

MANAGING PUBLIC SERVICE RELATIONSHIP

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Abstract

Indonesia adopts the very wide autonomy, because related to public service providing, local government has authority to arrange and manage the public service. There are 31 governance affairs which have been delivered to local government. Moreover, there are two indicators showed that autonomy has been reached, among others are: (1) How far is autonomy in the state has been able to improve local society prosperity that will contribute to national prosperity. (2) How far is the existence of local government supported political education process in local level that can give contribution to the political education in national to support the existence of civil society. If those two indicators show improvement, it means that local autonomy is succeed.

Keywords: local autonomy, local government, public service

1. THE PHILOSOFICAL BACKGROUND

The discussion on decentralization and regional autonomy based on the assumption that the relationship between the government and the governed, likewise the relationships between Central Government and Local Government, which is the classical problems in political science.

The main problem is how far the society and local government have the discretionary power to move and initiate within the environment of the state sovereignty, and also how far the local society could be able to influence the state policy. This is the basic thought of decentralization and autonomy concept which should be viewed as a political phenomenon and public administration as well.

New paradigm of decentralization is a challenging for the State and Nation of Indonesia in terms of understanding that *unity of the Nation is prerequisite*. In other words, although we adopt the decentralization policy, and most of the authority have been given to local government, it does not mean that local government has been separated from the national government, but a local government is a sub-system of national government, that mean the local government is sub-ordinate by national government, the local government is an integral part of the Unitary State of Republic of Indonesia.

Currently, almost every nation state follows *decentralization* as a principle in discharging state administration. Nevertheless it should be borne in mind that

decentralization is not a system that is standing alone, but it is a series of a unit of one broader system, that is *Nation State*.

Therefore, there are at least two reasons as follows: *First*, a Nation State following decentralization principle would not mean an alternative of *centralization* making decentralization and centralization must be confronted and must have dichotomy in character, but it is a sub system in the context of a state organization system; *Second*, even most of the discretionary power have been given to the Region, there are some affairs or certain functions still belong to the State, in terms of externality and accountability of the nation. In other words, those affairs and functions did not be given to the Region, but must be carried out centralized by central government absolutely.

In our case, there is a statement stipulated in the Law 22/1999 and updated Law 32/2004 as well, that all the authorities and functions of government have become authorities and functions of Region of *Regency and Municipality*, except *the policy of foreign affairs; security and defense; justice; monetary and fiscal policy, religion, and other functions relating to the existence of the State and Nation*.

Indonesia, after having its independence proclaimed on the 17th of August, 1945 directly created Unitary State of Republic and adopted *decentralization principles* in its State to show the World that we are more democratic state compared with during colonial administration. Some Laws on *decentralization policies* have been created, e.g. Law No.1/1945; Law No. 22/1948; Law No. 1/1957; Presidential Act No. 6/1959; Law No. 18/1965; Law No. 5/1974; Law No. 22/1999, and the last one is updated Law No. 32/2004 and 33/2004.

Seeing the decentralization policy contained in the old Law No 5/1974 on Principles of Government in the Region issued during the administration of the New Order, although it had run for almost 25 years, but the implementation of real and accountable autonomy putting emphasis of regional autonomy at the Second Level of Local Government, ran at choppy rhythm, slow, and in several things even a setback or retreat.

2. THE RELATIONSHIP BETWEEN LOCAL AUTONOMY AND PUBLIC SERVICE

Legal based giving law protecting to local government in providing public service is the existence of local government authority to arrange and manage the local governance affair. The scope of governance affair that deliver to local autonomy will determine the scope of local autonomy content itself. The root of giving local autonomy is based on decentralization policy conducted by elite power from the nation. The paradigm that happened is in the nation follow centralize approach in managing its governance; will has a few governance affair delivered to government local. On the contrary, the nation which follow decentralize policy and generally happened in the nations placing forward democracy, tend to the government local given a broad of authority in managing governance affairs.

It means that the scope of authority had by the local government in providing public service will depend on the scope of governance affairs delivered to the local government through the decentralized policy from elite power. At last,

almost of all governance affairs will end at public service. The local government given a broad autonomy will have a broad authority in providing public service to its citizen.

In the next growth more progressive the nation on social, economic and political scale will less the government direct role in providing public service. Government either in center or local will be more have many concentrations in policy compilation (steering) compared to as direct service providing (rowing). It causes variation in public service providing either in the form of pure privatization or fully by private sector; partnership between government with the private sector bearing various scheme like BOT, BOL, BOO, BTO and various other form of privatization.

