

Implementing the Mayor's Policy on Land and Road Consolidation of Urip Sumoharjo: A Study at Residence Settlement on Jalan Urip Sumoharjo Kota Surabaya

Hadi Sutrisno & Prof. Dr. Syamsiar Syamsuddin

Faculty of Administrative Science University of Brawijaya

haditrisnoubhara@gmail.com

ABSTRACT

Modernization for laypeople is synonymous with the construction of high-rise buildings furnished with amenities, luxury homes, entertainment; and with the logic, modernization will require such wide area and lead to eviction of settlements. Eviction process with inadequate compensation is the main trigger (substantially) for a conflict that continues to linger in all cities experiencing physical development, such a classic problem that always comes in the frontline (Arief Budiman, 1995). The case of land acquisition (indemnity) of the residential area of 26.5 hectares in the area of Jl. Urip Sumoharjo (Pandegiling) Surabaya, which includes two sub-districts (Tegalsari and Genteng), has been originated from the 1980's (in the New Order era) to date (2015) and it has not been realized comprehensively in which the area of 26.5 hectares by the investor PT "Yudha Karya Sakti" (PT KYS) is planned as a mega project of "Central Business District" (CBD). Problem arises when only 30% of the residents of the region agree to accept cash compensation determined by PT KYS supported by KMS (the government of Surabaya), while the rest 70% disagree with the settlement process. Thus, up to 2015, the problem remains stagnant. The houses of those approving the mega project have been demolished and they have received compensation, yet it creates new problem because the area is rebuilt by other residents as "illegal settlement" since 1994's to 2015. The number of these illegally built houses continues to increase, during the period of 25 years as for the absence of a firm policy from both the municipal government and PT KYS on the continuation of the project. "Illegal settlement" in this study refers to buildings or houses on the former location of the demolished houses used as a residence or place of business. Thus, the existence of illegal houses is limited to the former buildings demolished in which the owners have received compensation or exemption, whereas illegal residents can be the previous owners or anyone else. Thus, the implementation of this policy has led to social conflicts between citizens, local government, and investors.

Keyword: residents of Urip Sumoharjo, PT. KYS, CBD

1. INTRODUCTION

1.1 Background of the Study

An area designated for the purpose of society's wealth should be related to the introduction of the area by the population as a form of social and economic unit, one in which they feel the same way in terms of identity. However, the government holds the legitimacy. An area set by the behavior and habits of people who live and work in that area (Paddison, 1983: 234 in BC Smith, 1985: 59).

The case of land acquisition (indemnity) of the residential area of 26.5 hectares in the area of Jl. Urip Sumoharjo (Pandegiling) Surabaya, which includes two sub-districts (Tegalsari and Genteng), has been originated from the 1980's (in the New Order era) to date (2015) and it has not been realized comprehensively in which the area of 26.5 hectares by the investor PT "Yudha Karya Sakti" (PT KYS) is planned as a mega project of "Central Business District" (CBD). Problem arises when only 30% of the residents of the region agree to accept cash compensation determined by PT KYS supported by KMS (the government of Surabaya), while the rest 70% disagree with the settlement process. Thus, up to 2015, the problem remains stagnant.

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Modernization for laypeople is synonymous with the construction of high-rise buildings furnished with amenities, luxury homes, entertainment; and with the logic, modernization will require such wide area and lead to eviction of settlements. Eviction process with inadequate compensation is the main trigger (substantially) for a conflict that continues to linger in all cities experiencing physical development, such a classic problem that always comes in the frontline (Arief Budiman, 1995).

The local government of Surabaya itself has been based historically on a combination of the close contact between the residents of towns and villages, between beliefs and cultural aspects of the community life, and the nature of social, economic and trade of the city. The affinity of values and common interests is still strongly agreed on certain relations led by a Board that has a limited power to urban and rural (Leemans, 1970, p. 40 in BC Smith, 1985: 60).

Robert Eyestone in his book *The Threads of Public* (1971) defines public policy as a "relationship" of government units with their surrounding environment which covers almost all elements in the context of the country (Leo Agustino, 2008: 6).

Some policy paradigm in this case related to a policy model can also be seen as a reconstruction of the "Physical Meaning" of reality, and can be expressed as a graph or diagram concept in mathematical equations. Policy model can be used not only to describe, explain, and predict the elements of a state problem, but also to improve it by recommending a series of actions to break down certain problems (Lijan Poltak, S. *et al.*, 2011: 41)

Overview of political and administrative boundaries is far from easy, and requires the approval of a good knowledge not only a tenuous distribution of settlement but also a tenuous pattern of socio-economic activity. Limitation of physical settlement the village, town and metropolis is the reason that is easy to identify because its social views are the real target. Tenuous pattern of social life is more difficult to determine and to resolve systematically into the relationship between the defined groups, economic transactions, mobilization of individuals to transform work, shopping and recreation, and cultural relations (BC Smith, 1985: 61).

