns
- Inclusivity and accessibility: maintaining transparent and positive relationships, providing regular feedback and information as changes occur.

The principles guided the application of the technique as follows:

Phase	Output
Bow 	• To engage and consult with all stakeholders to allow the works to start and progress on time, with minimal public scrutiny • Stakeholders included the developer, construction contractor, Government, tenants/owners and commuters • The tenants were largely CALD and people running cash based business, they did not typically use digital means, had no/limited social or media channels presence, and relied heavily on foot traffic and traditional tools such as flyers to maintain their businesses. They had already experienced significant construction from other projects in the area which were attracting significant media and political attention • Owners needed surety that rents would be paid, tenants were concerned business would not survive without the foot traffic, the Government was concerned about public backlash, the developer/construction teams needed the programme to progress on time and safely with positive stakeholder engagement • The highest risk was that the project would be delayed, jeopardising not just the wider project, but also affecting accessibility and safety requirements • The client needed regular reporting to ensure key messages and mitigation measures were active and relevant
Target 	• The tunnel closed on time and has continued to progress in accordance with the program. • Further results and success measures are captured in the results section of this paper
Arrow 	The tools applied were driven largely by the needs of the stakeholders, based on what was available within the timeframes as well as project targets set by the client and the Government. These included: • Business Survey (i.e. face to face) – prior to closure to better understand the businesses, preferred means of communications, key contacts, interpreter/translator needs and key issues

	• Face-to-face doorknocking and notifications – advice of upcoming closure, with the support of an 1800 Project Information Line and email address • Emails/letters to – strata /facility mangers, who passed onto owners re: the upcoming closure • Letter – inviting tenants to meet with a communication specialist and the client to discuss opportunities for business support directly, followed by one-on one meetings (with interpreters as required). • Directional signage installed and a wayfinding strategy implemented, including on-ground staff providing advice and support for four months • Regular briefings with the Small Business Commissioner • Follow up on doorknocks, notifications and emails – throughout the closure period • Implementation of further business activation strategies i.e. additional signage and promotional marketing for shops

RESULTS

The tunnel was closed at the scheduled time, meeting client expectations. Prior to the closure the project experienced some negative media and political interest. It was at this point that the personalised engagements, such as the one-to-one meetings with tenants, were brought forward. As a result of this personalised approach, the negative media quickly dissolved, as did the political interest. Proactive and regular updates with the Small Business Commissioner ensured no surprises with this influential stakeholder.

The wayfinding strategy was one of the most successful tools implemented, with staff employed to engage with commuters in-person, to verbally reinforce key messages. During the four months of deployment, the wayfinding staff had over 10,000 interactions with commuters and other pedestrians. Feedback from commuters was on average 90% positive, with zero complaints lodged for the temporary diversion foot traffic.

Further business activation in the form of staff handing out marketplace type flyers during morning, lunchtime and afternoon peaks was implemented. This gave businesses the opportunity to provide their services to new untapped customers in addition to their regular customers, as all street traffic was engaged in this activity, not just the tunnel traffic. This was received positively by business operators and was acknowledged to be above and beyond the obligations of the developers.

At the time of publishing, the tunnel remains closed as final works are completed. Stakeholders continue to be updated via regular monthly newsletters and emails, and the open email and free-call telephone enquiry lines remain available for all interested parties. Plans are underway for a business activation and launch event

when the tunnel reopens, to re-engage with commuters and to re-connect with local businesses.

CONCLUSION

Two key lessons were learned during the project. Firstly, to allow sufficient time to conduct meaningful engagement activities, especially where there is language diversity and commercial sensitivities. Secondly be prepared for stakeholders to be indecisive if there is an impact to their personal circumstance or livelihood. This is a natural response, and an empathetic approach is essential.

Additionally, with Government, it is essential to always include risk and issues planning workshops. Governments or regulatory bodies tend to hold significant accountability, so all risks need to mapped and prioritised with mitigation measures agreed to and implemented. In the planning phase, include the stakeholders with influence such as the Small Business Commissioner (or equivalent) and leverage the extensive intelligence they hold on their stakeholders. They can also be a key point of contact for media or ministerial queries.

The Bow and Arrow Technique can be used to guide practitioners through any engagement project. The technique pushes us to reflect on what we already know about the project stakeholders, to evaluate how well certain tools have been used with them in the past, to review resources available to support new tools or methods and to ensure whatever is implemented delivers on client and stakeholder needs and expectations. Where a brief or scope has predetermined communication deliverables, consider how you can use the technique to question those assumptions.

As demonstrated with the case study, in this instance a personable approach relying on more traditional communication tools far outweighed the need for shiny or digital tools. This approach better met the needs of the stakeholders and the objectives set for the project.

Whilst there is always a time and place for the *shiny and new* digital platforms, don't forget the tried and trusted ways of engaging and communicating with people. Consider the traditional communication and engagement tools and customise and innovate to optimise their effectiveness and to meet the needs of stakeholders. A face-to-face doorknock may seem like an old-fashioned means of engagement, but it may be exactly what is needed, to provide opportunities to build on relationships, provide an easy flow of information, access to ask clarifying questions, and key information to feed in your planning for a project.

Remember, as practitioners, it is our responsibility to ensure engagement tools - traditional or new, are strategically selected and applied *Be reflective but not always shiny and new.*

BIOGRAPHY

Linda Armstrong,
Co-Author Scott Newton – KJA

Linda Armstrong, Project Director of Construction, KJA, brings with her 25 years' experience in the construction of major infrastructure projects, having worked on road, rail, tunnel and marine projects.
Linda has proven that she is capable of producing project communication strategies that meet the communication demands of a large number of stakeholder groups. She has excelled in managing complex stakeholder and interface relationships, resulting in positive outcomes that will serve her clients well in years to come. She is always determined to secure the most fruitful relationship possible between her client and a project's stakeholders and so 'b-lines' for the engagement technique that will do the job best.

Registration	#42
Name:	Stuart Waters
Title:	The Hard Question at the Heart of Collaboration: Do we have what it takes to partner with others to meet the SDGs?
Theme:	Building better partnerships

THE HARD QUESTION AT THE HEART OF COLLABORATION: DO WE HAVE WHAT IT TAKES TO PARTNER WITH OTHERS TO MEET THE SDGS?

Stuart Waters
Twyfords
stuart@twyfords.com.au

Abstract

The sustainable Development Goals (SDGs) are an ambitious set of aspirations designed to deliver real outcomes for global communities. To meet them, collaboration will be essential. A number of the SDGs specifically highlight the role of partnerships, representation and engagement. For example, Goal 16 seeks to: Ensure responsive, inclusive, participatory and representative decision-making at all levels. While Goal 17 is intended to support multi-stakeholder partnerships. Yet this paper argues that meaningful collaboration is essential to meet all the Goals. Making progress on complex problems requires a new and different set of skills, habits and mindsets. Most critical is the ability to collaborate effectively across peoples, cultures, and disciplines. Yet as important as collaboration is to the success of SDGs, there is little agreement on what collaboration is or how to do it effectively. Most tellingly, there is little acknowledgment of the hard truth at the heart of collaborative practice; that true collaboration on complex problems is about relationships, values, fears and human vulnerabilities, and learning how to collaborate means learning how to be uncomfortable. It is a paradigm shift for engagement, without which we put at risk all collaboration for SDGs. What is needed to ensure the success of the SDGs is both a process map to guide collaborative efforts and a significant capability building program to help leaders, teams, project managers and communities build their 'collaborative brain and muscles', so they can walk the collaborative talk. This paper makes a clear connection between the complexity of SDGs and the critical role of collaboration in meeting them. It presents a collaborative pathway, a proven guide to tackling complex dilemmas, and challenges the development sector to build

collaborative literacy and the skills and mindset we need to unleash the power of collaboration to meet these important goals.

Keywords: *Collaboration, Complexity, Capability Building, Engagement Paradigm*

1. INTRODUCTION

The Sustainable Development Goals are a powerful, ambitious and important set of goals designed to inspire the most difficult work of all: to deliver real outcomes for communities in the face of enormous complexity and uncertainty. They are "an urgent call for action by all countries - developed and developing - in a global partnership" (https://sustainabledevelopment.un.org/?menu=1300).

The Sustainable Development Goals (SDGs) are at the heart of the 2030 Agenda for Sustainable Development, adopted by all UN member states in 2015. The SDGs and the 2030 Agenda are aimed at the big challenges of global development. They "recognise that ending poverty and other deprivations must go hand-in-hand with strategies that improve health and education, reduce inequality, and spur economic growth – all while tackling climate change and working to preserve our oceans and forests" (https://sustainabledevelopment.un.org/?menu=1300).

In other words, these Goals represent a set of difficult and complex challenges requiring nations, agencies, NGOs, communities and others to work together in new ways to deliver new outcomes..

In meeting the SDGs, the important role of engagement and participation has been widely recognised. This is most obvious in a couple of places. For example, Goal 16 includes the following target: *Ensure responsive, inclusive, participatory and representative decision-making at all levels*. While Goal 17 is intended to support multi-stakeholder partnerships.

Yet this broad acceptance of the role of engagement and participation is generated from a paradigm that puts at risk the 2030 Agenda. Too often engagement happens within a paradigm of 'do this to them' when success on 2030 Agenda requires us to operate from the paradigm of 'do together'.

The 'do together paradigm requires the global community of interest to go well beyond a business as usual approach to stakeholder engagement and public participation. We will need to go well beyond the belief that Goals 16 and 17 are where the engagement action is. We will need to go well beyond our understanding of collaboration as a technique or process. And we will need to reshape our understanding of what it takes to make collaboration work on difficult problems. If we don't shift the paradigm we put in jeopardy our collective effort to reach the SDGs and indeed to create a more just and sustainable future. Or to put it another way. If we remain trapped by business as usual thinking and practice, we are likely to get business as usual outcomes, rather than the transformative development that the SDGs encourage us towards.

Are we ready to shift the paradigm on engagement? Do we have what it takes to partner on the SDGs? These are the hard questions at the heart of collaboration.

Why do we need a new paradigm? Complexity and the SDGs

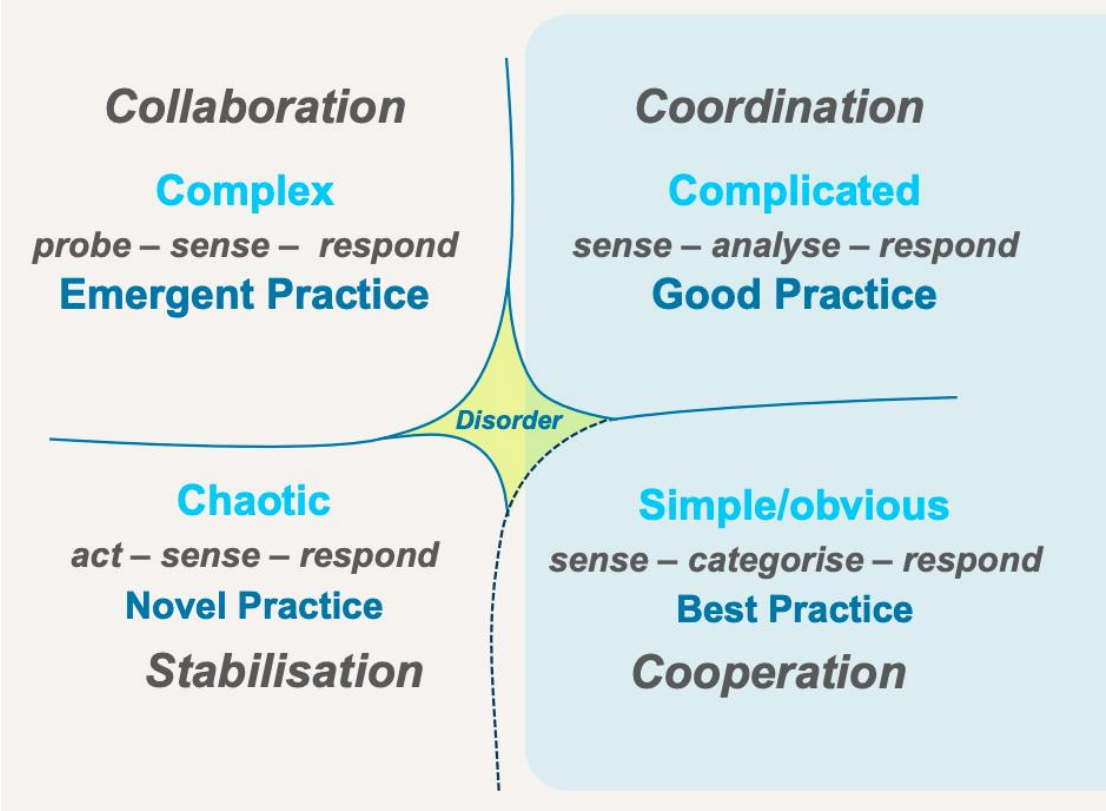
There is no doubt that the SDGs are what Rittel and Webber (1973) described as wicked problems. Another way to describe them would be as problems of complex adaptive systems. Poverty for example is the consequence of local, national, global, economic, cultural and natural systems as they interact around the production and distribution of wealth and resources.

Valcourt *et al* (2019), in their paper on complexity in water, sanitation and hygiene write:

"Water, sanitation & hygiene (WASH) services exist within an intricate, nuanced and often unpredictable environment of technical, social and political dimensions. Within these dimensions are a wide array of factors that exert varying degrees of influence over service delivery outcomes, in addition to impacting other factors which also contribute to the success or failure of WASH services. Additionally, each of these factors has a degree of uncertainty, which changes its relationships to other factors over time, a concept known as dynamics."

Complex problems require a particular approach involving systems thinking. As international think tank IRC notes (IRC 2019): "Systems thinking is the essential foundation for addressing the scale and ambition of the SDGs and, ultimately, improving the health, well-being and overall life experiences of the world's people."

Cynefin, a useful complexity framework



Cynefin Framework

Snowden and Boone (2007) introduced the Cynefin framework to shed light on the nature of such complex problems and the ways in which they differ from other types of problems.

A key feature of Cynefin is the distinction it draws between ordered, linear systems – obvious and complicated – and disordered non-linear systems – complex and chaotic. According to Snowden and Boone (2007), a complex system has the following characteristics:

- It involves large numbers of interacting elements.
- The interactions are nonlinear, and minor changes can produce disproportionately major consequences.
- The system is dynamic, the whole is greater than the sum of its parts, and solutions can't be imposed; rather, they arise from the circumstances. This is frequently referred to as emergence.
- The system has a history, and the past is integrated with the present; the elements evolve with one another and with the environment; and evolution is irreversible.
- Though a complex system may, in retrospect, appear to be ordered and predictable, hindsight does not lead to foresight because the external conditions and systems constantly change.

- Unlike in ordered systems (where the system constrains the agents), or chaotic systems (where there are no constraints), in a complex system the agents and the system constrain one another, especially over time. This means that we cannot forecast or predict what will happen.