From Constitution aspect, the base local autonomy execution in Indonesia can trace in framework of NKRI Constitution. If we trace the Constitution 1945 especially in its Opening, a third paragraph is mentioned that: "To the blessing of Allah and motivated by glorious desire, so that have free nationality of life, hence Indonesia people express herewith its independence".

Then in the fourth paragraph stated that: "Furthermore to create a Government of Indonesia the whole Indonesian nation and entire of Indonesia territory and to move public prosperity, to educate nation life, and to follow to execute the world orderliness based on independence, endless peace and social justice, hence compiled a National Independence of Indonesia in the Constitution of Indonesia, was formed in a formation of Republic Indonesia, et cetera." It can be concluded that Indonesian nation is the blessing and grant from The God, and also expresses its independence.

Then, the Constitution also stated that after expressing its independence from governance aspect, there is an important step to fulfill in order to form a State. It is to create the "Government of Indonesia State", who manages Indonesian nation independence. From here we see the urgent of forming of National Government managing the nation independence. This statement shows the essence of forming a unity state ideology (unitary state) in Indonesia, which has new independence. In the United State, Central Government which emerges firstly then followed with the forming of local government by Central Government. The condition differentiates with the federated states. In federated states, local government generally emerge firstly; then the local governments were committed to form the federation which then have estuary at formed Federated states.

A consequence from Unity state seen from side of governance power is that source of power is on Central Government. Next, the Constitution stated that: "President has command of the governance according to Constitution". It is explicitly indicated that President has command of the governance and automatically also final responsibility (of) governance is on President (The Ultimate responsibility lies upon the President).

When central government forms the local government; depend on Central Government how broad of governance power will be given to the local government and become the content of household or the local autonomy. This matter depends on political willingness of top kick elite. In States which hold centralized ideology, a few power of governance or authority given to local government. On the

contrary, at States which hold decentralized ideology, and is generally met at democratic Nations, there is local government tendency given broad of authority to handle the governance affairs having the character of local by local externality with a purpose to draw near the in government to society so that easy to ask the accountability of local government compared to ask the accountability of central government, which is far from society.

The next lesson that we can learn from the Constitution is that Local Government executes the governance affairs becoming President Authorities. In other side, President becomes the final responsibility of governance. Further logical consequence, an eligible President conducts the construction and observation to local government, so that local government can execute the governance affairs delivered to local government optimally.

President is as the owner of executive power, assisted by Vice President and Ministers. Minister of Home Affairs is President's Assistant in local autonomy, but limited to common things. So, the Minister of Home Affairs conducts the construction and observation the common things to Local Government. On the other hand, Technical Minister, who is some of authority delivered to local government has the obligation to construct and conduct the observation having the technically things to local government. From the construction, we can see that Minister of Home Affairs on behalf of President becomes the coordinator to Technical Minister in conducting construction and observation to local government, so that local autonomy can be executed optimally.

From the description above, common characteristics of managing decentralization in Indonesia in corridor of Constitution are:

- 1) Local governments are as the result of forming by the Government, although those local governments can be vanished by Central Government, based on the process of law.
- 2) In the framework of decentralization, Provincial region is formed in a state of Indonesia, Regency and City (District/City with its own local government) is formed in Provincial region. Regency and City are as autonomous region.
- 3) As consequence of those characteristics above, decentralization policy is conducted by Central Government, while local autonomy management is conducted by Local Government and Local Parliament, and also the society are as the reflection of governance reflection.
- 4) The relationship between autonomous region and central government is dependent and sub-ordinate. This matter differs from the relationship between state in a federal system with federal government holding federalism principle, which is independent and coordinative.
- 5) Decentralization management claims the disseminating of governance affairs by government to autonomous region, which is as public legal institution. Governance affairs that are distributed only represent governance affairs, that become government's competency and do not include legislative affairs or judicial or institution having authority to watch

state's finance, although Local Parliament and Regional Chief Executive has authority to arrange local affairs.

