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DUALISM OF COMMUNITY PROTECTION UNIT (SATLINMAS) SURAKARTA CITY

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ABSTRACT

Mayor Regulation of Surakarta No. 58-A of 2012 about Community Protection which had been replaced by Mayor Regulation No. 16-A of 2013 and the outward of Ministry of Internal Affairs Regulation No. 84 of 2014 about the Implementation of Community Protection gains many problems in Community Protection Unit (Satlinmas) of Surakarta City. This research investigates many problems that appear in Community Protection Unit (Satlinmas) of Surakarta City particularly about the dualism problem of Community Protection Unit (Satlinmas) of Surakarta City. This research uses descriptive qualitative approach, while the objective is the Satlinmas members of Surakarta. The data is obtained by using observation, interview, and documentation. The data is then processed using Interactive Data Analysis Model. Based on the findings obtained in empirical point of view, there is a mismatch between the Mayor Regulation of Surakarta No. 58-A of 2012 about Community Protection which has been replaced by Mayor Regulation No. 16-A of 2013 with its implementation. The mismatch is in the Satlinma smember position of Surakarta City, membership requirements; distinguish between members' right and the mismatch of rights which have been set by the Mayor Regulation with the focus on reality. In the normative side, there is a difference between Mayor Regulation No. 58-A of 2012 and the Internal Affairs Minister Regulation No. 84 of 2014 from the substance of Community Protection's definition and the membership.

Keywords: *Protection, Community, Dualism*

1. INTRODUCTION

The Enactment No. 32 of 2004 about the Regional Government, the implementation of public order and community tranquility are the obligation of Regional Government where the implementation is done by the Pamong Praja Police Unit. Based on the enactment, there comes the Mayor Regulation of Surakarta No. 58-A of 2012 about the community protection, to respond the organizational structure alteration of Satlinmas which became the part of Pamong Praja Police Unit (Satpol PP), and also to empower the duty and the function of Satlinmas. This regulation then changed by the Mayor Regulation of Surakarta No. 16 of 2013 about the replacement of the Mayor Regulation No. 58-A of 2012 concerning with the Community Protection. Community Protection Unit (Satlinmas) is the organization composed of the community who are prepared and given knowledge and skills to conduct the activity of disaster handling to decrease the effect of the disaster, and also to maintain security, tranquility and public order, and social activities. In reality, Satlinmas is still underestimated by the community. Besides, the enactment that becomes the basis of the organization setting, the layout and the duty of community protection has been changed several times. This situation raised problems in both the implementation rule aspects and the implementation itself.

The Satlinmas' duty according to Mayor Regulation No. 58-A of 2012 includes; contributing in disaster handling, supporting the security, tranquility and public order; helping in social activities, contributing to the handling of tranquility, security, and the order in general elections; and contributing the efforts of country defense. Furthermore, Satlinmas has additional duties according to the territorial level. In the Community Protection organization, there are 3 levels of Satlinmas; i.e. city, sub-district, and village. Each level has its own additional duties. This difference creates two kinds of Satlinmas; Satlinmas in City territory which is selected and appointed by the Head of Pamong Praja Police Unit, and Satlinmas which is proposed by the chairman of sub-district or village chief which is appointed by the Head of Pamong Praja Police Unit. The differences about appointment process and territorial duty evoke the differences of the gained rights.

The problem appears again by the publication of Internal Affairs Minister Regulation No. 84 of 2014 about the Implementation of Community Protection and resultantly forces the review of the Mayor Regulation No. 58-A of 2012 which has been replaced by Mayor Regulation No. 16-A of 2013. Amongst them are the clauses which clarify about the authority of appointing the members of Satlinmas and the distribution of Satlinmas into the City, Sub-District, and Village territory just like what has been written in Clause 2 of Mayor Regulation No. 58-A of 2012 which was replaced by the Mayor Regulation No. 16-A of 2013. Another difference is the "Volunteering" concept in the definition of Satlinmas membership according to Internal Affairs Minister Regulation No. 84 of 2014, making the impression that the Satlinmas Members are volunteers. Meanwhile, according to Mayor Regulation of Surakarta No. 58-A of 2012, the members of Satlinmas have the rights to receive an honorarium. Based on that background, this research investigates many problems that appear in Community Protection Unit (Satlinmas) in Surakarta City particularly about the dualism problem among the members of Community Protection Unit (Satlinmas) in Surakarta City.

