

## **Effect of Administrative Communication and Public Participation on Public Empowerment in Maren Program in Tual City Maluku Province**

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**Abstract:** Maren social empowerment program (Program Pemberdayaan Masyarakat Maren (P2MM)) is a pro-poor oriented policy that is implemented based on Decree of Tual Mayor No. 86 of 2013. In relation with effectiveness and efficiency of implementation of the program, it is necessary to recognize the affecting factors. Therefore, researchers were interested in two factors that take part in determining the success of the program, i.e., administrative communication and public participation. Thus, this thesis is titled "Effect of Administrative Communication and Public Participation on Public empowerment in Maren Program at Tual City, Maluku Province." This study was intended to determine whether there is effect and how significant is the effect of administrative communication and public participation on public empowerment in Maren Program. This study used explanatory method with quantitative approach. Data was collected by using questionnaire and document study and processed by using inferential statistic analysis and parametric statistic analysis. The result shows that administrative communication has positive and significant influence on public empowerment with correlation coefficient by 0.572 and coefficient of determination by 0.2417 or significance by 24.2% public participation has positive and significant influence on public empowerment with correlation coefficient by 0.516 and coefficient of determination by 0.164 or significance by 16.4% and administrative communication and public participation simultaneously have positive and significant influence on public empowerment with correlation coefficient by 0.637 and coefficient of determination by 0.406 or significance by 40.6%. From this study, it is recommended to optimize administrative communication and public participation both partially and simultaneously to improve the implementation of public empowerment programs, especially the P2MM. Concerning administrative communication, it is necessary to be improved in terms of several weaknesses such as ability of communicator (government) to convey messages and public ability to receive information. As for public participation, it is necessary for public to be given more attention and more spaces to participate actively in national development. Intensive and periodic monitoring and evaluation is also required for successful implementation of program.

**Key words:** Administrative communication, public participation, public empowerment, Maren Program, local government, monitoring, quantitative

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### **INTRODUCTION**

Tual City is one of new autonomous regions (Daerah Otonom Baru (DOB)) that was established following reform era and euphoria of regional autonomy. It was officially established as autonomous region after the enactment of Law No. 31 of 2007 at August 10, 2007 concerning Establishment of Tual City in Maluku Province. With this normative basis, technical elements of Tual City government was also established to support the regional head in the administration of authority, duties and functions of Tual City governance through the enactment of Tual City Regulation No. 3 of 2008 on

Establishment of Regional Organization and Technical Institutional Structure (Regional Gazette of Tual City 2008 No. 03, Serial D).

It was followed with the enactment of Tual City Regulation No. 10 of 2011 on Distribution of Governmental Affairs within Authority of Tual City Government (Regional Gazette of Tual City 2011 No. 36, Supplement of Regional Gazette of Tual City 4046) that reconfirm main duties and functions of each units for the effectiveness of governance in Tual City and for fulfillment of public needs.

After more than 8 years being new autonomous region, Tual City has not shown significant progress

according to the idea of establishment and idea of regional governance under mechanism of decentralization. With the right of autonomy, the most important thing to do in regional governance is to fulfill public needs locally with the power and authority delegated by central government.

Following its role and functions, Tual City government as the administrative element of stakeholder in Tual City shall not only make policies concerning physical development but also policies regarding the improvement of capacity, quality and capabilities of the society in Tual City. The real implementation of this humanistic policy is the enactment of several Decrees of Tual Mayor: No. 86, No. 86a, No. 87b and No. 87c of 2013 on Maren Social Empowerment Program (Program Pemberdayaan Masyarakat Maren (PPMM)) (Maren is loanword from local language of Kei tribe (native of Kei Island). Literal meaning of Maren is communal. The term Maren in nomenclature of policy on public empowerment is one feature program of Tual City government. The using of this term is based on its philosophy that it is expected to raise togetherness, communal value and spirit to cooperate in implementation of the program) of Tual City that has been actively implemented, since, 2013.