- 6) Considering that governance affairs are dynamic, hence in the government affairs delivery always experience of the change from time to time. To guarantee the certainty, the changes require to be relied on regulation. Therefore, there is always dynamicization of intergovernmental task sharing (division of governance affairs) among the level of District/City, Province and Central Government. Democratization side at Local government implies that local government is run by society themselves through the representative of people (local parliament) selected democratically and in running their mission to make people prosperity, the representative of people will always permeate, articulate and also aggregate people aspiration into public policy at local level. But, public policy at local level may not oppose against the public policy of national level and carried out in corridor of norm, value and positive law forced by the state.

3. PUBLIC SERVICE ORIENTING TO PROSPERITY

One of the dimensions of decentralization policy is the existence of delivery of governance affairs becoming Local Government domain. All governance affairs will end at public service. There are regulatory and non-regulatory public services. Regulatory public service is a kind of governance service that has authority to give licensing, such as identity card, family card, license to build a building, et cetera. While non regulatory public service is a service that has character non regulation, such as education service, health roadway, garbage, et cetera.

All the service public is addressed to reply the Constitution's mandate toward public prosperity and to educate the nation life. The next question is: What is the measurement prosperity? According to the concept of Human Development Index (HDI), a concept developed by Mahbub Ul Haq, an economist from Pakistan together with Amartya Sen from India expressed that a nation told secure and prosperous if it fulfills three primary criteria, they are:

1. A long and healthy life measured by life expectancy at birth;
2. Knowledge measured by adult literacy (at least 70%) and the combined primary, secondary, and tertiary gross enrollment ratio (at least 30%);
3. Decent standard of living Gross Development Per capita (GDP) at purchasing power parity in US dollar.

With those three measurements, we can know our position in the world in the case of prosperity based on Human Development Index (UNDP, 2008) (see Table 1).

Table 1 Human Development Index in Several Countries

No.	Rank	State	Human Development Index
1.	1	Iceland	0,968
2.	2	Norway	0,968
3.	3	Canada	0,967
4.	4	Australia	0,965
5.	8	Japan	0,956
6.	15	United States of America	0,950
7.	21	United Kingdom	0,942
8.	25	South Korea	0,928
9.	27	Brunei Darussalam	0,919
10.	28	Singapore	0,918
11.	63	Malaysia	0,823
12.	81	Thailand	0,786
13.	102	Philippine	0,745
14.	109	Indonesia	0,726

The data above indicates that Indonesia occupies the number position 109 of 179 states which is surveyed. In local autonomy context, its challenge is how local autonomy can become the instrument to Indonesian nation to increase prosperity in local level which is on its innings in aggregate will make a contribution to the increase of national prosperity.

Besides, local parliament which represents local people in managing governance affairs delivered by President, also the actor called as “Local Leader”. Local Leader is selected directly by people through the Direct Election mechanism of Local Leader. In other word, Local Leader is one who selected by people, get mandate from the people and undertake to manage the people. Local Leaders manage all affairs given by Government, which is President Authority domain to the people. They are responsible to make people welfare, and improve the quality of Human Development Index as prosperity indicator.

It means that there are two actors who manage the governance affairs delivered to the people, they are; Local Parliament and Local Leader. So, Local Parliament and Local Leader can execute their roles optimally, hence they are assisted by Public Servants (*Pegawai Negeri Sipil Daerah*). An officer who assists Local Leader is Local Secretary *Sekretaris Daerah* together with the structural lines. While Local Parliament is assisted by Local Parliament’s Secretary or *Sekretaris Dewan (Sekwan)* together with the structural lines. Those secretaries and their structural lines form Work Unit for Local Apparatus or *Satuan Kerja Perangkat Daerah* either are in form of Agency, Body, Office or Secretariat.

It can be concluded that managing governance affairs delivered to local government is Local Leader with Local Parliament and assisted by Local Apparatus. That is also becoming argument that Local Governance is governance management by Local Leader and Local Parliament assisted by Local Apparatus. The logical consequence is both of Local Leader and Local Apparatus are the same elements of organizer of local governance.

If Local Leader and Local Parliament is political functionary, hence Civil Servants are career functionary being based on meritocracy. From recruitment aspect; political functionary direct selected by people and get the mandate people to prosperous the people as according to vision and mission which is bargained to the people. This means they have the obligation to make the strategic policy in a period of 5 year toward. While Civil Servants is career functionary recruited based on technical competency had a duty to translate strategic policy of political functionary become the policy having the character of operational. Each has to develop its competency capacities without intervention to each other in developing its professionalism. Local leader and Local Parliament improve the professionalism in political and strategic policy making, while Civil Servants is obliged to increase technical and managerial professionalism according to its duty area.

