

SOCIAL, POLITICS, HISTORY, AND EDUCATION

for Schools and Societies

Reviewers

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**SOCIAL, POLITICS, HISTORY, AND EDUCATION
FOR SCHOOLS AND SOCIETIES**

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INTRODUCTION

Historia vero testis temporum, lux veritatis, vita memoriae, magistra vitae, nuntia vetustatis (History is an era witness, light of truth, life memory, life teacher, and message from the past). Tracing the history is a duty of today's society in order to learn the life of the past. Historian has a duty to communicate a message from the past life to the present and future's society. The record of the past life written by historian is a life teacher for present and future society.

This International seminar is one of the efforts to learn many different histories in the past. The three sub-themes discussed in this seminar include *History in Multiperspectives, Education in Humanism Perspective, Social and Political Dynamics in Past and Future*. Human Life aspects, the interest in writing and reading a history are varied. Therefore, the society members who love history have wide access in writing and reading history in multi perspectives.

History as a life teacher can be obtained when a human interacts with the past. History lesson at school is a potential media to learn life history in the past. History is also part of social sciences which need to sustain an intensive dialog with social sciences and humanism. Several papers about the dynamics of society life in the past, present and future are communicated in this seminar. Hopefully, the papers presented in this seminar bring great benefits in the development of academic and society life.

Editors

FOREWORD OF THE RECTOR

Assalamu'alaikum wa Rahatullahi wa Barakatuh
May God Bless upon us.

Good morning, welcome to Yogyakarta State University in "Internasional Seminar" themed SOCIAL, POLITICS, AND EDUCATION FOR SCHOOLS AND SOCIETIES organized by History Education Program, Faculty of Social Sciences, Universitas Negeri Yogyakarta, on December 1 – 2, 2014. It's pleasant that our study departement has started to hold internasional seminar. It's suitable

This seminar is a dedication of our awariness towards social and education study development in community. The result of this seminar will be broadly published in order to be used for everyone to reform education and sciences development. Therefore we are as education institution can be perceived by community.

Social, Politics, History, and Education are essential components and needed by nation. Those three studies are responsible to reform "character" for livelihood. History study is supported by other social disciplines and basic studies from history study. History is a study concerned with *verstehen* that is symptom emerged in community that can be seen inwardly. This is distinguished with the other studies so it can be said that history education is as a study adjusted to building character. Therefore it is important to provide qualified pedagogue.

In this occasion I would like to thank to Prof. Ryemanaod Illeto (Philippine), Isrizal Mohamed Isa (Singapore), Prof. Adrian Vickers (Sydney, Australia), Charlie Sullivan (University of Michigan, Amerika), Dr. Richard Chauvel (Victoria University, Australia) Max Lane (Australia), Prof. Hamid Hasan (Indonesia), Dr. Margana (UGM, Indonesia) dan Bonie Triana (Indonesia) dan guest moderator, Dr. Ian Wilson (Australia) dan Mark Phillip Stadler, PhD (University of Copenhagen) who are willing to participate in this seminar.

Wassalamu'alaikum wr.wb.

Yogyakarta, December 2014
Rector of Yogyakarta State University

Prof. Dr. Rochmat Wahab, M.Pd., MA

FOREWORD OF THE DEAN

Assalamu'alaikum wr.wb.
May God Bless us.

The honorable Rector of Yogyakarta State University, Prof. Dr. Rochmat Wahab,
M.Pd., M.A.

The honorable Prof. Ryemanaod Illeto (Philippine),

The honorable Isrizal Mohamed Isa (Singapore),

The honorable Prof. Adrian Vickers (Sydney, Australia),

The honorable Charlie Sulivan (University of Michigan, Amerika),

The honorable Dr. Richard Chauvel (Victoria University, Australia)

The honorable Max Lane (Australia),

The honorable Prof. Hamid Hasan (UPI, Indonesia),

The honorable Dr. Margana (UGM, Indonesia),

The honorable Bonie Triana (Indonesia),

The honorable Dr. Ian Wilson (Australia),

The honorable Mark Phillip Stadler, Ph.D (University of Copenhagen),

All participants, ladies and gentlemen.