2. RESEARCH METHODS

This research uses qualitative descriptive approach. The research target is the members of Satlinmas in Surakarta City. Satlinmas Members are those who are recruited and appointed by the Head of Pamong Praja Police Unit, or appointed by the Head of Pamong Praja Police Unit selected from the proposal of Sub-District Head or Chief of Village or receiving a letter of duty from the Sub-District Head or Urban Village Chief. The locations where this research was conducted are Kalurahan Sangkrah, Kalurahan Joyontakan, Kalurahan Sewu or Jagalan, Kalurahan Gilingan, Kalurahan Nusukan, Kalurahan Laweyan, and other strategic places such as City Park, Outdoor area, city walk, and places which have regional assets. The data is obtained from the interview, observation, and documentation. The documentation is done by using books, documents, and other publications such as journals and scientific articles. The research instruments are the researchers themselves, interview guidelines, and tools to support the research such as research notebooks and recording devices. In analyzing the data, the researcher uses the data analysis from Miles Huberman Saldana (2014). The steps of processing data are: collecting data, data condensation, data presentation, and drawing the conclusion is shown below.

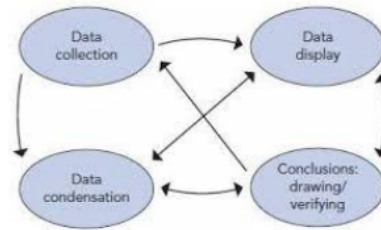


Figure 1. Components of Data Analysis: Interactive Model

Source: Miles, Huberman and Saldana, *Qualitative Data Analysis; A Methods Sourcebook Third Edition*, SAGE Publication. Arizona State University, USA (2014:14)

3. RESULTS AND DISCUSSION

There is a Mayor Regulation of Surakarta No.58-A of 2012 on Community Protection which has been replaced by Mayor Regulation No. 16-A of 2013 about the replacement towards Mayor Regulation No. 58-A of 2012. This replacement may not be implemented totally yet in Surakarta City until the publication of Internal Affairs Minister Regulation No. 84 of 2014 about the implementation of Community Protection. This regulation gives different perception towards Community Protection Institution. The difference of this regulation contains the potential of dualism Satlinmas position in the context of public service that must be done by the regional government. The dualism of Satlinmas in this research is investigated from both normative and empirical point of view. The empirical study is done towards the implementation of Mayor Regulation No. 58-A, especially on the implementation of the clause pertaining to the appointment of Satlinmas members and their rights, while the normative study is done by comparing the position of Satlinmas members according to Mayor Regulation No. 58-A and Minister Regulation No. 84 of 2014.

Based on the empirical study, there are several clauses that are not in accordance with the field condition between position problem, requirements, membership appointments, and their rights. The first problem is the position and the appointment. The position of Satlinmas in Mayor Regulation No. 58-A of 2012, clause 2 subsection (2) about the position of Satlinmas in different levels as follows:

- a. City Satlinmas located in strategic area, vital object, and tourism area appropriate to the assignment of Satpol PP;
- b. Sub District Satlinmas located in the Sub-District area;
- c. Urban Village Satlinmas located in Village area.

The difference between those three assigned areas is not only to show the range of geographical area but also to indicate the objects of Satlinmas' duty target. It is also to determine which Satlinmas that has the obligation to do their duty in a particular working area. However, empirical data shows the information that Satlinmas who works in the City area is not the Satlinmas which consists of several sub district Satlinmas as explained in Clause 9 subsection (1) letter a, but City Satlinmas where the members are appointed by the Head of Satpol PP according to Clause 14 of Mayor Regulation No.58-A of 2012 as has been changed by Mayor Regulation No. 16 of 2013. This problem then issues two memberships of Community Protection Unit (Satlinmas) in Surakarta City. The City Satlinmas is appointed and dismissed by the Head of Satpol PP while the Sub-District and Urban Village Satlinmas are appointed by Sub District Chief and Chief of Urban Village legitimated by Satpol PP. The dualism of Community Protection Unit (Satlinmas) is started from here.