The construction of Local Governance with Central Governance is difference. Central Governance consists of President assisted by vice president and Minister. Overall of the organizer of the Republic of Indonesia recognized with the term of *Sistem Administrasi Negara Republik Indonesia* (SANRI). While in local level managing local governance is Local Leader with Local Parliament assisted by Local Apparatus which is merged into Agency, Body, Office and Secretariat added with the District and Sub-District in District/City.

4. LOCAL AUTONOMY SCOPE

The terminology of autonomy comes from two syllables: “*auto*” means as own and “*nomos*” means arrange. In local autonomy context, when an area is as one unity of law society residing in certain regional boundary and to them, are given local autonomy, hence that mean society in the area have the authority to arrange and manage itself as according to scope of governance affairs delivered to the area. More centralized power elite in national level, more limited autonomy given to area. On the contrary more democratic power elite tend to more broad governance affairs delivered to the area.

From the above connotation, there are the concepts of narrow or limited autonomy or broad autonomy. In limited autonomy, the area is only given the authority to arrange and to manage the limited governance affairs. Outside governance affairs which have been determined to become the local autonomy content in law and regulation, the area is not allowed to arrange and to manage it. This concept is recognized with the term “*ultra vires*”. Some academicians give the label “material autonomy” for this concept.

In broad autonomy concept which is also recognized as “general competence”, hence area is given authority to arrange and to manage the broad of governance affairs as according to local society importance. The area may execute any kind of affairs as long as the affairs are not governance affairs becoming governance domain above. Everything having local character which is related to importance local is delivered to local governance to manage it. The autonomy principle also recognized as “subsidiary principle”.

Local autonomy embraced in Indonesia especially after reformation tends to instruct to broad autonomy, but not in context to adopt the principle subsidiary. Tendency that happened is any governance authorities exist in national level tends to autonomy but in local scale. Province has responsible on of all governances affairs executed in center level but in province scale or across the District/City in the pertinent Province. And so District/City has responsible on all of governance affairs executed in center level but in the pertinent District/City scale.

It is exempted from the above concept is for governance affairs endangering perfection and national unity by various argument which background like:

- 1) Defense Affairs; this concept has the character of universal. In various parts of the world the width of any autonomy given to area has never been military decentralized because it will potentially create the civil war whenever happened interregional conflict.
- 2) Security Affairs specially related to police. In various state police is decentralized like Japan, Philippine, USA, English, and Canadian and so on. But in Indonesia police is not decentralized. So that's hence in Indonesia to uphold the law of local product (*perda*) was formed a set of *polisi pamong praja (Satpol PP)*.
- 3) Monetary Affairs; this concept is universal relatively. It is very rare happened that the State gives local authority to print the money and give the currency value. Exemption happened in Hong Kong, which is Special Administrative Region (SAR) after integrated with China. Hong Kong has the currency itself. It is only aspect of overseas politics and defense held by China.
- 4) Justice Affairs; many States decentralize these affairs and it is generally happened in federal Nations. In Indonesia, these affairs are related to public attorney, while jail still becomes the central government's authority.
- 5) Abroad Political Affairs; it means here more related to diplomacy affairs. It is still become Central Government's authority. If the diplomacy affairs delivered to local, it will cause the potency of state disintegrated. There four elements should be fulfilled to become a State, among others are:
 - a. the existence of people,
 - b. there is region,
 - c. there is governance, and
 - d. Overseas legitimate.

If the diplomacy delivered to local, it will become the incentive to local who is unsatisfied with the national governance, searching United Nation legitimate to become the State independence and sovereign.

- 6) Religion Affairs; this concept is more have the political character. It is worried if local is delivered religion authority, it will push local apply the religion law becoming religion majority in the area. The condition also has opportunity to divide the national unity. Although then all related to religion affairs and affect locally and doesn't any have any potential to

break the national integration, and finally held by center like marriage affairs, divorce, reconciliation, school affairs and others.

Beyond the sixth governance affairs becoming domain center, altogether decentralized in broad autonomy concept in Indonesia. But this concept also often causes misunderstanding of all the people who have interest or local autonomy practitioner in Indonesia either in center level or also in local level. Some of local practitioners often have a notion that all of governance affairs beyond six absolute central affairs become the local authority. Some of central level practitioners also think the same.

