

Introduction

PERFORMANCE: PROCESS OF INTERACTION AMONG THREE COMMUNITY SUBCULTURES

Three Subcultures of Society

In part one of *The Spirit of Public Administration* (1997), H. George Frederickson explained the concept of Governance, Politics, and the Public. Item 3 Section One is titled Public Administration as Governance. A beautiful analysis at pages 78-83 in that book shows that the Public Administration as a governance more widespread and is considered more competent to answer a future (in which "patterns of interaction of multiple-organizational systems or networks" both "governmental, nongovernmental, nonprofit," and "mixed entities," constantly occurs), rather than the traditional Public Administration in the government space and solely the bureaucracy. In other words, the interaction between the three subcultures takes place continuously. Interaction is through a variety of routes connecting the three terminals, namely Economic Subculture (ES), Power Subculture (PS), and Social Subculture (SS). How this interaction takes place and how the relationship between subcultures are formed, depending on the selected route as an initial route. If it is selected the route of values formation, then this interaction can be described just as Table 1 and Table 2.

Table 1 Economic Subcultures (ES) with Power Subcultures (PS)

	KNOWLEDGE	MODEL
1.	a. Everyone wants to live properly b. Life needs value	VALUE \Rightarrow LIFE
2.	In order to obtain the value, one must work	WORK \Rightarrow VALUE
3.	a. Work is a process b. Each process requires input c. Input of work is the source	SOURCE \Rightarrow WORK
4.	Work is economic subculture (ES)	
5.	a. Knowledge 1 and 3: the value depends on the source b. The source consists of resource and source of "disaster." c. Quality, quantity, and distribution of sources at some point, somewhere, have given status d. There is a gap value. e. If ES walk alone, injustice occurs f. Therefore, in a society is growing another subculture namely the subculture of power (PS), which function to control the sources, to control and redistribute value to and in the community	<p>SOURCE \Rightarrow VALUE</p>

Table 2 Power Subculture (PS) and the Social Subculture (SS)

	KNOWLEDGE	MODEL
6.	In the Society institutionalized the basic needs of justice (5e), and simultaneously growing another sub-culture namely customer subculture or social subculture (SS)	ES \Rightarrow SS
7.	PS redistributes value to SS	PS..... redistribute..... \rightarrow SS
8.	<ul style="list-style-type: none"> a. The core PS is power, and power tends to corrupt b. Redistribution of value by PS to the SS as promised in the middle must be controlled (M & E) c. M & E will be done by the promised d. It is demanded accountability of PS at downstream to community (SS) as the customer 	
9.	Accountability PS at downstream determine attitude SS as constituent in controlling PS at upstream through the political process, for example by election	

Thus, the construction affects the paradigm of a Science. The more quality are the materials, the more definitive are the values, and the more solid is the construction of a BOK, the more normal is its paradigm. Analysis of a BOK is inversed of its construction. As an example can be taken the construction of Governance Theory since the beginning of its preparation, until the time of its stability (see Chapter 4 of Kybernologi, 2003, and Chapter I of Kybernologi and Kepamongprajaan, Needles with Yarn, 2011). Table 1 can be reconstructed, so can be formed the building as shown in Figure 7. Communities that work form (create) the value; the community is also the customer's value. In a society develops another subculture, namely customer subculture or social subculture (SS), see Table 2. Materials (components) which are shown in Table 1 and Table 2 are reconstructed into a BOK-called Theory of Governance (Figure 2). Compare also with Figure 1. The Initial route of the two figures is different. The laboratory is not the exhibition space, showbiz, or a regular storefront. Here are shown the original building materials as well as artificial, constructions which is compatible, coherent, and which is not, mind construction in various paradigms, the couple are spurious and causal.

