

BUILDING NATIONAL COHESIVENESS & AUTO-THERAPEUTIC GOVERNANCE THROUGH GOOD SOCIETAL GOVERNANCE¹

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ABSTRACT

Post reformation era, Good Governance has become a new way of thinking in Indonesia's public administration. Since then, the government has not become the only actor in managing public affairs. Instead, there are multiple actors including private and public were participating in managing government. Many people believe that this multiple actors approach could become a powerful strategy in improving regional and national development. Indeed, every actors including government, private and society has its strengths which can be shared and cooperated in order to achieve regional development goals especially society welfare. However, some actors may have personal or group interest which may contradict society interest. Either government apparatus or private actors could weaken regional and national development through their corrupt or rent seekers behavior. To resolute this problem the government has established good public government and good corporate government as norms and governing system. The role of society actors including Non-Government Organization (NGO) also may have been infected by personal or group interest. Some of NGO's may promote their role as representing people interest in order to get financial resources either from government or donors. But, in reality, they use the resources for their own interest. This phenomenon indeed may weaken regional and national development. This societal problem is worsen by the absent of governing system as it is in government or private. The wider implications are there are conflicts among societal actors as well as between government and societal actors. It is there fore the emergency of societal norms is very urgent. The norms that could be considered is Good Societal Governance

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that covers accountability, transparency, independency, responsiveness, and local wisdom. The norms are a new way to build national cohesiveness and auto-therapeutic governance for better Indonesia's development.

Key words: *norms, societal governance, cohesiveness, auto-therapeutic*

Introduction

Good Governance (GG) has become global phenomenon in responding to weak institutional capacity and corruptive behavior of many government regimes in various countries. Some donors revealed the in-effective way in managing government as a crucial stumbling block in guaranting the effectivity of donors' aids in developing countries. Monopolistic role in managing and delivering public services has positioned government in the strongest position that might lead to the misuse power in many developing countries. Unchecked and unbalanced of power may attract many government apparatus to do mis-behavior. Instead, the existence of other actors in managing government may increase check and balance system and so it may protect the country from mis-behavior and lead many actors to achieve countries'goals. This incorporating government, private and society in building the country is one of the nature of Good Governance.

The tendency of adopting GG also has been experienced by Indonesia. The severe developmental problems of Indonesian economic crisis 1997/1998 and the demand of national and international actors have resulted in the shift of Indonesian way of managing government from government to governance approach. It is reflected in various reforms initiatives including changing from centralism to decentralism, local direct election for president, governor and major or municipal leader. These reform initiatives have brought Indonesia into one of the fourth biggest democratic countries in the world.

The reforms, indeed, increase the interaction among government, private and society. However, the actors may still have mis-behavior in performing their role. From government side, Many corrupt apparatus. Terms of corruption, collusion and nepotism (KKN in

Indonesian terms) have been treated as “common enemy” in many rethoric occasions. However, the cases seem still occur in Indonesian public administration. In private side, there were also many mal-practices. There fore to overcome those problems, in government scoupe, the norms of Good Public Governance³ has been advocated and even implemented to some extent. The norms cover (1) public participation; (2) law supremacy; (3) transparency; (4) stakeholders careness or responsiveness; (5) concencus orientation; (6) equality; (7) effectiveness and effeciency; (8) accountability; and (9) strategic vision. Those norms are even widen than those of World Bank’s advocation⁴.

Since reform era, another actor, society which are usually represented by Non-Government Organizations (NGOs) has been placed in more respectful position afterbeing undermined through represive approach by New-Order Regime (Rejim Orde Baru). In this democratic era, NGOs could voice their interests freely and even their voices were usually appreciated. So, the position of NGOs in Indonesian political arena is powerful.

Some NGO activists were even being rescruited in buraucratic structure. Say about Gusdur and others...there were opening for democratic door. However, the sweet era of NGOs has been undermined by some misbehavior NGOs. Some NGOs have role in criticizing government accountability, but some of them un-accountable.

The term has been advocated by Bappenas and supported by international communities.

In national and regional development context, The societal problem as it is indicated by some misbehavior NGOs may result in un-productive contribution.

According to an official from Departement of Home Affairs, there are more 11.000 NGOs accross Indonesian regions. The big number of NGOs might be Indonesian resources in regional development,

³The term has been advocated by Bappenas and supported by international communities.

⁴ Word Bank’s Good Governance covers accountability, participation, predictability and transparency.

especially in supporting the implementation of local autonomy. However, some of them, instead of representing people interests⁵, they manipulate resources from sponsors or donors for their interests. The problems may be getting worsen since there is no norms as it is in government⁶ or private³.

According to the background, indeed, the norms is needed to harmonize the role of societal actors, government and private in order to achieve national development goals. For this reason, this paper propose Good Societal Governance as new norms in synergizing national development actors.

From Government to Governance

The role of government in regional development can not be separated from canging role of government. In the past, the government approach in managing development is based on Weberian paradigm. The paradigm doctrine has put the government simultaneously as an actor and a machine of regional development (state-led regional development). It has some characteristics including structural procedural and bureaucratic approaches. Managing development is also monopolized by government.

The approach is in line with Weberian Doctrine (1947) that “*The state is a political community that monopolizes sovereignty over a territory and the legitimate use of force within its boundaries, and claims authority over all the people in it*”. There fore the government was a hegemonic entity in development. The actors within government cover bureaucracy, military and policy, as well as legislative and yudicative institutions. However, the approach did not accommodate the role of wider stakeholders including societal organizations.

In reality, the government based approach is failed to guarantee the existence of government that has better services toward society. The government tended to move very slow in responding societal needs. The government action is blocked by procedures, bureaucratuc matters, and giant organizational structures. In another word, the

⁵ Alleviating poverty

⁶ Good Governance

⁷ Good Corporate Governance

government tends to think more on its self (selfish actor). Even, the state or region is exploited for personal and group interests. The phenomena is called by Hyden (1983) and Riggs (1964) as quoted by Batley (2004) as 'economy of affection' where the state or region is seen as vehicles to fulfill certain actors' interests rather than national or regional public interests. Indeed, The condition might worsen developing countries in restoring their economy. There were two kinds of failed states which are "state-dominated development and stateless development" (World Bank, 1997, p.25) or "too much state and too little state at the same time" (Larbi, 1999).

Those condition has resulted in government paradigm shift from state-based approach (Weberian) to market-based approach. The newest approach, market, can be seen in some models including New Public Management, decentralization, privatization, and good governance. One of their principles is accomodating the role of private and society in development or state management. The models principally, strengthen accomodating the role of private and society in regional development. The interaction among those actors then is intitutionalized in Governance concept (tata kelola pemerintahan).