Growth and development of urban land as one of the objects of land consolidation must consider two interrelated variables, namely the growth and the development of urban land. Urban land can be said to grow if the arrangement, tenure, and use of the land is emerging on in the process on urban land. At this stage, the location of the land is in the outskirts of the city (suburb area). Urban land can be said to develop if the

arrangement, tenure, and use of the land is in the city nucleus arranged in an orderly and organized manner, thereby increasing the economic value of the use of the land.

Similarly, in terms of legal aspects, the ownership of land and buildings has juridical significance, particularly in terms of legal certainty. This means the system adheres to the principle of separation of horizontal ownership, as adopted by the Basic Agrarian Law and Law No. 4 of 1996 on Mortgage. Concretely, the certificate (proof of rights) on land rights is issued by the Land Office of the City pertinent to the name of each occupant separate between the land and the building; it is also supported by the establishment of a new law on buildings, namely the Law No. 28 of 2002.

From the socio-cultural aspects, ownership of the building with verticalization system can reduce the estrangement of social interaction among residents. In other words, this system can also give rise to a new culture different from the present culture further highlight the individualistic character that does not fit with the culture of the community in Indonesia.

From the political point of view, land consolidation giving birth to the verticalization on building systems is a manifestation of public policy undertaken by the government; the interests of certain groups to implement such a system dominate the basic policy. One thing that is common in Indonesia, especially in North Sumatra, the location of the land having a particular strategic value is the target for world group's investigation.

From the economy point of view, politics in land consolidation can bring about changes in two ways; first, land consolidation participants will gain a better level of welfare through increased selling prices compared to the price of the land prior to land consolidation. Second, the participants can utilize the land consolidation ownership as the primary collateral to certain financial institutions, both banks and non-banks in support of their business activities. This happens because the government through the Land Office of the City will provide the results of land consolidation in the form of issuance of certificates (proof of rights) of the consolidated objects.

In the growth and development of economy and politics, studies on growth and improvement of the economic sector as a result of the implementation of urban land consolidation as one of the supporting factors of success in implementation, need to get in-depth discussion. In the section above, several other contributing factors have been described in such a way as a contributing factor in the implementation of the urban land consolidation. Theoretically, conceptually, and practically operational urban land consolidation can be assumed to bring a significant effect on the growth and improvement of the economy and politics. (Idham, 2004: 234)

2. LITERATURE REVIEW

There are previous studies to compare with, namely:

- Pembebasan Tanah Dalam Rangka Pembangunan Kota Surabaya by Eman Ramelan from the Research Department of Airlangga University in 1993.
- Pengadaan Tanah untuk Pembangunan di Daerah Perkotaan (Analisis Model Interaksi Implementasi Kebijakan Pengadaan Tanah untuk Infrastruktur, Permukiman, dan Pusat Perdagangan di Kota Malang) 2006.

Similarly, to the above factors supporting, the preservation of the function and capability of the environment can be pursued by taking over enblock at the level of local autonomy, especially in the implementation of urban land consolidation. In the system of urban land consolidation development in the era of regional autonomy, in addressing public policy-making process, local governments' policies must be enshrined in a more legitimate legislation. The legislation intended here are regional regulations in sync with Spatial Planning Regulations. Formation of Regional Regulation acts as a primary or secondary foundation by accommodating the legal, social, and cultural values living in the community as participants of land consolidation. With the adoption of legal, social, and cultural values, urban land consolidation objected implemented using welfare principle in the construction of sustainable residential neighborhood and settlement can be more responsive.

Land consolidation can be regarded as a supporting factor if the results of the arrangement, control, and use of land can benefit those involved in land consolidation. Not to forget is the aspect of law itself. Changes because of the implementation of land consolidation are as follows:

- Accessibility of transport that can facilitate relationships among people and the flow of goods and services; thus it means to be a positive influence on the land consolidation participants' economy and other community living in the surrounding area where land consolidation is underway;
- The establishment of infrastructure or physical facilities such as urban facilities and shopping facilities, educational facilities, places of worship, recreational and sports facilities. The establishment of the facilities will give a positive impact to the community participants and other communities living in these locations, in an effort to carry out social and cultural activities to realize the improvement of overall well-being;
- This can create an aesthetic, beautiful, and comfortable area of housing and residential environment. The state of housing and residential environment like this will manifest the inner and outer well-being of the community. In the end, the power referred can be a dominant potential in moving all development activities undertaken by the government to support the creation of increased prosperity for society as a whole. (Ldham, 2004: 2251).