This paper argues that the SDGs exhibit each of these characteristics. But how does this connect to engagement paradigms? Here the detail of Cynefin can help. The framework suggests that obvious systems are just that – obvious and easy to understand. They are highly predictable by nature. Cause and effect is clear and problem solving is relatively simple.

Complicated systems are less clear and typically require some 'working out'. Cause and effect is knowable but not immediately obvious. For example, while an engineer can rely on the laws of physics she has to do some careful calculation and modelling to ensure that her new bridge will remain intact under load. But with the right information and the right tools she can get the answer and achieve a high degree of certainty. Another example would be connecting a community to fresh water supply. It can be a difficult job, but the problem of planning and laying pipes is solveable.

In complex systems by contrast, the multiple agents interact in unknowable ways with unpredictable outcomes, meaning that cause and effect is unknowable. In other words, when facing a complex situation such as the alleviation of poverty it is impossible to know with certainty the outcome of any significant action. For our example of connecting and maintaining water supply, Valcourt *et al* (2019) write: "we don't fix the pipes, we fix the institutions that fix the pipes", which immediately introduces the complexity and uncertainty of systems, cultures, governance structures, habits and behaviours.

So if the SDGs each represent complex dilemmas Cynefin tells us that when working towards a solution, we have to change our mode of operation from one of knowing and problem solving, to one of not-knowing, uncertainty and learning.

What are the implications of complexity for SDG efforts?

The differences between genuinely complex situations, such as the SDGs, and other types of problems – obvious, complicated and even chaotic – have significant implications for tackling these issues, for engagement and participation practitioners as for others. For example, the 'unknowability' of the complex domain brings with it inescapable **uncertainty**. When tackling something complex we can't know with certainty what the problems are or what solutions would look like. We can't know who is and who isn't part of the problems and solutions. We can't be certain what information will be relevant, where that data is, who knows what or where ideas might come from. We can't be certain what processes to use to find and talk to people. We can't be certain what those conversations should be about.

According to Snowden (https://www.youtube.com/watch?v=N7oz366X0-8), the way to operate in this complex and unknowable situation is to seek to understand the patterns and inclinations of the system through a series of safe-to-fail experiments.

In other words, complexity requires us to shift from a linear model of problem solving to a more emergent model of learning.

And for engagement practitioners and program managers alike, Snowden is clear that this emergent, learning process is a systemic process, which can only be done through collaboration. To understand the inclinations of the system and find solutions it is important to bring the diversity of the system together in some way to ensure a holistic understanding of how the system works. This means working together to understand what are the patterns or typical characteristics of the system and what are the ways in which these patterns might be modulated, modified, dampened or amplified. How do we get a diverse system together to share perspectives and insights, to come to shared understanding and to generate ways forward? Collaboration is the key.

Collaboration in a Complex World

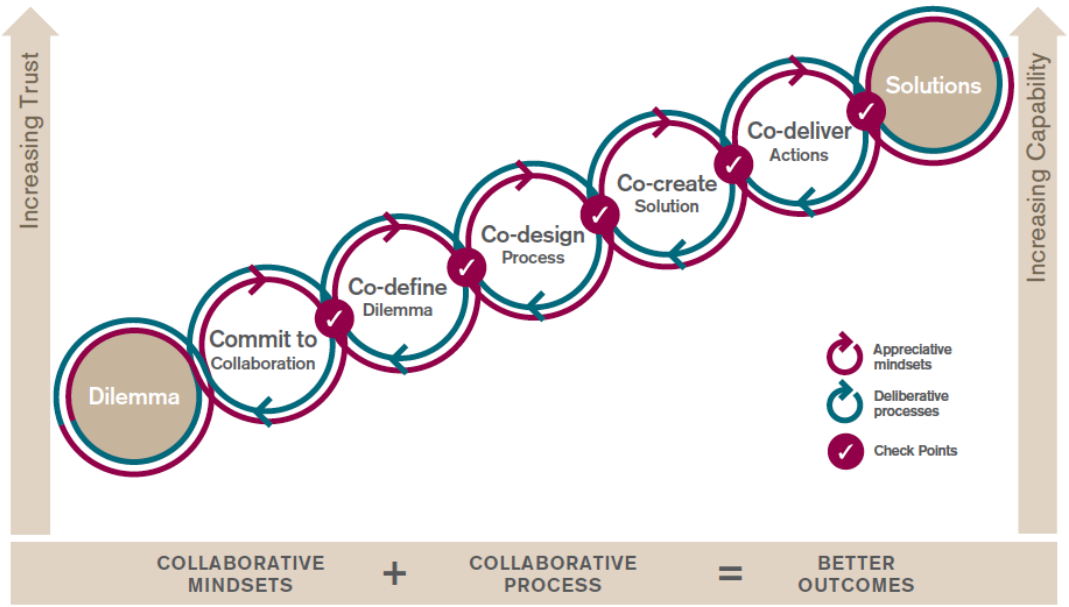
What is collaboration? A possible answer is suggested by the International Association of Public Participation (IAP2) *Spectrum of Public Participation* (see https://cdn.ymaws.com/www.iap2.org/resource/resmgr/pillars/Spectrum_8.5x11_Print.pdf). According to this widely-used and authoritative document, collaboration means "to partner with the public in each aspect of the decision including the development of the alternatives and the identification of the preferred solution".

The associated "promise to the public" is "we will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible".

This paper argues that this understanding of collaboration is suited to Snowden's *Complicated* problems but not to *Complex* situations such as the SDGs. IAP2's definition is from the paradigm of doing engagement 'to' communities whereas complexity work requires us to learn together as a system. In the IAP2 definition the power differential between project proponent – 'we' – and the community impacted - 'you' - is obvious. It contains within it the assumption that we know what the problem is and, with some help from you, we can decide what the best solution is.

The challenge and opportunity for project managers and engagement specialists working on SDGs is to transcend business as usual thinking about collaboration and about who does what to whom. Success in the face of complexity requires us to learn together form a position of not knowing, so any definition of collaboration must encompass this thinking.

One framework of collaboration that has proven successful in the face of complexity is *The Power of Co*, a collaborative pathway developed by my colleagues and I at Twyfords over the past decade (Twyford et al 2012).



The Power of Co Collaborative Pathway

The Power of Co is a framework for collaboration in complex systems. Starting with a complex dilemma, such as that posed by any one of the SDGs, the Power of Co has five steps to solution or solutions.

Step 1: Commit to Collaboration is about building sufficient commitment to begin the journey together. In complex systems commitment will necessarily be variable, often not high to begin with. In practice, commitment grows over time as collaboration builds further energy for collaboration.

Step 2: Co-define the Dilemma is not about developing a clear and concise problem statement or scope, because that would be impossible to do in a complex situation. Rather, co-defining the dilemma is about working together across the system to understand how the system works, what are its inclinations what patterns do we see, what happens here and what does that tell us? It is in the nature of complex systems that our understanding of the 'problem' will continuously evolve, so we must continuously co-define the dilemma, and we must do that together.

Step 3: Co-design the Process is focussed on the question *how will we work together and learn together and make progress together around this dilemma?* In stakeholder engagement 'co-design' often refers to processes where people work together to design solutions. This is different. This is about the process, about governance and about what collaboration means for us. It is another opportunity for collaboration.

Step 4: Co-create solutions is about the system working together to develop, test and learn about solutions. In complexity it must be connected back to the evolving understanding of the dilemma through an iterative process.

Step 5: Co-deliver Actions is about working together to make changes within and across the system. Once again, the changes may have unintended consequences, so implementation must be connected back to the dilemma and the ongoing learning around that.

The five steps are each important, but the critical collaboration happens in the first three steps, from Commit to collaborqtion, through co-define the dilemma to co-design the process. Iteratively building commitment by co-defining and co-designing is an essential part of collaborating within a system on a complex challenge.

Changing the paradigm on collaboration

It is important to note that the Power of Co is not about collaborative techniques or specific engagement processes. In an important sense, it is not about stakeholder engagement or participation at all. Rather, the Power of Co is a map for working together on difficult problems. As such it represents the shift in paradigm from doing collaboration 'to' an affected community, to working together on something important to everyone.

To take this idea further, the Power of Co tells us that it is not stakeholder engagement or participation practitioners who collaborate. It is project teams, agencies, organisations, communities, governments and others. Here again is the paradigm shift from doing to, to doing together. Those seeking to meet the SDGs cannot 'outsource' engagement to experienced practitioners. Rather, they must invite the system in to do the work together.

The IRC (IRC 2019) lists a number of useful insights about working on complex, systemic problems. They are:

1. Mapping the system shows the way. That is, keep seeking to understand how the system works and responds and changes. Find the patterns.
2. There are no silver bullets (in terms of solution or 'fix').
3. Good systems are the same but different. That is, solutions can't be replicated across different situations.
4. Collaboration is crucial and needs support.
5. Change means experimenting and learning.
6. Systems change is slow and hard.

In terms of collaborative process, IRC's insight around experimenting and learning is particularly important. Snowden describes a process of hypothesis and safe-to-fail experiments as the critical process in complexity (see for example https://www.youtube.com/watch?v=N7oz366X0-8). Importantly, Snowden talks about the need to test multiple hypotheses, some of which you expect not to work. Because of the unknowable nature of complex problems, we can't be certain which ideas will work and which won't so by testing a wide range of hypotheses we stand a good chance of learning something useful regardless of outcomes.

For stakeholder engagement and participation this thinking means the focus of our collaboration is mutual learning through an iterative set of 'experiments', some of which are likely to not work as intended, but all of which are likely to tell us something useful. Once again, this is very much from the paradigm of doing the work together, and not from the paradigm of delivering an engagement process 'to' communities of interest around an identified problem..

Do we have what it takes to collaborate with others to meet the SDGs?

SDGs are complex and therefore require a paradigm shift in our engagement thinking. Collaboration is the key to working with the whole system. The *Power of* Co provides a map for the collaborative journey. And yet, experience tells us that putting these things into practice is incredibly challenging.

Do we have what it takes to work differently? This is the central question of this paper.

Running engagement techniques and processes is relatively straightforward. Genuinely collaborating to co-define the dilemma, co-design process, co-create solutions is incredibly hard. It requires new skills, behaviours and mindsets that don't always come easily. The following describes a few of the traps that puts at risk the collective effort to meet the SDGs.

Acknowledge and admit that "I don't know"

Working in complexity requires a willingness to admit to oneself and to others that "I don't know". The inherent uncertainty of complex situations means we don't know because we can't know. Yet for deep experts with years of experience, this idea can be confronting. Experts expect themselves to know. Others expect them to know. Yet, in the complex realm, nobody has the answer. Our reluctance to admit that we don't know makes it hard for us to collaborate.

Don't plan in order to act. Rather, act in order to learn.

Tackling complexity together requires us to let go of the desire to create the detailed plan before acting. Because we can't know in advance what is the right thing to do, we must instead learn the way forward through actions. We build the plan as we go, not beforehand. But working with others when we aren't quite sure what we should be doing makes us uncomfortable, and can prevent us from collaborating.

Forsake certainty

In the obvious and complicated realms we can achieve certainty, but when facing something complex such as the SDGs we must get used to the sense that nothing is certain. Typically we react to uncertainty by seeking more data, by drawing in other experts or by doing more analysis. In the complex realm each of these may be helpful but none of them can provide certainty. We must act anyway, yet is it hard to do so..

Listen as loudly as we speak

In complexity we can't know where new knowledge, ideas or solutions will come from. All perspective, insights and ideas are critical to understanding the whole system. So, regardless of our expertise and experience, we must listen to all. We must listen as we understand what the problem is together. We must listen to understand the way we wish to work together. We must listen to ideas about solutions. This sounds easy, but in practice, the more confident we are of our expertise, the harder it becomes to listen to those with lived experience. Our tendency to talk rather than listen makes collaboration difficult.

Other things that get in the way of collaboration include the desire for control, the inescapable sense of competition between various bodies, or the need to maintain a reputation as credible, smart, confident.

Together these dynamics make collaborators feel unsure, uncomfortable, less confident of their abilities than they are used to feeling. Ultimately it is our subconscious desire to avoid discomfort that drives us to behave in unhelpful ways. Instead of admitting the limits of our knowledge we focus on what we know or what is knowable and miss the important possibilities. Instead of acting together to learn we 'get our ducks lined up' before collaborating, which stifles learning and undermines collaboration. Instead of letting go of certainty we focus on where we feel some sense of control and comfort, thereby locking ourselves into the same things we've always done. Instead of listening we do 'good comms' to tell positive stories about what we are planning to do and why people should get involved. Instead of collaborating we jostle for position, for prestige, for funding.

None of these behaviours are collaborative and none of them are helpful in tackling the SDGs. And as often as we display them, they tend to be invisible to us. As a consequence we find it hard to shift the paradigm to genuine collaboration.

BUILDING CAPABILITY TO MEET THE SDGS

Genuinely working with others to co-create solutions to complex dilemmas requires a new level of self-awareness and a new suite of capabilities concerning behaviours, habits and mindsets. Given the importance, the complexity and the magnitude of the 2030 Agenda project it makes sense to invest in the new skills of collaboration, just as we invest in new technical skills around governance, sanitation, medicine etc.

To build capability it will not work to run a business as usual training model where people are 'taught' to collaborate. New mindsets and habits only build over time and only by doing the work. We must not be trapped by the sense that 'we don't know how to do this'. Rather we must commit to working differently together and to learning what that takes as we do so. As befits a complex situation, we act to learn, rather than plan to act.

Only by building the 'collaborative muscles' of the global system can we learn to truly work together. Perhaps the ability to collaborate as a global community is the ultimate sustainable development goal.

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BIOGRAPHY

Stuart Waters
Managing Director
Twyfords
PO Box 6004 Wollongong NSW, Australia
Phone +61 408 112 396
E-mail: stuart@twyfords.com.au
Twitter: @stuwats

Stuart Waters is Managing Director of Twyfords, a boutique consultancy specialising in coaching and training in collaboration. Stuart's connection with the stakeholder engagement world is long and deep, having been a trainer for IAP2 over many years. After leading and training complex engagement processes for many years Stuart and his Twyfords colleagues recognised that the complex problems of the world will only be solved by genuine collaboration among. They also recognised that collaboration is hard to do, so they embarked together on a mission to build the world's capability to work together on complex problems. A co-author of two books Stuart now trains and coaches collaboration with clients across Australia and New Zealand.

