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Gwangju, 30th September – 3rd October 2019

Human Rights City Forum

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October 2019

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Introduction

This research is an intersection between human rights appreciation and policy sustainability in decentralization context. It points to Human Rights City initiative in Wonosobo District, Central Java Indonesia. Further, this is interesting in two sides. First, Human Rights City initiative is a sort of international call to celebrate human rights as well as to educate people about it. Second, this initiative is implemented in the context of Indonesian decentralization in which this determines largely to the successfulness of such initiative. I start with the first.

Human Rights City initiative was established firstly in Gwangju, South Korea. Although, the awareness of human rights has been spreading out globally. The momentum of Gwangju was then used as platform to develop Human Rights City in other countries. In Indonesia, this was found in Wonosobo District, Central Java. The district government has issued local regulation as a mechanism to sustain this initiative. However, I may argue here that local regulation is perhaps not enough to ensure its sustainability. It may be determined by numbers of important factors namely bureaucratic politics, vested interest and most importantly government commitment. Putting the last first, government commitment in general can be seen by its support in financial contribution. The main research question posed in this research with regards to this context is: how Human Rights City initiative in Wonosobo is sustained? In order to answer, this paper is focused on two major concerns. First is about decentralization setting and second is about government performance in supporting Human Rights city policy.

Indonesian decentralization context

¹ This paper is in-progress and is not for academic purposes.



Decentralization

One of the 21st century's global trends in developing countries is decentralization (World Bank 2005). Decentralization is designed to perform better adaptation of local government to local needs (Oates 1993). As consequence, this ends up with better service delivery in particular in health and education sector (Keating, 1998; Morgan, 2002). In addition, decentralization is hoped to deliver better transparency and an initiative to minimize the waste that comes from central government's program that do not fit with local needs (Bardhan 2002). In fact, these expectations are not always happen.

The design of decentralisation in particular public service affects how the community could contribute in the policy making process. Looking at the progress in developed country, Wollmann (2008) notes that the local leadership and local governance in certain issue are likely to depend on whether the local government is carried out by single entity (monistic) and separated between the executive and representative (dualistic). It will also depend on whether the responsibility and authority of the public service is fully in the hand of the local government (uniform task) or also carried out by representative of central government at local level (dual task). Especially in the dualistic system with uniform task, the representatives are formally expected to be the communicating channel between community and the local executive government. However, there is a growing need for other community member as a stakeholder to put their voice in the system (Gaventa, 2004). Gaventa (2004) collected four main reasons for this necessity – the voice of the public as a consumer of public services, inclusion of minorities group, involvement of multiple stakeholders and accountability. This involvement of community member is known as participatory democracy and this is where the informal local leadership emerge.

The issue of capability faced by sub-national governments lead to the failure of delivering public services (Bahl et al 2002). In some poor areas, local governments are struggling to provide basic services (Rodriguez-Pose and Ezcurra, 2010). Why this happens? One of the problems is because they have problem of rampant corruption and elite capture that are institutionalized (Martinez-Vazquez and McNab, 2003). Because of these, quality of service delivery remains low (Beramendi, 2007). At this point, it needs better approach.

Under community localism rubric, policy making is further down into community level (Corry et al. 2004; Corry and Stoker 2002; Evans, Mars, and Stoker 2013). This becomes very important especially in poor areas. What communities done on this are involving leaders, voluntary groups, local residents and civic organizations (Gaventa, 2004). Apart from the need to engage with locals, decentralization in Indonesia is also related to bureaucratic performance and values that created inside this system. Furthermore, as argued by (Herijanto, 2012:5), bureaucratic performance in Indonesian decentralization depends on numbers of aspects namely size, salary system, bureaucratic culture and institutional reform. More on bureaucratic culture, he mentions “the organizational culture has an internal effect by stimulating cooperation of the organization's members, by strengthening the feeling of togetherness and by unifying them in pursuing the objectives of the organization”. However, this is not an easy task, in particular addressing problem of coordination.

In their work, Guillermo and Cynthia (2017:747) present that coordination and



fragmented action issues identified in local government are caused by unit specialization and disaggregation. According to them, specialization follows ‘single-purpose organization’ approach that finally leads to lack of horizontal coordination. This becomes more problematic when public service delivery is getting complex. Problem of government line agencies coordination is pervasive. This is found in many administrative layers in Indonesian bureaucratic system. It is known that lack of coordination between line agencies contributes to the delay of programs (Datta et al., 2011:23). As for example, in Indonesia, Bandung municipality shows complex problem in urban development. Among others, serious challenges in this city are waste management, flood, slums, clean water and transportation. Latest research conducted by Tarigan *et al* (2016:108) in Bandung indicates that lack of coordination between line agencies in this municipality may results in greater risk in environmental damages. Despite environmental problems as mentioned, many big cities in Indonesia have also dealing with transportation issues. This complex issue is in place for years. Although decentralization provides local government an avenue for service delivery improvement but it also raises question on coordination on critical problem like transportation (Holzacher, Wittek, & Waltjer, 2016:28). Despite remaining problem of government coordination, Indonesian decentralization also suffers from bureaucratic politics ranging from decision-making process to relation between politics and bureaucrats.