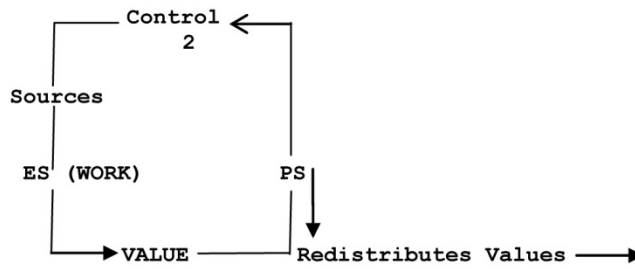
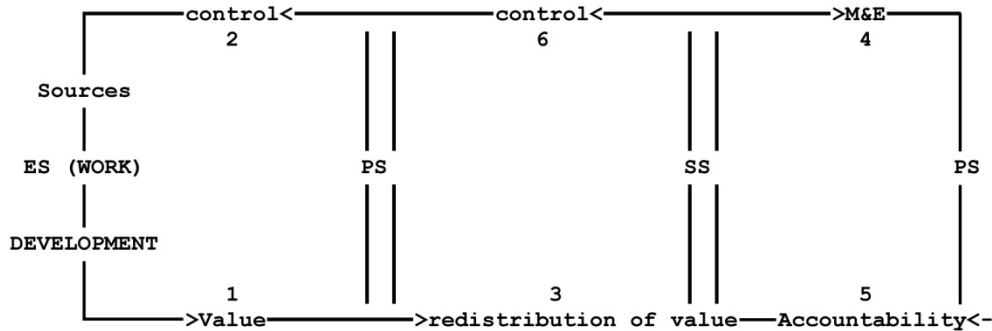


Figure 1 Reconstruction ES with PS



(The number is the same of number in Table 1 and 2)

Figure 2 Basic construction of Governance Theory

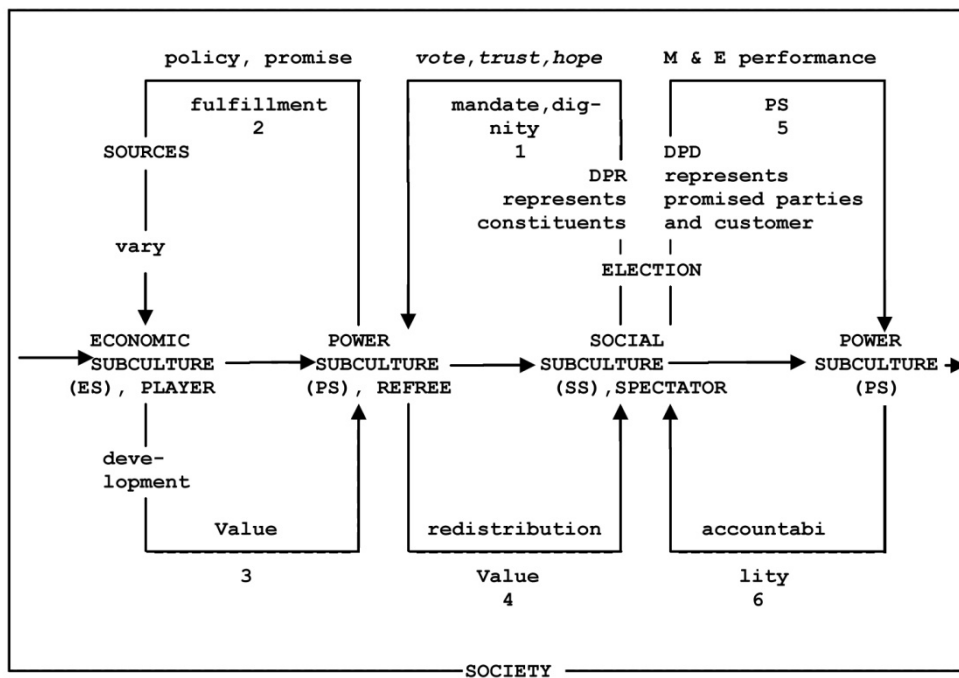
Governance

Government (governance) is defined as a process of interaction among the three subcultures of society to achieve the progress of a sustainable living. The process of Interaction consists of six routes that move constantly. Without either route, the government did not happen. The entire route shows the areas of government which is the target of government thinking. The ideas about those areas that's needed. In other writings, those fields also called quality or dimensions of governance. It should be noted that the sequence of the route depends on, and can be started from anywhere. Can be started from the formation of value by ES (Figure 3), and could also be from the formation of PS by SS. If Starting with PS formation by SS, then the order of the fields of government are:

- A. **PS formation by SS** with a certain way, eg. by elections/election of Chief of Region (Control of SS to PS at upstream, in general, according to the power cycle, five-yearly).
- B. **Agreements between PS with SS** in the form of policy control of source with fairest and the source of disaster with pretty real.
- C. **Formation of value by ES**, including development, and PS role in it.
- D. **Redistribution of value by the PS to SS** (fulfillment of promise, SS control

of PS in the middle, if do not keep their promises, PS is considered *wanprestatie*, this is the space of transaction, space of billing promise).

