

Management Strategy In Support Of Papua Special Autonomy Implementation Education In Biak Numfor District

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Abstract

One of the mandates of the granting of special autonomy policy to Papua is expected to be able to advance education in Papua. This study aims to examine facts related to strategies in supporting the implementation of Papua's special autonomy in education in Biak Numfor district. The research was conducted at the Education Office of Biak Numfor district. This study used qualitative research methods. The techniques used in data collection in this study were through observation and interviews. The data analysis technique used is qualitative data analysis technique. Researchers use qualitative data analysis techniques through data collection, data reduction, data presentation, conclusions. The results showed that the strategies used to support the implementation of special autonomy policies in the field of education in Biak Numfor district include planning, strategy formulation and implementation. The planning stage is carried out through planning for the arrangement and distribution of teachers. The strategic stages are carried out through improving teachers' academic qualifications, adding teacher contract personnel and cooperation. Papua's special autonomy policy as a tool of legitimacy for the recognition of indigenous Papuan identity to enjoy the results of development fairly and as an opportunity for indigenous Papuans to change themselves from the shackles of backwardness and underdevelopment that cause ignorance, poverty, unhealth and destitution to achieve change in achieving prosperity.

Keywords: Strategy, Implementation, Special autonomy of Papua.

Introduction

Decentralization and regional autonomy are expected to provide very broad autonomy to regions, especially regencies and cities (Silalahi & Syafri, 2015). This is taken in order to restore the dignity and dignity of the people in the regions, provide opportunities for political education in improving the quality of Democracy in the Regions, increasing the efficiency of public services in the regions, increasing the acceleration of regional development and ultimately also expected the creation of good governance methods (Edyanto & Karsiman, 2018) . The implementation of a policy is not a simple matter, because its implementation involves the dimensions of interpretation, organization and support of existing resources (Ramos & Prideaux, 2014). The main objective of the policy is to free the central government from unnecessary burdens in handling domestic affairs, so that it has the opportunity to understand, respond to various global trends in benefiting from it (Musaad, 2020), the central government is also expected to be able to concentrate on strategic macro policies (Adamson, 2010) . On the other hand, with the decentralization of government authority in the regions will experience a process of empowerment, initiative capabilities, creativity will be spurred, so that their capacity to overcome domestic problems will be stronger (Laverack, 2001).

Decentralization is the transfer of government authority by the government to autonomous regions to regulate and manage government affairs in the unitary state system of the Republic of Indonesia (Pakasi, 2009). The so-called regional autonomy is the right, authority and obligation of autonomous regions to regulate and manage their own government affairs and community interests in accordance with laws and regulations (Iriawan & Edyanto, 2022; Pakasi, 2009). Decentralization with regional autonomy are two sides of the same coin. Regional autonomy is the handing over of central government affairs to regional governments that are operational in the framework of the government bureaucratic system (Edyanto et al., 2021). The purpose of autonomy is operational in the framework of the government bureaucratic system and achieving effectiveness and efficiency in public services (Munaf, 2016).

The goals to be achieved in decentralization are to grow and develop regions, improve services to the community, grow regional independence and increase regional competitiveness in the growth process (Policy et al., 2019). Thus, the impact of granting regional autonomy not only affects government organizations in the regions,

but also has an impact on the lives of the community (public) and even all institutions in the regions (Agustang et al., 2021). Similarly, the granting of autonomy opens opportunities for local governments to be able to build partnerships with the public and private parties in the regions (Edyanto et al., 2021).

The granting of regional autonomy is directed to accelerate the realization of community welfare through service improvement, empowerment and community participation (Franklin Deano Jekwan, Tjahya Supriatna, 2020). Therefore, regional autonomy is as a legal community unit that is authorized to regulate and take care of the interests of local communities according to their own initiatives based on community aspirations (Edyanto & Karsiman, 2018). Thus, decentralization provides opportunities for the community to be able to solve various problems and provide local public services for the welfare of the community concerned. Furthermore, according to David (2013) the strategic management process consists of three stages, namely: formulating strategies, implementing strategies and evaluating strategies.