The condition then causes the acrophobia to perceive local autonomy. Many practitioners in central level have a notion that all affairs delivered to local; hence there is no central authority to construct and observe the region. If one of governance affairs has bad result, hence all mistakes will be thrown to local as governance unit which unable to run or even destroy the local autonomy. The same attitude also voiced by some of local practitioners; if one of affairs has been delivered hence there is central rights to arrange local anymore. There is similar perception between central and local with the wrong direction.

One important matter which is forgotten by people who has wrong perception is both of them are forgetting the basis of constitution arranged in Section 4 sentence (1) UUD 1945 that “President has command of the governance according to UUD”. This is integrated ideology held in our life of nation and state formulated in constitution by our founding fathers. The implication from the integrated ideology is that how wide is the autonomy held in Unitary state, there is no affair which is one hundred percent can be delivered to local government considering the final responsibility of governance is President on-hand (the ultimate responsibility lies upon the President).

At least, central authority on-hand is determined the rule of the game to carry out governance affairs decanted in the form of norm, standard, procedure and criteria (NSPC). The NSPC takes care of region in executing its autonomy affairs remain in Republic of Indonesia corridor. As an illustration; suppose a governance affair is given fully to local government without NSPC hence every region will make the policy itself based on each local wisdom to run the affairs. As a result, standard of public service can be different each other and will raise a bobber. For example, if education is one hundred percent delivered to local government, hence local will make the curriculum standard, teacher/lecturer standard, test/book standard itself based on own local wisdom. The worst risk that happened if graduation from one region might be possibly non-recognition in other regions, very various competencies will be happened and this will endanger the national perfection.

The illustration gives the argument for us that the width of any local autonomy in Unitary State likes Indonesia, at least central still shares to specify the NSPC, to conduct the construction and observation and to facilitate to local government. Through that way, imbalances among area in local autonomy management can be avoided. Because the end of local autonomy is prosperity of local society, hence activity of the construction and observation and facilitation from central has to minimize the imbalances. This matter also gives the argument

that central ministry still has a heavy duty to conduct the steps of construction and facilitation to local in existing NPSC corridor. So, it is very necessary to change the central functionaries' "mind set" to compile the activity which change the role of "executor" becoming "empower of" or from the role of "implementing" becoming "empowering" or "enabling".

From the above description it is, clear that in each decentralized governance affairs, there is the role of central government, the role of province, and the role of district/city. So hence the affairs become the affairs done together between central and local government. That is happened "concurrence" principle in the affairs execution. Hence decentralized affairs are also often recognized with the term "conquering" affairs that means done together between central, province, and district/city government.

The conquering affairs follow the path of think Human Development Index or HDI that there is the group of governance affairs which is related to elementary service like education and health and other elementary service. The group of affairs is labeled "obligatory affairs". The argumentation that affairs which is related to elementary service become the obligatory affairs because concerning base service becoming Indonesian civil rights guaranteed in constitution of UUD 1945. For example; each citizen is entitled to the education; hence education affairs become the obligatory affair. So do the things of the health affair, labor, social and affairs which are related to other elementary services.

When region is obliged to execute the elementary service, hence it has to be supported by the source of financial following the principle of "money follows functions". Because the ability of financial government which still limited, hence obligatory affairs follow the service principle of "minimum" that is minimal things have to be given by local government related to elementary service providing. From this idea was born the concept of "Standard of Minimum Service" or SMS. So, in the compilation of SMS, the government has to be realistic by considering financial ability, resource, medium and also infrastructure in the region. The more and the wide of SMS made by, it will add the local government more responsibilities to reach it. SMS has become the dynamic concept and has the character of "incremental" or in phases as according to the ability of Region and State in supporting the concept.

The second group including the cluster of conquering affairs related to local primary sector development (core competence) or recognized with the term of choice affairs. The development of choice affairs will be related to the effort to develop the local economics which is ended on production or income society increasing as one of the elementary element of HDI. Although local was given wide autonomy, it doesn't mean all affairs have to be executed, but it has to execute the affairs matching with its character focus and have the high potency to be developed to support the local economics. There are three indicators to determine one of the choice affairs that is:

- 1) Gross Product Domestic Regional Structure; which economic sectors form local economics. For example, how much is the contribution of agriculture sector, commerce, tourism and other local economic sectors. Higher the

contribution of the sector to local economics is more being calculated the sector as local superior.