The regulations, specifically regarding the implementation of PPMM are intended to stimulate shared responsibility to accelerate the growth of public capacity and institutionalism in the implementation development based on process of public empowerment. This program is one featured program from Tual City government, especially Regional Development Planning Agency (Badan Perencanaan Pembangunan Daerah (BAPPEDA)) of Tual City and the implementation is supported by elements of other local government agencies (Satuan Kerja Perangkat Daerah (SKPD)) and other facilitators and related NGOs.

In the fulfillment of public needs, it is often that local government behaves as if knowing everything about public needs. Lack of communication between policymaker and public has led to the application of top-down planning model of development which has one side goodness while the other side receives unfavorable impact. In fact, this other side is the one that is more essential among Indonesian society nowadays.

This contradicts with what black has suggested that the appropriate strategy to increase public capacity and capability in development is by bottom-up approach (Wirman, 2010). This approach, in fact has only been implemented partially and considered as mere formality, a

complementary and half-hearted. In addition, orientation of development has often emphasized more on physical development while neglecting the development of human resources. Allocation for development of human resources is still considered as minimum.

Vision, mission and problem of development and also regional strategic issues as stated in Long Term Regional Development Plan (Rencana Pembangunan Jangka Panjang Daerah (RPJPD)) of Tual City and enacted by Regional Regulation No. 03 of 2014 on RPJPD of Tual City 2005-2025 and Middle Term Regional Development Plan (Rencana Pembangunan Jangka Menengah Daerah (RPJMD)) of Tual City and enacted by Regional Regulation No. 04 of 2014 on RPJMD of Tual City 2013-2018 have been poorly used as reference for formulation of programs and activities by each institutions, thus, the programs and activities tend to be sectoral-centric. This would lead to unoptimal performance of local government agencies (SKPD) and comprehensive governance would become less effective and efficient. It is one great challenge for government, both central and local on how they would be able to practice good governance. Effectiveness of governance shall be measured by how good the communication within government and among governmental agencies. It is also important to remember that communication with public is the appropriate strategy to have good governance.

The success of governmental organization is determined more by quality of the leader. Excellent quality of leader is determined by the ability to communicate with all members of organization. Therefore, administrative communication is one of main characteristics for leaders in governmental organizations.

It is unfortunate that government still pays less attention to administrative communication, both internally and externally. This also happens in the governance of Tual City. This is in line with the statement made by one legislator from Partai Amanat Nasional (PAN) who is now the Head of Honorary Board of DPRD of Tual City, Lukman Matutu in *Tribun Maluku* newspaper dated January 31, 2014.

He said that, "work program to support economic growth of Tual through empowerment as stated in Local Budget (APBD) is considered in contradiction with the performance of SKPD that doesn't have proper quality to support vision and mission of March 7, 2018 Mutiara (acronym for names of incumbent pair of leader at the time), thus, it is necessary to reevaluate poor and unaccountable performance of SKPD." Furthermore, he said that, "there are arrogant things considered as

inharmonious relationship between government and public and media. Take this example, every activities of Tual City government in legislative and executive boards were rarely published, thus, communication and information that was supposed to be known publicly had never been heard” (Cited from official website of daily newspaper Tribun Maluku. Title: “Unsupportive to Vision and Mission, DPRD of Tual Urges Mayor to Evaluate Head of SKPD”. <http://www.tribun-maluku.com>, downloaded at 18.47 IWST, February 3rd, 2016). Output of Tual City governance, then would be less optimal whether in providing public services and in fulfilling public needs to achieve public welfare.

The less optimal performance of Tual City government in public development can be seen from Human Development Index (HDI) (Indeks Pembangunan Manusia (IPM)) (Human Development Index (HDI) is measurement of welfare by comparing life expectancy, literacy and life standard. For more details, see document of social welfare indicators issued by national team for acceleration of poverty management year 2011 on explanation of HDI) of Tual City as shown in Table 1.