- E. **M & E of performance by SS PS** (control of the redistribution of value in the middle).
- F. **Accountability of PS to the SS** (SS control of PS in downstream, from here the results back to Route 1, the formation of PS by SS. Downstream control is very important as the daily convoy of PS. It is very important, because a little deviation will bring a lot of victims. The purpose of control in the middle and in downstream not to bring down the regime but to preserve it so as not to slip.



The number show Routes of Governance

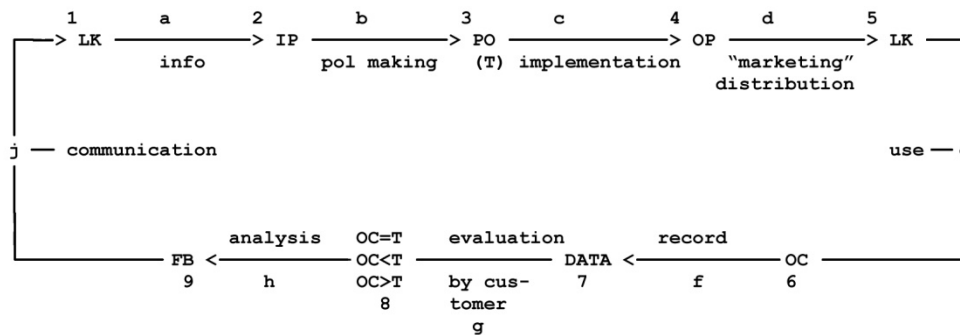
Figure 3 Government (Governance)

Government Performance

System of government covers six components, interact with each other constantly. The interaction among those three subcultures (governance) produces performance. If the performance of this interaction turns out good, then governance is called good governance. What is meant by good governance, how that performance of governance could be good, what the scales used to assess if the performance is bad or good, it is explained by Performance Theory which is reconstructed based on Theory of Vision.

Vocabulary of "performance" is not contained in the Great Dictionary of Indonesian. The word comes from the word "work" plus inserts "in" between the "k-" with "-e" to become "performance." This happened for example in the word "Kanti" to "Kinanti," "Ganjar" to "Ginajar," "reka" to

"rineka," "rakit" to "Rinakit," and so forth. This Lingua franca is formed as the equivalent English word performance, which actually means the display or appearance, behavior or acting. In this connection, the performance is seen more as a process rather than as an output. In the achievement which means success, in business sector, the process can be distinguished with the results. The results can be sold, bought, changed hands, tangible, take home, and are owned (commodities, property). But in the government sector, government performance is more as performance as above. Each point in the process of governance is the result of government. So the performance of the government (K) equal to (=) process (P) and yield (H), or with the formula $K = P + H$. If process = way, and the outcome = goals, therefore, the goal is inseparable from the way, and the formula which states the purpose justifies any means, in all fields is not justified. The quality of performance is identified through the above definition of performance. Although the output or outcome of service delivery (performance of the government) disappointing, if the process can be accounted for, which means the results can also be accounted for, performance governance can be qualified of good. If the performance of interaction between the three subcultures of governance has quality of good, the governance is called good governance.



The numbers 1 to 9 is terminal,
 while the letter a to h is the route of the governmental process, 1LK environment as a source
 of (constituent), IP input, PO policy, objectives,
 OP output, 5LK environment as customers, OC outcomes, results, feedback FB

Figure 4 Process of Governance Performance

The Figure 4 indicates that the performance of governance is not the data of "results" recording of quantitative output (macro) at some time made by the implementer (terminal), but customer experiences and feelings along the way (process, route, micro). Scales used to assess the performance not as before: "Task accomplished," "Tupoksi," or "the extent to which the plan can be realized," but "the extent to which customers trust the accountability of State for the performance of governance." The theory of Performance originated in the Theory of Vision, in this case the vision of the community (customers). From the vision the purpose is agreed and defined, so that it binds, and the mission (process) is taken to achieve it. Vision (2, Figure 5) is whatever is seen when the seer looked ahead as the existing fact is (1). If the seers are the elites, businessmen, sellers, and holders of power, which looks really merely