- 2) People occupation (employment); this matter is represented the especial consideration in determining choice affairs to be executed in the area. Though agriculture for example, it contributes very small to local economics, but it involves the dominant labor the area, hence the agriculture affairs have to be majored. Its argument is that local government is existed because of people; if there is no people hence it will be impossible to be formed a local government. So the duty of people prosperity becomes the especial mission of the existence of local governance. So, there is a majority of people work there is the sector which must be developed maximally by local government although often the sector that absorb many people has less contribution to Gross Product Domestic Regional Structure.
- 3) Farm exploiting becomes the third base consideration in determining the choice affairs. This factor is more representing of just complement in determining superior local sector.

The synthesis between the third variable above will determine what becoming the superior local sector. This superior sector will become the choice affairs that will be the local focus in executing its autonomy to prosperous the society through economic development based on the superior sector.

Governance affairs have the very wide coverage and almost cover the entire area of society life. Academician often gives the expression that governance affairs cover the aspect of managing human being from born up to death (from the cradle to the grave). This matter is proven from obliging of people have the “birth certificate” to mark their birth and “death certificate” to note their death. The eligibility is obliged by government for the necessary of demography policy compilation that will be the input to other governmental policy.

Beyond governance affairs becoming absolute authority of central government, it becomes affairs decentralized to local. Its consequence, all governance affairs becoming Departmental authority, Ministry and Non Department Government Agency (in Indonesia is called as Lembaga Pemerintah Non Departemen or LPND) beyond governance affairs becoming central government absolute authority, it is decentralized to local government. The argument expanding is very simple, if the affairs do not decentralized, hence it will give the argument to central to form the organizational unit as the lengthening of their hands in local. It is worried that the condition will reanimate the old practice that is forming regional office or *Kantor Wilayah* (Kanwil) and Departemental Office or Kantor Departemen (Kandep) which is since reformation era have been melted into Agency, Board or Office that proper of local government as consequently of the broad applying autonomy at reformation era.

Central government is allowed to make the organizational unit (Bureau, Unit of Technical Executor or others form) just for doing affairs which still become the central authority because its character is strategic or across Province. In fact, central can exploit the Governor role as central representative to do the work through the de-concentration principal. But, the tendency happened is center

tends to create the institute itself by placing central functionaries in local; almost of a kind *Kanwil* in the past although the authority is very limited.

The effect of decentralizing all governance affairs beyond the six affairs becoming central government absolute authority, hence local autonomy in Indonesia becomes the very wide autonomy, it exceeds local autonomy in progress states anything else in developing countries. There are 31 governance affairs becoming local government authority. The affairs are: (1) Social, (2) Environmental Living, (3) Commerce, (4) Marine and Fishery, (5) Forestry, (6) Education, (7) Health, (8) Small and Medium Industry, (9) Labor and Transmigration, (10) Agriculture and Plantation, (11) Mining (Energy and Resource Mineral), (12) Transportation, (13) Capital Investment, (14) Culture and Tourism, (15) Demography, (16) Woman Empowerment, (17) Planned Family and Prosperous Family, (18) Industry, (19) Public Work, (20) Spatial Planning, (21) Youth and Sport, (22) Communications and Information, (23) People's Settlement, (24) Archives, (25) Land Affairs, (26) Nation Unity and Political, (27) Statistic, (28) Government's Common Affairs, (29) Rural Community Empowerment, (29) Human Resource Development, and (31) Library.

Related to public service providing, hence local has the authority to arrange and manage the public service as according to 31 governance affairs which have been delivered to local. Compared to autonomy either in developing countries and also expanding countries, there are some conclusion pulled, among others are:

Firstly, Indonesia adopts a very wide autonomy that makes local autonomy in Indonesia is the widest autonomy in the world (the most extensive regional autonomy in the world). The advantage of the position is the happening of remarkable "shifting" is from the very centralized state in the past become the much decentralized state without a distortion endangering perfection of nation and state significantly. Although in some area are happened by the effect of "break the rules". But, Indonesia becomes one of the very brave states to do the shifting and succeeds to exceed the transition period without dissolution.