From data of HDI issued by BPS of Maluku Province in the Table 1, it is clear that regionally, HDI for Tual City is placed fourth after Ambon City, Central Maluku Regency and Buru Regency and still higher than other 7 regencies/cities in Maluku Province. Yet, compared to average regional (provincial and national) index, HDI percentage of Tual City is much lower than positive trend of increased HDI percentage annually up to 2014.

According to UNDP data using new calculation method of HDI, since, 2011-2014, HDI are 0.671 (2011), 0.678 (2012), 0.681 (2013) and 0.684 (2014) and Indonesia is ranked 108th out of 187 and categorized into medium human development in tabulation of countries with programs related to human resources (UNDP, Human

Development Report, <http://www.undp.org.>, downloaded at 21.17 IWST, November 19th, 2015). Even if this global data released by UNDP is used as parameter or benchmark, there isn't any significant difference with the increased HDI percentage of Tual City as shown above. In addition, it shows that programs related to development implemented by Tual City government are still ineffective to face the great challenge of fulfilling public needs in general.

It is necessary to have good interaction and strategy in the implementation of each functions within government. Agencies of governance consist of three domains as the main stakeholders, i.e., state, private sector and society. Successful good governance is the prerequisite to achieve national objectives and goals (Sedarmayanti, 2011, 2012).

Good governance has several main characteristics such as “participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law” (Released document of UNDP in Government Policy Paper in 1997).

Referring to the characteristics, real implementation of public participation in public development of Tual City has only been focused on the planning process of development and with minimum participation. This is shown in tabulation data of public aspiration in development planning conference (Musrenbang) as seen Table 2.

From Table 2, it can be seen that total number of recommendation recapulated per district in Tual City in 2013 are 1,393 but only 211 (15.15%) are accommodated. With this low percentage, it shows that the Musrenbang as medium of public participation insignificantly affects the aspect of development planning. This is risky and critical because development planning that is supposed to be the grand design and initial process for implementation of development has neglected active role of public, i.e., public participation in conveying their aspiration in Musrenbang.

As suggested by Azis in his research, social-based policy will be more certain in providing continuous social

Table 1: Human Development Index (HDI) regency/city in Maluku Province 2011-2015

Regency/City	2011	2012	2013	2014	2015
Western Maluku	57.69	58.56	59.34	59.81	60.26
Southeastern Maluku	60.96	61.75	62.11	62.74	63.35
Central Maluku	66.64	67.30	68.89	68.69	68.85
Buru	62.50	63.50	64.31	64.51	65.75
Aru Islands	58.60	59.17	59.62	59.91	60.50
Western Seram	60.59	61.47	61.79	62.39	63.02
Eastern Seram	58.07	58.47	58.88	59.5	60.27
Southwestern Maluku	56.10	56.74	57.34	58.09	58.64
South Buru	57.98	58.91	59.89	59.91	61.48
Ambon	76.70	77.49	78.16	79.09	79.30
Tual	62.69	63.56	64.16	64.95	65.20
Maluku	64.75	65.43	66.09	66.74	67.05
Indonesia	66.53	67.09	67.70	68.90	69.55

Welfare Indicator of Tual City 2016 (from National and Maluku Regional Statistics Indonesia (Badan Pusat Statistik (BPS) 2011-2015)

Table 2: Number of recommendation from development planning conference per district in Tual city 2013

District	No. of recommendation	No. of accommodated	Percentage
P.P. Kur	118	250	21.18
Southern Kur	167	230	13.77
Tayando Tam	221	490	22.17
Northern Dullah	340	360	10.59
Southern Dullah	547	780	14.26
Total	1,393	211	15.10

Bappeda of Tual City, 2014

justice. Policies issued by government will be more sustainable and long lasting due to support from all social elements. In this context, social-based policy will encourage society to have sense of belonging toward decisions that have been made. By involving society in whole process of policymaking, analytic and planning skill would be diverted to society (Azis Muslim. (Participatory Approach in Public Empowerment). Universitas Islam Negeri Sunan Kalijaga. Yogyakarta. Aplikasi. Jurnal Aplikasi Ilmu-ilmu Agama I Vol. 8, No. 2 I Desember 2007).