dugem. Their vision completely "most. ' " superior, "and sparkling. Vision community, customers, the homeless and garbage of society, much different. They were presented with a dazzling promise, it was only a mirage. Their Vision also is grim. Dark. Every society, society's most destitute and alienated ones, have the instinct (3) for sustainable living. Communities everywhere is like that. But the vision above hamper in sight! That instinct encourages human being thinking. With instinct and vision as premises, the objectives are visible (4) an ideal to be achieved, which is different from the vision that can and will happen when it is not taken an appropriate measures for preventing or fixing it. That vision is subjective, but the goal is objective. Vision can be biased, but the goal, not, because is reviewed by many parties. Desirable goal is unity in diversity. Steps that need to be taken, in order to realize the dream is consistently reduced vertical gap between sections of the community, and significantly increased horizontal inter-regional solidarity. This is the sacred mission (5, sacred mission), who immediately implemented. Mission extends between facts (1) and objective (4). Relations between five terminals: the facts, vision, instinct (Idea), Purpose, and Mission, are shown in Figure 5. One triangle (6) contains the problem, while the other triangle (7) contains the expectation. Objectives, processes with their input, should be standardized, while the environmental changes are anticipated.

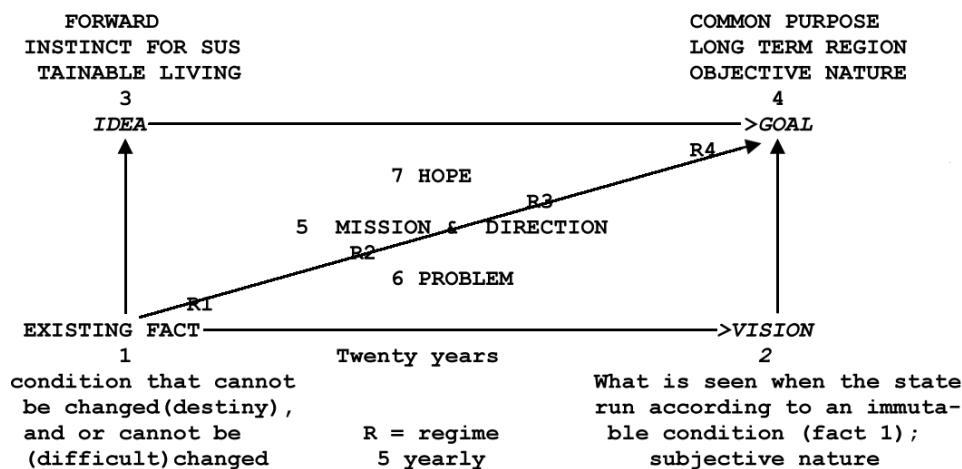


Figure 5 Vision Theory
Fact, Vision, Idea, Goal, Mission, Problem and Expectation

Factors That Affecting Performance

Graphics performance can go up and down (NT, fluctuating), up and down and forward-backward (NT-D), and up and down, back and forth, and surfaced and resurfaced (NT, MM and TT). Why? Interaction between the subcultures of society is influenced by various factors, called the factors of governance. Below are identified five factors. Those factors are tentative,

subject to change and may differ from one region to another or from time to time.

1. **Conformity**, i.e. the level of punctuality and direction of three subcultures on common long-term goal, so that the success of one does not destroy but otherwise support the success of others.
2. **The balance**, i.e. the level of bargaining power and breadth of decision chance plays a relatively equal role among the three subcultures at a time, considering the chain law which states that the strength of a chain is the same with the strength of the weakest chain link.
3. **Harmony**, i.e. the level of empathy (empathic ability, ethicality) and attitude harmony of the performance of three different subcultures, at some point. Here the function of conducting and coordinating which have determinant role.
4. **Dynamics**, i.e. the level of strength, speed and accuracy change (adaptability and compatibility) of relationship between the subculture from conditions of hetero stasis to homeostasis and reverse/and so forth.
5. **Sustainability** (conservation, sustainability) namely the level of smoothness of the long-term process of interaction between the three subcultures in accordance with the norms (standards) which (have) agreed together from the beginning by a different five-year regime, as seen in three subculture compared with one another, and the condition of interaction between the three subculture according to the route as indicated by the numbers 1 to 6 in Figure 8 and Figure 9. Sustainability above mentioned is not necessarily made by the same regime, precisely because the rapid environmental changes even suddenly demanding regime changes.

The factors of sustainability above mentioned will determine the future of nation. Therefore it needs to be addressed by the Law 25/04 and Law 17/07 on SPPN about RPJP and political consequences.