The Scope of Governance

Governance is democratic and capitalist approach in managing regional development where the role of government is minimized (see Adrian, 1993) . The system hasd been design in more participative approach, but it is more complicated in terms of its actors and process of management. In this context, UNDP (2002, p. 9) defines governance as "the exercise of political, economic and administrative authority to manage a nation's affairs. It is the complex mechanisms, processes, relationships and institutions through which citizens and groups articulate their interests, exercise their rights and obligations and mediate their differences". The complicated interaction in governance system can be seen in involvement of various stakeholders in regional development. This complexity in "unmature democratic countries" may result in horizontal conflict. In addition, the process of regional development decision might be very slow because the decision takes long process through concencual decision However, the system may become a new arena in building checks

and balances among various actors by which abusing of power can be minimized.

Each actors of regional development has each own role. The government has role in in building conducive climate for societal and economic life. The private has role in creating jobs. The society or Non-Government Organization (NGOs) have role in polithical and societal interaction and mobilizing societal resources to participate in polithical, social and economic development. Specifically the role of society, not only in terms of checks and balances toward the power of state and private but also strengthen those two actors. The society can control abusing power, exploiting natural resources, distributing equality and opportunity to increase the quality of societal life (see UNDP, 2002).

By institutionalizing governance does not mean abolizing the hyrarcycal structure of government. Instead, the government structure could be completed by strengthening the role of society and private through market structure, network and community (Mrquette, 2004). Through market system, the society could behave as consumer. Through network, policy formulation could be done in participatory. Through community, society in community level can be more active in regional development.

The implementation of governance can be seen successful if it's implementation can contribute to achieving regional goals or resolve national or regional problems. Sound governance is..... wherein public resources and problems are managed effectively, efficiently and in response to critical needs of society (UNDP, 2002, p. 9). In line with this assertion, Koiiman (1999) argues that governance is all of those interactive arrangements in which public as well as private actors participate aimed at solving societal problems, or creating societal opportunities, and attending to the institutions in which these governing activities take place. In another word, governance is the way how to manage resources partcipatory, effectively and effeciently in responding or fulfilling societal needs. It means that Governance is not public management approach in which its focus is its self. Instead, governance focuses on satisfying and fulfilling public needs. Otherwise it would be meaningless. Whereas regional objectives is concencual agreement which can be integrating factor in synergizing government, private and society. Either society or private actors are part of governance actors. Similar to government's role, both private

and society could become the agen of public services. Their role is essentially complementing government's role. They have common objective in fulfilling or satisfying public. So they could cooperate and synergize each other and not beaten or ruin each other.

Many believe that good governance or good decentralized governance⁷ is the key for national and or regional development. Among prominent person, The Former Secretary General of The United Nations even believed that "good governance is perhaps the single most important factor in eradicating poverty and promoting development" (Graham, Amos, and Plumptre, 2003). Institutionally UNDP also believed that the establishment of good governance might contribute to sustainable human development by establishing the political, legal, economic and social circumstances for poverty reduction, job creation, environmental protection and the advancement of women (UNDP, 2001). It means that Good Governance or Good Decentralized Governance has been seen as a panacea for recovering developing countries including Indonesia from the crisis.

However, since governance based regional development should be built based on three important regional actors (government, private and society), it might be difficult for those actors in achieving regional goals without the existence of regional governing system. The system has existed in governing government actors which is called in Indonesia as Good Public Governance⁸. Moreover, in private context, there is also a governing system which is called Good Corporate Governance. Those two governing systems have been advocated widely to various developing countries including Indonesia by various actors, especially donor communities.

Nowdays, many regional development actos have accustomed to or familiarized with governance or Good Governance terms. Even, Indonesia has intitutionalized it extensively. Study by Legawa (2006) as quoted by Fernanda (2008) indicates extensive achievement in Indonesia's Good Governance based on *civil society*, political society, government, bureaucracy, economic society and judiciary arena as follows:

⁷ Good Governance in regional context

⁸ It is repeatedly mentioned by Bappenas, MenPAN, LAN and some other Indonesia's government institutions.

1. **Civil society:** there has been a freedom of association, society free from discrimination, freedom of expression, respect governing rules, freedom of the media, and access for giving input in policy making. This profile embraces all the indicated good governance principles being implemented to provide democratic environment for the Indonesian society to live and grow.
2. **Political Society:** the establishment of good governance has been provided through policies reflective of public presences (fairness principle), peacefull competition for political power (decency principle), and legislative function affecting policy (efficiency principle). Such a provision of good enough governance seems to be very essential for the development of political democracy in Indonesia.
3. **Government:** the achievements have been reflected in the process of intragovernmental consultation (participation principles), personal security to citizens 8 Good Governance in regional context 9 It is repeatedly mentioned by Bappenas, MenPAN, LAN and some other Indonesia's government institutions, (decency principle), security forces subordinated to civilian government (accountability principle). These arrangements of public service governance marked a significant loop in the tranformation of the Indonesian government since the fall of the Suharto regime.
4. **Bureaucracy:** the achievement of good governance has been reflected only significantly in the equal access to public services (fairness principles). Although it seems to be minimalist, but in practice the process of administrative reforms continue to be expanded persistently, given the relatively inflexible regulatory environment constraining bureucratic institutions.
5. **Economic Society:** good governance achievements have been reflected in the government consultation with the private sector (participation principle), regulations equally applied to all firms (fairness principle), government's respect for property rights (decency principle), and regulations on private sector that reflect the interest of the public (accountability principle). To large extent such arrangements have already broken the crony system practized during the Suharto era, leaving behind collusion and nepotism practices. The economic society begins to be more

accountable and responsive to their customers with some sorts of social responsibilities being practiced in order to achieve good corporate governance.

6. **Judiciary:** the establishment of good governance can only be proven effective in the implementation of decency principle of which international convention of human rights has been incorporated in national legal practices. However minimalist it is, but it is considered to be essential in protecting the interests of the people. Besides the current complex systems of judiciary, yet limited in the capacity given the size of the population, need to be carefully exercised in order to prevent negative externalities in the transition towards good judiciary governance.

However, it seems that the relationship among the three regional development actors is still problematic and conflictual. In some area, among the actors there is tendency to blame each others. Such condition may indeed weaken regional development. Many resources may be lost because these unnecessary conflicts.

Accordingly, one of important things which has forgotten by many donor communities is that society also need a governing system in order them to serve public or society. The society which are usually represented by Non-Government Organizations (NGOs) may criticized government for its wrongdoings and abusing the power. In return, NGOs are also need to have integrity. Otherwise, NGOs may only pretend serving society but in reality they serve their interest. So, it may weaken regional development process.