This is affected, one of them by poor communication between society and state in the development planning in terms of promotion thus result of the implementation of development program is incompatible with public will and needs. It is also undeniable that there are improvements by government, yet progress of governance by Tual City government has been insignificant and less effective. This can be seen in accountability report of government or more known as LAKIP of Tual City whether financial accountability and performance accountability of government agency that is evaluated by several internal control agencies of government such as KEMENPAN-RB, BPK, BPKP and other related NGOs such as ICW, FITRA, etc. (Table 3).

From data collected by researchers related with accountability of governance process in Tual City, since, 2011-2013, there wasn't any impressive achievement and it was rather disappointing. Result of evaluation on performance of Tual City government given by KEMENPAN-RB was graded "D" or categorized as "Less adequate". The most recent in 2014 and 2015, there was improvement with result graded "C" or categorized as "Fairly adequate", yet the improvement was insignificant (Cited from several sources in official website page of KEMENPAN-RB, BPKP-RI, LAN-RI: Public Relationship of KEMENPAN-RB. Title: "Result of performance evaluation on all regencies/cities in Indonesia", <http://www.menpan.go.id>, downloaded at December 13, 2016, 20.50 IWST; BPKP-RI, <http://www.bpkp.go.id>, downloaded at December 13, 2016, 20.53 IWST; PKP2A I LAN Bandung, Title: "Nomenclature of Local Government of Regency/City Qualified by Evaluation Result of Kemenpan on LAKIP of Local Government", <http://dataaparatur.bandung.lan.go.id>, downloaded at December 13, 2016, 20.55 IWST; Iwan marrinews Title: "Best Accountability Performance, Malra Regency Government is Rewarded with Grade 'CC'", <http://marrinews81.blogspot.co.id>, downloaded at November 29th, 2015 14.32 IWST). Meanwhile, for evaluation of financial performance given by BPK-RI, financial accountability report of Tual City government

Table 3: Recapitulation of result of accountability report for performance of Tual City Governance 2011-2015

Years	Grades	Explanation
2011	D	Less adequate
2012	D	Less adequate
2013	D	Less adequate
2014	C	Fairly adequate
2015	C	Fairly adequate

Welfare Indicator of Tual City 2016 (from National and Maluku Regional Statistics Indonesia (Badan Pusat Statistik (BPS)) 2011-2015)

was categorized as "Disclaimer" (Evaluation result by BPK-RI on financial accountability report of Tual City government in 2014).

Other problem that inhibits actualization of good governance and clean government in Tual city is intransparency of government that report of financial use in funding the process of governance and information on policies by Tual City government related with public needs have never been shared to public. Information obtained by public from government on governance and development by Tual City government is minimum and inaccessible.

Official website of Tual City government ([www.tualkota.go.id](http://www.tualkota.go.id)) is still considered inadequate and limited in providing information. It seems that government doesn't optimize the using of informational media, considering the benefit that advancement of information technology can give through implementation of e-Government in order to achieve good governance, clean government and open government.

As a region with characteristic of Island, Tual City faces its own challenge in building communication and information technology system to support the process of governance and development in Tual City. In several villages in Tual City, there are still "blank spots" with imbalanced spread of communication and information (Cited from official website of daily newspaper Siwalima. Title: "Development of Tual City and the Challenges"). In order to find the solution to cope with this imbalance, it is necessary that all related parties whether central government, local government and other stakeholders to coordinate consistently, continuously and synergically.