First of all, I would like to thank God the Almighty who has given His guidance and blessing. I hope the International seminar conducted by History Education Study Program, Faculty of Social Sciences Yogyakarta State University runs successfully and may give great benefits for all of us.

The international seminar entitled "Social, Politics, History and Education for Schools and Societies" is aset of scientific meetings conducted by History Education Study Program. The consistency in developing Science has been performed by History Education Study Program through several scientific meetings since this cannot be separated from the duty of academic. Also, the scientific meetings and sharing are the responsibility of History Education Study Program in a higher education institution.

The topic of this seminar covers broad fields but it still within the scope Indonesian history. This implies that the study of History has a correlation with other fields of study. This seminar enables to strengthen the position of History in the nation life. Moreover, the seminar may build the nation's character, identity, national awareness and unity.

The seminar is expected to compile theories and approaches about Indonesia which can be used as materials for intellectual sharing and discussion therefore this may bring benefits for everyone (lecturers, teachers, students,

and researchers). Moreover, the 2013 curriculum describes that the materials of history has become one of the main cores to develop nation's character. With regard to this, on behalf of the Faculty of Social Sciences Yogyakarta State University, I highly appreciate the committee and express my gratitude to the History Education Study Program who has conducted this seminar. History has noted this great event with golden ink. Finally, I would like to say thank you and have a nice seminar.

Wassalamu'alaikum wr.wb.

Dean of Social Sciences Faculty
Yogyakarta State University,

Prof. Dr. Ajat Sudrajat, M.Ag.

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02

THE SHIFT OF PUBLIC SERVICE IN VILLAGE GOVERNMENT FROM REGULATION PERSPECTIVE

Didik G. Suharto
Widodo Muktiyo
Kristina Setyowati

Abstract

Village government is a government-organizing entity interesting to study. On the one hand, Village Government is a part of governmental system bond with rigid and formalistic rule, norm, and standard. On the other hand, Village Government lies in village society environment dominated by commonality, informal circumstancetending to be apart from the rigid rules. In the term of public service, such the condition in intersection often results in dilemma. For example, in “modern” system, public service is required to have standard service to ensure the better quality. The problem is that standardization of public service in village government is sometimes poorly consistent with the villagers’ tradition or habit. It does not mean that central government has never attempted to improve the quality of public service in village government, the repeatedly changing regulation proves the sufficiently high dynamic of village government’s system ordering, including public service. This article described what the changes of regulation pertain to the provision of public service in village government. Specifically, the observed change focused on the shift from Law Number 32 of 2004 to the Law Number 6 of 2014. The publication of Law Number 6 of 2014 was considered as urgent amid the demand for bureaucracy reform and the public’s expectation for the quality service from the government.

Keyword: public service, Village Government, Law Number 32 of 2004

Introduction

The organization of public service still indicates the presence of discriminative service (Dwiyanto et.al., 2002). At village government level, the problem of public service is much more complicated and worrying. As a public service unit, village government deals with the limited management-administrative capacity (Dharmawan, 2006:14). In addition to encountering the public service problem in governmental institution generally, the village government also encounters the problem of limited capacity among the institutions and no standard ensuring service quality.

In the meantime, village government is the forefront unit (starting point) in service to the public, and is the strategic post for the success of all programs (Widjaja, 2008:84). Consciously, the village government has strategic position in providing public service; therefore the improvement of public service quality

should be considered.

From the regulation perspective, the regulation on village government has changed frequently. Since Indonesia's independence, there have been at least 9 changes (from Law Number 1 of 1945 to Law Number 6 of 2014). Nearly all products of regulation substantially or in its implementation cannot optimize the public service of village government due to village helplessness. The last regulation (Law Number 6 of 2014) is expected to raise the capacity of village government so that the public service can run more optimally.