The general overview towards Indonesian bureaucratic systems and performances of its officer remains negative. In a report, it was said that decision-making process is unclear (Datta et al., 2011:13). This raises question of the Indonesian bureaucrats quality. Despite relatively unclear process of policymaking, the bureaucracy remains under perform. Study by Kasim (2013:18) reveals that Indonesian bureaucracy lack of merit-based recruitment as well as suffering from continuous patrimonialism and uncompetitive compensation system. One of the causes is the existence of bureaucratic politics. In the case of Indonesia, this points to the ‘officialdom’ meaning that there is no a clear-cut demarcation between politics and bureaucracy. Simply, politics determines bureaucracy and vice versa (Daniarsyah, 2015:91). Further, she said that the existence of politics in bureaucracy is unavoidable.

Summing up, decentralisation brings opportunity for the local government to deliver the public services needed by local community. However, the capacity and capability of the local authority is not enough. In this case, the involvement of the informal local leadership is become crucial. To make this work, the informal local leaders should be able to work with the formally elected representation as well as getting the trust from the community.

Government of Wonosobo: general overview

To start with, I like to highlight important facts about Wonosobo that are gathered from secondary sources. In June 2019, the district proposes three public innovations for Public Service Innovation Competition 2019. Three programs are student literacy, local nutritious food and hospital sustainable repairmen (ANTARA, 2019; Kementrian Pendayagunaan Aparatur Negara dan Reformasi Birokrasi, 2019). Although this achievement looks promising, in the past, Wonosobo still had problem in bureaucratic reform. Based on survey conducted in 2011, the district was part of least attractive for business environment. One of the causes was low performance of bureaucracy (Ekopriyono, 2013:30).



In order to address this problem, government of Wonosobo has released Regional Regulation 3/ 2014 on bureaucratic reform. In this regulation, the government emphasizes merit-based system on recruitment, shrinking bureaucratic structure and merging departments (Faqih & Widayati, 2018:510). A quote taken in this paper is

The weakness of the organizational structure and regulation, local government before implementation Perda No. 3 of 2014 concerning, among others, his organization is too "fat". Some consist of several structures function. While positions that are not rich, there overlapping between OPD, resulting in high operating costs and bureaucratic system rambling (Faqih & Widayati, 2018:512)

A year later, study was undertaken to assess Wonosobo. According to Rosyadi and Dharma (2014:47) Wonosobo's success to reform its bureaucracy is due to professional leadership by its District Head (Bupati). In close coordination with junior staffs, the Bupati was successfully shrinking its 'fat' bureaucracy. Under his administration, there were two strategies applied namely re-functioning government institutions and applying business concept (Rosyadi & Dharma, 2014:47). Referring to the first strategy, it was identified in Wonosobo that the lowest administrative level, which is *Kelurahan*, (similar to village level) is targeted under bureaucratic reform proposed by Bupati. Study by Simin et al (2018:190) indicates that the lowest bureaucracy in Wonosobo lacks of quality and quantity of human resources, limited budget and limited authority. In order to obtain better public service, this study proposes a semi-autonomous model, which are strengthening all of those that are lacking.

Human Rights City initiative in Wonosobo District

The case

Wonosobo district is located in Central Java, Indonesia. In 2015, this district proclaimed to be the first Human Right City in the country. Based on its District Head, "Wonosobo government ensures the availability of public services for creating a human rights city. The establishments of public parks and religious tolerance are some of the priorities for Wonosobo district" (Sanjaya, 2016).

The establishment of Human Right city was based on the combination of international advocacy and local appreciation (Khusen, 2016:424). Based on statistics, Wonosobo is a home for more than 6.000 people of Ahmadiyah (one of Islamic sects in Indonesia) who live peacefully (and is protected by local regulation) (TEMPO, 2015). Human Right city was then followed up by the establishment of human right commission at district level, as stated by International NGO Forum for Indonesia (INFID) (INFID, 2018). One of assignments given to this commission is monitoring the implementation of Human Right City initiative in the district, INFID further states. Despite functional support, Human Right City initiative is also backed by *Peraturan Daerah* (PERDA)/local regulation.

In Indonesian decentralization, PERDA is the highest commitment by local government on policy implementation. At the same time, PERDA is an attempt to sustain the policy. Regular budget, bureaucratic system and human resources ideally support PERDA. Regarding this, Wonosobo Human Right city is regulated by PERDA 5/ 2016 about Human



Right city. Under this, district government ensures the implementation of the initiative by recognition of human right principles as well as of its protection (Pemerintah Daerah Kabupaten Wonosobo, 2016a: Article 2). Not only this, according to *Rencana Pembangunan Jangka Menengah Daerah (RPJMD)*/ district medium-term development plan FY 2016-2021, recognition on Human Right is adopted in district general policy. In this, it is stated that Wonosobo is to strengthen Human Right city implementation through increasing its awareness (Pemerintah Daerah Kabupaten Wonosobo, 2016b: Table VII.1). From this, it can be summarized that Human Right city initiative is legally formal and acknowledged by district government. Next to this is its implementation.