Policy implementation actually does not only concern the behavior of the bodies or institutions responsible for implementing the program, and creating adherence for the target group, but also concerns political, economic and social networks that influence the various parties involved and ultimately cause both expected and unexpected impacts (Muzaqi & Hanum, 2020). The implementation of government policies is influenced by the social conditions of the community, economic conditions, networks of political forces and administrative tools of implementing own policies. Every policy implemented certainly has an impact (Pratama et al., 2022). Policy implementation as a stage that lies between policy formulation and the results or consequences (out put and out come) caused by policy (Wallerstein & Bernstein, 1994). There are four factors that interact with each other in policy implementation, namely communication factors, resource factors, disposition or attitude factors, and organizational structure factors.

Communication can be interpreted as an effort to convey his thoughts and feelings to others. The communication factor is considered a very important factor because in every process of activities that involve every element of human and resources will always try with problems. Communication has an important role not only for implementors but also for policy makers. For this reason, it is important that there is consistency in communication from top to bottom that is firm and clear so that there is no leeway for

implementers to interpret it differently, the need for accuracy and accuracy of policy information, information about the mechanism and rules of policy implementation is conveyed to the right person. Furthermore, resources also have an important role in policy implementation, because no matter how clear and consistent the provisions or rules and accurate communication, but if the personnel responsible for implementing the policy lack the resources to do the job effectively, then the implementation of the policy will not be effective.

Furthermore, the disposition factor is defined as the tendency, desire, or agreement of the implementors to implement the policy. In policy implementation, if you want to succeed effectively and efficiently, implementers must know what to do and have the ability to implement the policy. A policy is sufficient and implementers understand its objectives and how to implement them, and they have the desire to do so, but implementation is still ineffective due to the ineffectiveness of the bureaucratic structure.

This is also a mandate to grant special autonomy to Papua (Edyanto et al., 2021). The meaning of granting special autonomy to Papua is as a strategy to knit the bonds of unity and unity of the nation, as a means of legitimacy of recognition of the identity of indigenous Papuans enjoying the results of development fairly and as an opportunity for indigenous Papuans to change themselves in the shackles of backwardness and underdevelopment that cause poverty, ignorance, unhealth and destitution to achieve change in achieving meaningful prosperity (Salehuddin et al., 2021). Papua's special autonomy policy is directed to the implementation of development programs that are the fundamental needs of the community in the fields of education, health, and people's economy. There are four priorities of the Papua provincial government, namely: 1) Education, especially for rural and coastal communities, 2) Health, where the government provides special medicine packages with special autonomy writing, 3) People-based economy, 4) National resilience strategy that is expected to prioritize the welfare of the Papuan people to defend the Republic of Indonesia and become border guards, while this fourth target is realized, among others, by infrastructure development (Salehuddin et al., 2021).

National Education Development implemented by the Biak Numfor Regency government within a period of time considers the objective conditions of the region in accordance with the needs and demands of development activities. This is based on the problems faced by Biak Numfor district, including:

1. The teaching and learning process in remote areas in Biak Numfor Regency has not run smoothly, partly because teachers often leave their duties.
2. Facilities and infrastructure to support the learning and teaching process are inadequate.
3. The education development budget is inadequate because the geographical coverage of Biak Numfor Regency is wide and quite difficult so that it really requires a large enough education development budget fund.

The education policy of Biak Numfor district is prepared based on the reality of education which is quite concerning. For example, some conditions of school buildings, especially elementary schools, many school buildings are damaged so that they are no longer suitable as places for teaching and learning activities. Due to limited classrooms, many schools also take policies to divide classrooms into 2 parts to be used together between 2 different grade levels, this condition clearly interferes with the process of teaching and learning activities and results in the quality of students produced.

The portrait of education in Biak Numfor district invited the attention and concern of many parties, including researchers who wanted to explore the phenomenon. Because, on the one hand, Papua is given special autonomy in education with certain budgetary consequences, on the other hand, the condition of education between students, teachers and educational infrastructure is still very limited. In addition, in the implementation of education in Biak Numfor district is the uneven distribution of teachers. In addition, there are several fundamental reasons so that the author examines the title among them, of the 33 provinces in Indonesia there are only three provinces and one special region, namely the provinces of Papua, West Papua, and Nanggroe Aceh Darussalam, as well as the Special Region of Yogyakarta. Furthermore, the implementation of special autonomy in Papua province receives a very large amount of funds so that honest and transparent management and management are needed, starting from the level of planning, implementation, and supervision as well as the extent of benefits that can be felt by the Papuan people, especially economically weak communities.