The NGOs Role in Indonesia's Development

Economic crisis and reforms movement in 1997/1998 had resulted in more democratic governance. The demand for public participation increased. Since then, the growth of NGO's sky-rocketed. The number of NGOs increased sharply from 3000 NGOs in 1998 to 19.000 NGOs in 2001 (LP3ES, 2001). The increase of NGOs had been brought by: first, the deficit integrity of government. Second, the requirement of donors for allocating resources (assurances and debt). Third, the existence of NGOs as the third powerful parties after state and private. "This powerful "Third Sector", existing between the realms of government and business, is bringing an **unprecedented vitality and**

ability to bear on critical issues related to service and world peace. NGOs' flexibility and connection to grassroots communities aid them in **mobilizing resources quickly to affected areas.** Their often single minded commitment and strong motivation affords them **a civic power that other institutions may lack (WANGO, 2004).**

Before Indonesia's independence day (1945), the role of NGOs had already existed in supporting Indonesian development. In the past (1908), Boedi Oetomo had roles in Indonesia's awakening⁹. Another actor was Taman Siswa (1922). It had important role in developing Indonesian education in colonial domination era. In economic sector (trade) there were also Sarikat Dagang Indonesia (1905). It means that before government existed, the society had important role in developing Indonesia's country.

However, in the past, New Order Era (Orde Baru) there was sharp conflict or disharmony between government and NGOs. In this era, the government percept NGOs (Ornop) as enemies that always oppose government. After New Order Era ended and Democratization Era began, there was a shifting relation between Government and NGOs. In this new era, the NGOs (Lembaga Swadaya Masyarakat) are treated as a part of governance in achieving national goals. The basic principles of past NGOs was Non-Governmentalism. Meanwhile, the basic principles of recent NGOs is Auto-Governmentalism or self-governance (Fahrudin, 2003).

Recently, there are various forms of NGOs. They have various forms of contribution in regional or national development. Among them, there are Community-Based Organizations (exp. Kelompok Tani, Kelompok Pengguna Air, Majelis Taklim), NGOs in society empowerment, NGOs in advocacy (exp. ELSAM, YLBHI, Urban Poor Consorsium, ICW, MTI), NGOs in network form (exp. Jaringan Advokasi Tambang), NGOs in studies (exp. CSIS, The Habibie Center, Syafii Ma'arif Institute), professionals or worker associations (exp. ISEI, AJI), Mass-Based NGOs (exp. Muhammadiyah, NU, HKTI). (Ismawan, 2008)

The massive increase of NGOs does not guarantee that all NGOs have positive contribution to Indonesia's development. Some big NGOs including TIFA Foundation, LP3ES and KPMM have reported

⁹ *In some discourses it's role is deba*

that there are many “black and gray NGOs” that have no real commitment toward public interests. Instead, they tend to be self-interested in the name of public. They can be categorized as “NGO pretenders”: BRINGO (Briefcase NGO), CONGO (Commercial NGO), FANGO (Fake NGO), CRINGO (Commercial NGO), GONGO (Government Owned NGO), MANGO (Mafia NGO) dan PANGO (Party NGO). This societal problem may have adverse impact to Indonesian regional development. The public can be manipulated and commercialized. The donors also can not allocate their resources through NGOs effectively and efficiently. Indonesia will have loss opportunities to get resources for better regional development.

NGOs that seek to make virtue out of highlighting the failures of governments, business and other institutions subjected to the same degree of scrutiny that everyone else faces. They to need to be accountable for their action. NGOs are also strengthening their accountability so as to increase their legitimacy among policy makers and thus the effectiveness of their work (Anthony Adair, 1999 as quoted by Lloyd , 2005).

Good Societal Governance: A Norms for Building Cohesiveness & Auto-therapeutic Governance

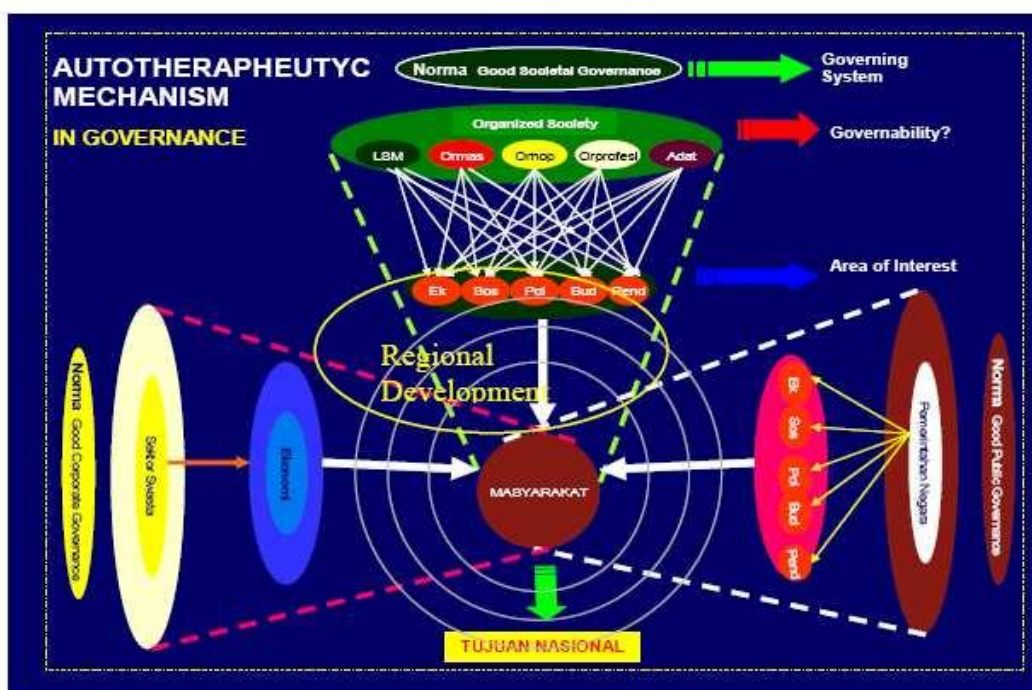
To overcome the problems mentioned earlier, a governing system to synergize and harmonize development actors in achieving national development is needed. Good Governance provides framework for governing system. In Indonesian case, it has already applied in government and private sphere. In government sphere, the governing system is known as Good Public Governance, whereas in private sphere the system is known as Good Corporate Governance. But, in societal sphere, the governing system has not existed yet. It produces conflicts, overlaps and distrusts among regional actors.