Registration	#45
Name:	Fajar Nugrahaini
Title:	Jaklingko – a Join Program of Public Private Engagement In Managing Public Transportation System In Jakarta
Theme:	Building better partnerships

JAKLINGKO – A JOIN PROGRAM OF PUBLIC PRIVATE ENGAGEMENT IN MANAGING PUBLIC TRANSPORTATION SYSTEM IN JAKARTA

Fajar Nugrahaini
Jakarta Municipal Government/School of Government and Public Policy
fajar.nugrahaini@sgpp.ac.id

Abstract

In 2004, Jakarta launched the first BRT (Bus Rapid Transit) system in Asia, the 230, 9 Km of BRT lane recorded as the largest BRT system in the world. Unfortunately the occupancy rate of the BRT system is very low, with the average of 1500 vehicles operates every day, the occupancy rate is only 35% with average number of passengers carried is only 650.000 passengers/day. The aim of BRT operation such as shiftiness of traveler from their private vehicles to public transportation does not meet its goal. To overcome the situation, the government needs to provide better transportation that not only in a prime area of the city provided by Transjakarta (municipal owned company) but also providing better services in all routes network provided by Private Operators. In a stated of delivering integrated transportation system, the governments collaborate with the existing public transport operator in a contractual basis with minimum services standard requirement, this collaborated program called *Jak Lingko* (formerly OK O Trip program). The main goals of the program is to improve the public transportation services using the subsidy scheme to the operators, then the operators can afford the minimum standard requirement (attached with designated margin) and gradually the number of passengers will increase. However, in the beginning phase of its trial, *Jaklingko* faces many refusals from the individual operators and large buses company. This refusal in some extent is the most critical point for policy implementation. Coordination, discussions are take in many places, many times, and participated by many stake holders before it's finally been launched. This paper will describe about the early stages of *Jaklingko* implementation, discuss the conflicts raised and the recent accomplishment and

update in the progress of providing better public transportation services in Jakarta with the joint collaboration of government and private public transportation operators.

Key words: *public transportation, integrated transportation, public private partnership, Jaklingko, Jakarta*

1. INTRODUCTION

Jakarta as a capital city of the country also plays a role as a main actor in economic activities for the nation. This two conditions are a main reason for why Jakarta suffering a lot of urban problems within the city. With the 661.5 km^2 in size, Jakarta should afford more than 10 million people to live in and should afford twice from its population in the weekday. The data of total population for Jakarta greater area made the city as a second world largest agglomeration in the world.

The uncontrollable migration and high level of commuters tailored a tremendous number of travel demand not only inside the city but also in out from it. Jabodetabek Transportation Authorities claims that there are 47,5 million trip a day in Jakarta and its greater area. However, in adequate condition of public transportation in Jakarta greater area made the traffic condition become worst. At daily view, the capital's streets are hit every workday by almost 10 million cars, motorcycles, trucks and other vehicles, according to the Jakarta Transportation Agency. Nearly two million of these are driving in from neighboring municipalities in the provinces of West Java and Banten.

As noted in above that Jakarta experiences severe traffic-related problems associated with the exponential growth in traffic activity. The recognition of the condition leads the government to implement a package of regulation to tackle the problem. The Transportation master plan (*bahasa: Pola Transportasi Makro*) had been released in 2007, the regulation described a package of policies to relieved the traffic in Jakarta.

The transportation master plan - policy consist of three main idea of the project: (i) public transport development; (ii) traffic restraint; and (iii) network capacity improvement.

This is shown by the fact that TDM has already been implemented to some extent in Jakarta, for example: (i) the development of a network of Bus Rapid Transit/BRT, Mass Raid Transit (MRT) and Light Rail Transportation (LRT) Jakarta and (ii) limiting access to a part of the central business district (during peak hours) with the odd and even policy.

However, private automobile traffic is not going away any time soon, and major challenges faced by city administrations are how to manage a massive number of private vehicles and how to integrate public transportation mode into a comprehensive urban transit system. Eventually, in a critical time of the traffic gridlock shade, Jakarta government initiated the transport integration program called Jaklingko.

2. OBJECTIVES

Jak lingko implementation is one of the innovation program that brought by government to enhance the public transportation services. This is one of the major change that would make a significant adjustment in Jakarta‘s transportation face. Unfortunately, the introduction of the program was facing a huge rejection from the existing public transportation operators. The refusal of the program arise when government share the concept of integration and its business model form of (road based) public transportation operators. A missed leading communication and the strong paradigm of the public transportation operators in viewing the public transport organizer and route permit bigger the conflict.

The main issue that brought by the operators are : (a). the Integration concept offered by Governor to the existing operators; (b).The mindset and paradigm that growth for particular time in some extent make people believed that route permit is an operators right and will sustain forever and if Government take over it, they will lose their current job; (c). The price offer by the government that seems to be smaller that their regular income.

In order to gain the support from the public transportation operators especially from the small buses operators (*angkot*), Jakarta administration hold a various ways of negotiation until they agree to join the program. This paper will describe how Jakarta’s government did the negation, and will answer the question below:

1. What is Jaklingko system and what is the background of its implementation?

2. What is the main problem of Jaklingko’s implementation? How Jakarta’s administration handling it?

3. What is the impact of Jaklinko program at the moment ?

3. METHODOLOGY/APPROACH

The method to be use in this paper is a mixed between finding data/fact, observation, experience learnt and literature analysis to get the conclusion and answer the research questions. This paper will be describing the detail of Jak Lingko program and policy implementation using the qualitative method. The stories, milestone, process and key factors will be observing in a case study analysis form.

As mentioned by Guba and Lincoln (1981) about case study “types” that these type will be factual, interpretative and evaluative. Similarly written by Stake (1995) that proposed a series of necessary steps for completing the case method, including posing research questions, gathering data, data analysis and interpretation. By using this case study and qualitative method, hopefully the research objectives and questions will attain and answered.

To elaborate the process of Jaklingko implementation, writer also gather a secondary data taken from the authority which mostly from Jakarta Transportation Authority under Jakarta Capital Government, and small part of it will be taken from the Jakarta public transportation operator. The staging on the policy’s implementation process will be described from the fact and information that found while writing this paper. And finally, in order to make some conclusion and recommendation regarding

the topics the writer will analyze *Jaklingko* implementation process using the technological diffusion.

4. ANALYSIS

When states or nations adopt new policies, their decision to adopt can be influenced not only by internal factors, but also by external factors, a process often referred to as policy diffusion (Simmons et al., 2006; Braun and Gilardi, 2006; Graham et al., 2013)

In 2018, Jakarta administrator launched the Jaklingko program that replace the former program Ok O Trip, this program aims to integrated all public transportation operated by Local owned companies (LRT Jakarta, Transjakarta dan MRT Jakarta) in term of payment system, management and services network. After several months of introducing and socializing the program to public, Jakarta's made another milestone in transportation by running MRT Jakarta which will be follow by LRT Jakarta (soon to be operate).

Then in a very soon Jakarta resident will be supported by three kind of modes to fulfill their travel demand. However, to gain the number of passenger in this particular transportation mode of transportation, Jakarta needs to integrate the entire public transportation choices mode in order to create a seamless connectivity within the transfer of choices. The program to overcome is Jaklingko.

Jaklingko or Jakarta lingko can be defined as a Jakarta Transportation network, the term *lingko* was taken from farm irrigation system used in Manggarai, East Nusa Tenggara. The system resembles a spider's web with an interconnection of water flow. This will be representing network of transportation in Jakarta that fully integrated. In this case, the integration occurs between government and public transportation operator in delivering public transportation services. This integrated management is contractual based between Jakarta municipal government which represent by Tranjakarta company and the public transport operators.

The differences between before and after collaboration can be review from the picture:

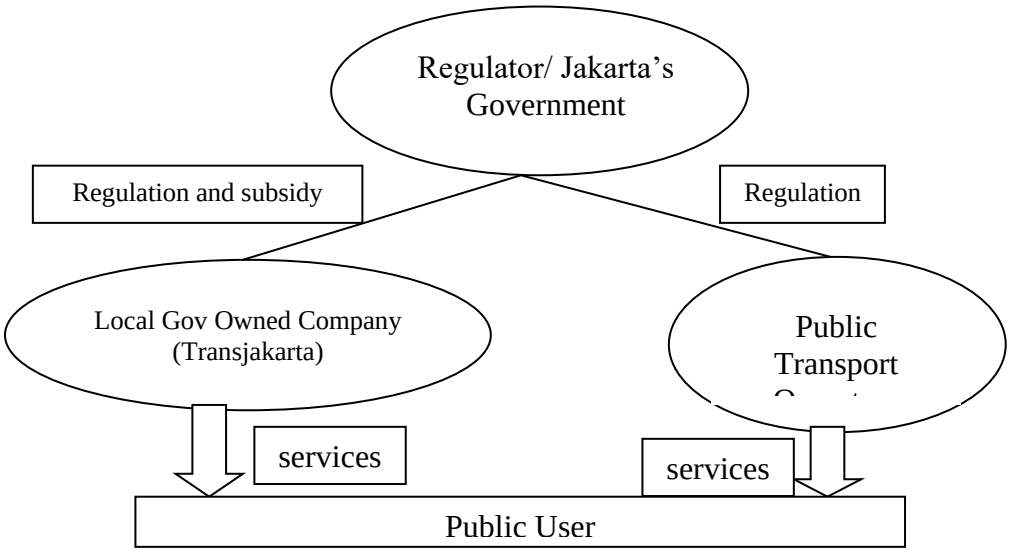


Figure 1: public transportation management before collaboration

In the conventional management of public transportation public transport operator cannot access the subsidy that leads to the poor delivery services to user. In the other hand the subsidy cannot reach the majority user because most of the routes are services by Public Transport Operators.

Jaklingko propose the collaboration in managing the transportation services as shown below :

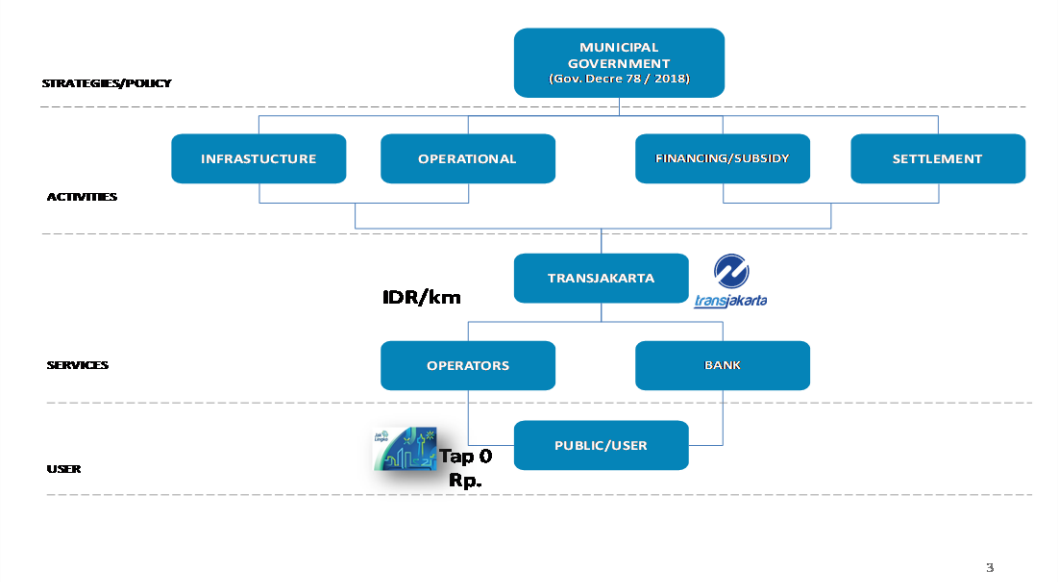


Figure 1: public transportation management after collaboration

(source: Jakarta Transportation Agency)

In Jaklingko program operator can access the subsidy, therefore they can deliver better services to user, the contract based moved the conventional "setoran" method, the driver paid monthly with proper wages. Along with that, The government will also enhance the services by providing better infrastructure and organize a route network reform.

Nevertheless, As the city administration attempts to implement *Jaklingko*, several public transportation operators especially small buses operators (consist of 11 operators : Komilet, Kopamilet, KWK, Komika, PT. Lestari Surya Dharma, Purimas, Kolamas, Budi Luhur, Kojang Jaya, Koperasi Puskopau and PT. Kencana Sakti Transport) have again refused to integrate with the Transjakarta bus system because of contract and route concerns.

The contract based operation suddenly made the bus owner in the state of culture shock. They tend to afraid and worried that the integration with the government will make them lose their business.

Therefore, the government manages several trial and negotiation to raise the support from the operators. We can say that negotiation to externalize a collaborative management in public transportation services is a major home works for the Government. Indeed, as Elder and Cobb (1984, 115) cogently observed, because "policy problems are not a priori givens but rather are matters of definition […] what

is at issue in the agenda-building process is not just which problems will be considered but how those problems will be defined." Hence, issue definition is a logical starting point for the policymaking process; and if diffusion does occur, we should expect to see it in the form of prior adoptions predicting how issues are defined.

Hence, the massive socialization, campaign and communication are held by the Public Communication Department under Jakarta Communication, Information and Statistic Agency. With the regard of *Jaklingko* negotiation process between the small buses operators is held in many different forms, from the brain storming discussion, strategic meeting, head meeting with the government, Focus Group Discussion (FGD) with expertise facilitator, study case, benchmarking visit to the other city in Asia until it meets the deals. The conflict literally sparked those benefit for each party.

The effort of the massive communications and negotiation gradually change their perspective and redefine this collaboration program. Closing and deals are gradually met after a long run of negotiation.

To date, the city administration has only succeeded in cooperating with all of the large and medium buses operator and 9 of the 11 small buses operators it targeted to work with for the *Jaklingko* program, with the two operators are in process of biding the price. The negotiation result is win-win solution because all of the parties tend to find the problem solving of the situation.

By implementing the Jaklingko program, Jakarta's administration is aims to integrate 60% of the route network in Jakarta by 2019 and will be 100% in 2020. The fully integrated public transportation services also tend to the increasing number of user that targeted on 60% of traveler will use public transportation in 2030. By then, the number of private vehicles that plumbed on Jakarta's street will also decrease and the road performance will be increase with special treatment of limitation for its user.

5. CONCLUSION AND RECOMMENDATION

Jaklingko is the policy that designed by Jakarta's Government to overcome the poor condition of the public transportation services in order to reduce the traffic jam in the city which have a main idea in integrated management based on contract between Jakarta municipal government which represent by Transjakarta company and the public transport operators.

However the policy is facing a rejection from the public transport operators, this problem arise because the different paradigm and perception in viewing the transportation services between two parties.

The Jakarta's administration handling the negotiation with organizing different form of negotiation activities from brain storming discussion, strategic meeting, head meeting with the government, Focus Group Discussion (FGD) with expertise facilitator, study case, benchmarking visit to the other city in Asia until it meets the deals.

By implementing the Jaklingko program, Jakarta's administration is aims to integrate 60% of the route network in Jakarta by 2019 and will be 100% in 2020. The fully integrated public transportation services also tend to the increasing number of

user that targeted on 60% of traveler will use public transportation in 2030. By then, the number of private vehicles that plumbed on Jakarta's street will also decrease and the road performance will be increase with special treatment of limitation for its user.

The recommendation that can be state here from the writer is that the deals of negotiation should be maintain and evaluate regularly to gain the maximum joint returns not only for both parties but also for the entire Jakarta's greater area communities.

In fact that the outcome of the negotiation is implementation of the *Jaklingko* policy, therefore it is highly recommended to do some survey to measure an impact assessment of the *Jaklingko* policy and decide in what extent both parties can collaborative more to make a betterment on providing a reliable public transportation system and services.