In the implementation of the urban land consolidation, urban land consolidation participants can indeed immediately feel improved welfare. Philosophically, it can also be linked with the theory of truth. That is, people really want real situations or conditions which give real impact on their lives in terms of increased welfare. When people have such a view, in terms of legal theory, this matter may be qualified as critical rationalism.

Of the various efforts being made to the development of the city in the suburbs are, most are still held by the government in the conventional way, has not been done using the verticalization system, as to guarantee an optimal security against agriculture in the suburbs that need to be maintained to support the food needs of urban communities. Economically, it will also increase the price. In this connection, Hadi Sabari Yunus states that the closer a location to the city center, the more expensive the land price is (Hadi Sabari Jonah, "Struktur Tata Ruang Kota", op.cit, p. 85 in Idham, 2004: 227).

From several positive impacts as a result of verticalization, there is also a negative impact that is rather loose relationship among residents. Thus, the government must perform coaching consistently so that people can run their social function and develop the national identity as Indonesian citizens. The government must improve the effectiveness of legal communication between the members of communities living in these locations. Soerjono Soekanto has warned about it, as he says, "Law communication is intended to put law to really affect the behavior of the citizens; the law has to be disseminated as widely as possible as to make it institutionalized in society (Soerjono Soekanto, "Pokok-Pokok Sosiologi Hukum", ibid, p. 119, in Idham, 2004: 229).

2.1 Study Roadmap

The purpose of the study is to find solution of the dispute through the issuance of policies in the form of legislation or regulations, which reflects a "win-win" solution in the case of eviction of houses in Jalan Urip Sumoharjo. The expected result is a Pilot Project that can be used for other similar cases in Indonesia. The study also aims as a guideline to handle dispute among parties in such that case.

- The specific objectives of this research roadmap can be broken down as follows:
- Solving problems in the process of development of illegal houses with regard to the problem of communication between citizens and investors (PT Karya Sakti Yuda) and correlated with the policy regulations related to the issue.
- Designing standardized communication model of persuasion as an alternative solution to the problem between residents of illegal houses and related parties (investors and Surabaya City Government).

Likewise, the policy of local government of Surabaya on urban planning, in this case the control of forced evictions, aspirations of the people must be heard. It is marked on the eviction that involves several agencies (military and police) because of fierce resistance from residents. Residents also flock to the parliament building to prosecute the promise of Mayor and the Governor on the availability of the area for relocation or flats (RSS).

On implementation to policy analysis, on the Mayor Decree Number 189/1990, and Public Policy Implementation approach done by Surabaya City Government is simple representations regarding various aspects chosen, the best of the conditions of the problems in Surabaya having planned the objectives. The

model is an ideal representation of the situation in the real world conditions (empirical). The model is simplified from reality represented (citizens) in this capacity re those people accepting “compensation” which do not match the prices of the land. The model functions to help us to gain an understanding of its operation in the system of natural or man-made systems.

With the model and approach or Public Policy Implementation, we expect to citizens of “evictions and Ruli” in Surabaya to be assisted and helped by the government institutions as the services aim at helping residents professionally and proportionally.

It is expected that the presence of these elements can help analyze the problem (case) above with effective and appropriate policy approach models to generate win-win solutions for both the citizens and investors, through the assistance and intervention from Surabaya municipal government.

The next phenomenon is as follows:

- In the present circumstance, the west area of Jalan Urip Sumoharjo, along with its “Ruli” is quite conducive, but attention must be continuously given.
- It is expected that all parties can get benefit from the process, and that the compensation paid is beneficial for the community.
- It is expected that conflicts can be avoided, as based on the character of the City Government as a protector of the residents and facilitator in solving the problem that may arise in the process of eviction as to create good cooperation and relationship.

From the economy and politics, work can be created in certainty. Empirical studies related with the case, economically and politically creating social conflicts, must be analyzed fairly and prudentially.

This study generally uses descriptive-qualitative research method in accordance with the objectives of the research. The approach is a case study because it examines a specific phenomenon. Information is gathered from Surabaya City Government, the businesspeople, and community groups as primary or secondary data. Data collection techniques used including interviews with informants or respondents as well as through documents. Data analysis technique used is the governance mode suitable with the management of capital investment (investors) in the city of Surabaya, which is used as the CBD (Central Business District) project.