Vice-regent of Maluku, Dr. Zeth Sahuburua, SH. MH. in his greeting speech on Thursday, March 26, 2015, said that, "role of communication and information technology in interregional relationship is one potential to encourage the better regional economic growth and competitiveness. The using of communication and information technology to grasp, process and spread factual and unbiased information, may accelerate the increasing of public participation" (Greeting speech of Vice-regent of Maluku, Dr. Zeth Sahuburua, SH. MH in research Meeting of Communication and Information Technology of Maluku Province in 2015. Cited from official website of Maluku provincial government, Regional Public Relations of Maluku Provincial Government. Title: "Office of

INFOKOM Held Work Meeting of Communication and Information Technology". <http://www.malukuprov.go.id>, download at December 27th, 2015 20.43 IWST).

Ineffectiveness and inefficiency of governance may have impact on optimal use of budget whereas management of the budget is intended to support administrative functions and public services. In addition, development would become irrelevant to public needs and unable to encourage economic growth and social welfare.

Eventually, all of these would end with degraded public trust to government and decreased respect to government. Therefore, to achieve the idea of good governance by Tual City, strong synergy between administrative stakeholders is a must.

To achieve checked and balanced condition between government and public with proper and appropriate interaction and communication between both parties, it is necessary to have effective administrative communication in process of governance and development in Tual City.

This has direct implication to the increased public participation and awareness to take part in the development of both physical and human resources in Tual City. Furthermore, with good intention from Tual City government through Decree of Mayor on Maren Social Empowerment Program, Tual City government is expected to pay more attention on issues of development. Hence, slowly but sure, governance and development in Tual City would lead to good governance and resulted in increased public capacity, capability and competitiveness that is oriented to public welfare. With background explained above, researchers are interested to study and write a thesis titled "Effect of Administrative Communication and Public Participation on Public Empowerment in Maren Program in Tual City, Maluku Province".

**Problem statement:** According to explanation above, problems in this study can be stated with following questions:

- Is there effect of administrative communication on public empowerment in Maren Program in Tual City, Maluku Province?
- Is there effect of public participation on public empowerment in Maren Program in Tual City, Maluku Province?
- Is there effect of administrative communication and public participation simultaneously on public empowerment in Maren Program in Tual City, Maluku Province?
- To how much extent is the effect of administrative communication on public empowerment in Maren Program in Tual City, Maluku Province?

- To how much extent is the effect of public participation on public empowerment in Maren Program in Tual City, Maluku Province?
- To how much extent is the effect of administrative communication and public participation simultaneously on public empowerment in Maren Program in Tual City, Maluku Province?

## MATERIALS AND METHODS

**Theoretical framework:** Uma Sekaran suggested that theoretical framework is conceptual model on how theory is related to factors identified as important problems (Uma, 1992). This theoretical framework is made to describe phenomena or problems studied, specifically here related to effect of administrative communication and public participation on Maren Social Empowerment Program in Tual City.

Since, the enactment of Law No. 31 of 2007 on Establishment of Autonomous Region of Tual City in August 10, 2007, Tual City has been officially become new autonomous region (Daerah Otonom Baru (DOB)). With status of mandated decentralization, Tual City should have been the active stakeholder in the administration of governmental affairs and also the one with most competent to administrate the fulfillment of public needs. Yet, the condition of governance in Tual City has not been optimum to be categorized effective governance or moreover, good governance.

Advancement of communication and information technology also affects communication and information factor in governance. As result, government under its regulatory function has enacted Law No. 14 of 2008 on Transparency of Public Information to Convey Open Information to support the process of good governance.

Administrative communication, according to Ndraha is mutual process of conveying information and message between government and governed one where one party uses other's frame of reference under specific position of role to determine, change or maintain behavior and attitude, based on mutual understanding (verstehen, mutual, emphatic, understanding) and mutual trust between both parties. So, administrative communication can be defined as conveying of idea, program, concept from government to public in order to achieve national goals (Taliziduhu, 2003).