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BIOGRAPHY

Fajar Nugrahaini
SGPP / Jakarta Transportation Authority – Jakarta Municipal Government
Master Student
fajarnugrahaini@gmail.com

POSTERS

No. Registration: #47

Name: Leanne Hartill

Title: Project Robin Hood



Hear ye, hear ye. Project Robin Hood returns!

Once again the City of Melville is offering the people up to $100,000 for projects to create vibrant and connected communities.

Launched in 2013, Project Robin Hood is a program where the community develop and deliver projects that help build better places. It could be a growers market to sell or share produce from your garden, a pop-up crafters session in an old unused space, revitalising a sad corner of concrete somewhere and making it a pleasant place for people to sit and chat or creating habitat for some of our very important animal friends. Basically it's about making a place for all, no matter how big or how small.

What really makes Project Robin Hood unique is that the community decides. As part of the process, project ideas are pitched to the people who then vote on which ones should receive the funding. This is all done through Melville Talks – the City's online engagement platform - www.melvilletalks.com.au/projectrobinhood4

We also have a new animation which is a great way to really get a sense of the spirit of Project Robin Hood. Take a look at it here - https://youtu.be/eDa9HVJgWdg

For all the information go to www.melvilletalks.com.au/projectrobinhood4

Past Projects funded through Project Robin Hood:

The Murdoch Community Garden - $2,000
The Murdoch Community Garden received funding to launch a new project to convert green waste and coffee grinds from local businesses into soil for sustainable urban nutrition (S.U.N) worm farms.
The funding went towards a cargo bike to efficiently and sustainably collect waste resources, with the rest of the project infrastructure sourced from found, recyclable materials. Thanks to the funding, the group was able to also facilitate workshops on worm farms for the wider community.

Webber Reserve Nature Based Adventure Park - $10,220
The Friends of Webber Reserve worked together and used their funding to create a nature-based park at Webber Reserve for the community, and in particular children, to explore, imagine, play, be healthy and be active. Since its completion in 2014, the nature play space has been a huge success with people coming from the local community and further away to play. The project also helped to activate the area, connect the community and support the growth of nearby new businesses.

Befriending the Neighbourhood Owl - $7,000
The Befriending the Owl group used their funding to transform Harry Bridle Park in Mt. Pleasant −then a sandy, old stormwater drain, into a fragrant and dense home for local bird life. The surrounding area is home to wattle birds, black cockatoos, red capped parrots and a beautiful, mournful sounding boobook Owl. The area, now a pleasant place for people to relax and learn more about the local bird and insect community, has brought people together to help create a strong and connected community.

Ability Idol at Kadidjiny Park - $10,000
Ability Idol gave people living with disability a chance to shine on stage. Most people don’t know that many people living with disability love music and love performing but don't get the chance to show their gifts and talents. Similar to Australian Idol, this event gave them an opportunity to sing or perform in front of a live audience.


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PROJECT
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$100,000
Do you have a great idea that will make your community a better place? Make it happen with Project Robin Hood!
$100,000 is available for ideas that bring people together to create vibrant and connected communities.
Applications open in early 2019, so jump online at
www.melvilletalks.com.au/projectrobinhood4
to share your idea and get started.
SENSE OF COMMUNITY

Registration: #80

Name: Raina J. Gang

Title: Building HSE Culture Through Participation

BUILDING HSE CULTURE THROUGH PARTICIPATION

Participation Application of the IAP2 Guidelines for Community and Stakeholders Engagement and Participation for the Improvement of HSE Management.

During my years of experience in HSE performance or compliance audits conducted for industrial business activities, it can be concluded that an effective HSE program requires effective interaction between the working environment, systems (procedures), and people (see topmost figure in the poster). “The real challenge for safety in manufacturing is to fight organizational and personal risk factors. Although safety improvements made to equipment are needed, the most crucial areas to target are work organization, safety management, and personal factors” (Carrillo-Castrillo et al., 2014). It has been studied that co-decision of employees, manifesting in the form of participation, is very beneficial for the enterprise and effective in matters related to (safety or) security management (Gembalska-Kwiecien et al., 2018). Therefore, a cultural approach to HSE management will likely result in improved performance across the organization, as employees are empowered to support leadership objectives.

The IAP2 guidelines for community and stakeholders engagement and participation were built upon the IAP2 core values that form the professional standards and best practices in engaging participation from the community (i.e. the employees). The core values are used to guide the development, implementation and evaluation of public participation (IAP2, 2006).

The IAP2’s Public Participation Spectrum shows the differing levels of influence in engagement (referred to by IAP2 as ‘participation’) and sets out the commitment being made to the public at each level to ensure transparency (IAP2, 2015). The spectrum to be utilized synchronously with the safety culture ladder (Hudson, 2007) as the roadmap for the organization to identify the level of commitment in moving toward the HSE culture they wish to build.

The poster and the paper intent to put forward a research idea related to the application of IAP2 guidelines for community and stakeholders engagement and participation in building or improving the performance of health, safety and environment (HSE) management in an industrial organization. It should be noted that this research idea has not been formally structured in accordance with scientific

research principles to include the process or method, as well as discussions of findings and results.

References:

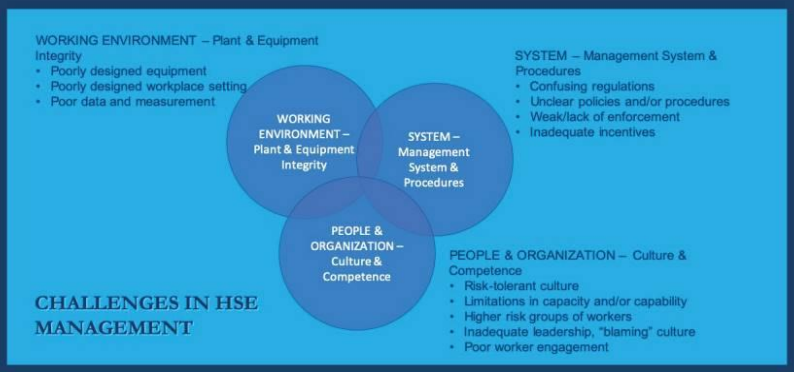
Carrillo-Castrillo et al. (2014), "Causation of Severe and Fatal Accidents in the Manufacturing Sector, International Journal of Occupational Safety and Ergonomic.

Gembalska- Kwiecień et al. (2018), "Creating Participation of Employees in Improving Work Safety in Enterprise

International Association for Public Participation Australasia (2015), "Quality Assurance Standard for Community and Stakeholder Engagement"

BUILDING HSE CULTURE THROUGH PARTICIPATION

Application of the IAP2 Guidelines for Community and Stakeholders Engagement & Participation for the Improvement of HSE Management

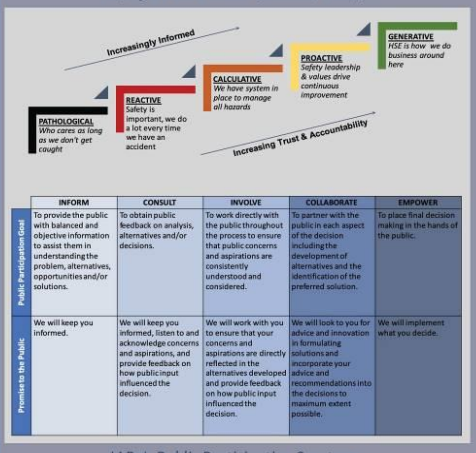


The real challenge for safety (in manufacturing) is to fight organizational and personal risk factors. Although safety improvements made to equipment are needed, the most crucial areas to target are work organization, safety management, and personal factors (Carrillo-Castrillo et al., 2014).

and so...

Why not engage the workers to participate?

Safety Culture Ladder (Hudson, 2007).



	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
Public Participation Goal	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
Promise to the Public	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to maximum extent possible.	We will implement what you decide.

IAP2's Public Participation Spectrum (IAP2, 2015).

HSE CULTURE THROUGH PARTICIPATION

The research idea relates to the application of IAP2 Guidelines and Standards for Community and Stakeholder Engagement in building a collaborative safety culture in an industrial organization.

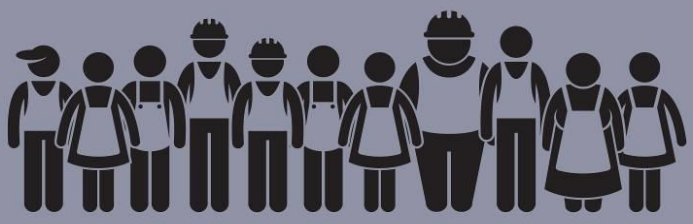
Why IAP2 guidelines & standards?

The IAP2's foundations for effective Public Participation:
Values-based (1)
Decision-oriented (2)
Goal-driven (3)

The IAP2's Public Participation Spectrum, which is comparable to the Safety Culture Ladder (from Hudson, 2007), presents a more perspicuous roadmap for the organization to see where they are at and where they want to be.

In a situation when a person realizes that he can influence the reality that surrounds him, he begins to think about what he is doing and anticipate the consequences of his actions.

(Gembalska-Kwiecień et al, 2018).



A RESEARCH IDEA BY RAINA GANG
A MEMBER OF IAP2 INDONESIA AFFILIATE

PAPERS AND POSTERS ACCEPTED BUT NOT PRESENTED AT THE FORUM

No. Registration: #43

Name: Priyanka Kumar

Title: Nothing is Waste!
P2 & SE in SWM

Presenter: Not Presenting

INFORMATION PAPER

A topic statement or title that clearly explaining the initiative:

- Nothing is waste
- P2 and SE in SWM -- If we engage all stakeholders (not only human but also animals) then, there is nothing which remains as waste on planet earth.

A brief description of the poster:

I have prepared two posters for Solution.

Poster 1:

Uttar Pradesh is the largest state in India, Adopting "Decentralised Waste Management Approach" for entire state. State is proposing policy for the same, Swachhta Sankalp yoojna. (Dedication for Neatness policy). Policy states that there is a need of public participation and stakeholder engagement for making cities zero waste and pollution free.

Poster 2:

In India there are 29 states and the state chhattisgarh has won first prize in India in Swachtta Survekshan 2019:

- World's largest cleanliness survey
- GFC STAR RATING,ODF,ODF+ and ODF++
- Massive participation by citizens

- 64 Lakhs citizen feedback collected
- Social Media Outreach of 4 Crores

Chhattisgarh state won first prize is only because of Stakeholder engagement and public participation.

A brief explanation of intention and goal:

- Achieving Zero Landfill Status
- 100 % Door to Door Collection
- 100% NMT transportation of waste to processing center - SLRM/Compost Shed
- 100% recovery of dry waste
- 100% composting of wet waste
- 100% selling of recovered waste/compost
- Zero waste remaining due to 100% processing and disposal
- 100 % Public participation
- 100 % Stakeholder Engagement (including animals)

Description of background: what the problem is, why it is important, and what the knowledge building on.

Almost Every Indian town has at least one specific area earmarked as a landfill area for Solid waste. The collection process begins with contractors employed by government bodies performing door-to-door collection services covering all households, scourging for any recyclables that may fetch a market price and later transporting all remaining waste to landfills. Each truck typically waits in line for two to three hours for its turn to weigh the amount of waste collected that day and then typically waits for some more time to dump the waste into the landfill. This process creates two perverse incentives: The contractor has an incentive to dump it illegally onto any vacant plots, to save on transportation costs from across the city to the landfill and to save time waiting at the landfill for his turn to dump. The contractor earns revenue proportional to tonnage of waste dumped. This perversely incentivises him to dump more, resulting in existing landfills receiving an unmanageable amount of waste. This leads to open burning of waste to create space and the cycle of collection, dumping and burning goes on infinitely. The US Public Health Service has identified 22 human diseases that are linked to improper solid waste management (MIT Urban Development Sector Unit 1999)Dump yards are frequently known to catch

fires – the one at Deonar in 2016, located in Mumbai (the most populated metropolitan city of India, with a population ofmore than 11.5 million people [Census Department, Government of India, 2017]), raged for three months, pumping tonnes of cancer-causing smoke into the air, caused by burning plastic, leather, etc. Holding waste equal to the height of an 18-ft tower, the dumping ground at Deonar has led to the areas surrounding Deonar to be classified as the city's most polluted suburb (based on data from the System of Air Quality and Weather Forecasting and Research

[SAFAR]) (Times of India 2015). Burning garbage is classified as the third biggest cause of greenhouse emission in India. (Planning Commission 2014).By 2047, it is expected that 1,400 sqkm of landfill area would be required for dumping India's increasing volumes of municipal solid waste; this space is roughly equal to the combined area of three out of top five most populous cities in India: Hyderabad, Mumbai and Chennai (Annepu 2012).

Description of process or method: the design, the sample, the instruments, and how the data are collected and analysed:

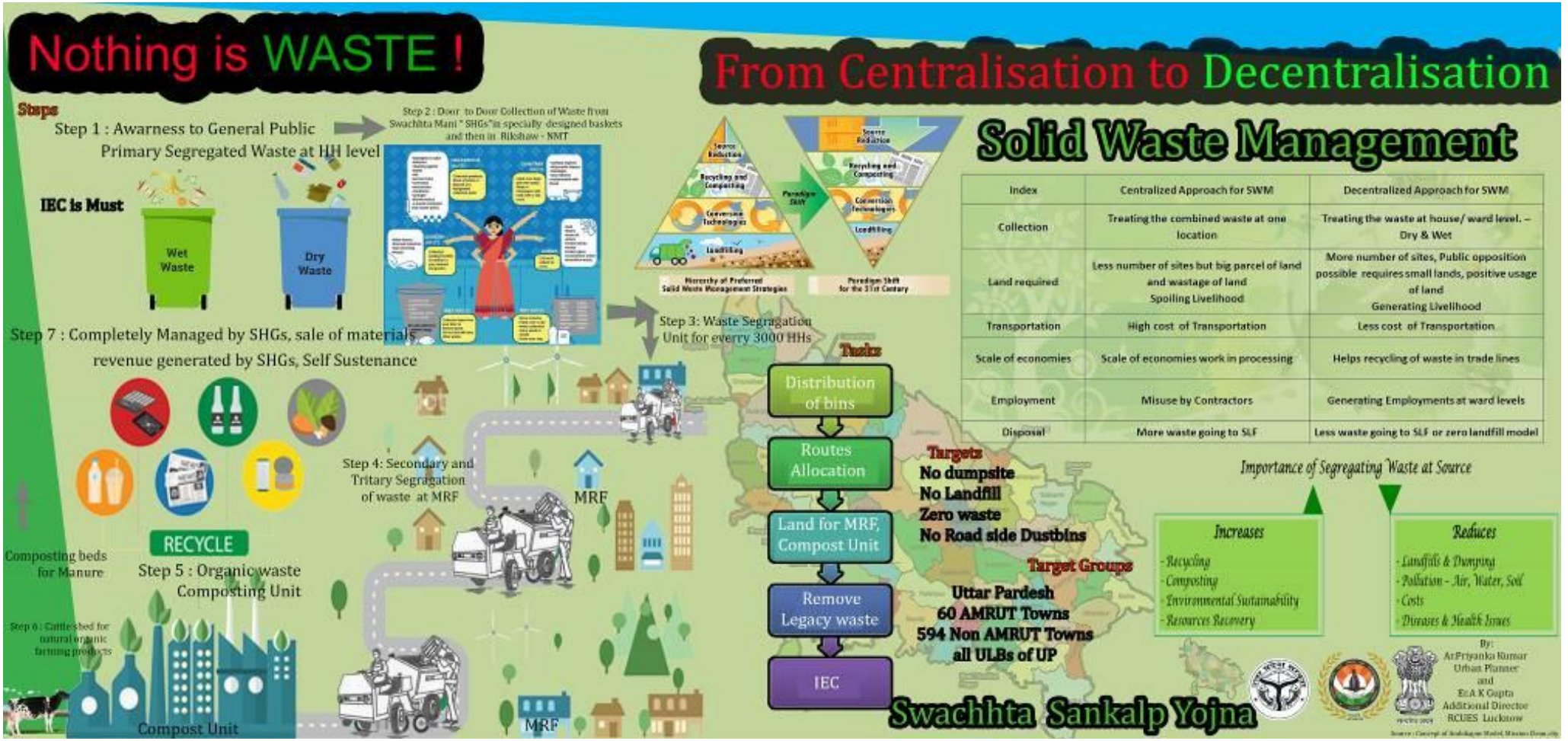
I am Urban Planner in RCUES, Ministry of Housing and Urban Affairs, India working on the same concept. So I have all the data to analyse. The design, sample everything is well described in poster.