3. RESEARCH METHOD

3.1 Approach

There are several descriptions of approach in the research method. Nyoman Kutha Ratna (2010: 293) explains three.

- Approach is a way of getting close or taming so that the nature of the object can be expressed as clearly as possible. The approach holds the principal role in the qualitative research with the consideration that the object is an abstraction of fact.
- Approach is the nature of science. Through this approach, the object is disclosed more objectively. In this connection, there is a sociological, historical, psychological, literre, anthropological, economic, political approach, and so forth.
- Approach is as a manner that relatively seems standard, used in a variety of disciplines, such as emic or ethics, intrinsic or extrinsic, and function meaning.

3.2 Research Data

According to the type, the research data are various in types. It is given that the type of data is determined by a field of research carried out. However, there are also two types of data that can be found in the field, namely quantitative and qualitative data. Qualitative data is all the material, the data description of facts that can not be measured and calculated mathematically, but is only tangible narrative description alone, such a beautiful, attractive, good or bad, and so on. These materials can only be sub-divided in the form of categories.

Meanwhile, quantitative data is information or facts that can be processed mathematically, such as the number of students, student test scores, hight of objects, weight of objects, velocity, and so on (Pontoh, Niak, 2009).

At least, the types of research can be distinguished as follows:

- Research by fields: administration, history, economics, technology, society
- Research by location: laboratory, field

- Research by general objectives: exploratory, developmental and verification
- Research by users: pure research, applied research
- Research by level: descriptive study, inferential research
- Research by approach: corsssectional, longitudinal, experimental

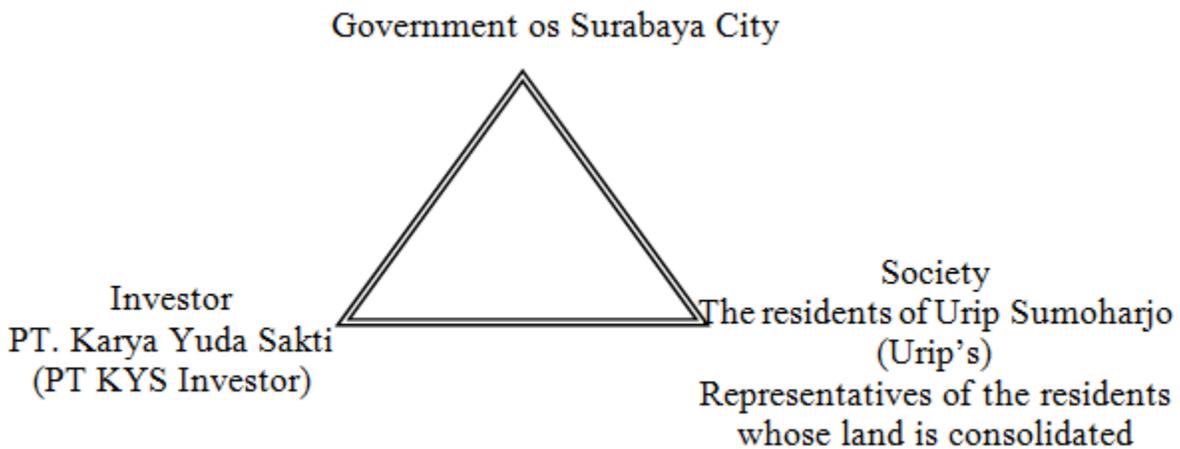
3.3 Research Focus

The focus of this study is set up to help researchers to distingusih the relevant facts from the irrelevant ones. The focus on this study aims to determine:

1) Unfair policy

The essence of true justice is the recognition of human dignity. Matters related to land is closely related to justice due to the nature of land as a basic need of every human being. It is not always easy to design a land policy that is perceived as fair to all parties.

Stakeholders in Stratified Forum Group Discussion



Source: Sumarjono, 2009:19, revised edition

Mutualism or cooperation is done for the benefits of all parties and sustainable development.