With administrative communication, it is expected to restore public aspiration on development for process of governance. Results of development also may have more benefit and value for society because of compatibility between public needs and development by government. With Decrees of Tual Mayor No. 86; 86.A; 87.B; 87.C on Maren Social Empowerment Program

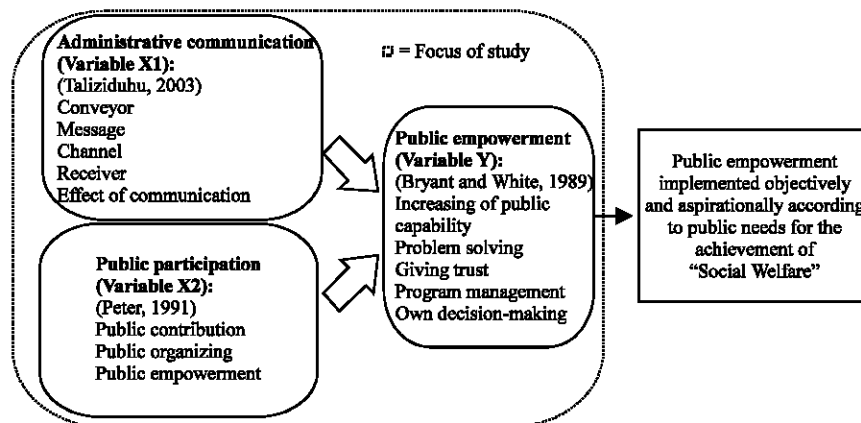


Fig. 1: Theoretical framework processed by researchers from several sources (Taliziduhu, 2003; Peter, 1991; Bryant and White, 1989)

(PPMM), Managerial Team, Facilitator and Operational Supervisor, Tual City government has shown initiative to make policies concerning more humanistic development for better life quality of Tual society.

This is the featured program of local government for its society as object of development in order to empower and increase life quality of society, both individually and socially. Concept of public empowerment according to Bryan and White suggests that empowerment should be defined as process to increase public capability to solve their own problems by letting them manage certain programs with their own decision (Bryant and White, 1982).

With this shift of paradigm, society is expected to take part as one of subjects in governance. Therefore, public participation has become significant part in the process of good governance. Public participation is participation of individual or social group in the process of development, either in contribution of idea or effort to help the process of empowerment. This is in line with what was suggested by Peter (1999). Public participation has secured position in Law No. 23 of 2014 on Local Government and Law No. 25 of 2004 on National Development Planning System that covers explanation on implementation of participatory regional development.

Yet, factually, factors of communication and public participation in the featured program of public empowerment have been often neglected, thus, output of the program become ineffective and in fact, tend to fail and become useless.

Effect of administrative communication and public participation on public empowerment through Maren Program in Tual City can be seen more clearly in the Fig. 1.

**Hypotheses:** Based on assumption made researchers propose hypotheses for this study as following:

- $H_1$ : there is positive and significant correlation between administrative communication and public empowerment
- $H_1$ : there is positive and significant correlation between public participation and public empowerment
- $H_1$ : there is positive and significant correlation between administrative communication and public participation simultaneously and public empowerment
- $H_1$ : the higher administrative communication, the higher public empowerment
- $H_1$ : the higher public participation, the higher public empowerment
- $H_1$ : the higher administrative communication and public participation simultaneously, the higher public empowerment

## RESULTS AND DISCUSSION

Type of this study is explanatory research with quantitative approach. The reason of selection and using of this type is to find explanation on why and how certain occurrence or indication happens. End result of this study is description on causality or correlation between variables. Specifically for this study, researchers try to find description of:

- To how much extent the effect of administrative communication as independent variable ( $X_1$ ) on public empowerment as dependent variable (Y)
- To how much extent the effect of public participation as independent variable ( $X_2$ ) on public empowerment as dependent variable (Y)
- To how much extent the effect of administrative communication as independent variable ( $X_1$ ) and public participation as independent variable ( $X_2$ ) on public empowerment as dependent variable (Y)

Hence, researchers would describe collected data and then continued by testing the hypotheses statistically. With this method, occurrence and phenomena related with effect of administrative communication and public participation on public empowerment in Maren Program in Tual City, Maluku Province. The main instrument used in data collection is questionnaire that respondents can choose the answer from available choices.