Ideally, under governance framework, there is an auto-therapeutic mechanism among regional actors (see Picture 1). It must be understood that each actors in regional either government, private or society essentially has same focus which is serving society. It means that the core of either government, private or society role is serving society. The government has roles in various regional development sectors including politic, economic, social & cultural, defense sectors. All of its wide roles indeed must have impact on society welfare. In

private sphere there are also various regional development sectors including agriculture, industry, services, transportation, finance, etc. The same as government's roles, all of private's roles is expected to have impact on society welfare.

Not only government and private who has various regional development roles but also society has various regional development sectoral roles. Their roles include politic, economic, social & cultural. Then, it can be seen that either private, government or society has almost the same sector roles. It is not not only their sectors which are similar, their focus is also essentially similar. Their focus is public services. It means that improving societal welfare is not only government's role, responsibility and commitment, but also the role, responsibility and commitment of government, private & society. It is in line with the effort needed in order to achieve national and regional development objectives. Those actors should cooperate, synergize, complement, fix, substitute each other in achieving national and regional goals. The proses can be called as autotherapeutic mechanism in Governance.

Picture 1



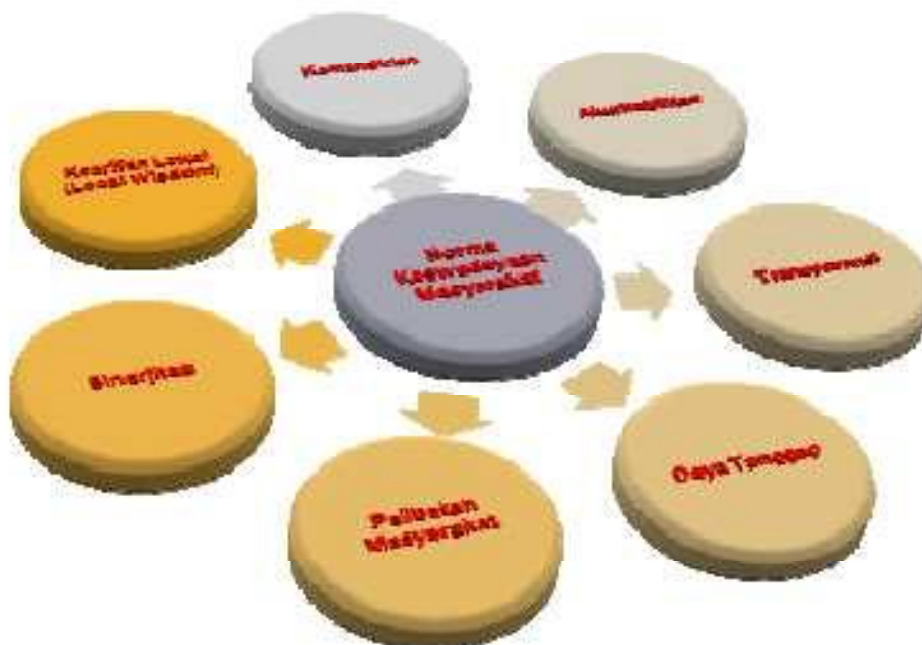
Concerning society sphere, there are some problems which may block autotherapeutic mechanism in Governance in order to achieve national and regional development goals. First, not all societal actors¹⁰ have really represented societal needs and interests. To sponsors or donors either from local, national and international sources, they promote them self as representing societal interests. But, in reality, after getting financial sources, instead of favouring society, they use big amount of financial sources for their interests without accountability to beneficiaries. Second, there is tendency of conflicts and overlaps inter-societal actors or among societal actors vis a vis government and private. Concerning societal actors, there are various group of actors which include LSM (Lembaga Swadaya Masyarakat), Ormas (Organisasi Kemasyarakatan), Ornop (Organisasi Non-Pemerintah), Organisasi Profesi, Organisasi Adat, and etc. Each group of societal actors has its pride and confidence. Sometimes one group feels better than others. Third, there is tendency of distrust, blaming, ruining each others. Fourth, there is also stigmatization phenomena. It is easy for some actors to punish others as committing mis-behavior and public enemies. Those problems might come up because there is no governing system in societal actors which is agreed not only by some NGOs, but also wide NGOs and government. For this reason, Good Societal Governance as a new norm is proposed. The notion of Good Societal Governance has been initiated by The National Institute of Public Administration, The Republic of Indonesia in 2008¹¹. It offers the characteristics of Good

¹⁰ Since there is no agreed terms among Indonesia's societal actors or between government and societal actors, some called them selves as LSM (Lembaga Swadaya Masyarakat), others called them as Ormas (Organisasi Kemasyarakatan), and the others called them selves as Ornop (Organisasi non-pemerintah). So, for this discussion we categorize them as societal actors.

¹¹ In global arena, the terms of Good Societal Governance or Norma Kesewadayaan Masyarakat is firstly introduced by Centre for International Administration Studies, National Institute of Public Administration, Indonesia, which is the writer of this paper is one of primary conceptors and writers. It could be seen in either yahoo or google searching. The terms of societal governance then followed by many international writers. It means that our expectatio

Societal Governance, values and norms for the society to sustain self-

Picture 2



governance and interactions with the public and the private sector; which cover transparency, accountability, responsiveness, synergy, and local wisdom in order to strengthen the framework of Good Governance and achieve national and regional development goals (see picture 2 for illustration).

The norms of Good Societal Governance have been resulted through iterature studies and serial Focused-Group Discussions between researcher of Centre for International Administration Studies¹², central and some local government officials from some regions in charge with societal matters (Kesbang Linmas Institutions); academicians, and NGOs' representatives from some regions. The norms could be described as follows:

¹² The address of Center for International Administration Studies is Jl. Veteran No. 10 Jakarta. Telp./Fax. 021-3504658

1) Accountability Norm

As representative of societal interests who always control government accountability, societal actors must be accountable in performing their roles. They must prove that their roles are really dedicated for society and their financial management is free from corruptions or abusing for their interest in the name of public. Their accountability could become one of integrity pillars in strengthening societal movement for regional development. The integrity may result in high trust from society, government, and donors so as it will sustain their existence.