In contrast to the approach of power that can be accelerated or enforced, because in it there is value of authority, force, coercion, violence, and death sentence, humanitarian approach relies on nation building and character building. Human recovery from its current quality which now considered as powerless customers, victims, and the prey, toward its original nature as human being, packed as a development undertaken by all regimes or every regime during 20 years, with a comprehensive-rational strategy and pragmatic- incremental strategy through the choice of the best way in anticipating environmental changes (Chapter 4 Kybernologi Some Main Construction (2005). This was last discussed in Chapter IV Kybernologi with Kepamongprajaan, Needles with Yarn (2011).

Twenty YEARS is a strategy, not only a development strategy but more and more as a strategy of government. The period of 20 years is not "ever" (duration), but a strategy. **Long-term strategy is the consequences of humanitarian approach taken by Kybernologi.** Long-term strategy requires a noble Government Ethics and intact objectivity, because in reality, the crew

which plant with sweat and busting his gut, but it could be the other person (the regime) are lucky and pick the result. Variable long-term orientation is given the symbol of 20, with a variant of the long-term goals and objectives of the regime, cycle of power is given the symbol 5, with the result for elected regime, the symbol 4, and variable of the best way to anticipate environmental changes with the variation of resilient -independent value and ir-resilient-dependent (pragmatic) value, then the government strategy consists of four typologies with symbol as cells 1, 2, 3, and 4 Figure 6.

		LONG-TERM ORIENTATION	
		LONG-TERM GOAL	REGIME GOAL
THE WAY TO ANTICIPATE ENVIRONMENTAL CHANGE	<i>RESILIENT</i>	1	
	<i>INDEPENDENT</i>	20 : 5 = 4	5+5+5+5=20
	<i>IRRESILIENT</i>	4	
	<i>DEPENDENT</i>	20 = 4 X 5	4 X 5 = 20

20 = LONG TERM GOAL

5 = CYCLE OF POWER

4 = ELECTED REGIME

Figure 6 Typology Government Strategies

Type One

20: 5 = 4

Long-term goals (20) remains, the achievement of long-term goals in stages, each regime is responsible for achieving each stage, each regime remains on long-term track, external and internal changes are anticipated with the resilient culture, independent, comprehensive, so with great sacrifice together, but with a solid foundation, 20 achieved

Type Two

5 + 5 + 5 + 5 = 20

Regime defines added 20 as accretion of performance each different regime of five-year, not as a gradual long-term goals. Oriented to regime (5), is not sustainable, each regime has its own vision, each works starting from zero, the regime is not in the long-term rail. Achievements of governance like these is low

Type Three

4 X 5 = 20

The same regime 5, a regime which succeeded in maintaining his power, so the following regime (only) to repeat his predecessor. Very dependent regime however, each regime starting from the beginning, very pragmatic, have the same vision, pro-establishment, anti-reform in essence, transactional

leadership, so that the regime is only moving in place (involution), 20 is not reached. Repetition of the same regime, one time run over by own cannibalism.

Type Four

$20 = 4 \times 5$

For regime 5, 20 mean as the orientation as well. Regime (5) remain in long-term orientation (20) according to the stages, but in finishing stages, 5 is adapting itself to the external and internal changing, pragmatic, incremental, (is forced although do not confess) dependent, so that finally 20 is not achieved in full and comprehensive way, very perforated, even the final result can deviate from the original long-term goal.

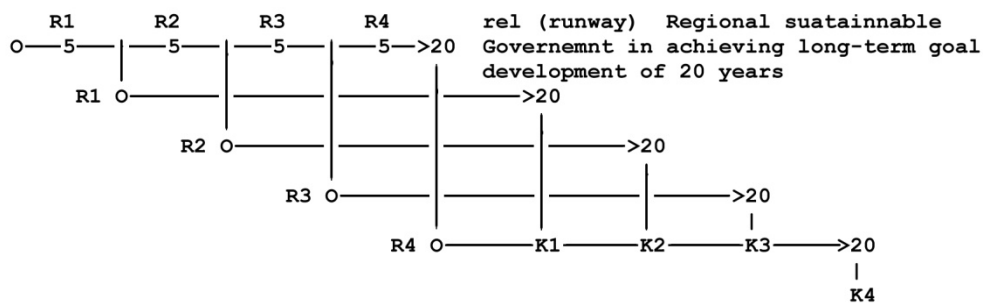
Political Consequences of the two laws above are as following:

1. Long-term oriented development carried out by 20 years 20: $5 = 4$ a 5-year regime
2. Ability and interest of each regime are different one than the other, and constantly changing environment
3. Long-term plan is implemented to achieve long-term goals full and round, by four regimes in relay.
4. In RPJP it is agreed and set together, long-term goal which is wanted to be achieved at the end of the twentieth year, and the portion of each regime in the process of achieving that goal so that the goal is reached intact and roundly.
5. To meet the challenge of internal and external changes along the way to reach long term goals, each regime did strategic planning in the form of local Mid Term Development Planning (Rencana Pembangunan Jangka Menengah/RPJM).
6. Dual-powered strategic plan, increasingly make clear the portion of each regime and increasingly able to anticipate internal and external changes.
7. R1 makes Long Term Development Planning (Rencana Pembangunan Jangka Panjang/RPJP) for the first time. That means the R1 makes RPJP for the next three regimes.
8. If the R2 has different interest, R2 can make his own RPJP, or is out of the existing rail. As a result, long-term goal made by R1 will fall apart.
9. To prevent that, when R1 makes RPJP, all local socio-political power must agree, so that regime of whoever is chosen later, but is running on the same rail.
10. To facilitate that process, preferably R1 socialize its vision and mission as early as possible so that the vision-mission of regime change into the vision-mission of the region, because who is autonomous not the regime but the region.
11. Thus the vision and mission serve as the power of community to control and oversee every elected regime that runs on rails.
12. Each RPJP is intact, round, and sustainable, meaning that development embraces five segments, planning, organizing, actuating,

control (M & E) and feedback. Consequently, any regime is thinking of and responsible for the realization of the five segments.

13. Each regime is a five-year gamblers and fighters. Stakeholders are customers (citizens), an interested party, which has paid with vote at election or local election.
14. Therefore customers (dealers fight) every time bill promises which has been paid by valuable *Vox Populi*.
15. Therefore, controlling segment and feedback played by customer parties in addition to its participation in the process of policy and planning making.
16. Each regime tried for the next regime remains a long-term oriented of 20 years RPJP can serve as a pattern of political career. In the presence of long term rail, the certain socio-political strength can design its career and preparing itself to appear on stage at the right moment.

The next step is to make the Grand Design of Regional Development (GDPD) 2005-2025 based on Development Strategy on Type One (SPTS) above mentioned.



R 5 yearly regime; 0 orientation 20 to the front
 K1234 = performance of R1R2R3R4 for 20 years (expected output, integer)
 0-20 long-term rail (base) with 5 year strategy

Figure 7 Political Implications (Power Management)

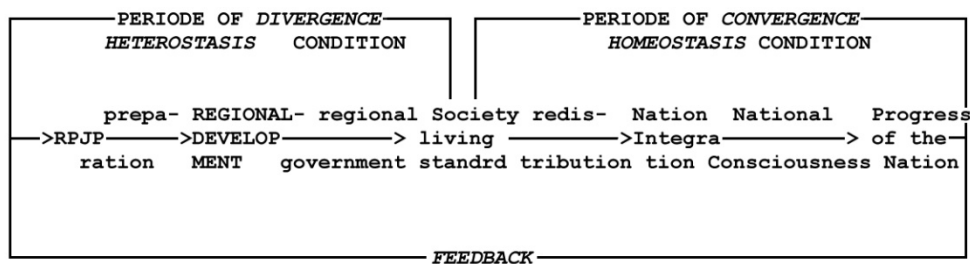


Figure 8 Main Elements of the Grand Design of Regional Development

Progress is subject to the laws of nature that is the dynamics of change from state hetero stasis to homeostasis state, back to hetero stasis, thus constantly. “*Panta rei*” (SM Katz, "Exploring A Systems Approach to Development Administration," in Fred W. Riggs (ed.) *Frontiers of Administration Development* 1970, p. 116-7). The period of Divergence begins in the preparation under the State's role. Divergent process only, as described above, results in a negative outcome for the largest part of society. Regions that accidentally have large resources, become wealthier, while others are getting poorer. Meanwhile, regions that only have a source of disasters increasingly drowned! The solution to this problem was donated by the Community Development Theory that reveal threefold community development goals, the first, "to improve the economic, social and cultural conditions of communities," second, "to integrate these communities into the life of the nation," and the third, "to enable them to contribute fully to national progress" (J. Bhattacharyya, *Administrative Organization for Development*, 1972). That means, the divergent period must be followed by a period of convergent. The wealth of society or of developed region should be redistributed to the people who are not fortunate, through the role of the State. If it is done consistently and fairly in this period is formed the condition of homeostasis. The condition of homeostasis harmonious peaceful, but cannot make the nation self-satisfied and complacent. The competition and the race are important to drive the change. Without change there is no progress. Although then occurs conflict or crisis because of rivalry and competition among power, the nation has been studying how to overcome them.