The second problem is the requirements of Satlinmas Membership. Satlinmas Candidates who can participate the selection must fulfill the requirements as mentioned in the Clause 15 of Mayor Regulation of Surakarta No. 58-A of 2012 which has been replaced by Mayor Regulation No. 16-A of 2016 as follows:

- Indonesia Citizens, living in the same place proven by ID card;
- Aged 19-40 years old at the registration time,
- Minimum heights 160cm for men and 150cm for woman
- Minimum educational level is Junior High School or equivalent;
- Physically and spiritually healthy, proven by doctors' official statement;

➤ Well behaved and free of drugs, proven by Police Record Official Statement (*SKCK*)

Those requirements are normatively valid for everyone who will register themselves as the member of Satlinmas, both in the City/Regional or Sub-district and Urban Village. Infact, some members of Satlinmas in the level of Sub-district and village do not fulfill the requirements. They are the members of community protection who get assigned a letter from Sub-District Chief or Urban Village Chief, and they are not appointed by the Head of Satpol PP. Meanwhile, the member of City Satlinmas who is directly appointed by Satpol PP is still appropriate with the requirement.

The third problem is the differences of rights among the member of Satlinmas. The members of city Satlinmas have the full right whereas each member of region Satlinmas who gets the assigned letter from the Head of Satpol PP has incomplete rights as what have been regulated in Clause 18 of Mayor Regulation No. 58-A of 2012. Besides there is a difference in rights among the members who get the same assignment letter from the Head of Satpol PP. Inside the organization there are two kinds of Satlinmas Member Status empirically i.e., the members who get the appointment letter from the head of Satpol PP from the proposal of Chief of Urban Village/ Sub-District, and those who do not have the appointment letter from the Head of Satpol PP, but they have assignment letter from Chief of Sub-District/ Urban Village. Members who have the letter from Satpol PP normatively have the rights to get honorarium from the Regional Government, on the contrary, those who get the assignment letter from Chief of Sub-District/ Urban Village normatively do not get any honorarium from the Regional Government of Surakarta City. To overcome the problem of honorarium for the members of Satlinmas who get the assignment letter from the Chief of Sub-District/ Urban Village, Satlinmas members who have the letter from Satpol PP must share their standby time with those who gets the letter from the Chief of Sub-District/ Urban Village.

The dualism in the Satlinmas surely has the consequences towards the prosperity of the members. Normatively, the prosperity of all Satlinmas members is the same, as it refers to the Clause 18 of Mayor Regulation of Surakarta No. 58-A of 2012 because the Mayor Regulation does not distinguish the right of a member from differences in the level of the unit. When the Mayor Regulation of Surakarta No. 33 of 2014 on Labor Procurement Guidelines with Employee Agreement in the environment of Surakarta City was released, the member of Satlinmas is defined as Counter-measures Poverty Coordination Team (*TKPK*). Based on the Mayor Regulation of Surakarta No. 33 of 2014, the rights of Satlinmas members as TKPK are receiving monthly wages, getting thirteen wages and allowances, taking the right to leave, participating in social assurance and procure for coaching. In fact, the prosperity of Satlinmas members is different from those normative regulations as shown in table 3.1 below.

Table 3.1 Reality of Satlinmas Member's Prosperity in Surakarta City

Element of Prosperity	Member of City Satlinmas	Member of Region Satlinmas
Amount of wages (by presence)	IDR 900.000-1485.000	IDR 500.000-1.200.000
Furlough/Permission not to go to work	Not receiving wages	Not receiving wages
Accident Compensation	Not receiving wages	Not receiving wages
Social Security	Included in the social security of labor	Not yet included in the social security of labor