- 2) Bureaucracy reform by involving all government actors is needed:
 - Construction or reconstruction of processes and institutions
 - Modernization of managerial capacity, financial management, adequate technology and others
 - Reconfiguration of the role of government (going private)
 - Revitalization of democracy by increasing public participation in the policy
 - Modernization (the use of IT and others) for the sake of enhancing the quality of human resources of the bureaucrats in servicing the community and so on (Prasojo, 2014: 22)
- 3) The image or impression of the Local Government (in the New Order Era) to the City Government (Reform) to ignore uncontrolled officials at the village, district, regency or municipality, the National Land Agency, and province levels since the issuance of Decree Number 189/1990 in August 1990, which does not seem to have such clear and solid foundation.
- 4) Identification must be done on supporting and inhibiting factors. Internally, it is hard to identify data, except for the head of the neighborhoods; and externally, the report from the residents on land illegally sold. Some of the residents refuse the Mayor's Decree Number 189/1990, the people want ex PT. KYS and the City Government to be responsible for what they have done as the issue has not been solved for almost 25 years.

- 5) An approach in analyzing public policy (the City Government, old and new investors, and the residents of Urip Sumoharjo) to help negotiating the price in the Reform Era as based on the standard of REI (Real Estate of Indonesia) and SVTO of the residents (taxable value) applied in the market as to come to a win-win solution.

3.4 Research Site

The research is done in the west area of Urip Sumohardjo planned for the project of PT. Karya Yudha Sakti covering of part of Tegalsari Sub-District and Genteng Sub-District inhabited by about 5,000 Heads of Family, 33 RT, 6 RW and 17 schools from kindergarten to junior high schools. There are 10 places of worship and one block of flats.

3.5 Data Collection Method

This study generally uses a descriptive-qualitative research method in accordance with the objectives of the research. Approach used is a case study because it examines a specific thing. Information is gathered from Surabaya City Government, businesspeople, and community groups as primary or secondary data sources.

3.6 Data Collection Technique

Data collection techniques used in this study included interviews with informants or respondents as well as documentation. This is because the data collection sites can be found anywhere when suitable literature corresponding to the object of the study is available. Consequently, the researcher must know about the library information system, either through administrative systems or through electronic media (Kaelan, 2012: 147).

3.7 Data Analysis

The qualitative data is actually a result of interaction between the researcher and research subjects, derived from either individual or social situations. Because the data is described by the researcher, then it is a result of the reconstruction of what the researcher thought of the observed materials (construction on research subjects), or it is not purely objective, but it is also difficult to find data that is 100% subjective in the research. Thus, there is a term (concept) of Subjective-Objectivity, which is a subjective objectivity both in terms of research and in terms of research subjects; and otherwise there is Subjective-Objectivity term, which is a objective subjectivity, referring to subjectivity that is based on honesty, because "if objectivity is useful criterion, fairness is even more so" (Lincoln and Guba, 1985: 173 in Hamidi, 2010: 96).

3.8 Approach Model

Top down approach, for example, can be referred to as an approach that dominates the early development of policy implementation studies, although later there are differences between the followers of this approach, creating the so called bottom-up approach, but basically they come from the same assumptions in developing the analytical framework of the implementation study.

In the top down approach, centralized policy implementation is done and it starts from the central level actors, and the decision is taken by the central level. Top down approach comes from the perspective that political decisions (policy) established by the policy makers should be implemented by administrators or bureaucrats at the level below it. Therefore, the core of top-down approach is the extent to which the actions of the executors (administrators and bureaucrats) is in accordance with the procedures and objectives outlined by policy makers at the central level (Leo Agustino 2008: 140).

It is indispensable, in the discussion about policy implementation model, to describe in detail the various models ever developed by experts, along with the strengths and weaknesses. However, before we go further into the discussion, it is better if we start this description with a brief discussion of what is meant by the model itself.

There are criteria for assessment of models and approaches. How can we assess whether or not a model is good? It is not an easy task given quite a lot of analytical models developed by experts of public policy. Therefore, when faced with the problem of selection of a model, then we need to be very wise in deciding which model appropriate for the purposes of our analysis. How can we, when entering the wilderness of models, can immediately know that a particular model really suits to our needs? One thing to remember, we have to focus on the usability aspect or benefit of the model itself, rather than just the novelty nor the sophistication of its type, that is probably the best criterion for judging.

Dye in this case has proposed several criteria that can be used to assess the usability of a model, as follows:

1. Does the model collate and simplify the political life in a way that we can think more clearly and understand the inter-relationships in the real world? If the model is too simple that, we actually misunderstand the reality, or if the model is too complex and confusing, then the model may not be much helpful in explaining public policy.
2. Does the model match reality? That is, does the model show a strong relationship with reality, or is it too ideal or too abstract so totally unrelated to the virtual world? A good model should relate to the real world as empirical reference and facilitate the acquisition of in-depth understanding of the situation or the existing policy.
3. Does the model offer a specific explanation regarding public policy? A model that describes the public policy is necessarily less useful when compared with the model that is able to explain the "how and why" of a public policy. Does the model provide a number of relationships between the variables that can be tested so it can be used to explain the phenomenon of public policy rather complete? (In Abdul Wahab, 2012: 156)