In order to implement Human Right city policy, Wonosobo district has created two public spaces namely *Kartini Park* and *Fatmawati Park*². The first park was developed in 2014, which has been used for public space especially for children (Farkhana & Rahdriawan, 2018:97). Beside this is *Fatmawati Park*. This was built in 2015. Similar to *Kartini Park*, *Fatmawati Park* was created to provide public space. The difference is that *Fatmawati Park* was managed not only by Wonosobo district but also by Central Java province. Basically, providing open space such as park is common in Human Right cities. Gwangju city in South Korea, for instance, has many public parks, plazas, pedestrians, memorial park and 'Human Right station' (Handani, 2014). As well as Gwangju, both public parks in Wonosobo are equipped with public facilities. Inside the park, there is yellow line for disabled as well as special room for breastfeeding (Farkhana & Rahdriawan, 2018:98). In order to familiarize with the park, the image is presented below.



Source: Fatmawati Park (Urban Garden, 2016)

Furthermore, study by Farkhana and Rahdriawan (2018:103) finds that there is a governance mechanism on managing these parks. There are two line agencies that are considered the leading actors namely *Dinas Pekerjaan Umum (DPU)*/ department of public work and *Dinas Lingkungan Hidup (DLH)*/ department of environment. Interestingly, there are also non-state

² *Kartini* is Indonesian woman hero while *Fatmawati* is the Indonesian first lady



actors involved within this governance. These are local communities and private companies³. Besides parks, Wonosobo has applied human rights based in public service. This can be seen in immigration office. Broadcasted local news, immigration office in this district is aware of human rights practices. It has children playground, lactation room, wheel chair and toilets for difable (Dirjen Hak Asasi Manusia, 2017). From description mentioned earlier, it can be concluded that by practice District Wonosobo has commitment both in bureaucratic reform and in particular Human Rights City initiative. However, like in other districts in Indonesia, this initiative was subject of discontinuity because the District Head stepped down. Since 2015, Wonosobo has been under new administration. This of course raises awareness of sustainability of Human Rights City initiative. It was a call for sustaining the Human Rights City initiative. At least there were two attempts to do so. First was about institutionalizing the initiative and second was to initiate ad hoc commission.

Putting the last first, ad hoc commission to sustain Human Rights City initiative is by creating human rights commission at district level. In 6 November 2018, there were twelve people selected as member of this commission (Komnas HAM, 2018). In further detail, this commission consists of government staff, public figures, disable and religious leaders.

Human Rights Commission District Wonosobo 2018-2021



Source: Komnas HAM (2018)

The commission works for there years since 2018 until 2021. Besides the commission wok collaboratively with numbers of stakeholders such as interfaith groups, partners and network as well as provide education and information about human rights (Sumaedi, 2018). Another 'good news' for Human Rights City initiative is that the current Bupati's supports to it. In 2015, current Bupati has strengthened his support for Human Rights City (Kabupaten Wonosobo, 2015). As an example, public transportation in Wonosobo applies human rights based services. This refers to use of lamp in public transport so that disable people may use when they want to stop (Suara Merdeka, 2018). However, this is not to say that everything is good in Wonosobo.

In district medium-term development plan, mainstreaming human rights in women participation is still problematic. From the period of 2010-2015, percentage of women work

³ These private companies contribute through its Corporate Social Responsibilities practices



force that graduate from elementary school remains high. It was 75% (Kabupaten Wonosobo, 2016:21). In the next medium-term development plan (2016-2021), this issue is still found. But, District Wonosobo has anticipated this by appointing line agencies to manage. These agencies are legal bureau and department of public work (Kabupaten Wonosobo, 2017:87). In 2017, department of public work had managed parks located in the city by installing lamps for day and night. The park was also used for public space where children can play (Kabupaten Wonosobo, 2018:218).

Conclusion

In Indonesian current decentralization, sustainability of policy is subject of many policy studies. With regards to uncertainty in Indonesian context regarding decentralization, locating human rights city initiative as a centre of discussion is interesting. Many have already known that Indonesian bureaucracy is still full of corruption, nepotism and collusion. This is no different to district government. Instead of being leader in development, district government remains one of the bottlenecks for development.

From human rights city initiative in Wonosobo, I may conclude some important points. These are outlined below:

1. Government policy is fragile of being discontinued because of lack support. This may become worse when the district head step down. The new elected district head may discontinue the initiative. But, this is not the case in Wonosobo. The current district head fully supports this initiative. It can be shown by numbers of attempts like merit-based recruitment system, enacting local regulation and increasing awareness and responsibility in appointed line agencies that manage this initiative.
2. There is international as well as national policies that support this such as local regulation at district government. By local regulation human rights city initiative can be sustain.
3. Institutional arrangement by district government by setting up human rights commission indicates that such policy will sustain in the long run.



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