The inequality of teacher distribution between urban areas and 3T (Frontier, Outermost, Disadvantaged) areas is also a major factor in this. In urban areas, teachers have wider opportunities in terms of improving education and competence compared to 3T areas. Therefore, the quality and quality of teachers in urban areas is clearly

better than the 3T area where it can also cause inequality of education outcomes between urban areas and 3T areas (Abdulmuid, M. 2013).

In order to improve the Minimum Education Service Standards in Biak Numfor District, the Regional Government is required to carry out management and analysis related to the distribution of teachers. This is reinforced in Law Number 14 of 2005 concerning Teachers and Lecturers, which in article 24 paragraph 3 states "The District / City Government must meet the needs of teachers, both in number, academic qualifications, and in competence equally to ensure the continuity of basic education and early childhood education through formal education in accordance with the authority".

The main objective of Structuring and Equity is to reorganize the needs of teachers in the Education unit to be rational in order to create an equitable and balanced education, the education process can run effectively and efficiently so that in the final goal there is a common standard of education outcomes in Biak Numfor District. So with this, it is hoped that there will be an increase in the quality of Education in Biak Numfor Regency which is also expected to increase the quality of Human Resources.

The Education and Culture Office of Biak Numfor Regency as an agency that serves the Education sector, has a very important role in solving education inequality in Biak Numfor district. In this case, it is very necessary for the role of management in carrying out the right policies so that the distribution of education becomes better and optimal.

Research Methods

This study used qualitative descriptive descriptiveness. This study seeks to describe facts related to the Strategy in Support of the Implementation of Papuan Special Autonomy in Education in Biak Numfor District. The research was conducted at the Biak Numfor district education office. Data sources in this study are primary data sources and secondary data sources. The informant in this study was the education office of Biak Numfor district. The selection of informants is carried out through purposive sampling techniques. The techniques used in collecting research data are observation and interviews. To obtain the validity of the data, the data is tested by triangulation. In addition, researchers use qualitative data analysis techniques through data collection, data reduction, data presentation, conclusions. The qualitative data analysis model in this study is described as follows:

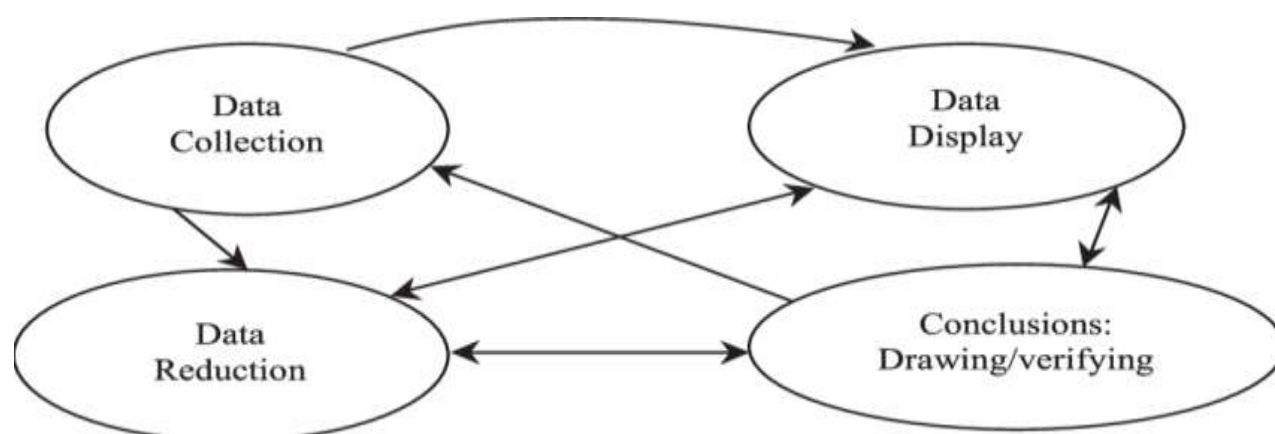


Figure 1. Interactive data analysis model.