3.9 *The Approach Model in the Analysis of Public Policy Implementation*

The model itself is actually a simplified representation of a theory about the real world. It is referring to a concept or chart to simplify reality. In contrast to the theory whose validity has been proven through empirical testing, the model is based on isomorphism, the similarities between the reality of the other reality (Brodbeck, 1959: 374). On other words, the model is isomorphism between two or more empirical theories. With its position as an isomorphism between two or more empirical theories, it is often difficult to verify the model in the field. However, even though the model has not become an empirical theory, the model can still be used as a very useful guide in research, especially research that aims to conduct examinations or new discoveries. Judging from its function, the difference between an empirical theory with a model is that the first is enabled to explain a social phenomenon, whereas the latter becomes a guide to discover and propose a link between the concepts used to observe social phenomena. In science, the model is a representation of a reality (in Winarno, 2012: 42).

Although the model helps us to assess the implementation of public policy, we need some criteria to determine whether the offered model really helps us or not. To that end, Thomas Dye suggests several criteria that can be used to see the usefulness of a model in reviewing public policy evaluation.

First, does the model collate and simplify the political life in a way that we can think more clearly and understand the inter-relationships in the real world? When models offered seems so simple that encourage the occurrence of errors in understanding reality or the vice versa, or if the model offered is so complex that even make us confused, then the model is probably not much useful in helping to explain public policy. Thus, the first criterion to be met by the model is that the model should not be too simple, but should also not be too complex. The model too simple will encourage the misconception, while the model too complex will be confusing.

Second, does the model identify the most important aspects of the implementation of public policy? The model should focus on the most prominent aspects of the political phenomena and are not intended to variables that are not important or insignificant conditions. In essence, the model should direct our attention to what is significant about public policy.

Third, is the model congruent with reality? The point is whether the model produces a strong relationship to reality, or vice versa. Is the model highly idealized and abstract so it does not relate to the real world? A good model is associated with the real world and bridges a greater understanding of the situation or the specific policy.

Fourth, does the model communicate something meaningful in the way that we all can understand? Does the model have the characteristics of a relationship agreement, in which the concepts used in the model are one and we all can understand? If the model communicates a concept that cannot be understood by all, then the model is considered to have little relation to consent, then the model will not help us in understanding the phenomenon.

Fifth, does the model suggest an explanation for the evaluation of public policy? A model that simply describes the evaluation of public policy will not be as useful as a model that explains public policy. Therefore, most policy evaluation models, according to both Lester and Stewart, are those of elitist and pluralist models (in Winarno, 2012: 44).

3.10 Elite Model

Dye and Zeigter affirm that public policy implementation is the preference values of the ruling elite. It is often said that public policy reflects the demands of the “people” but it is a myth, not the reality of the life of democratic societies, such as in the United States. According to Dye, elite theory says that “the people” have the apathetic behavior, and do not have good information about public policy. Therefore, in fact, the elite shape the public opinion on policy issues and not the public at large to form elite opinion. As such, public officials and bureaucrats merely carry out the policies decided by the elite. Public policies flow “downward” from the elite to the public. Thus, public policies do not come from the demands of society.

In the comparison of several studies on the cities and communities in the United States that supports the conclusion of elite theory, the results have led to conflict and controversy for almost fifty years between the scientists of sociology and politics. Several studies, among others, for example, are carried out by Lind in Middletown Studies, Floyd Hunter in Community Power Structure, Polsby in Community Power and Political Theory, and Robert Dahl in Who Govern? (in Winarno, 2012: 46).

Similarly, the opinion of Thomas Dye and Harmon Ziegler in “The Irony of Democracy” gives a summary of thought regarding to this model, as follows:

- The community is divided into a small group who hold the power and masses who do not have power. Only a small group of people allocates values to the society while the masses do not decide policy.
- The small group is not the type of mass that is affected. These elite (the fulling class) are usually derived from the society whose economy are high.
- The transfer of the position of the non-elite to elite is very slowly and balanced to maintain stability and to avoid revolution. Only the non-elite who have received basic elite consensus can be accepted into the circle of the ruling.
- Elite provide a consensus on the basic values of the social system and maintenance of the system. For example, in the United States, the elite consensus includes private enterprise, private property, limited government, and individual freedom.
- Public policy does not reflect the demands of the masses, but the values of the elite force. Changes in public policy are incremental, rather than revolutionary. Incremental changes allow arising responses to only threaten social system with relatively small system changes than if the changes are based a comprehensive rational theory.
- The elite relatively gain small direct influence of mass apathy. On the contrary, the elite affect a larger mass.