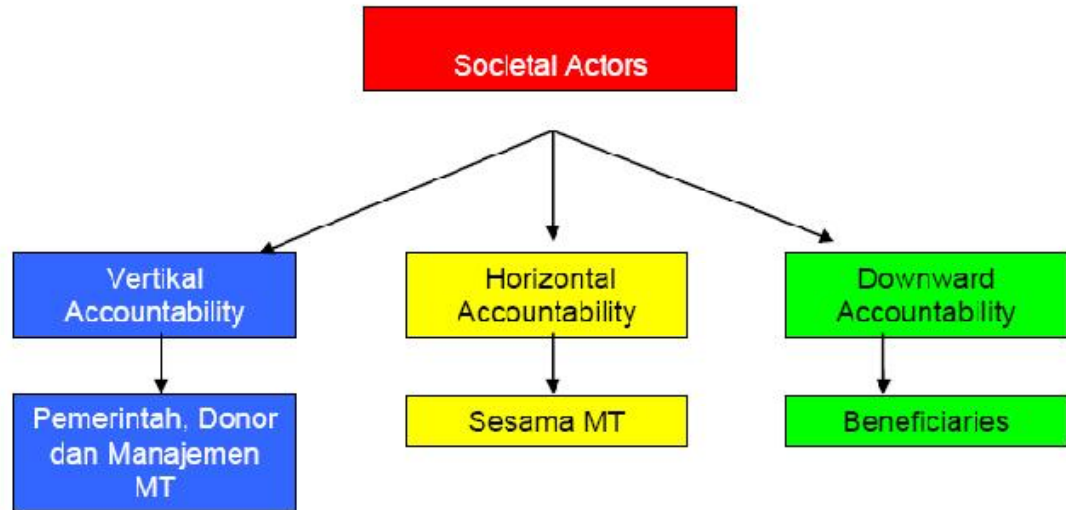
Unlike conventional accountability system, The accountability system of societal actors is not limited accountability in the framework of principal and agent (owners or sponsors and doers or operators) but it has wider fame work. The Accountability system of societal actors covers not only accountability to principal but also accountability to beneficiaries. It means that society also should be informed their representative or societal actors, so the society could value their trust to these actors.

The accountability system of societal actors generally could be seen in Picture 3 Based on the picture, social actor accountability system (SAAS) could be divided into three categories. First, vertical accountability, it is kind of accountability upward from societal actors to government, donors and internal management. This kind of accountability might have been being implemented by many NGOs, especially the accountability from social actors to donors. It might be because the social actors need financial sources sustainability. On another hand, the donors need the money to be allocated to beneficiaries based on their mission. Then, the two actors have very close relationship according to their interests.

Second, horizontal accountability, it is the accountability from societal actors to other societal actors. Because of its sense of dignity, confidence and unwilling to be blamed, it might be difficult for one societal actor to be accountable to other societal actors. However, there are some limited societal actors who have commitment to do so. For example, KPMM in West Sumatera in followed by some NGOs members has designed code of ethics for societal integrity movement.

The members should follow agreed rules written in their code of ethics.

Picture 3. Societal Actor Accountability System (SAAS)



Another big NGO, WALHI in The Center of Sulawesi has designed code of ethics for its members (some local NGOs). The code has become check and balance mechanism for the members. Disobeying this code means would be kicked out from its membership.

2) Transparency Norm

Transparency means societal actors should inform society about financial sources and their allocation as well as well as their performance in serving society. This openness is very meaningful to strengthen accountability and integrity of societal actors in regional development. There are some benefits of implementing transparency norm in improving Good Governance and regional development as follows: First, transparency could decrease asymmetric information (or lack of information) between societal actors and society (beneficiaries); as well as between societal actors and government (as a partner in regional development). Second, transparency could improve societal actor integrity in front of stakeholders. Third, transparency could become public media to demand societal actor accountability and become arena of public discourse or debate.

Fourth, information could strengthen degree of transparency and openness of societal actors as medium for preventing corruption and unethical practices of societal actors in order to participate in regional development.

In another world, through transparency, societal actors could be stimulated to serve public for better regional development. Through, transparency, it is easier for government and wider society to interact with societal actors in order to improve regional development

4) Responsiveness Norm

Responsiveness norm is the way how societal actors respond societal and national problems. Since ten years having been through reform, Indonesia has a big-bang government reform from centralization to decentralization. The degree of decentralization is also very deep. Its decentralization type is devolution which provide local autonomy to local governments. It also accommodate and recognize the role of private and NGOs in regional development through decentralized governance. The reform, to some extent, indeed has resulted some achievements. One of remarkable achievements is the increase of implementing democracy. Nowadays, president, governors, majors and head of municipalities are elected directly by people. The NGOs are also having bigger opportunities in voice as well as direct or indirect participation in government activities. Through many achievements in building democratic system, Indonesia has been positioned as the third biggest democratic countries in the world after USA and India.

However, although building democratic system is necessary it is not enough in fulfilling societal life. There is another important thing has not been accomplished yet since ten-yers reform. The thing is societal welfare. Many surveys including LSI survey reveal that public is satisfied with fighting corruption efforts, political system and democracy. But, they are still unsatisfied in terms of their welfare. This phenomena risen the issue, how far the role not only government but also NGOs. After reform, local governments indeed have more resources for regional development. Moreover, The NGOs also have more actors as result of democratization. However, it seems that their roles is not enough in guaranting societal welfare. It might be because of lack of synergy among the actors. As the result, their potential resources could not be spent efficiently in regional development.

As a matter of facts, there are some misbehavior NGOs. Indeed they declare them selves as representators of societal interests. But, it is just for their interest in order to get amount of money from donors or sponsors. It means that some NGOs tend to be selfinterested and donor interested. The phenomena indeed may be stumbling blocks in fulfilling societal needs. This phenomena may in turn weaken societal movement integrity be counter-productive toward achieving regional development goals.

In short, responsiveness norm should become a societal movement code of conduct in order the movement to be in line with achieving regional development goals.

5) Public Participation or People Involvement Norm

People involvement is the way how people or society to participate in planning, implementation and evaluation of societal actors' activities. It means that people involvement is prerequisite not only in government activities¹³ but also in societal actors activities¹⁴. People involvement in societal actors' activities can also be categorized as multy-stakeholders approach in which many stakeholders are involved in societal activities especially the beneficiaries. People participation could be fruitful in: first, matching societal activities with society's needs. The society know more about them selves. So, they could contribute more on needed programs in order to be effective. Second, society involvement could decrease asymmetric information (lack of information) between societal actors as society representative and society especially beneficiaries. Third, People involvement could become arena of checks and balances among actors in regional development.

6) Synergy Norm

In Good Governance framework, people involvement is one of its fundamental element. In Good Societal Governance framework, however, it is not only stop up until people involvement. Instead, the involvement of various actors require synergic interaction among

¹³ Many academic discourses tend to focus on people involvement in Government activities.