Discussion

The change of regulation on public service, including that in village government, seems to be in line with the trend of paradigm shift in public administration science currently. In the context of public administration science paradigm development, Denhardt mapped it into three periods: The Old Public Administration, New Public Management, and New Public Service. The Old Public Administration paradigm put the members of society as the clients, the position of which is more powerless, so that they should be subjected to the provider (bureaucrat)'s service treatment. The weakness of The Old Public Administration led to the demand for reform.

Kettl(2000) stated that the global reform movement since 1980s had been encouraged by four major variables: political, social, economic, and institutional. Those four stresses encouraged the administration reform movement with six basic characteristics: productivity, marketing style incentive, service-orientation, decentralization, policy efficiency, and accountability.

The central values around reformation in 1980s were generally abbreviated into "three Es": economy, efficiency and effectiveness (Metcalf, 1994). This paradigm is identical with *New Public Management* (NPM). NPM is an attempt of including entity/enterprise value, entrepreneur or business into public sector (Frederickson, 2003; Denhardt, 2004; Thoha, 2008). The application of knowledge and experience to business management aims to improve the efficiency, effectiveness, and performance of public service in modern bureaucracy (Vigoda, 2003). The use of market mechanism terminology in the organization of public service can be found particularly in the establishment of the relationship between service provide bureaucracy and its customers as the form of "service transaction" just like what conducted in product and service market (Denhardt & Denhardt, 2007).

In subsequent development, "New Public Service (NPS)" arose. In New Public Service paradigm, according to Denhardt & Denhardt (2007), the public administration should: (1) *serve citizen, not customers*; (2) *seek the public interest*; (3) *value citizenship over entrepreneurship*; (4) *think strategically, act democratically*, (5) *recognize that accountability is not simple*, (6) *serve rather than steer*, (7) *value people, not just productivity*.

In this context, public bureaucracy is required to change paradigm from government to governance. The concept of governance is related to an open

and inclusive format of state opening intensive interaction with business performers and civic society component. In UNDP’s conception, the principles of participation, transparency, accountability, rule of law, responsiveness, consensus orientation, equity and inclusiveness become important foundation to the establishment of governance(Pratikno, 2005).

Table 1
Comparing Perspectives:
Old Public Administration, New Public Management, New Public Service

Perspectives	Old Public Administration	New Public Management	New Public Service
Primary theoretical and epistemological foundations	Political theory, social and political commentary augmented by halve social science	Economic theory, more sophisticated dialogue based on positivist social science	Democratic theory, varied approaches to knowledge including positive, interpretative, and critical
Prevailing rationality and associated models of human behavior	Synoptic rationality “administrative man”	Technical and economic rationality, “economic man”, or the self-interested decision maker	Strategic or formal rationality, multiple tests of rationality (political, economic, and organizational)
Conception of the public interest	Public interest is politically defined and expressed in law	Public interest represents the aggregation of individual interests	Public interest is the results of a dialogue about shared values
To whom are public servants responsive	Clients and constituents	Customers	Citizens
Role of government	Rowing (designing and implementing policies focusing on a single, politically defined objective)	Steering (acting as a catalyst to unleash market forces)	Serving (negotiating and brokering interests among citizens and community groups, creating shared values)
Mechanisms for achieving policy objectives	Administering programs through existing government agencies	Creating mechanisms and incentive structures to achieve policy objectives through private and nonprofit agencies	Building coalitions of public, nonprofit, and private agencies to meet mutually agreed upon needs
Approach to accountability	Hierarchical- Administrators are responsible to democratically elected political leaders	Market-driven- The accumulation of self-interests will result in outcomes desired by broad groups of citizens (or customers)	Multifaceted- Public servants must attend to law, community values, political norms, professional standards, and citizen interests
Administrative discretion	Limited discretion allowed administrative officials	Wide latitude to meet entrepreneurial goals	Discretion needed but constrained and accountable
Assumed organizational structure	Bureaucratic organizations marked by top- down authority within agencies and control or regulation of clients	Decentralized public organizations with primary control remaining within the agency	Collaborative structures with leadership shared internally and externally
Assumed motivational basis of public servants and administrators	Pay and benefits, civil-service protections	Entrepreneurial spirit, ideological desire to reduce size of government	Public service, desire to contribute to society