3.11 Pluralist Model

Contrary to the elite model, whose focus rests on the political elite, the pluralist model trusts more in the role of subsystems that are within the democratic systems. In developing countries, elitist models will be sufficient to explain the ongoing political process, but will have difficulty in explaining the political process in the country that bases itself on the democratic system, especially pluralist democracy like the United States and other countries in the world (Winarno, 2012: 49).

The relationship of the above model, both from within and from abroad, is as a reference comparator whose relevance is quite significant. Then the policy implementation model for East Java government policy in collaboration with the BPN (State Land Agency) in handling the problem of state land known as IP4T (Land Tenure Inventory, Possession, Use, and Utilization) (Santoso, 2012: 198) is necessary, considering that since the New Order Era, a lot of land or state land is lost or changed in ownership. Thus, it needs to be reorganized to come to clarity and to be evaluated; in which evaluation is to collect, analyze, and present useful information about the object of evaluation, vote by comparing it with the evaluation indicators and take a decision regarding the evaluation object. Therefore, that requires tight control with the establishment of an inventory board named as Inventaris Penguasaan, Penggunaan dan Pemanfaatan Tanah (IP4T).

The activity of IP4T is the implementation of the sixth priority of the eleven national priorities, namely Infrastructure (BPN-RI, 2010: 51) with the theme of national infrastructure development priority, for those that have carrying capacity and can induce economic growth and social justice and the interests of the general public in all parts of the Republic of Indonesia, by encouraging community participation.

Presidential Decree No. 10 of 2006 on the National Land Agency said one of the functions of the National Land Agency is as the implementing agencies of activities in the land sector, namely the management

and information in the land sector. One form of data and information management in the land sector, namely construction and land management information system that includes a variety of activities, one of which is the preparation of the database.

Related to the issue of land inventory of state assets (BAL, 1960) and the performance of the State Land Agency (BPN), it is necessary to hold an evaluation, among others: (1) identifying objectives to be evaluated; (2) analyzing the problem through activities; (3) describing and standardization of activities; (4) measuring changes; (5) determining whether there is a change in activities or some other cases; (6) some indication on the durability of the impact so that the BPN does not to disappoint the people who want to deal with proprietary rights or land to be certified (legitimate mail in the administrative case) from the relevant State Agencies (Santoso, 2012: 199).

- In the present circumstance, the west area of Jalan Urip Sumoharjo, along with its "Ruli" is quite conducive, but attention must be continuously given.
- It is expected that all parties can get benefit from the process, and that the compensation paid is beneficial for the community.
- It is expected that conflicts can be avoided, as based on the character of the City Government as a protector of the residents and facilitator in solving the problem that may arise in the process of eviction as to create good cooperation and relationship.

The next expectation, on social and political aspect, is to create employment for those that need it. Empirical studies (pers) related to the case in Surabaya has given birth, created, and led to such continuous social conflicts. Fair analysis must be done as to manifest sustainable development for the citizens in Urip Sumoharjo.

Similarly, the implementation of policy analysis paradigm is needed until the evaluation stage. According to Riant Nugroho Dwidjowijoto, after reviewing several models, then a model of deliberative policy analysis comes into existence. The model is an attempt to seat the public as a party that is not left out in the policy-making process (in Indiahono, 2009: 52-53).

However, in the case of Urip Sumoharjo it is different. Criticism by the Army General (Ret) Rudini, "agreement must be made with the citizens, they cannot be simply made to listen and agree with the Mayor's Decree, and the non-deliberative policy can then be stopped shortly afterwards" (Jawa Pos).

Similarly, the residents of Urip Sumoharjo feel motivated by the support from of the expert (lecturer) of UNAIR including Prof. Soetandyo Wiguyo Subroto and Imam Suroso Zajuli (Expert in Sociology and Economics).

The P3KUS committee assigned by the residents goes to Jakarta to meet the representatives (MPR and DPR) in charge of social conflicts and problems; and it has been quite successful with the postponement or termination of compensation issue up to now (2015). The residents, however, have to keep alert on the matter.