¹⁴ It has been advocated by Central for International Administration Studies-National Institute of Public Administration (Pusat Kajian Administrasi International – Lembaga Administrasi International) since 2008.

those actors. The synergic interaction is needed in order to deal with various regional problems effectively and efficiently. Un-synergic interaction among those actors means every single actor including individual societal actors, departmental units in governments tend to go conducting activities in separate ways without any coordination among them. It may result in overlapping programs, over-costs consuming, in-efficient and in-effective outcomes of program, misallocated resources. Overlapping may happen when the same approaches are used by some actors to deal with same problem. Indeed, it may result in Wasteful resources. Alternatively, the resources could in efficient resource allocation. It happens because every actor perceive that they know more about problem and its solution without sharing information with other actors. In fact, other actors are doing the same thing.

Synergy can be seen based on stakeholder approach and program or project management approach. From stakeholder point of view, synergy can be built in some layers. **The first layer**, vertical synergy, it is form of synergy which is built among. Many academic discourses tend to focus on people involvement in Government activities. It has been advocated by Central for International Administration Studies-National Institute of Public Administration (Pusat Kajian Administrasi International–Lembaga Administrasi International) since 2008. societal actors, donors and internal management. The expected outcome of vertical synergy is integrity and cohesiveness among actors and among their programs. They cooperate and coordinate in order to determine which program is appropriate, by whom it will be done and from whom the resources come from. It aims at serving society for better life. **The second layer**, horizontal synergy, it is form of synergy which is built among societal actors them selves. Indeed, every societal actors has its own finance, personnel, organization and services. However, they have to recognize and consider the existence of their societal actors colleagues in order societal movement to be more powerful and have more integrity. So, they will get more trust from wider stakeholders especially the society (more specific: the beneficiaries). Then, the expected outcome of horizontal synergy is societal actors movement would be more powerful and trusted. **The third layer**, downward synergy, it is form of synergy which is built between societal actors and societal actors and society or beneficiaries. Among those three layers, the third layer is the core of societal actors' roles and even not only the the core of their roles but

also the core of governments and private roles. It is said so because the roles either societal actors, government and private essentially is at last serving society. So, in playing their roles, societal actors have to built synergy with society or beneficiaries. Even, it is a must. Societal actors may know societal problems, but society may know more the problems. The society who have been through the problems. So, they will know more the problems. For this reason societal actors should collaborate and cooperate with society. Otherwise, they would design programs for society which are in the field is unnecessary.

The three layers has its own complication degree. The first layer, vertical synergy has the least complicated one. It is easy for societal actors to build synergy in internal management because it is the place

where they run their daily activities. Synergy with donors or sponsors is also rather easy. Automatically, the societal actors will adjust their operations to donors' or sponsors' expectation.

Otherwise, they would not get financial resources. In another world, the societal actors would behave as an arm length of donors or sponsors. If it is just to be registered, the interaction between

societal actors and government is relatively easy¹⁵. Nevertheless there are many NGOs have not been registered yet in Ministry of Home Affairs (Direktorat Jenderal Kesbang Linmas). It might reflect

Box 1

Fictive NGOs in South Sumatera

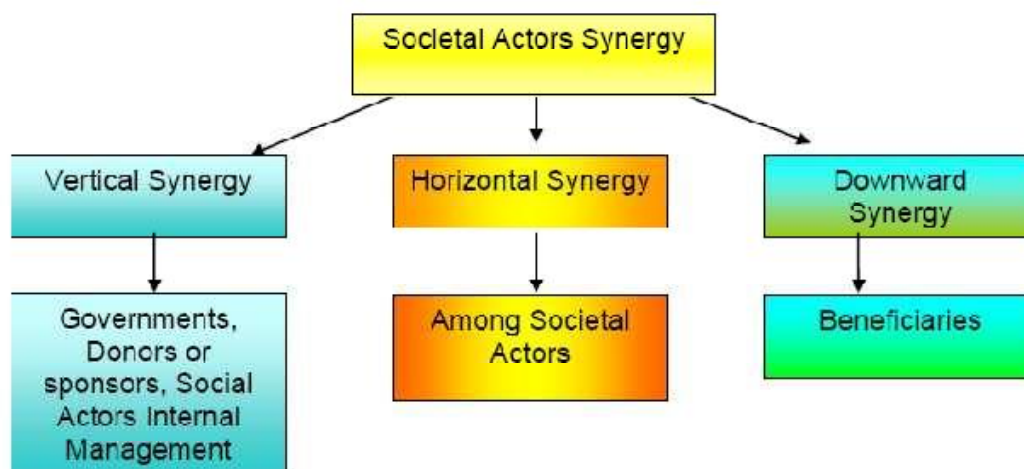
A donor has given amount of significant money to an NGO in North Sumatera based on their agreement. After project period passed on, the donor wanted to know the accomplishment of project. But, the donor could not keep in touch anymore with the NGO. Then contact number could not be accessed. The address is also not clear. So, The NGO asked Government Province of North Sumatera (Dinas Kesbang Linmas) to get any information about the NGO. But, because it has not registered yet, so the Donor could not get such information. In this case the Donor worse of. The society is also worse of because the needees has lost opportunity to get beneficial resources.

¹⁵ In Indonesian case there are thousands NGOs are unregistered in Ministry of Home Affairs (MOHA) or Local Government. So, its really difficult to know the real exact numbers of NGOs.

unwillingness of some NGOs to be registered to the government body due to “unfinished stereotyping”.

Some NGOs still treat government as their common enemy as it was in the past regime (Orde Baru). Some of them thought that registration is not necessary because they have no benefit from it. Regardless of these views, registration is needed partly because it may become data-base for strengthening positive interaction between societal government and societal actors in fulfilling society needs. The case of fictive NGOs in North Sumatera, see box 1, may become bad lesson. Synergy can also be developed based on project or program management stages. The first stage of synergy development is synergic planning. This stage is critical because it determines roadmap for the next stages. The synergic planning should be done by utilizing multy-stakeholders to guarantee the efectivity and efficiency of implemented programs or projects. It involves not only vertical stakeholders but also horizontal and downward stakeholders to synchronize their programs or projects and guarantee programs to be effective and efficient. The second stage is synergic implementation. Only synergic in planning may mad the programs or projects useless. The programs are really having effect if it is implemented efficiently and effectively. In order to do so, it requires synergic implementation. Who does what, with whom, to which targets must be clear in the field. Otherwise, the programs are useless. So, it is important to put the program into effect. The third important stage is synergic evaluation. It is also really required in order to guarantee the existence of checks and balances among stakeholders (either vertical, horizontal or downward stakeholders). Its existence might result in minimizing or preventing abusing resources for individual or group interests. Synergy also can be built in terms of target or object of programs or projects. It may be not efficient if too many same programs from many providers have the same target or object. It is better if various actors or providers distribute programs or projects to various objects or projects.