Source: processed of primary data

Based on the table, there are various problems caused by the dualism in Community Protection Unit (Satlinmas) of Surakarta City. This dualism is caused by incompatibility between the mayor's policy of Mayor Regulations No. 58-A of 2012 and its implementations. The implementation of policy is indeed not only about the mechanism of political decisions' elaboration into routine procedures through the lines of bureaucracy, but more than it. It involves the conflict problem, decision, and who will get what from a policy. Grindle (1980) has predicted that in every government policy implementation there must be many obstacles, especially those which come from the environment (context) where the wisdom will be implemented. The same thing is also said by Van Mater and Van Horn who stated that:

"How far the external environment supports the success of settled public policy, that external environment are economic, social, and politic the support of economical sources may support the success of policy implementation and in the political environment, the support from the elite politics

is very necessary for supporting the success of policy implementation." (Van Meter and Van Horn, in Wahab 2002).

The obstacles in implementing the Mayor Regulation No. 58-A of 2012 on Community Protection also come from many elements, one of them is the environment of policy implementation.

Several actions must be done to support the successful implementation. There are several factors must be considered in implementing the policy. Edward (in Tangkilisan, 2003: 12-13) proposed four variables becoming the main success factor of successful implementation. They are communication, resources, disposition, and bureaucracy structure. Communication must be done between the policy maker and the policy executor so that there will be no difference in interpreting the policy itself. The study of resources also must be executed in both human resources and financial resources for the implementation. Besides that, the response of policy executor towards the importance of the implementation must be done so that the implementer can do the policy with full responsibility. The last is the bureaucracy structure. A clear and short bureaucracy structure can streamline the policy implementation.

The policy implementation problem of Mayor Regulation of Surakarta No. 58-A of 2012 on the Community Protection, and followed by a new problem, the publication of Internal Affairs Minister Regulation No. 84 of 2014. There are philosophy differences between Community Protection according to Mayor Regulation and the Minister Regulation. It can be seen from the definition of Community Protection and the membership of Satlinmas. According to Clause 1 letter (a) of Mayor Regulation of Surakarta No. 58-A of 2012, the definition of Community Protection is the non-military defense which becomes an integrated part of national security defense system (*hankamnas*) which includes the activity in Community Protection in order of national defense. Whereas Clause 1 subsection (2) of Ministry Regulation No. 84 of 2014 states that the definition of Community Protection is:

"A dynamic condition where the community is prepared and given knowledge and skills to implement the disaster handling activity to decrease the effect of the disaster, and joining the activity of maintaining security, tranquility and public order, and social activity".

According to Mayor Regulation No. 58-A of 2012, Community Protection substance is the involvement of the community in defense while the substance of Community Protection according to Minister Regulation is the involvement of the community in security, tranquility and public order, social activity including disaster handling.

Besides the difference of the definition, the mismatch is also on the status of the Satlinmas members. According to Mayor Regulation of Surakarta No. 58-A of 2012, the members of Satlinmas are not volunteers but they are appointed and dismissed by Satpol PP. Satlinmas members then gain the honorarium based on the criteria explained in Clause 18 of Mayor Regulation No. 58-A of 2012. Meanwhile, clause 1 subsection (4) of Minister Regulation No. 84 of 2014 states that the members of Satlinmas are Indonesian Citizens who fulfill the requirements and volunteering in the activity of Community Protection. However, if Clause 1 subsection (2) and (4) are related to the rights of Satlinmas members to gain the right of honorarium, it can be inferred that Satlinmas is the place for the volunteers of the community to involve in Community Protection. The position of Satlinmas is not as the employees with fixed salary, but as the volunteers who have the right to receive operational cost as explained in Clause 19 letter (d) of Internal Affairs Minister Regulation No. 84 which states that the members of Satlinmas receive operational cost to support the duty implementations. The definition of operational cost is not similar with honorarium or salary because this cost is the substitutes of every necessary spending during the members doing their duty. What has been ordered in the Minister Regulation is an ideal form to involve the community in manifesting the Community Protection because they are the ones who know what happens in their environment. Besides, the involvement of the community is actually the expression of social capital that can strengthen the security and the defense of the involved community (Hasbullah, 2006: 121-128).