Results and Discussion

A. Strategy to Support the Implementation of Papuan Special Autonomy in Education in Biak Numfor District

Based on the results of the study, information was obtained that to support the implementation of special autonomy policies in the field of education in Biak Numfor Regency. The education and culture office of Biak Numfor district has implemented a strategy which starts from planning, strategy formulation and implementation as the author explains below:

1. Planning Phase

The planning stage or initial strategy preparation is very important. Planning is intended so that in the future there is a benchmark of the initial value of something planned. Planning is also important so that the programs to be built are more targeted because in good planning there is also a good basis for starting a program. Every year the Education and Culture Office of Biak Numfor Regency has a plan for the arrangement and distribution of teachers. This has also been contained in the Strategic Plan of the Education and Culture Office of Biak Numfor Regency in emphasizing education equity.

2. Strategy Stage

Strategy stages are derivatives of planning. The strategy to be implemented must certainly be adjusted to the results of good planning in order to run optimally. In addition, the preparation of the strategy must also refer to the vision and mission of the Regional Government of Biak Numfor Regency in the management of Education as stated in the Strategic Plan of the Education and Culture

Office of Biak Numfor Regency for the period 2019 to 2024 where one of the prioritized programs is the optimization of nine-year compulsory education activities and the improvement of human resources through Early Childhood Education and Basic Education.

Good planning is the initial basis for determining strategic policy direction through the establishment of appropriate programs and activities (Lopulalan, 2018). One of the keys to successful planning is the availability of reliable and reliable data (Salehuddin et al., 2021). Quality data is a reference for all parties in formulating policies, monitoring, and evaluating programs so that the targets of activities that have been set can be achieved effectively and efficiently.

The Strategic Plan of the Education and Culture Office of Biak Numfor Regency for 2019-2024 is a development plan in the field of Education and Culture for the next five years which is prepared by considering the strategic environment, especially those concerning the potential, opportunities, challenges, and problems that exist within the scope of the Biak Numfor Regency Education and Culture Dians. The strategic plan of the Education and Culture Office of Biak Numfor Regency is formulated to be a guideline and direction for all levels and stakeholders in an effort to achieve the established Education development goals. In the study, researchers found that the Education and Culture Office of Biak Numfor Regency has so far implemented the main strategies or programs that have also been included in the strategic plan of the Biak Numfor Regency Education and Culture Office to address the arrangement and equity of teachers in order to meet the Minimum Service Standards for Basic Education, which include;

a. Improvement of Teachers' Academic Qualifications

Law Number 14 of 2005 Article 9 mandates that every teacher must obtain academic qualifications of at least S1 / D4. However, there are still teachers whose academic qualifications are below this minimum educational standard. The same thing happened to teachers who were within the scope of the Education and Culture Office of Biak Numfor Regency.

b. Additional contract teacher labor

One of the problems that occurs a lot is that many schools appoint honorary teachers without coordinating with the Education and Culture Office of Biak Numfor Regency. When civil servant teachers have been assigned by the Department to the school, the school does

not reduce the existing honorary teachers. This resulted in an overcrowding of teachers in the school. Other efforts that have been made by the Education and Culture Office of Biak Numfor Regency include the Office making a policy whose content is to verify diplomas from non-civil servant teachers or appoint them in the Regional Contract Teacher program.

c. Cooperation

In addition to cooperation with universities, the Education and Culture Office of Biak Numfor Regency also collaborates with the Rumsram Foundation which also collaborates with UNICEF. Cooperation carried out in the field of education includes the provision of teachers for the emphasis of the CALISTUNG program (Baca Tulis Hitung) for grade I elementary school students which can be the basis for supporting a better Human Development Index, especially in Biak Numfor Regency. This has been carried out since 2017 with the hope of increasing the ability of baca, tulis and hitung for the elementary school level. Educators provided by the Rumsram Foundation together with UNICEF certainly have certain qualifications that aim to increase the number CALISTUNG. In the implementation of the policy of structuring and equitable distribution of teachers at the basic education level within the scope of the Biak Numfor District Education and Culture Office, there are matters concerning how the process and coordination mechanism in implementing the implementation. In addition, there are other things beyond the technical policy that must be resolved by persuasive approach or providing an understanding of this policy.