Source: Denhardt & Denhardt, 2007

Public administrative paradigm emphasizing on the application of governance principle requires the presence of users' satisfaction-oriented public service. For example, in Bangalore, India, some studies have been conducted to assess the condition of services offered by City Government. They used them as a strategy to prompt the City Government to improve the service quality given. They introduced *citizen report card* term as an evaluation tool (Akther, 2009).

In Indonesia, the regulation of public service has been reformed with the issuance of Law Number 25 of 2009 about Public Service. The Law Number 25 of 2009 about Public Service has been published to deconstruct the rigidity of public service quality that has been engaged so far in the isolation of service provided from the service user (Suharto, 2012). Governance approach in the Law number 25 of 2009 can be seen from the attention given to participation, accountability, transparency, and user perspective.

The public service law (Act) aims to build the public's trust in service organized by the service provider, in the expectation of meeting the demand of all citizens for improved public service consistent with the general principle of government and good corporation, that in turn will improve the public welfare. This law protects every citizen from the authority misuse in the organization of public service, because it is supported by clear rule of law (www.menpan.go.id).

There is an interesting provision related to the rule concerning standard service. The service provider is obliged to develop and to establish the standard service by taking into account the provider's capability, the public's need, and environmental condition (Article 20 clause (1)). Another interesting provision is the rule concerning the service announcement. In the clause 22 it is mentioned that the provider is obliged to develop and to establish the service announcement constituting the provider's statement about its capability in implementing the service consistent with the standard service.

The regulation on sectoral public service has not been able to improve the public service significantly, particularly at village government level. The organization of government at village level as if cannot be touched by the sectoral regulation. The village government is more influential and dependent on regional regulation, like the Law Number 32 of 2004 about Local Government.

Through a study on regional regulation, it can be identified that the shift of village-governmental system affects the public service of village government, either directly or indirectly.

Before the issuance of Law Number 6 of 2014 about Village, the implementation of village government refers to the Law Number 32 of 2004 about Local Government. The regulation on village based on the Law Number 32 of 2004 was governed further by PP (Governmental Regulation) Number 72 of 2005 about Village. Basically, PP Number 72 of 2005 has normatively had a sufficiently reformative spirit of public service. The basic principle as the foundation of village regulation is oriented to service users (the public). There are five basic principles in PP Number 72 of 2005: diversity, participation,

original economy, democratization, and community empowerment.

The Law Number 32/2004 shifts its focus on the improvement of public service as the part of an efficient village government at the expense of democratic principles in village government(USAID DRSP, 2006:35). There is a new provision in Law Number 32 of 2004 concerning the existence (status) of village secretary. To improve the service, it is confirmed in the Law Number 32 of 2004 that village secretary post is filled in by the Civil Servant (*Pegawai Negeri Sipil* = PNS). In the law Number 6 of 2014, village apparatus (including village secretary) is hired from the villagers who qualify. Meanwhile, in the term of authority, the village’s authority is expanded more in the Law Number 6 of 2014. There is an increase in authority, “the village-scale local authority”.

Table 2
The Difference of Village Authority by the Law Periods

Law No.22/1999	Law No.32/1999	Law No.6/2014
<ul style="list-style-type: none"> - Preexisting authority based on the right of village origin - Authority that has not been implemented by the local and government based on the enacted legislation - Assistance duty from government, provincial government and/or regency government. 	<ul style="list-style-type: none"> - Preexisting governmental affairs based on the right of village origin - Governmental affairs becoming the authority of regency/ municipal handed over to the village for its regulation. - Assistance duty from government, provincial government and/or regency government - Other governmental affairs handed over by legislation to the village. 	<ul style="list-style-type: none"> - Authority based on the origin right - Village-scale local authority - Authority delegated by government, provincial government and/or regency government - Other authority delegated by the government, provincial government and/or regency government consistent with the provision of legislation.