The problem of Satlinmas' membership is not only about the dualism, but also there are many other following problems. The first is the lack of understanding of the members towards their authority. Training has been done to overcome this problem, but the training is also too short and most of their skill is gained by means of the learning in the field. The second problem is the unreachable whole areas by the patrol of Satlinmas. It is caused by the extent of the patrol area, the lack of members and patrol facility. The third, the control function is not yet working in the management of Satlinmas so that they can not control the

performance of Satlinmas during the patrol around the area. The next problem is there still safety threat towards the members of Satlinmas.

Based on the result and discussion, it is necessary to have a new policy which should be adjusted according to the Internal Affairs Minister Regulation No. 84 of 2014. By this adjustment, it is expected that this dualism problem can be solved. The formulated policy should also consider several factors as explained by Subarsono (2006: 7) the quality of a policy is involved by the qualities or characters of the actors. Those qualities are the educational level, the competence, job experience, and integrated moral. This new policy is necessary due to "Wisdom is a guideline to make a decision" (Sirait, 1991: 115). The policy is something beneficial; it is the simplification of a system that can help and decrease problems and a chain of action to overcome particular problems. That is why the policy is considered as very important. This is in line with the statement of Malayu S.P. Hasibuan in her book *Manajemen Dasar Pengertian dan Masalah* which states the importance of policy as follows:

1. The policy is the basic framework thought in guiding the actions that will be taken to reach the expected result.
 2. The policy will give values toward the aims.
 3. The policy is used for positioning the targets upon the organization.
 4. The policy is the delegation of authority which is important for organizing.
 5. The policy is an instrument to gain authority.
- (Hasibuan, 1996: 99)

4. CONCLUSION

Mayor Regulation of Surakarta No. 58-A of 2012 on Community Protection which has been replaced by Mayor Regulation No. 16-A of 2013 about the replacement towards Mayor Regulation No. 58-A of 2012 and the outwards of Internal Affairs Minister Regulation No. 84 of 2014 about the Implementation of Community Protection creates Dualism in Satlinmas. This dualism can be seen from both normative and empirical point of view. From the empirical side, there is a mismatch between Mayor Regulation of Surakarta No. 58-A of 2012 about Community Protection which has been replaced by Mayor Regulation No. 16-A of 2013 about the replacement towards Mayor Regulation No. 58-A of 2012 with the implementations. The mismatch is located at the membership of City Satlinmas which should be consisting of several Sub District Satlinmas, but in fact, the City Satlinmas stands by themselves. There are Satlinmas members who do not fulfill the requirements in Mayor Regulation; there are rights differences between City Satlinmas and the other territorial levels, and there is a mismatch of rights gained by Satlinmas members between what has been mentioned in the regulation and the reality in the field. From the normative side, there is also a mismatch between Mayor Regulation of Surakarta No. 58-A of 2012 about Community Protection which has been replaced by Mayor Regulation No. 16-A of 2013 about the replacement towards Mayor Regulation No. 58-A of 2012 with the Internal Affairs Minister Regulation No. 84 of 2014 about the Implementation of Community Protection. According to Mayor Regulation of Surakarta No. 58-A of 2012, the definition of Community Protection is a non-military defense which is an integrated part of the national defense system (*hankamnas*) which includes the activity in Community Protection in order of national defense. Whereas according to Internal Affairs Minister Regulation No. 84 of 2014, Community Protection is the Community involvement in security, tranquility and public order, social activity including disaster handling. Besides the substance point of view, the character of Satlinmas Membership is also different. According to Mayor Regulation of Surakarta No. 58-A of 2012, the members of Satlinmas is not as well as volunteers but appointed and dismissed by Satpol PP. The members of Satlinmas then gain the rights of honorarium according to the standard as explained in Clause 18 of Mayor Regulation of Surakarta No. 58-A of 2012. Whereas according to Clause 1 subsection 4 Internal Affairs Minister Regulation No. 84 of 2014, Satlinmas members are Indonesian Citizens who fulfill the requirements and volunteering in joining the Community Protection activity. Besides the dualism problem, there is also another problem about the lack of understanding from Satlinmas members towards the authority, the areas which are not totally covered by Satlinmas Patrol, control function which is not working properly in the management so that there is no control for the performance of Satlinmas while doing patrol around the area, and there still safety threat towards the members of Satlinmas.

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