B. Supporting Factors

Factors supporting the implementation of the special autonomy policy in education in Biak Numfor District include; innovative educational programs, community involvement, television ownership. The national education office of Biak Numfor district has organized Package A and B programs, BOS funds, and elementary-junior high school education. The implementation of education programs in Biak Numfor Regency always involves community leaders and religious leaders.

Innovative education programs have been organized by the Biak Numfor district government through the education office. Innovative education programs are educational developments aimed at overcoming problems that cause people to be unable to attend regular schools in traditional schools. Some of the programs held are

government efforts in the success of compulsory education for nine years of basic education. The innovative programs that have been running in Biak Numfor district include study group programs package A and B, BOS funding.

The involvement of religious and community leaders starting from data collection, socialization and implementation of the nine-year basic education compulsory education program. Data collection includes children of compulsory education age and community members who have dropped out of school. For the socialization of the nine-year compulsory education program, the government and community leaders carried out through the involvement of figures in the implementation of the program, namely providing excuse and enlightenment to the community (Edyanto, Karsiman, 2019).

Furthermore, with television in almost every home, people can get information about development programs from the government including nine-year basic education learning programs. For residents in Biak Numfor district, almost every house has a television, so government programs can be seen on television. Thus, television sets become one of the instruments between the government and its citizens.

C. Inhibiting Factors

Based on data obtained through interviews, several inhibiting factors were identified in the implementation of special autonomy policies in the field of education in Biak Numfor District, including: geographical factors, economic factors, culture, perception models and employment.

Geographical conditions in mountainous areas and the unavailability of road infrastructure that can be passed by four-wheeled vehicles will hamper people's mobility. Population domicile in remote areas in rural areas far from educational facilities that are far from existing educational facilities. The distance between the school and the place where the community lives is felt to be too far. If taken by motorcycle taxi or rural transportation every day they have to pay a fee. The distance that is felt to be too far for children who are going to school is the first factor as a reason for parents not to send their children to school.

The economic condition of the people is classified as poor. The livelihood of some indigenous Papuans is from the marine sector or fishermen. Considering that their work depends on the weather then they get seasonal jobs. This kind of condition will affect the income earned by a family depending on the season. When the season is not

work, they look for any job that is important to get money to finance their living needs. Meanwhile, when there are many jobs, they have to optimize all family members to be able to work to increase family income. All family members both men and women, young and old and even children must be empowered to earn income.

Furthermore, the culture of marriage by arranged marriage, children who have reached puberty, especially girls, must obey parents in determining their soul mate. If you have a daughter and then someone proposes, then the one who makes and determines the consent is only from the parents while the child is not given the right to participate in deciding the arranged marriage. Most girls marry under the age of 17 even before the age of 17. Psychologically they are not mature to settle down so that it will affect how to educate their children. Furthermore, the position of women only acts as housewives whose job is to take care of children and housework. The role of women is positioned in a domestic role in accordance with the values espoused by society.

Conclusion

The strategy carried out in supporting the implementation of special autonomy policies in the field of education in Biak Numfor district has been carried out through the education and culture office of Biak Numfor district through the management and equity of education in the market. The Education and Culture Office of Biak Numfor Regency has so far made efforts in structuring and equitable distribution of basic education teachers in order to meet the Minimum Service Standards for Basic Education in Biak Numfor Regency. However, in this case, there are still many shortcomings both in terms of management so that the planning that has been set has not run optimally. With the strategy in supporting the implementation of special autonomy policies in the field of education in Biak Numfor district, it is expected to be able to advance education for indigenous Papuans which later education in Papua can be aligned with other regions in Indonesia. In addition to the implementation of special autonomy in the field of education in Biak Numfor district, it describes the interaction activities between public service officials and the community, the involvement of various components in an implementation is needed to achieve the objectives of a policy.

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