Picture 3. Multy-Actors Synergy Map



In reality, however, generally, the synergy between societal actors and government in Indonesian case has not been achieved yet. It seems that some government institutions and some Societal actors are still in conflict situation. From government side, societal actors especially NGOs are seen as the cruel opposition enemy. From societal actors side, the government is seen as un-trusted actor. The government has decay agenda for apparatus interests rather than for society. Then, both of two parties are stereotyping each other. As result, in stead of building synergic cooperation between government and societal actors, there are some overlapping programs in dealing with public issues.

7) **Local Wisdom**

One of success factor of globalization effect on Indonesian development is modernization of various life dimensions. This achievement to some extent has benefit for the life of the nation. However, there are also some negative impact on social life. Its impact may harm not only this generation but also next generation (the future of Indonesia). One negative result of modernization is there are many alienated society in individualistic and materialistic life. It in turns degrades the life of spirit community selfhelp (gotong-royong) and increases individual ego, aggressive behaviors and conflicts. Such condition may indeed weaken the pivotal strength of the state. While, in fact Indonesian local values provide local wisdom which may have

more positive impacts on better social life. Some good practices could be found in Bali through Subak culture and in Padang through cultural-based development “adat bersandi sara dan sara bersandi kitabullah”.

Making Good Societal Governance Work

It important that Good Societal Governance as governing system for societal actors need to be derived into more operational and applicable instrument. For this purpose, Tabel 1 proposes instrumental guidance how to implement Good Societal Governance in the field. The proposal clarifies each norm, instrument to be applied and indicators to see the progress of implementing Good Societal Governance.

Tabel 1: Instrumental Guidance for Implementing Good Societal Governance

NORMS	PRINCIPLE EXPLANATION	INSTRUMENT	INDICATOR
<p>Independency Norm</p>	<p>Independency Norm is independent demeanor of societal actors and non dependence behavior of social actor toward other stakeholders especially donors. The norm is needed in order to strengthen one-sidedness with society and national interest above donors' interests. It means that donors' assistance is just for supporting factor.</p>	<p>Basic instrument to implement the principle is political commitment to reject donors' assistance with has negative impact on the development society, nation and environment. While it's supporting instrument is campaigning anti-ua beneficial assistance for society; checks and balances among societal actors and between societal actors and government; and consolidation of societal actor movement locally and nationally..</p>	<ol style="list-style-type: none"> 1. Society interest is advocated from global cooperation. 2. The increase of social actors solidity in achieving state goals. 3. The increase of nationalism sense in societal actors.
<p>Participatory Norm</p>	<p>Participatory norm is the efforts of societal actors in involving society in planning, implementing, and evaluating societal actors' programs or projects.</p>	<p>It's basic instrument is societal actors commitment to involve society straining from planning, implementation & evaluation in project management.</p> <p>It's supporting instruments are providing information to society, society consultancy forum and multi-stakeholders approach.</p>	<ol style="list-style-type: none"> 1. The increase of society trust toward societal actors. 2. The increase of society involvement in societal actors projects. 3. The increase of society inputs to improve the quantity and quality of societal actors roles. 4. More responsive society toward societal actors activities. 5. The activities suit society or beneficiaries needs 6. The decrease of information gaps or asymmetric information between

			<p>societal actors who represent society interest and society or beneficiaries.</p> <p>7. The existence of checks and balances among actors.</p>
<p>Transparency Norm</p>	<p>Transparency is the openness of societal actors in their financial resources and their spending, as well as their performance in fulfilling society needs and interest. The openness is important in order to strengthen societal actors accountability and integrity in society life.</p>	<p>Its basic instrument is societal actors commitment to publish their activities and finance. Whereas its supporting instruments are database facilities, information infrastructures, communication, and publication of their products and other information including financial statement and its complaint mechanism in mass media and internet.</p>	<p>1. The improvement of society information and knowledge toward societal actors activities;</p> <p>2. The improvement of society trust toward societal actors;</p> <p>3. The increase of society involvement in societal activities;</p> <p>4. The decrease of breaking law and regulation.</p>
<p>Responsiveness Norm</p>	<p>Responsiveness norm is the way how societal actors response public and state issues.</p> <p>Since economic crisis, societal actors have increased. It indicates the increase of public participation in building nation. However its increase has not impacted yet on national economic increase.</p>	<p>Its basic instrument is societal actors commitment to persistently serve the society interest and assist society in dealing with their problems. While its supporting instruments are mapping public issues and their alternative solutions, mapping governance actors, collaboration among governance actors, providing communication facilities, complaint boxes, society care hotline services, procedures and other complaint facilities.</p>	<p>1. The improvement of society trust toward societal actors;</p> <p>2. The growth of society awareness upon their roles;</p> <p>3. The improvement of society participation in societal activities.</p> <p>4. Accomplishment of overcoming various public issues;</p> <p>5. The increase of welfare and value added of societal services.</p>

<p style="text-align: center;">Accountability Norm</p>	<p>The societal actors must understand that they have to account their activities not only to internal management and sponsors or donors but also to society or public at large. To measure their performance, it is important that their performance indicators are clear, there are also inevitable from being checked, their performance audit must also be published and their wrong behaviors must be punished. While, their good performance in serving society is also rewarded.</p>	<p>The basic instrument of accountability is commitment and agreement on implementing societal actor ethic Meanwhile, the supporting instruments of accountability are behavioral guidance, performance audit system, accompanied by reward and punishment system.</p>	<ol style="list-style-type: none"> 1. The improvement of society trust toward societal actors. 2. The growth of society awareness on societal roles. 3. The decrease of abusing societal actor activities. 4. The increase of societal actor movement.
<p style="text-align: center;">Synergy Norm</p>	<p>In the framework of Good Governance, synergy among societal actors, between societal actors and government, societal actors and society, as well as societal actors and other stakeholders is one of key-factors in guaranteeing effectivity and efficiency of their roles in achieving national and regional goals. Lack of synergy may produce inefficiency and mis-allocation of resources</p>	<p>The basic instrument of synergy is collective commitment between societal actors, government and other stakeholders to inter-coordinate each other in dealing with societal problems. The supporting instruments of synergy are information and communication center among societal actors; between societal actors and government, multi-stakeholder approach from planning, implementation up until evaluation, the availability of societal governance network database.</p>	<ol style="list-style-type: none"> 1. The societal programs are more effective and efficient in achieving national and regional goals. 2. No overlapping roles among societal actors; also between societal actors and government. 3. The decrease of abused behaviors.
<p style="text-align: center;">Local Wisdom Norm</p>	<p>The needs for modernizing life does not mean that old values must be abolished or destroys. Instead there are old basic values which may be always relevant to society. The values provide better society life. Stick on</p>	<p>The basic instrument of local wisdom norm is societal actors commitment to conserve local wisdom values (exp. community self-help). The supporting instruments of local wisdom values are promoting local wisdom values,</p>	<ol style="list-style-type: none"> 1. Local wisdom values (community self help) can be conserved. 2. Negative impact of modernization can be avoided. 3. More human society

	<p>those values may produce more human and cooperative society. While the modernization values could become supporting values. As a matter of fact the modernization tends to increase. It produces more alienated and individualized society. So, to strengthen society life, revitalizing local wisdom is needed.</p>	<p>promoting anti-negative and destructive values, rejecting technology that destroys good local values</p>	
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In order to provide clearer guidance, Tabel 2 indicates the Do and Don't in Good Societal Governance. It could become alternative indicators to measure how far the societal actors implement Good Societal Governance principles.