The decentralized method of managing a city's waste involves management of municipal waste by various small waste management centres within the locality. In technical parlance, such centres are called Integrated Resource Recovery Centres (IRRC) which can be either profit-making or not-for profit organizations engaged in collecting, transporting and processing around 2 to 20 metric tons of waste from the surrounding locality.

Results and outcomes: Describing the findings:

Chhattisgarh state won first prize is only because of Stakeholder engagement and public participation.

- Low Cost Model – 222 Crore Capex for 166 ULBs
- Elimination of need of high cost waste to energy plants
- Drastically reduced cost of transportation due to decentralized processing and use of green transport
- Converting Waste to wealth – Rs.2.95 crores worth of segregated dry waste sold
- Rs.95 lakhs worth of compost sold
- SWM User Charge collection shot up. So far collected Rs.12.59 Crores.
- Creating livelihood for 9000 urban poor women in their own city.
- Zero Landfill Model -No requirement of dumpsites/landfills
- 440 acres dumpsites reclaimed by now being used as Parks, SLRM centers, Compost Sheds, Football Grounds, PMAY housing, Badminton Court etc.
- Transformed 4500+ Garbage Vulnerable Points into Aesthetically pleasing corners across 166 ULBs – eliminating eye sores
- Roads, streets, open empty plots, drains visibly cleaner
- Converting cities into 100% SWM Rules 2016 compliant.
- Stakeholder Engagement at large scale.


Nothing is WASTE !
From Centralisation to Decentralisation
Steps
Step 1 : Awarness to General Public
Primary Segregated Waste at HH level
IEC is Must
Wet Waste
Dry Waste
Step 2 : Door to Door Collection of Waste from Swachhta Mani " SHGs"in specially designed baskets and then in Rikshaw - NMT
Step 3: Waste Segregation Unit for everry 3000 HHs
Step 7 : Completely Managed by SHGs, sale of materials revenue generated by SHGs, Self Sustenance
Step 4: Secondary and Tritary Segragation of waste at MRF
MRF
RECYCLE
Step 5 : Organic waste Composting Unit
Composting beds for Manure
Step 6 : Cattle shed for natural organic farming products
Compost Unit
MRF
Tasks
Distribution of bins
Routes Allocation
Land for MRF, Compost Unit
Remove Legacy waste
IEC
Solid Waste Management
Index | Centralized Approach for SWM | Decentralized Approach for SWM
Collection | Treating the combined waste at one location | Treating the waste at house/ ward level. – Dry & Wet
Land required | Less number of sites but big parcel of land and wastage of land Spoiling Livelihood | More number of sites, Public opposition possible requires small lands, positive usage of land Generating Livelihood
Transportation | High cost of Transportation | Less cost of Transportation
Scale of economies | Scale of economies work in processing | Helps recycling of waste in trade lines
Employment | Misuse by Contractors | Generating Employments at ward levels
Disposal | More waste going to SLF | Less waste going to SLF or zero landfill model
Targets
No dumpsite
No Landfill
Zero waste
No Road side Dustbins
Target Groups
Uttar Pardesh
60 AMRUT Towns
594 Non AMRUT Towns
all ULBs of UP
Importance of Segregating Waste at Source
Increases
- Recycling
- Composting
- Environmental Sustainability
- Resources Recovery
Reduces
- Landfills & Dumping
- Pollution - Air, Water, Soil
- Costs
- Diseases & Health Issues
By:
Ar.Priyanka Kumar
Urban Planner
and
Er.A K Gupta
Additional Director
RCUES Lucknow
Swachhta Sankalp Yojna


P2 & SE IN SWM
CASE STUDY
Two bins
DRY and WET
Chhattisgarh State in India got First position in Swachhta Survekshan 2019.because of P2 & SE
Chhattisgarh
Source Segregation at Household level
IEC at Community level
Involvement of SHGs
Source Segregation at Ward level
Involvement of Market Operators
Packaging
Attendance
Involvement of RiKshaw pullers
Departing for D2D Collection
Involvement of Females
Composting
Involvement of SHGs
D2D Collection
Employment for Females
Drying
Washing
Segregation
Involvement of Municipal Officers
Involvement of Schools
Involvement of Various lives
IEC is must for Public Participation
SHG Women
Mouth to mouth publicity
Mass Media
Public Gatherings
Rallies
Nukkad
Nataks
Social Media
Facebook
Twitter
Whatsapp
Print Media
News paper
Pamphallets
Leaflets
Hoardings
handbills
Electronic Media
Television
Radio
Involvement of Politicians
Achievements
Zero Waste
Reduce Fuel Consumption
Reduce Traffic Congestion
Focus on Non Motorised Transporation
Pollution free
No Dumping Site for waste
No Landfills for Solid waste
Reduction in Diseases
Cheapest Model
Employment Generation
Natural

Registration: #81
Name: Idham Ibty
Title: Study of Environmental Sociology in Urban Indonesia
Presenter: Not Presenting

PARTICIPATORY PROCESS IN GOVERNING A MITIGATION FOR PUBLIC SERVICE RISK MANAGEMENT

Idham Ibty[1]

[1]Universitas Proklamasi 45 Yogyakarta, Indonesia
[2]Department of Public Administration
mail.idham.ibty@gmail.com, idham.ibty@up45.ac.id

Abstract

Risk mitigation is a major challenge for reforming the governance of public service performance in Indonesia. The problem is "How is the participatory process with the engagement of risk mitigation stakeholders in managing good public services?" This study aims to determine the role of stakeholders in governance for the mitigation of public service risks. This article is focused to describe on local initiative in governing health emergency services in the area being built in the Yogyakarta International Airport in Kulon Progo regency. This is part of action research on local governance innovation which uses a qualitative approach. The method is reviewing secondary documents, in-depth interviews, validations and FGD. Studies find conclusions: (1) the main actors related to public health emergency services, who have not been affected by the mitigation perspective and approach to planning the establishment of local regulation and programs related to risk management; (2) the participatory approach in the local policy formation plan has been carried out but the achievement of performance has not been effective; (3) deliberative not representative can determine the preparedness of multi-stakeholders concerned about the risk trends. The participatory approach is needed in an integrated manner to establish a risk mitigation plan for local sector public service policies and programs in the new aero-city development.

Keywords: *Participation process, Governance, mitigation, risk Management, public services*

1. BACKGROUND

This study is triggered by the tendency of the existence of public service failure risk due to the critical situation and condition resulting from the sustainable multiplier effects in the dynamics of territorial development either in normal or emergent condition.

Considering the fact that risk management has an effect on either the success or failure of public service, therefore, it is necessary to have a mitigation conception related to the vulnerability and risk in the management of the natural disaster. Lately, risk management has been widely adopted in organization public sector organizations. However, empirically "risk mitigation" has not been adopted in the planning of public sector organizations.

Risk mitigation in the practice of governance has been a long discourse considering the current occurrence of disasters in Indonesia. We can observe the national policy and program to mitigate disaster risk through physical development and capacity building to mitigate the risk of disaster as mandated in Indonesia's Act and the Disaster Mitigation Program.

It is necessary to have an emergent risk management analysis in public service. Equally important, it is important to identify the determinant of the disaster and the risk level as well as the underlying problems and the prevention measures. The dangers for the vulnerable population as stated by Abraham, J. (2013) are: (a) Natural disasters such as earthquake, landslides, tsunami, cyclone, floods or draughts; (b) Biological disasters such as epidemic diseases; pest attacks; (c) chemical and radiological technology and transportation accidents; (d) Social disasters such as conflicts and terrorism. Meanwhile, Ibty, I (2017b) reported the integrated data in the Detailed Spatial Arrangement Plan (DSAP) has not been properly referred in the development of plans, policies, and programs of emergent and routine management. As a living document, DSAP has not optimally anticipated the dynamic changes of the social, economic, and environmental changes. This has resulted in the failure to meet people's expectation to meet their needs for rapid transformation. Empirical studies have revealed the participation of the local people and the stakeholders in the review and arrangement of the DSAP.

In the implementation of public service, the local government are required to play a significant role and serve the assertive function to ensure the successful establishment of the relationship with the societies for the achievement of public service. The problems include the lack of intensive communication, poor complaint management, limited networking, and lack of integrated digital governance services (*e-Governance*). Such a problem of governance indicates uncertainties in anticipation of the rapid changes in public service. Another problem is that the staff of public service agencies is too late to anticipate the emergence of risks, which results in the less effective organizational objectives.

What is important is "how the stakeholders participate in the governance of risk mitigation to achieve better management of public service?' This paper aims to identify the role of the policymakers, local apparatus, and other stakeholders in the governance towards better risk mitigation in public service. The study took place in the health emergency services developed in the area of the currently developed New Yogyakarta International Airport in Kulon Progo regency.

2. THEORETICAL REVIEW

To have effective governance it is necessary to strategizing a participatory in community-based management (Korten, D. C. (1983). The theory reveals that the participatory management of public service that involves the communities and stakeholders is advisable. The researcher used the participatory governance proposed by Vigoda-Gadot, A. and Cohen, A. (2004). They defined participation as the involvement of community organic units and other stakeholders in the democratic process when citizens can directly become the direct actors in the process of policy, program, and budgeting decision making. The definition is somewhat different from that proposed by Bessette (2011). In this article, the researcher used the definition since it is a new perspective in risk management of public service.

Denhardt, Janet, V., and Denhardt, Robert B. V.,(2003), Dwiyanto, A (2012) have revealed the importance of governance in the management of public service since it can improve public participation in the formulation of policy and program of public services. In the past, such a process depended very much on the elite group as the initiators and executives. Consequently, there has been a lack of trust since it fails to meet public needs and rights. Participation according to Scolobig, A., Thompson, M., Bayer, J.A., (2016) and Dwiyanto, A (2012) can take the forms of deliberate involvement, collaboration, compromise, and inclusion of all parties.

Risk management of Public service is a system of risk management in a public service organization to improve the performance of the organization. Warburg (2004) in Hanafi (2014)] defines it as a set of complete policies and procedures in an organization to manage, monitor, and control the exposure of the organization to the risk. risk management is intended to achieve 4 categories of objectives (Hanafi, 2014), which are: *Strategic*; high level of goal-directed to support the mission of the organization; *Operations*, effective and efficient utilization of the available resources; *Reporting*; reliable and credible external and internal reports; *Compliance*; compliance with the prevailing rules and laws.

Risk implies the vulnerability of a system (communities, households, and infrastructure) in anticipation of the disaster. *Susceptibility* is therefore crucial in the identification of physical characteristics of a vulnerable region in anticipation of particular disasters. Vulnerable refers to disasters [(Scheinerbauer and Ehrlich (2004) in Thywissen (2006)]. risk is influenced by some factors such as *hazard* and *vulnerability* and can be combined with the ability to cope with the disasters (*coping capacity*). A larger capacity will result in a lower risk. Accordingly, a larger capacity will lead to a lower vulnerability.

The researcher focused on mitigation which is intended to avoid or prevent, reduce, or divert the negative impact through prevention and cautions. Benson, Twigg J., and Rossetto, T., (2007) suggest that risk mitigation can be structural or

nonstructural. It may take the regulation forms i.e land use planning, public education, etc to ensure the minimal impact of the potential natural hazards.

3. METHOD OF STUDY

This paper employed the qualitative descriptive method (Cresswell, J.W., 2010) to disclose the participatory process that involves the stakeholders in the governance of risk mitigation to provide a better public service. Data was collected by documentation of public documents, research papers, articles, journals, and other relevant sources.

The study (a) analyzed secondary document from different programs and monitoring and evaluation of public services, NGOs and policies; (b) collected primary data through an in-depth validated interview for further analysis after some data reduction and verification. The results are presented and discussed in FGD before they are finally discussed in the final results and conclusion.

4. RESULTS AND DISCUSSION

a. Mitigation and Risk in Management of Natural disaster

Public service can learn from the program of disaster risk mitigation. Some actions can be taken to mitigate the potential negative impact, particularly in the period when disaster is absent. Damages resulting from disasters may affect the life, health status, and way of living, assets, and services in the communities for a particular extent of the period (Ibty, I., 2017b and 2018a). This condition reflects the importance of risk mitigation [Hollenstein (1997), in Bell and Glade (2004)]. They developed a concept of risk that may appear as a natural process.

Disaster risk mitigation includes the assessment of vulnerability and risk, capacity and ability of the institution. The most important thing in the strategy of risk mitigation is the assessment of vulnerability. Social and economic infrastructures are very important in addition to the utilization of early warning, scientific analysis, technology, education, and other skills. Dissemination of information and experience about the disaster and education and training are crucial to ensure the creation of safety culture (Ibty, I., 2018a).

Benson *et al.* (2007) suggest that vulnerability is a potential to suffer from damage or loss and is correlated with the capacity to anticipate, cope, and prevent danger as well as to restore the impact of the danger. Vulnerability and perseverance are influenced by physical, social, political, cultural, and institutional factors.

Dynamic governance of the stakeholders of public service such as the local government agencies, NGOs, as well as the stakeholders of public service will minimize problems through the alignment between the policy and interest of the local government head (Ibty, I., 2017.b). Therefore organization of public service should have an internal control unit to control the risk. The controlling will include identification and evaluation of risk level. This is in line with the Government Regulation of 60 / 2008 on Government's Internal Audit System. It defines that "Risk is a potential occurrence and if it occurs it will give a negative impact on the

achievement of the government's objective". Identification, evaluation, and management of risk have been used by both the public services and private services.