Secondly, the role to race the economic growth because of the delivery of very wide authority becomes very opened to regions. The condition will eliminate the stigma that local people is one who unable, incompetence to move forward nation. This is the momentum for local to eliminate the stigma. Like a game of ball and the ball has been in local. The philosophic target of local autonomy is to race prosperity in local level which later in aggregate will contribute at national prosperity, becoming very opened to regions. Local succeed will give the incentive to prevent the urbanization because generalization of development and job opportunity will be formed in local. Local will become the tip of a lance and is as a special activator (prime mover) to local economics. The opportunity seldom is happened in centralized era in the past or in expanding countries in various parts of the world.

Thirdly, Wide autonomy risk will give the two impact sides. If a region is succeeded it will give the success to local autonomy and even it is not impossible that local autonomy of Indonesia will become the model to local autonomy of other expanding countries. Central will be more concentrate on the national strategic affairs and international and local will be focus on the execution of local affairs

which facilitated by national strategic policy. But on the contrary if area is fail in exploiting the wide autonomy momentum, it is not impossible for the benefit of national, central government will do the recentralized for the affairs affecting national strategic step by step. It will return the governance pendulum goes to the centralized which is not impossible will end to chaos. Local has to be accustomed of wide autonomy and when it is re-pulled, it has the potential to create elite local unsatisfied which even will end at centrifugal movement in the form of movement separatism.

From the description above, it seems clearly that the importance of local capacities increasing so that it can execute the big responsibility entrusted by nation and state to local in the form of wide autonomy. There are two sides which must be synergic, that is central government side and local government side. From the central side it has to be formed a “mind set” that becoming central responsibility to empowered the region. So, the type of program and activity compiled by central related to local is empowerment activity (capacity building), monitoring and evaluating and also facilitating so that local can be able to execute the autonomy optimally. Incentive and non incentive policy become very significant to race the region in executing local autonomy to reach the people prosperity.

Central elite has to comprehend that the final responsibility of governance affairs management is President on-hand as rule Section 4 (1) UUD 1945. Central has to behave like parents which are always guide and construct the local which has role as its children. The relationship of central and local is like the relationship of parents and their children. There is no wrong child; it is wrong because parents are less guiding. On the other hand, the children also have to comprehend to domicile and its role as children. Don't become the disaffected children which tend always to opponent the parents and do not want to follow the parents guiding, because he/she fills smarter than his/her parents. If the familiar relationship pattern which is adopted in local autonomy context in Indonesia, hence it is not impossible autonomy in Indonesia will become the local autonomy model that is feasible to developed in expand nations or at least in state which its society character like Indonesia. Therefore, we are proud about it.

5. PREPARING LOCAL CADRE

There has been a fundamental change in governance arrangement in reformation era currently. The giving of wide autonomy to local in corridor UU 32 /2004 has started the new era in local autonomy management. In the past, the culture of asking the guide and instruction from superior governance always becomes the special agenda in management of local governance in Indonesia. Now, wide autonomy has given the wide of discretion to local to execute the local autonomy.

On the other side, the expanding of globalization symptom triggered by technology of communications and information cause to make state boundary blurred. The appearance of "borderless society" effect of the globalization has altered the life of nation state (nation state). It seems that there is no exaggeration

if *Konichi Omae* named the future condition mentioned above as "the end of nation state".

The happening of nations tendency unite themselves into unions which is united by common interest either due political background, defense and recently triggered by economic importance have born the nations subdividing in EEC, AFTA, NAPHTHA and so on. *Naisbitt* points out the happening of anomaly like "Paradox" in life of nation state pushed by interest from the nation.

The anomaly condition has pushed various approaches which often interfere in life of state. West European Countries are merged into European Economic Society (EEC) that can apply two different values concurrently. When they have to deal with the other nations group like NAPHTHA, AFTA hence they coalesce and impressing have the character of the centralized. The appearance of Europe Parliament, Europe money (Euro), together defense (NATO) shows the centralized symptom. But, when they return to each state, hence they become the decentralized. On the other side, China with two systems combining between centralized politically and decentralized economically has shown the progress which so get an impression with the economic growth level more than 10% during more than two decade.

The symptom also will be caught to Indonesia. The progress of communications and information technological will create the infinite state. Government is as an institution that has authority to protect and prosperous people claimed to change the strategy of governance management including local governance management. Particularly with the happening of reformation, which is the core of democratization and local autonomy claim the reform in governance management as a whole either in central and also local. Democratize euphoria, if less attitude carefully it will become the boomerang to democracy itself.