Grand Design elements are as following

1. Slogan of Unity in Diversity (PP 66/1951) was used as the archetype of the Grand Design of Regional Government, and the reconstruction of patterns based on the theory of Vision (Figure 6). Conditions and environmental influences are considered *ceteris paribus*. Each period below mentioned is ongoing; one moves another in a cyclic, circular, and functional movement.
2. Divergence period 2005-2015 (preparation, expansion, progress, conditions hetero stasis; diversity input, democracy output which grow almost uncontrolled, but produce fruit of economic disparities between regions, because natural resources and behavior vary widely). In this period, government is established according to the

type 2 and 4, plus attempt of balloon experiment by certain circles who coined by Ruhut Sitompul. Democratization via general and local election, the road continues, politics seem stable, but the government is weak, not pro constituent parties, promised and customers, but is controlled by political interests who work according culture of salesmanship. The fruit is hetero stasis condition.

3. Period of social dynamics in order to promote sustainability of progress, from homeostatic conditions to hetero stasis conditions, internal and external, thus constantly. Social dynamics is driven by the power of reformers, namely "Pamongpraja" who is prepared through the high education system of "kepamongprajaan". This period went 2010 and ending 2020. Group of thinkers who work according to Article 28 of the Constitution is expected powering the social movements throughout this period. This period is the critical period. Political reform is a condition sine qua non of success bridging divergent period to convergent period. Bureaucratic reform is ineffective if is not preceded by political reform.
4. Convergence period (redistribution, adaptation, homeostasis, national integration; gap input, expected output is unity in diversity; for that is required a stable and strong national government, not a forced political stability , in order to balance democracy with economic unity towards the realization of social justice or unity in diversity). Different from the political mainstream which take bureaucratic reform strategy, Kybernologi just take the opposite strategy, namely political reforms. If the system and political culture change and sided with constituents, promised, and customers, bureaucracy itself will follow and pro the same client. With the transformation of system and political culture, the government will be stable, strong, reliable, and resilient. Redistribution value that becomes the primary responsibility of government can run smoothly, and in turn the society entrusted with the regional autonomy will be developed into autonomous regions (2015-2025) with five indicators: public law, public economic units, cultural environment, Lebensraum, and national subsystem.
5. Internal feedback functions to prepare a new society that will be entrusted with regional autonomy, and external, along with other nations Indonesia is participating and actively creating and maintaining world order. This period is not may be late, must be "connected" with the next period (feed forward) Thus continuously.