Risk of public service is analyzed by identifying the gap and preparedness of the action plan among the citizens (Ibty, I., 2017b). It is normal that risk may exist. It is also commonly acknowledged that violence has an impact on humanity and people. People may suffer physical, psychological, and emotional damage from violence. IFRC (2007) suggest that there is a significantly negative consequence on social and economic health. It can reduce the individual capacity to live in dignity without fear or suffering. It also reduces the ability to defend their living.

The Impact of violence affects individual humans, families, communities and all societies. Besides that it has economic, social and environmental effects. The Consequence will last all lifelong or even across generations. The damaging Impact of a violence to health include brain damage, bruise and burnt, chronic diseases, colon irritation syndrome, infertility, pregnancy complication, unsafe abortion, pelvic irritation, HIV and other sexually transmitted disease, unexpected pregnancy, cancer, heart diseases, chronic lung diseases, stress-related conditions, substance abuse, suicide, and mental disorders (IFRC, 2007).

Some preliminary studies have reported the objective condition of public service which becomes more complex with different moral hazard, malpractice or maladministration, fraud, and corruption, or loss of properties and death tolls due to poor execution of public services (Ibty, I., 2017b and 2018a). Empirically, the performance of public service is observable from the report of the national ministries. Indonesian Ombudsman reported that complaint management in all public service agencies is not well prepared. Many infrastructures of complaint management are poorly managed and recording is absent (39.40%) (www.ombudsman.go.id/ LAKIP). The study conducted by the Indonesian Anti-Corruption Commission (KPK) on public service reveals that participation and complaint management are the two low-rated indicators. Participation in the development public service standard is very low (18.81%), while the non-involvement is high (78.41%) (www.kpk.go.id/LAKIP). It is apparent that the risk mitigation of public service based on community and stakeholder participation is required. The report shows that the success of public service is influenced by institutional organizations, programs, budgeting, and system. When good governance is implemented, risk of maladministration, service malpractice, fraud, corruption, collusion, and nepotism will not occur. This is clearly stipulated in some governmental regulations on public service. The objective is to provide social justice and legal certainty for the people.

The Law on Public service, Law on Indonesian Ombudsman, and Local Government Regulation regulate the provision and supervision of public service. Other regulations regulate the access, control, and participation of the communities. Some other regulations regulate the balanced functions of governance. Ministries and public agencies have provided public service and supervision. Performance evaluation has been made in the form of a report of governmental performance. To ensure the protection to the rights of the citizens from maladministration of public service some quasi bodies have been established to ensure advancement and success of law enforcement and prevent the failure risk. Ombudsman RI is established to supervise the executives of public service. This institution can only accomplish 44.28% of all

complaints from the communities during 2015 (6.851 reports). It is targeted that ORI can finish 20% of complaint management as stipulated in the RPJMN. Meanwhile, KPK can accomplish 65.22%. (www.ombudsman.go.id/LAKIP; www.kpk.go.id/LAKIP)

Considering the policy of the implementation of the regulation of public service, the risk of public service, violence and conflicts among the stakeholders, extensive environmental damage, and human right violence, the failure to meet public social, economic, cultural, and environmental needs can be anticipated and prevented. The regulation is intended to achieve the objective of the nation and state to ensure the achievement of social justice in public service. Other regulations have also been enacted. They are the Law of 25 / 2009 on Public service, the Law of 37 / 2008 on Indonesian Ombudsman, the Law of 23 / 2014 on Local Government, and the Law of 14 / 2008 on Public Information Transparency, the Law of 30 / 2014 on Governance Administration, and the Law of 5 / 2014 on State Civil Apparatus. Therefore, it has to be a part of the mitigation system in public service. It is expected that it can contribute to the creation of social welfare, which is mandated in the state ideology of Pancasila and the 1945 Constitution. The people perceive that the regulation is a mere formal procedure of community involvement and is involved in the process of policy planning and program development/budgeting as the manifestation of democracy. The Law of 25 / 2004 on the National Development Planning System has clearly mandated it. Therefore, development consideration has to begin from the household level to the district level. Public consultative forum is needed to engage the stakeholders in the legislative planning until the decision making in the local and national House of Representatives.

In the cycle of management of public organization, citizens deserve a good public service. Unfortunately, the regulations have not ruled the risk mitigation.

The empirical studies also indicate that the quality of public service capable of providing public trust has not been constructed based on the parameter of policy. The parameter of substantive justice is the main dimension of public service expected by the public. Unfortunately, the citizens' right has not been considered appropriate by the provider of public service.

b. Risk management in Public service

It is necessary to comprehend the system of risk management of public service. The communities and the stakeholders will have to aware about it since there is a likelihood of poorly administered services, fraud, and corruption, threat, and risk in a natural disaster or normal condition. The state executives have to find it important to provide a well prepared public service by the citizens to meet the public needs, which have not been satisfactorily provided (Holowchak, M.A., 2013).

In the context of an organization, the work unit of services has to anticipate the risk. Risks are found anywhere and may occur at any time. They are difficult to avoid and *unpredictable.* The risk in a public and private organization may result in a significant loss. In a number of situations, risk stagnancy in the organization extremely results in the destruction of the organization. (Ibty, I., 2018b). Therefore risk has to be managed to obtain the optimal results.

Uncertainty is likely to occur. When it results in a positive output, then it turns into an opportunity. On the other hand, when it has a negative output, then it is categorized as a risk. When the organization cannot manage the risk, the organization will suffer from significant loss. Therefore, risk in an organization has to be managed in order that the organization can survive. Risk has to be minimized. However, many firms or organizations have special interests to take a particular risk because they see the underlying profits.

Considering the implementation of the policy of public service, we have SPIP (Government's Internal Audit System) which is correlated with the risk management. Internal audit is related to the emergence of risk. The risk will have to be identified and evaluated. The Government Regulation of 60 / 2008 on the Government's Internal Audit System reveals that "Risk is a possible occurrence that will give a negative impact on the achievement of the government's objective".

To analyze the implementation it is necessary to investigate the provision of public service since it reflects the fulfillment of the citizens' rights and the stakeholder's' needs. public service gets more complicated with various and different problems of moral hazard, malpractice or maladministration, fraud, and corruption, or property loss and death tolls (Ibty, I., 2017b). Indonesian Ombudsman (2015) and Lembaga Ombudsman DIY (2016) reported that public service suffers from many problems of (a) service standard; (b) service standard publication; (c) executive competency; (d) provision of facilities, infrastructures, and/or public service facilities; (e) public service provision; and (f) public service standard. Besides that, there is no advocacy to the communities concerning the content of service standard and monitoring of the service standard execution. Another problem is the lack of channel to complain about the public service and lack of intention among the executives to report the problem to the superior or to the ombudsman.

Public monitoring has not been effective. Therefore, it is common to see maladministration or tort, unauthorized policies, and power abuse. Besides that, mediation and adjudication in Ombudsman RI and Local Ombudsman have not been effective. The problems include (1) operational work remittance and the benefits management of the public service providers in the local governments. Another problem is the poorly arranged public activities financed by the State Budget (APBN), Local Budget (APBD), joint projects between the State/ Local; (2) the benefits of public service. Therefore, it is important to have a risk mitigation management for public service to meet the mandated commitment for the communities.

In the international standard, there is ISO 31000 (2018) on *Risk management – Guidelines.* risk management, according to the standard of ISO is based on principles, frames, and processes that include (1) integration of activities in units of organization; (2) structured and comprehensive activities in order to contribute to a consistent yet comparable outcome; (3) *Customized* activities adjusted to the internal and external context of organization in line with objective of the organization; (4) Inclusive activities that include *stakeholders* with different knowledge, perspective, and perception to result in a transparent information and awareness; (5) Dynamic activities to anticipate the emerging or changing risk due to the changing context of organization externally and internally. The Standard of Risk management can anticipate, detect, accept and respond to the changes appropriately and timely. They

include (1) the best and renewable Information. Risk management explicitly copes with limitations and uncertainties of information and expectation. Relevant Information should be timely and clearly available; (2) human and cultural Factor significantly affect all work units at all levels and stages; (3) *Continual improvement* through learning and experience.

The results of an empirical study of the implementation of public services in developing infrastructure show that there are extreme, high, moderate to low risks in the implementation of public services. Ibty's study, I., (2017b) found that the root of the problem is that there is no risk mitigation in the public service framework that is designed based on the Detailed Spatial Planning (RDTR). The RDTR review and the establishment of a policy and program plan can be used as an entry point for the operationalization of risk mitigation in public services that are meaningful to the creation of trust and entitlements of citizens. In the field of health services, there are changes related to preventive health services due to family-based regional arena arrangements as outlined above. The government has issued the policy and accordingly, a National Health Movement program is held in the middle of communities. At the national level, a national plan has been established and is understood according to the 3rd Goal of Sustainable Development Goals on Good Health and Well Being, namely ensuring a healthy life and promoting prosperity for all people of all ages. The 13 indicators of achievement of SGDs by 2030 are (1) Reducing maternal mortality rates to below 70 per 100,000 live births; (2) Ending preventable infant and toddler deaths, with all countries attempting to reduce the Neonatal Mortality Rate to at least 12 per 1,000 live birth and 25 under-five mortality rates per 1,000 live birth; (3) Ending the neglected epidemic of AIDS, tuberculosis, malaria and tropical diseases, and fight hepatitis, water-borne diseases and other infectious diseases; (4) Reducing a third of premature deaths due to non-communicable diseases through prevention and treatment, and promoting health and mental well-being; (5) Strengthening prevention and treatment of substance abuse, including drug abuse and alcohol abuse; (6) Reducing half the global number of deaths and injuries due to traffic accidents; (7) Ensuring universal access to sexual and reproductive health services, including family planning (KB), information and education, and the integration of reproductive health into national strategies and programs; (8) Achieve universal health coverage, including financial risk protection, access to quality basic health services and access to basic medicines and vaccines that are safe, effective and quality for everyone; (9) Reducing substantially death and illness due to compound and contamination and air, water and soil pollution; (10) Enhancing research and development of vaccines and drugs for infectious diseases that affect mainly developing countries, providing affordable basic medicines and vaccines; (12) Increase health financing and recruitment, training, and retention of health workers; (13) Strengthening the capacity of all countries regarding early warning, reducing risk and improving the national health risk management (http://sdgs.bappenas.go.id/wp-content/uploads / 2017/11 / Goal-3.pdf

In terms of capacity for early warning, decreasing risk and improving the national health risk management as one indicator, it is reported that the risk management in health service providers has not adequately addressed. In maternal and child health services, as an example, which is one of the main priorities for achieving SDGs indicators in Indonesia and in DIY, this reality can be observed.

Public service continues to grow due to changes in social economics, culture, and environment in communities, industry, and governance. Preventive health services intended to anticipate the risk of death, loss of property and/or service malpractice so far have been developed by interested parties in order to reduce the risk and continually improve the risk management (Ibty, I., 2018a).

In the context of the alert system, communities need an understanding and analyze the current objective conditions. With this awareness and understanding, it is expected that citizens will be able to act to improve existing conditions based on their strengths and potential. To facilitate citizens and community leaders to think, analyze and take action, there is a facilitation process and citizens who play a role in facilitating will determine the outcome. However, the results of the preliminary study showed a deviation of service. This becomes ineffective and even worsens the quality of public services. The inadequate, biased, and unclear fulfillment of free service rights for the poor is also indicated. It is important to note that middle to upper communities is also assisted. They should be able to pay to come to the health center and thus help poor communities from health services. This service reduces the chance of people being able to help the poor. This makes communities not respect and understand the importance of independent health maintenance.

From this description, we can learn lessons about the role of the Village Government in public service. On the side of the community members, there are citizen vulnerabilities in an emergency. In crisis situations and emergencies, there are overlapping social, economic, health, cultural and environmental issues. In the situations, such conditions are not necessarily dangerous and always leads to emergencies, but vulnerability and the inability of citizens and communities to anticipate, cope, respond and restore it has initiated the tendency of the impact to be a threat. The burden of emergencies afflicts communities disproportionately on vulnerable populations, namely the poor, ethnic minorities, parents, and people with special needs. This can occur simultaneously in the poverty population. The Government of Indonesia has compiled an Indonesian Strategy to implement the SDGs in 2017 which focuses on the implementation of the 7 SDGs, namely (1) Without Poverty; (2) Without Hunger; (3) Good Health and Well-being; (5) Gender Equality; (9) Industry, Innovation and Infrastructure; (14) Underwater Life; and (17) Partnership to Achieve Goals. Bappenas has implemented the SDGs at the revised RPJMN (www.bappenas.go.id/). In this matter, the need to fulfill higher quality public services for citizens has not been adequately met.

In the context of the regional Public service, the development of DIY is experiencing rapid growth in social, economic, industry, trade, and service aspects. The tourism sector continues to experience dynamic development from the domestic tourism boom because of the strengthening of the cultural, educational and culinary base and the strengthening of the mascot of the Yogyakarta palace with the implementation of the Yogyakarta Specialization Law. Moreover, the DIY RPJMD prioritizes the NYIA infrastructure development program and the development of its aerotropolis area (Ibty, I. 2018). Community expectations for the development of the area can contribute to the improvement of community welfare and regional development. the strategic issue of DIY was delivered by Rayanto, T.A. (2017), among others, are (a) clear, easy, and fast licensing procedures; (b) Optimization of One-Stop Integrated Services for investment and licensing; (c) Excellent Service; (d)

responsive management of public complaints management. The results of the preliminary study (Ibty, I., 2017a) also show that public service has not been responsive to the psycho-social pressures, the resilient power and readiness of the vulnerable communities to manage their resources, the threat of losing clean water sources; the limitations on environmental sanitation and waste, and concerns about the release of hero's historical sites and artifacts, and the exclusion of original cultural traditions.

Such a trend is also reported by Handoko, JPS (2010) in Ibty, I (2018a). He reported that a village that is spatially experiencing growth of population density, livelihoods, and buildings are getting more complicated over time. On the other hand, there are high regional demands for the sustainability of the productivity of rainwater capture lands. There is a phenomenon of shifting activities or community activities in the area from agriculture to non-agricultural activities. With these conditions, public services have not been responsive to spatial changes in settlements, licensing services in the developing economic communities, as well as changes in social dynamics, customs, and religious communities. This can inspire the study of mitigation conception for vulnerable public services and anticipate such threats ranging from risks like accidents, state losses in the form of loss of property, to casualties. There is a lack of data and accordingly, renewal of data and plans for establishing integrated risk management policies and programs across sectors in emergency health and natural disaster services are needed to construct mitigation conception in risk management of public service.

c. A participatory process on risk mitigation governance for the best performance of public service capacity

The results of the study of the organizational performance and public service found the role of groups of public service users who should be the center of attention of the orientation for service organizers and public management of organizations. It was found that there was a lack of accountability in disease management which is counterproductive to the fulfillment of citizens' entitlements from the operation of the procedural legal processes that they carried out. Such practices include family favoring, patronage, group interests, and forms of partiality due to certain interests and the like. In this regard, the government's political will to encourage citizen participation in decision-making proved to be positively influential in the implementation of program plans. It also ensures accountability for the performance of public service units (Ibty, I., 2018a). This finding is in line with the findings of the study conducted by Yang and Callahan (2007) who suggest that bureaucracy has more power to determine community involvement. The results prove that most of the communities have carried out the activities. On the other hand, it is also proven that most government activities are still hidden from public scrutiny. The government should also involve citizens as a form of openness in decision making to a certain degree through the use of city advisory boards, public meetings, and informal mechanisms, such as organizational communities.