4. CONCLUSION

In a further analysis of the results of the implementation, alternative policies must be made based on the implementation of programs or policies. We must learn on the results of the implementation of the policy or program. The complaints made by evaluators and academics so far are the lack of utilization of the results of the implementation as an input to a reformulation of a policy or a government program. Analysis of policy implementation must take into account outcomes of implementation undertaken by governments and other parties on a policy or program implemented. The implementation results are then combined to create an alternative as a modification of the old policy, or a policy that is completely new. For example, the citizens of Urip Sumoharjo in short and long term shall be made confident with the problem of SVTO (taxable value) as the price of their land is quite promising (Indiahono, 2009: 87).

The next approach is on what happen or what is often referred to as a bottom-up approach. This approach wants the disclosure of the events in the realm of policy implementation in the field as honestly and openly as possible. This approach is expected to reveal the shortage on the policies being implemented, giving an overview of best practices in modifying the policy to achieve the outputs and outcomes, as well as revealing irregularities on a policy guideline causes failure to a government program. In this case, the present government in the reform Era (Indiahono, 2009: 88) must avoid mistakes made by the local government in the New Order Era.

In the implementation of process to the evaluation of public policy, assessing the success or failure of policies is based on indicators that have been determined. Indicators to evaluate policies usually refer to two aspects: process and outcome.

Process refers to whether policy guidelines have been performed consistently and well by the implementer in the field. Result refers to whether the policy has been implemented to achieve results as specified (outputs and outcomes). Nonetheless, more comprehensive evaluation studies must be appropriately done to evaluate:

- Does the implementer stick to the guidelines during the process consistently?
- If there is a deviation, is the deviation caused by the policy which is unrealistic or due to the initiative of the implementer?
- Why does the implementer deviate?
- How are policy results (outputs or outcomes) due to the deviation of the implementor? Does it fail or is it successful?
- How are the results of other policies that do not undergo deviation? Do they fail or are they successful? (Indiahono, 2009: 144)

In the case of Urip Sumoharjo citizens, dialogue between citizens, local government, and the investor (PT. Karya Sakti Yuda) must be done before the Myor's Decree is made as to come to a deliberative policy (Zauhar, 2007: 655).

Indeed, there is a variety of approaches available, but the approach considered capable of reducing necrophiliac is the deliberative approach. As the name implies (deliberative, *deliberatio*, *mudzakkara*) means negotiations, deliberations, and advising each other. Deliberative public administration is to put forward genuine dialogue among the actors.

4.1 Public Administration for Public Problem Solving

Since its inception by Woodrow Wilson, in 1878, the Public Administration is always oriented towards solving public problems faced by society and government. The dynamics of the problems always change and it should be followed continuously and anticipated by the public administrators in order to be resolved. Only then public administration has a meaning in the scientific arena and in the community.

The root of this deliberative thought comes from Zauhar Haberman (2007: 257), as a synthesis of liberal democratic thought and democratic republicans. That is why before getting into a deliberative public administration, Haberman's thinking should be discussed in advance.

Paradigm of deliberative democracy is not built on the basis of individual or majority freedom, but rather an action of the participants through mutual understanding, arguing, and agreements within the structure of opinion and will formation. The purpose of deliberative democracy is to gain legitimacy based on the rationality qualified in the process of deciding on a policy. Institutions are established to recognize various interest groups in the process of collective deliberation, which includes rationality, freedom, and equality of individuals. Thus, the results achieved are rationality and legitimacy. It can be obtained through the process of opinion and will formation.

In a deliberative democracy, individual take on the role as citizens orienting at whole. This individual, to borrow the term by F. Budi Hardiman in Zauhar (2007: 658), is called the "discursive individual". Discursive individuals are individuals who obtain the identity through the process of establishing a new identity designed discursively.

In the New Order Era during Pelita I (1969 - 1974), Pelita II (1974 - 1979), Pelita III (1979 - 1984), and Pelita V (1984 - 1989), in the early 1990's, and in 1998 when the New Order collapsed, chronologically identification and evaluation of alternatives have been done up to 2015 (present); yet, the project of CBD III / IV at Urip Sumoharjo keeps stagnant. However, the SVTO value is high enough and is promising in terms of price.

There is clear direction to evaluation of alternatives, in which the evaluation or appraisal is the process of analyzing the number of alternatives with a view to demonstrate the advantages and disadvantages; it is comparative and must be put in a logical framework. Appraisal activities try to predict things that will happen if an alternative is selected; the impact that can be anticipated; parties that get the advantages and disadvantages; when the impact occurs; and how the efficiency of investments made in relation to the benefits to be obtained in the case of Urip Sumoharjo (expected) (Pontoh. 2009: 320).

The residents of Urip Sumoharjo who failed to be evicted remain optimistic. They simply expect for good health and fortune to work.

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