Local governance has two special missions that are as political education instrument in local level and as instrument to create the prosperity needs the change also in its management. It is necessary that the existence of change which good significant in authority, institution, personnel, finance, delegation, public service and observation as elementary element from local governance.

Institute for Home Affairs Governance or IPDN is a as school that creates cadres of governance bureaucracy and especially local governance are claimed to be able to reply the challenge. Education pattern and curriculum payload have to be adapted with a challenge which emerge. Two pressure faced by governance sector that is; pressure of globalization and reform pressure. Globalization pressure claim formed effective, efficient, and economic governance through the forward of comparability and competitive advantages. While reform pressure will claim the capable governance to place forward the democratization that is participation, transparency and accountability.

Both challenges must be able to be replied by IPDN in this period and in the future. It is claimed that the education management orienting to both challenges. Its alumna claimed that they are able to reply the globalization and democratization challenge as the effect of reform.

From the description above, there is necessary that the existence of proper lecturing to all cadres of local bureaucracy in replying challenge of the

democratization and globalization. There are some matters that should be paid attention in education in IPDN that is:

1. The increasing of academic knowledge of IPDN students in the field of governance in meaning to comprehend the philosophic level and legalistic of local autonomy and various implications.
2. The increasing of students' ability and knowledge in comprehending global tendency that happened and take its benefit for the local importance (Think Globally but act locally).
3. The increasing of ability to comprehend the participation issue, accountability and transparency as the importance of democratic governance. It is included in ability to comprehend the local political constellation that happened and also its relating to national politics constellation. How to take care of the professionalism in local political turbulent that happened.

To be able to supply the students with the knowledge hence lecturing is better not only having the character of "classical" or just in class but also the combination between theory in class with practice in field. Information technology (IT) usage should have represented undoubtedly.

To increase students' critical mind in building democratic attitude, they have to be accustomed to exercise to debate scientifically. They are joined in debate public either in TV or in so many forum of seminar or workshop. They have to be trained on how to pour the idea in paper or handing out which then have to be defended in debate or academic discussion.

To add the students' knowledge, periodically invite the ambassador of friendly state to give the common lesson of governance system in the state. How is the relationship of central and local; how is policy decentralize in pertinent state. Through this way, they will get the wide of comparability thinking of local autonomy execution in various states. Its result can be compiled become the teaching materials the Comparative of Local Governance of various state. To be able to reply all the challenge hence English-speaking ability represent the requirement is obliged as standard international communications medium.

6. CONCLUSION

The various description above will give the guidance for us to comprehend the local autonomy in Indonesia which is at least its philosophy is rather differing of local autonomy from other nations. We have to be able to comprehend where local position in governance system in Indonesia is. We also know how the relationship between is central and local in autonomy context.

Every state has own way in its autonomy. We are not necessary to be dazzled to see the other state system and think that their system is better than our system. The elementary problem which we face is it is not on the system embraced but how the end result of local autonomy management is. Two indicators that are able to be reference are autonomy has reached its target in optimally that is:

First, how far autonomy in the state has been able to improve the prosperity of local society which in aggregate will make a contribution to the national prosperity

is. Prosperity is marked by the increasing of the amount and quality of service public provided by local government. The increasing of public service especially in elementary service providing and superior sector development as backbone of local economics will become the primary foundation to prosperous local citizen.

Second, how far the existence of local government have supported the political education process in local level which is cumulatively will make a contribution to the political education in national to support the existence of civil society. Various area activity represent the medium of society political education like process of regional leader election, public consultancy, compilation of planning the local middle term development, process of local regulation compilation involving public which is related to political education of society local. The success of political education in the local level cumulatively will make a contribution to the political education in national supporting the democratization process goes to the civil society.

If both target of the local autonomy show the improvement, hence whatever is the system that we hold, we may be proud that we succeed in local autonomy. But when both primary indicators have not been reached yet, hence too premature or abundant if we tell that our local autonomy is successful.

So that hence the challenge faced by IPDN is as an education institution creating cadre of local governance is how the students supply themselves in two special aspects that is ability to comprehend the wide of autonomy after reform and ability to forward democratize values as the effect of reform. To be able to reply the challenge hence needed the methodology to reply the both challenging. Through the proper methodology IPDN alumna will be able to reply the challenge in a period of their devoting as local bureaucracy.

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