**Tabel 2:
Do and Don't in Implementing Good Societal Governance**

Principles	Don't	Do
<p style="text-align: center;">Independence Norm</p>	<ul style="list-style-type: none"> • In cooperation with foreign donors or sponsors conducting societal activities which harm society and nation interest directly or indirectly, short term or long term (exp. Exploiting natural resources) • Receiving funds from certain parties who have certain political interest to destruct or disharmonize or disintegrate the tight cooperation among society, government and private in achieving national and regional goals through agitation, provocation, people mobilization. • Campaigning values which are unsuitable with local wisdom to serve foreign interest and get funding assistant.. 	<ul style="list-style-type: none"> • Reject donors or sponsors for conducting societal activities which harm society and nation interest directly or indirectly, short term or long term (exp. Exploiting natural resources) • Coordinate various stakeholders, integrate and synergize them in achieving national and regional goals. • Utilize various funding resources for society interest • Campaign values that suit local wisdom
<p style="text-align: center;">Participatory Norm</p>	<ul style="list-style-type: none"> • Mobilizing society to participate in societal programs through intimidations, intrigues and other negative behaviors. • Conducting deterministic, monopolistic and top-down societal activities along with closing society access to participate. • Manipulating people participation only for certain societal actor interest. 	<ul style="list-style-type: none"> • Develop society participation in societal programs through interactive communication and mutual understanding for society interest. • Delegate conducting societal activities to individual or group of capable society. • Getting agreement and support from society through consultation and two ways communication.
<p style="text-align: center;">Transparency Norm</p>	<ul style="list-style-type: none"> • Providing information only to internal management and donors or sponsors. • Spreading information in un-understandable ways to society. 	<ul style="list-style-type: none"> • Providing information not only to internal management and sponsors / donors but also to society especially beneficiaries Merumuskan dan menyebarkan informasi dalam bahasa yang sederhana dan dimengerti

	<ul style="list-style-type: none"> • Publishing fictive information • Providing complain facilities is just for formality measure, without any follows up. • Communicating to society in more rhetoric ways and just for attracting sympathy. • Building information technology based societal activities as modern symbol and organizational prestige. 	<ul style="list-style-type: none"> • Publishing valid information in more informative, communicative and open ways in order society to be more understood and participate more in societal activities. • Providing complain facilities is for continues improvement. The complains are followed up in more responsive ways. • Communicating to society in more communicative ways and full of commitment • Building information technology based societal activities in more functional, interactive and accessible ways.
Responsiveness Norm	<ul style="list-style-type: none"> • Societal activities are oriented toward superior order and sponsors/donors rather than toward society. • Representing society interest for societal actor and donor interest. • Societal activities have no clear impact on solving society problems. • Government support is only for government allies societal actors • Conducting public forum, talk show and soon as media for self or group popularity. 	<ul style="list-style-type: none"> • Societal activities are oriented toward society especially beneficiaries. • Truly representing society interest for societal actor and donor interest • Societal activities have clear impact on solving society problems. • Giving appreciation/incentive, reward to societal actors who contribute on dealing society problems • Conducting public forum, talk show and soon as media for building consensus and agreement with society.

<p style="text-align: center;">Norma Akuntabilitas</p> <ul style="list-style-type: none"> • Accountability is for superior, donors or sponsors. • Performance audit is for blaming and punishing dislike persons or groups. • Designing performance indicator subjectively and unclearly to open opportunities for abusing. 	<ul style="list-style-type: none"> • Accountability is for superior, colleagues, sponsors, donors, government, society especially beneficiaries. • Performance audit is for accountability instrument, education instrument, motivation improvement, and continues improvement. • Designing performance indicator accurately and objectively as a responsibility and commitment for society interest.
<p style="text-align: center;">Synergy Norm</p> <ul style="list-style-type: none"> • Designing and implementing programs without considering others' related programs; • Many societal actors and government institutions are doing the same program and target without any coordination among them. • Many societal actors and government institutions did not care whether the programs have benefited society or not 	<ul style="list-style-type: none"> • Multy-stakeholder approaches in designing and implementing programs. • Many societal actors and government institutions are collaboratively doing program for certain target through sharing resources and risks, • Many societal actors and government institutions always evaluate whether the programs have benefited society or not and follow up evaluation result for continues improvement.
<p style="text-align: center;">Local Wisdom Norm</p> <ul style="list-style-type: none"> • Socialize values that do not suit local wisdom for the sake of personal or group interest including donors . • Providing and or accepting assistants that causes societal dependency, laziness, lack of self-help spirit and togetherness; • Campaigning technology that has negative impact on environment, social structure marginalized society . 	<ul style="list-style-type: none"> • Strengthen social structure through developing local wisdom; • Providing and or accepting educative assistants that causes societal independency and strong self-help spirit and togetherness; • Campaigning technology that has positive impact on environment, social structure marginalized society and accommodate local wisdom.

Those norms have been advocated to various stakeholders including some NGOs and government authorities in NTB and Samarinda (East Kalimantan). Most of them saw the implementation of GSG norm is very urgent. Even from the fact shows that within a month there are more than 2000 persons have visited the concept in the internet. Some of them downloaded it and said liked it. It is also has been ranked as one of the most explore for non-fiction category. But, indeed the effort is still not enough. Instead more effective advocacy is needed. Even, more institutionalized GSG is more needed.

CLOSING

It is important that the cohesiveness among Indonesia's development actors is prerequisite in order to build better Indonesian development. The absent, governing system in societal actors, however, may become stumbling block for better development. For this reason, Good Societal Governance could become an alternative solution to synergize various actors into more cohesive and auto-therapeutic interaction in achieving national goals. The concept has been appreciated and even followed by many stakeholders. However, more action is needed. One of the most important action is institutionalizing the concept including internalizing the concept in The New Law of Societal Governance. Another action is NGOs and local agreements of code of conduct; giving incentive for best societal actors in serving society for better development.

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