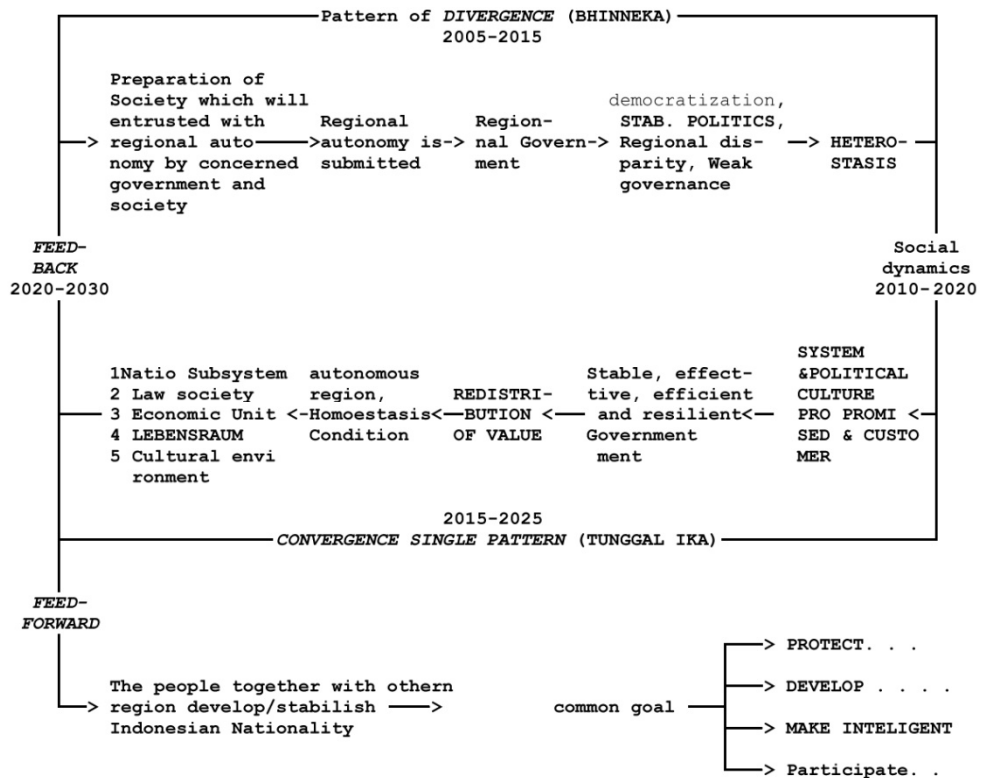


Figure 9 Grand Design of Local Governance

Performance Impact

It is sure that the value of each indicator is various. Accumulation of the highest value indicates Good Local Governance, while accumulation of the lowest value indicates Bad Local Governance. Based on Governance Theory, autonomous region is region that has good governance performance. The model can be seen at Figure 11. Figure 11 indicates that governance performance determines confidence level of SS to PS. If performance is felt well, SS expresses confidence motion, while if it is bad, un-confidence motion with all consequences.

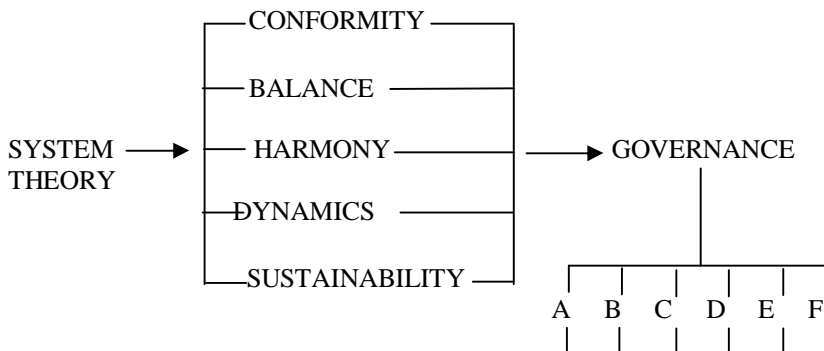


Figure 10 the Building of Governance Performance Theory without Axiology

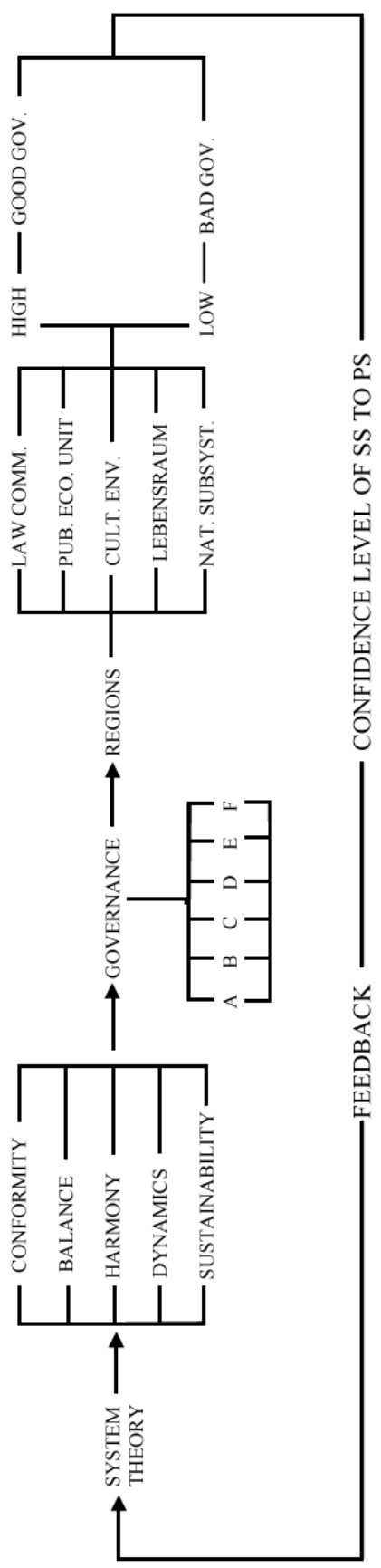


Figure 11 Framework of Thinking (Model) Governance Performance Theory