Meanwhile, in Kulon Progo Regency, it can be stated that there is a willingness of the government to conduct a transparent and participatory process as stated by the Regent of Kulon Progo and the Regional Public Organization. Factors that influence the success of it include leadership, political culture, social capital, and

the design of policy formation. These elements are identified because the government acts as a service provider by offering values of efficiency, representation, individual rights, and equality of access to the community and stakeholders. Local governments are authorized to determine who participates, how they participate, and how the results are realized. In this case, the Kulon Progo district government has undermined the authority to encourage public involvement (Ibty, I. 2018b). On the other hand, the results of an empirical study show that the involvement of community members and participatory and deliberative approaches cannot be widely and effectively implemented (Ibty, I., 2017a). The evidence is apparent in the reaction of the government and politicians to face the tendency of public control over the turmoil of the refusal of land acquisition for the construction of New Yogyakarta International Airport. This policy is perceived as destabilizing since it includes such actions as de-politicization and law enforcement due to the failure in the achievement of the consensus. Public problems are framed in the government version of quantitative formulas and data information to screen and limit proposals or complaints that may derive from the affected community members and other parties (Ibty, I., 2018b). This can affect the initiation of the forum initiated by communities and may inhibit participation. The people fail to make changes in the dominant social relation system.

Focused discussions (Ibty, I. 2018b) pay attention to the need to refer to the concept of citizen involvement since they are involved in controlling the process in the forum, not merely represent the forum. This is in line with Dwiyanto, A (2012) who studied the importance of the key inclusion principle, which is "standing for" and "acting for" (act for) users and public service stakeholders. Conversely, if what emerges is who is dominant and who is marginalized in decision making, the results will have implications for participation in further activities. Because participatory decision-making results from a citizens' representation, what emerges is the dominance of groups that are more competent and have greater social capital. Thus, representatives who are expected to be inclusive have the potential to produce exclusive decisions even though they are processed from democratic and participatory mechanism procedures. The inclusive element directs the involvement of all civic community groups.

Normatively, civic community groups are networks between community actors that are mobilized to fight for common interests as citizens. They must hold anti-violence and anti-repressive values, as well as hold a plurality value system, fight for a variety of common interests and have a strategy to embrace all components of the population without discrimination. Civil society groups are in the form of associations, foundations, NGOs, solidarity networks, associations, care groups, and community associations (Ibty, I., 2017b). In this connection, it is important that there is a risk mitigation conception since the involvement of the actors involved. From the explanation above, the show of representation can make the results of the participation false, so that the bias of the interests of the dominant group (Ibty, I., 2018b). The basis of the right of the owner of good fortune is the basis and the orientation of public organization performance becomes meaningful in meaningful mitigation studies in the process of governance public service as stated by Vigoda-Gadot, A and Cohen A., (2004); Bessette, J.M. (2011).

Successful management of community-based management of risk disaster (PRBBK) is a participatory approach in managing risk natural disaster. The

participation of citizens and the parties in risk mitigation requires an effort to raise community awareness. This participation will help cope with vulnerability and risk, prioritizing handling risk, reducing and monitoring and evaluating its own performance in the efforts of mitigation disaster and risk public service. Optimizing the mobilization of resources and internal part of the daily life of the community (Paripurno, 2006a), as well as understanding the empowerment of grassroots communities to handle disaster or risk sustainably is very basically required. The effort to empower the community is intended to improve disaster risk management by involving the parties or community groups in planning and utilizing local resources (Ibty, I., 2017a). In this way, risk mitigation governance can also adopt it. Related to the public service vulnerability, there is a need to be strong in enduring vulnerability and risk in the implementation of public service with risk management, which includes the existence of the mitigation conception risk. More than that, as Jefferson is worried the community will have the ability to anticipate public service paradox. The impetus to make deliberative methods that must involve community members and stakeholders appear as a way to reduce the possibility of risk in the management of public services and avoid increasing public distrust due to the power of stronger capital interests. This is in accordance with the Ibty, I report (2018b), there is a correlation between the increase in the number of community participation in the plan to form public service policy governance and the increasing application of participatory processes.

The participatory process can increase the participation of the communities to plan the establishment of policy and public service, and improve the legitimacy of the local government, and educate communities about policy plans, public service programs and budgeting with a better governance work system. Besides that, participatory processes can improve public deliberation which is marked by the increasingly clear choice of public services, increased empathy, and understanding of people with differing views on the government, policies that are more targeted, increased awareness of existing gaps, and increased capacity to solve problems. Even in the viewpoint of public administration science, this is in accordance with the views of the New Public Service (Denhardt, Janet, V., and Denhardt, Robert BV (2003), which explains the importance of service users, management of the assumption that public services will be more efficient and effective if they develop the service by establishing a relationship by improving relations between stakeholders and making citizens as users, approaches that pay attention to the substantive democratic process are considered starting from the involvement of all interested parties since the policy formation plan, including plans and the their management of risk.

5. CONCLUSION

Risk mitigation is needed to prevent the development of vulnerabilities and the emergence of risk public services. Risk mitigation governance requires the active involvement of community members and interested parties to jointly regulate their needs and social capital, economic and environmental resources while respecting their respective existence, so as to create cohesion, integration, and for justice and community welfare. Risk mitigation governance can be carried out more effectively by the government, communities, and stakeholders such as the private sector, civil society organizations, universities, and the media. the main public service actors have

not been responsive to the perspective and approach to the establishment of public service policies and programs related to risk mitigation; participatory approach in the policy formation plan has been carried out but the achievement of the best service performance in risk mitigation services has not been effective; collaboration and compromise can determine the preparedness of the parties concerned with the risk trends that can arise. This participatory approach is needed now and in the future, especially in the process of establishing a policy plan and public service program.

6. ACKNOWLEDGEMENTS

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BIOGRAPHY

Idham Ibty
Lecturer
Dept of Public Administration, Faculty of Social & Political Science, Universitas Proklamasi 45 Yogyakarta, Indonesia
Jl. Proklamasi Nomor 1 Babarsari, CT. Depok, Sleman, D.I.Yogyakarta, Indonesia;
Phone: + 62 274 485517
Mobile: +62 85643728817
E-mail: mail.idham.ibty@gmail.com
Twitter: @idhamibty

Idham Ibty is a student of doctor degree on management and public policy, Department of Social and Political Sciences, Gadjah Mada University. Since he got his master graduation until late 2009 he involved on the Partnership for governance reform in Indonesia as a regional program manager of Partnership/UNDP Indonesia. He is a lecturer of public administration at Dept of Public Administration, Faculty of Social & Political Science, Universitas Proklamasi 45 Yogyakarta, Indonesia, and a fellow of Ashoka Innovator for public. His current research focuses on planning the formation of policies and public service programs, and governing the public services risk mitigation and collaborative governance.

Registration: #81

Name: Anggoro Yudo Mahendro

Title: Study of Environmental Sociology in Urban Indonesia

Presenter: Not Presenting

STUDY OF ENVIRONMENTAL SOCIOLOGY IN URBAN INDONESIA

The poster above is a summary of the two results of the study conducted in 2018. The two studies examine efforts to increase public participation in government programs, especially in the environmental field. Thus, this study focuses on the relationship between the regional government and the community in an effort to create a sustainable environmental program. The government of the Republic of Indonesia through law No. 18 of 2008 concerning waste management and law No. 16 of 2016 concerning ratification of the Paris agreement on climate change has been committed to advancing the environmental sector. The legislation was then passed down to the provincial and district-city levels. Especially for the ministry of environment, it does have many programs that touch up to the level of the community and even individuals, garbage banks, such as climate villages, Kalpataru (environmental activists), Adipura (clean cities), and also environmentally friendly schools (Adiwiyata).

Unfortunately, these programs are still 'top down', so that local governments tend to participate in a mere ceremonial framework, not yet in an effort to build sustainable programs. The first study is an illustration of a community in Tangerang City that has succeeded in building a sustainable program. Some of the steps taken are to explore the potential of 'informal institutions', especially those that are already running social activities. Thus, existing programs such as waste management and waste banks which are 'formal institutions' adapt to the conditions and needs of the community. The combination is getting stronger with the support of the local government.

In the second study, it was a continuation of the first study, which focused more on social dynamics that occurred at the community level. This study was conducted on 33 villages that drive the village of Climate in Jakarta. In this study the government (as well as the private sector and NGOs) is an external network that needs to be aware that efforts to build sustainable programs need to encourage the community as the main actor. Thus, each program must also emphasize four things; community capacity building (on the technical side), focusing on the usefulness needed by the community, increasing the social position of the program activists in an effort to increase

bargaining position towards other social organizations, and paying attention to social contexts such as; economic, cultural, religious and security conditions. With the implementation of these four things, the program implemented will be sustainable.

Anggoro Yudo Mahendro
Member of International Association for Public Participation - Indonesia

STRATEGY FOR STRENGTHENING PUBLIC PARTICIPATION IN THE GOVERNMENT PROGRAM: *STUDY OF ENVIRONMENTAL SOCIOLOGY IN URBAN INDONESIA*

Problems

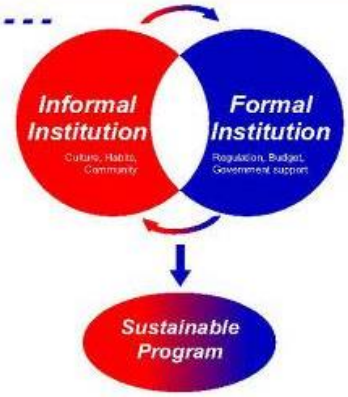
1. The high number of environmental damage in Indonesia (Deforestation, Forest fires, Coral Reef Damage, Abrasion, etc.)
2. Increasing the amount of plastic waste in cities
3. Government programs are still top down pattern

Potencies

1. The collective culture of the Indonesian people
2. The government pays great attention to environmental programs
3. Private sector and NGO involvement in environmental programs continues to increase



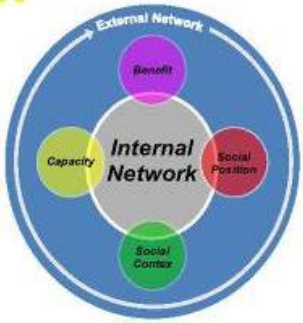
In an effort to reduce waste and overcome the effects of climate change the Ministry of Environment and Forestry has many programs that touch the community such as: Waste Bank, Integrated Trash, Climate Village.



Source

RELATION FORMAL AND INFORMAL INSTITUTIONS IN WASTE MANAGEMENT: STUDY ON SOCIAL COLLECTION IN RW 07 PABUARAN TUMPENG TANGERANG CITY
(Indonesian Journal of Sociology and Education Policy, Vol 3, No 1, July 2018)

The Tangerang City Government encourages Public Participation in the field of Environment by providing community flexibility to conduct programs tailored to local customs. With this release, there are two programs that run in RW 07 Pabuaran Tumpeng Village since 2012 until now and continue to spread to other regions, namely, Waste Alms and Organic Waste Management Sites managed by residents.



Source

STRATEGY FOR STRENGTHENING COMMUNITY ENGAGEMENT IN THE CLIMATE VOCATIONAL SCHOOL: STUDY ON SOME AREAS IN DKI JAKARTA
(Indonesian Journal of Sociology and Education Policy, Vol 3, No 2, July 2018)

The Climate Village Program, is a National Program launched by KLHK. The DKI Jakarta Regional Government participates in the program by generating 33 regions in 2017. From the results of studies in all these regions, a community strengthening strategy is obtained so that the program can be sustainable. External networks in this case the government, the private sector, and NGOs need; pay attention to the social context of the settlement, strengthen community capacity, focus on the usefulness of the community on the program, and finally improve the social position of the program activists in the community.

Registration: #108

Name: Idham Ibty

Title: Concept of Governance of Public Service Risk Mitigation in Study on Public Health Emergency in the Plan of Development of Aerotropolic Area

Presenter: Not Presenting

CONCEPT OF GOVERNANCE OF PUBLIC SERVICE RISK MITIGATION IN STUDY ON PUBLIC HEALTH EMERGENCY IN THE PLAN OF DEVELOPMENT OF AEROTROPOLIC AREA

Idham Ibty[1]

[1]*Universitas Proklamasi 45 Yogyakarta, Indonesia*
[2]*Department of Public Administration*
mail.idham.ibty@gmail.com

Abstract. Public service risk mitigation is a great challenge in governance reform. The complexity of public service and environmental trends of public service providers have vulnerabilities and risks in the development of Aerotropolic area. The aim of this study is to establish a governance model that shapes the risk mitigation of emergency public health services in the Aerotropolic city. The study used a qualitative approach with secondary document review and action research. The study proposes the conceptual of public service risk mitigation governance by 3 factors that shape the model. There are (a) The extreme risk of health services is negatively related to the mindset and deliberative approach of policy planning and the program either structural or non-structural risk management; (b). The implementation of collaborating and compromising services between the parties is positively related to performance (c) The vulnerability and risk trend of the organization moderates the relationship between the risk of the operator and the integration of the non-government service provider (d) The vulnerability and risk organizational ecosystem is moderated by the compromise or collaboration of stakeholders in the public services. The integrative model theoretically contributes to the mechanism of handling the impact of multiplier effect on public service's performance. This model is practically useful for managing risk and integration in policy formulation for the public health emergency in the plan of area development.

Keywords: *governance, risk, mitigation, public service, health emergency*

Governance Concept of Public Service Risk Mitigation In Study on Public Services Emergency in the Plan of Development of Aerotropolic Area

by: Idham Ibty
idham.ibty@up45.ac.id; mail.idham.ibty@gmail.com
IAP-Fisipol UP45 Yogyakarta

RESEARCH BACKGROUND

- The uncontrollable and unexpected impact on public services. Some of the problems have resulted in a huge damage for hum an life in the social, economic, environmental, and capital aspects. Collaboration is needed to protect, prevent, detect, and anticipate public health emergency. Citizenship orientation is a public issue
- Empirically, the area has developed dynamically. In the past, the location was only a marginalized land dwelled by poor people (Adisucipto Airport). It's close to area of NYIA in the current condition
- Ecologically, this area of development has a potential social-cultural-ecological interest. There are many vulnerabilty and environment strategic issues
- Empirical Gap: Equitability in risk management for the public services

RESEARCH METHOD

- The study is an action research that employs qualitative approach
- This activity used a secondary document and literature review, FGD
- The study has chosen the case of emergency public health services in the Aerotropolic

RESEARCH QUESTION

- How is the concept of governance of public service risk mitigation needed by multi stake holders, in the study of public health emergency services in an aerotropolic area development plan?