The result of Soeharto’s study (2012)on village’s autonomous development with decentralization approach found that the objective of village decentralization has not been achieved yet because decentralization in Indonesia does not give the village the obvious/strong position.

So far, the village governmental affairs are limited to and tend to be distributed unevenly. The executive at bottom level (village government) has no clear and firm guideline about the type of affairs/service held by the village government.The government in implementing public service refers to the habit or tradition handed down from generation to generation. In addition, the village governmental apparatuses in providing public service also refer to only duty and function defined in governmental regulation or local regulation (*Perda*), that seem to be very general (abstract).

In such the regulation (the Law Number 6/2014), there is a challenge and opportunity all at once of improving quality and optimizing the public service in village government. The spirit of improving public service, particularly the service in village government, is sufficiently apparent in the Law Number

6/2014 about Village. The attention to the public, among others, can be seen from the objectives of the enactment of Law Number 6/2014 to improve the public service for the villagers in order to accelerate the manifestation of public welfare.

The objective of the enactment of Law Number 6/2014 is in line with the principles of village governance including: recognition, subsidiary, diversity, commonality, mutual cooperation, kinship, discussion, democracy, independency, participation, equality, empowerment, and sustainability.

Similarly, it is also related to the right and obligation of village and villagers. The Law Number 6 of 2014 explicitly provides the pillars to protect village and villagers. The detail of rights and obligations is included into articles 67 and 68. In elsewhere, the Law Number 6 of 2014 gives the society the way of accessing the government/development process. For example, in village development planning, the implementation should involve the villagers, right to getting information, and to monitoring the implementation of village development.

In new regulation, the access to funding resource is expanded and confirmed, including: (a) original village income; (b) allocation of APBN (State Income and Expense Budget) is determined by 10% of and out of local transfer fund (on top) gradually; (c) the share of local tax income and local retribution of regency/city is at least 10% of local tax and retribution; (d) Village Fund Allocation is the part of balancing fund accepted by the regency/city is at least 10% of that received by regency/city in APBD (local Income and Expense Budget) after subtracted with Special Allocation Fund; etc. The limited funding source for the village governed in previous regulations makes the village government's duty and function weaker, particularly in public service.

On the contrary, the village expense matter has been defined by at least 70% of village expense budget amount used to fund the organization of village government, the implementation of village development, village societal building, and village community empowerment. It means that the public service interest gets more considerable attention that the previous regulation has not governed yet.

In the term of support from village government apparatus human resource, the new regulation spirit encourages the improvement of human resource quality. Article 65 (1) mentions that the village apparatus is hired from the villagers who qualify with education background at least Senior High School or equivalent.

The improvement of service in village government is also attempted through a regulation governing the rural area development. Article 123 clauses (1) and (2) state that the rural area development is a combination of inter-village development implemented in the attempt of accelerating and improving the service quality, development, and village community empowerment through participatory development approach. Another provision is that it is possible to establish a Village Social Institution (*Lembaga Kemasyarakatan Desa/LKD*) within the village. Such the institution is established on initiative of village

government and society. One function of LKD is to improve quality and to accelerate the service of village government to the villagers.

The new provisions of Law Number 6 of 2014 create an opportunity and a challenge all at once for the village government, particularly in the attempt of improving its public service.

Conclusion

The change of regulation governing the public service and the village government system running recently can be interpreted as the attempt of approaching the quality public service. The substance of Law Number 25 of 2009 about Public Service and Law Number 6 of 2014 about Village has the spirit of reforming the public administration, particularly in public service. The changes of regulation provide a challenge and opportunity all at once of improving the quality of public service in village government.

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