RESEARCH PURPOSE

- The aim of this study is to establish a governance model that shapes the risk mitigation of public health emergency services in the Aerotropolic area

DISCUSSION

- The development plan of the aerotropolic area can increase population density and the high mobility of working people and exchange of goods and services. Collaboration across the food, education, security, including military health sectors is needed to protect, prevent, detect and deal with public health emergencies in the area.
- Risk mitigation is an effort to mitigate risk by reducing vulnerability, and coping capacity. Communities can be involved in vulnerability assessments and identify parts that are at risk for any type of disaster such as humans, households, housing, valuables, crops, livelihoods, public facilities and the environment that may be damaged by disasters, as well as increasing institutional capacity.
- Compromise or collaboration of stakeholders in health emergency services that occur in the community is needed for the successful performance of public services and regional development with the participation of community members. The integrative model theoretically contributes to the mechanisms for handling extreme threats and risks that occur.
- Risk mitigation as the motive reform, character building, strong mental and honest deed, preparedness vulnerability and risk, development of skill for reducing risk and scaling scoping self and team capacities in community and public organization.
- Reguler activity for identifying and assessing a risk level of disater is part of risk management. Discreation which influenced by private interest is stonger in influencing the plan of policy formulation and service public program in the area.
- To reform a governance system that address in changing structure, attitude, and government culture need equatibility as an orientation in public service, cohesiveness change the governance procedural prosess, distribution and citizen rights to achieve effectiveness and outcome of public service.
- Vulnerability and tendency of risk organization occurrence made by delegation outside autority from area holders.

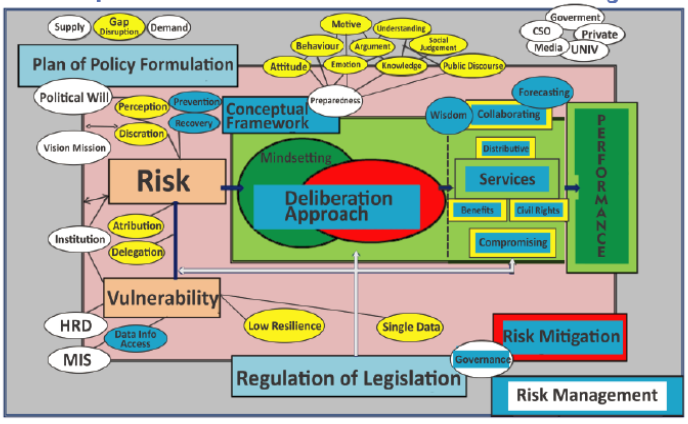
THEOREMS REVIEW

- Mitigation is the substantial human capacity. Mitigation minimize the pressure in the form of discourse. Mitigation involves argumentation, social judgment , maintenance, transformation of social institutions concerning their own self concept. (Martinovski, B., Mao, W., Bratch,J., Marsella, S. (2005); Organizational quality includes rational and natural system for the enhancement of capacity. (Scott, W. R. (2003); Suddaby, R. (2014); Information disclosure for policy adaptation and public participaton (Yang, Z.J., et.al (2014)
- Citizenship; Discourse analysis; Deliberative approach; good public services (Bessette, J.M.; (2011); Harper, T.L., and Stein, S.M., (1996);Dwiyanto, A. (2012), Frank Fischer and John Foster (1993) in Hajeer, 2003; Stiglitz, E. 2002; Chapra 2001); Yang, K. and K. Callahan, 2007.
- The concept of justice: legal procedural mechanism; distribution, and harmony of equitable eligibility. (John Rawl; Kelso,l & Adler); Social equitable in public services and citizen trust (Vigoda-Gadot, A and Cohen A., 2004); Nabatachi, (2010). Risk management aims to manage risks which are persistent (Iersel, 2017)
- Risk Mitigation in Management of Risk for public services ?

CONCLUSION & SUGGESTION

- The concept of governing public service risk mitigation is formed by 3 factors + compromize and or collaboration as moderating-factor that make it a model. There are (a) The extreme risk of health services is negatively related to the mindset and deliberative approach of policy planning and the program either structural or non-structural risk management; (b). The implementation of collaborating and compromising services between the parties is positively related to performance (c) The vulnerability and risk trend of the organization moderates the relationship between the risk of the operator and the integration of the non-government service provider (d) The vulnerability and risk organizational ecosystem is moderated by the compromise or collaboration of stakeholders in the public services.
- The integrative model theoretically contributes to the mechanism of handling the impact of multiplier effect on public service's performance.
- This model is practically useful for managing risk and integration in policy formulation for the public health emergency in the plan of area development.

Concept of Governance of Public Service Risk Mitigation



Notes:

Standard	Constraints	Environment	Capacity	Direct Influence
Ideal Types	Achievement	Policy Cycle		Moderate Influence
Needs	Services	Threats		Interrelation

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Registration: #109

Name: Achmad Mujoko

Title: Fostering Meaningful Youth Participation and Youth-adult Partnership in SRHR
Programme: Young People Beyond Asset for Programme Success

Presenter: Not Presenting

FOSTERING MEANINGFUL YOUTH PARTICIPATION AND YOUTH-ADULT PARTNERSHIP IN SRHR PROGRAMME: YOUNG PEOPLE BEYOND ASSET FOR PROGRAMME SUCCESS

Achmad Mujoko1[1], Fita Rizki Utami2[2], Nurlita Kaharani

Significance/background:
The provision of opportunities and encouragement for young people's participation for their well-being has been fostered, mostly in the area of Sexual and Reproductive Health and Rights (SRHR) (FHI; 2008). Development programs use different strategies to involve young people (10-24), previously, young people participation is usually interpreted to the Peer Educator, Youth Advisory Board, and Youth Focus Group. While in recent decades, organisations have attempted further efforts to involve young people in development programs, both advocacy work, research, and community awareness. Indonesia as country which represents developing country and high population growth and development is implementing Get Up Speak Out (GUSO) Programme which aimed to empower young people to exercise their SRHR is intended to better facilitate young people participation and involvement in the decision-making process, not only within the programme but also in the implementing organisations. Greater voice and participation of young people has three rationales; right of young people to be nurtured, protected, treated with respect, involved and consulted; service improvement for young people will only possible if their views and interests are represented; developmental benefits of youth participation for individuals and civil societies.

[1] Aliansi Remaja Independen, he is the National Coordinator of Aliansi Remaja Independen and having involvement in the program design to implementation. ARI is having 4 branches across Indonesia
[2] Aliansi Satu Visi, She is one of the Capacity Strengthening for ASV. ASV is consisting of 22 organization across 10 provinces in Indonesia.

Main question/hypothesis:
This study examines how the current implementation of youth participation (MYP) and Youth-adult partnerships (YAP) in the GUSO program and how should intervention strategies be developed or improved to strengthen MYP-YAP in the GUSO program. The development of proposed interventions has been made with the deliberation of the supporting and inhibiting factors that affect the implementation of identified programs from different perspectives and interests during the study. It's hoped the proposed intervention can provide a specific novel innovation for youth empowerment, especially in the SRHR program.

Methodology:
This research followed rapid evaluation methodology, i.e. an intensive, team-based, program-focused investigation that uses multiple methods of data collection; has an iterative process for collection and analysis; and relies on community participation to quickly develop a holistic understanding of a program from both an insider's and an outsider's perspective (I- TECH 2008:1). For this research, 'community' consists of young people and staff involved in participatory processes related to the Acess Service Knowledge Program intervention. Collecting data online survey aimed to examine the experience of young people who are involved in the GUSO programme at 10 implementing organisations was conducted in Jakarta, Semarang, Bali and Kupang from August to September 2017 (n=45). The survey consists of 22 main questions on demographics, the current position at the organisation, supports received from adults, interaction, and communication with adults, level of involvement in the programme, capacity building, and incentives. This survey was followed up by focus group discussions (n=10) to get a deeper understanding of their experiences. Moreover, interviews were conducted with adults (n=10) at implementing organisations to understand the experience of MYP-YAP from the perspective of the adults. The survey data were analysed descriptively while data were analysed thematically and classified into two nodes; the young people and adults.

Results/key findings:
To foster MYP-YAP, a target of at 30% of youth (10-24) representation at decision making bodies in the implementing organisations was set and it was achieved after one year of program implementation. Young people have adequate core elements of MYP (CHOICE; 2015) which are voice, freedom of choice, decision making power, and responsibility, some young people (36-52%) have enough of those elements. Mentors and/or supervisors are provided to guide young people to understand their roles and responsibilities, considered friendly and supportive towards them. Their highest participation was in the planning and implementation, young people tend to involved in the short-term activity including coordinating with gatekeeper at schools and primary health care centres. However, many still feel the adults often reluctant to take their ideas seriously and to trust young people and structured monitoring process isn't existing. In budget planning reported half of them were involved. Few can propose some initiated activity budget. However, several organisations set up flexible schedules and provide financial means and non-compensations.
Comprehension about the YAP still varied. Some adults understand YAP as the process of providing opportunities and sharing controls with young people, young people are valuable assets that need to be nurtured to participate optimally. There are also those who understand it as a resource to achieve programme results.

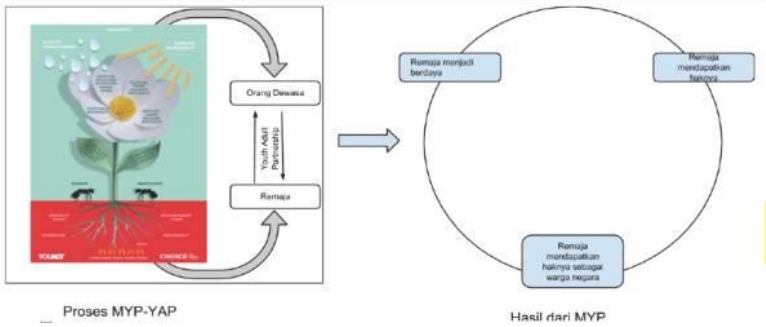
However, some also consider YAP as a communication process that looks for the middle ground between adult and young people and makes joint decisions. These different views affect the different roles and patterns of MYP-YAP in the organisation.

Knowledge contribution:
To foster the MYP-YAP mainstreaming at the implementing organisations and GUSO program, all core elements of MYP and enabling factors should be available.
Furthermore, organisations should apprehend the three rationales of youth participation. Therefore, organisations need to modify and adapt their governance system to facilitate the MYP-YAP implementation, which includes an adjustment to regulations and guidelines, allocation of funding for youth-led initiatives, and creates youth-friendly PMEL system. However, a structured capacity building and technical assistance system for young people should be established.

Keywords: *Young People, Meaningful, Participation*

Kemas Achmad Mujoko
Aliansi Remaja Independen

Fostering Meaningful Youth Participation and Youth-adult Partnership in SRHR Programme: Young People Beyond Asset for Programme Success

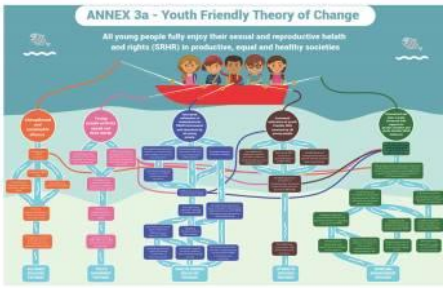


Proses MYP-YAP

Hasil dari MYP

Age discrimination against older people is recognised but age discrimination against children is not.
A nation is democratic to the extent that its citizens are involved, particularly at the community level. (Hart)
There is a universal tendency in families not to recognize the capacities of their children as decision makers even when, as workers, they are critical to the economy of the family. (Hart)

We are working with young people, rather than for young people-Peter Piot





30%

Youth (10-24) representation at decision making bodies

Consultant of OR is PPH Atmajaya

Key questions research are:
1. How the current status of MYP and YAP within GUSO programme?
2. How to fostering MYP and YAP for better outcome?

Operational Research-Qualitative Research,
In-depth interview, literature review, and secondary data of pre-existing survey
88 Informants from 5 study sites were participated. Youth are integrated in all layers of research.
Objectives:
1. Reviewing the existing situation regarding MYP-YAP in the GUSO program including the approaches and strategies that have been used to improve MYP-YAP;
2. Mapping the MYP-YAP learning process in the current program from various stakeholders to identify the enabling and obstructing factors that can be adopted or responded to in future interventions;
3. Provide a better GUSO program model that accommodates new innovations to empower youth through MYP-YAP



Findings

Youth participation to make a choice, take decission, and responsibility within program needs to be improved because of the stigmatizing the individual capacity (both youth and adults), and control arent in youth's hands.
*The result from secondary data analysis shows level of youth participation in the project only reached about half of its ideal mean value (*36-52%).

The multi-interpretation of YAP that existed in project including
1] YAP as a process to win-win communication between adults and youth;
2] YAP as a process of shared- control between adults and youth; and
3] YAP as a medium to achieve the program results. Since YAP is the contextual factor which determines how the MYP will be developed, this variation of conceptions influenced how the interation and communiation towards youth is being practiced within the organization.
Consequenly, this practice hinders youth participation to be maximally implemented in all dimensions such as adult support, type of interaction, form of youth participation, access to resources, and key elements of MYP.

Recommendations:

Modification of management of GUSO programme through; assistance on develop guidiance for organizations and mentoring mechanisme. Although space for ideologic (movement) discussions have been initiated in some organizations, regrettably this practice was still implemented irregularly and under-developed

PHOTOGRAPHIC DOCUMENTION IF2SE ACTIVITIES

Photo 01

29-04-2019
Morning
Session I - 00



Photo 02

29-04-2019
Morning
Session I - 01



Photo 03

29-04-2019
Morning
Session I - 02



Photo 04

29-04-2019
Morning
Session I - 03



Photo 05

29-04-2019
Day
Session II - 01



Photo 06

29-04-2019
Day Session II - 02



Photo 07

29-04-2019
Day
Session II - 03



Photo 08

30-04-2019
Morning
Session I - 01



Photo 09

30-04-2019
Morning
Session I - 02



Photo 10

30-04-2019
Morning
Session I - 03



Photo 11

30-04-2019
Day Session II - 01



Photo 12

30-04-2019
Day Session II - 02



Photo 13

30-04-2019
Day Session II - 03



Photo 14

01-05-2019
Morning Session I - 01



Photo 15

01-05-2019
Morning Session I - 02



Photo 16

01-05-2019
Morning Session I - 03



Photo 17

01-05-2019
Day Session II - 01



Photo 18

01-05-2019
Day Session II - 02



Photo 19

01-05-2019
Day Session II - 03



Photo 20

01-05-2019
Afternoon
Session III - 01



Photo 21

01-05-2019
Afternoon
Session III - 02



Photo 22

01-05-2019
Afternoon
Session III - 03



Photo 23

01-05-2019

Day 3



Photo 24

01-05-2019
Day 3



Photo 25

IFPSE



Thanks and Recognition

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Stefanos Fotiou
Director, Environment and Development Division, UNESCAP

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