Variable can be defined as attribute or characteristic or value of person, object or activities with certain variations predetermined by researcher to be studied and then concluded (Sugiyono, 2013). This study contains 2 types of variable:

**Independent variable:** Independent (exogenous) variable is also termed as stimulant variable, predictor, antecedent. In Indonesian language, it is more known as variabel bebas. Independent variable is variable that affect or the cause that change or raise the dependent variable (Ibid). Here, in this study, the independent variables are administrative communication ( $X_1$ ) and public participation ( $X_2$ ).

**Dependent variable:** Dependent (endogenous) variable is also termed as output, criteria or consequent variable. In Indonesian language, it is more known as variabel terikat. Independent variable is variable that is affected by or the consequence of independent variable (Loc. Cit.). Here, in this study, the dependent variable is public empowerment (Y). Relationship between variables in this study can be in Fig. 2.

For clearness and understanding on the variables, conceptual definition of each variables is provided.

**Administrative communication (variable  $X_1$ ):** Administrative communication is conveying of idea, program, concept from government to public in order to achieve state goals. Instruments or indicators to measure variable “administrative communication” are (Taliziduhu, 1990).

**Conveyor:** Able to convey message/information, ineffective in conveying message/information.

**Message:** Correctness and clearness of message, intensity of noise in conveying message, noise of message or information deriving from medium or media, noise of message or information deriving from human (conveyor and receiver), noise of message or information

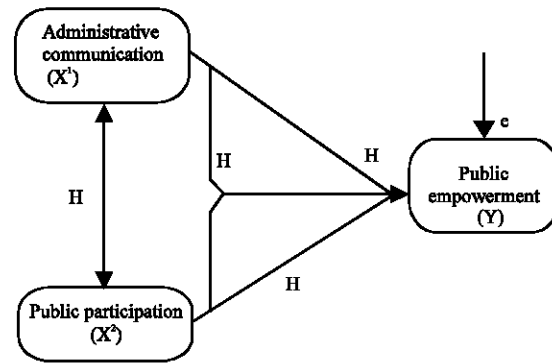


Fig. 2: Relationship between variables

deriving from terms being used, intention of conveying the message/information, relevancy between information and problem.

**Channel:** Using of medium or media of communication, intensity of the using of medium or media of communication, completeness of medium or media of communication, variety of medium or media of communication, ability to cope with the noise of message.

**Receiver:** Ability to receive message from conveyo ability to understand the medium/media of message.

**Effect of communication:** Relatedness and attention to information being conveyed, willingness to support and execute message or information conveyed, benefit of information for consumer.

**Public participation (variable  $X_2$ ):** Public participation is participation of individual or social group in the process of development, either in contribution of idea or effort to help the process of development. Instruments or indicators to measure variable “public participation” are (Peter, 1991).

**Public contribution:** Contribution of idea, contribution of fund, contribution of effort, contribution of utilities.

**Public organizing:** Model of organization, structure of organization, elements of organization, function of organization.

**Public empowerment:** Public role, public action, public motivation, public responsibility.

**Public empowerment (variable Y):** Public empowerment is process to increase public capability to solve their own problems by letting them manage certain programs with

their own decision. Instruments or indicators to measure variable “public empowerment” are (Bryant and White, 1982).

**Increasing of public capability:** Increasing of intellectual ability, increasing of physical ability.

**Problem solving:** Problem solving by educational aspect, problem solving by economic aspect, problem solving by social aspect, problem solving by structural aspect problem solving by psychological aspect.

**Providing trust:** Providing support, providing motivation.

**Managing the program:** Program and activity is implemented according to plan, objective of program implemented is achieved, compatibility between plan and objective of program.

**Making own decision:** Trough deliberate consideration, deriving from own initiative/will, without any force or interference from others, constituting priority of needs (Table 4).

Table 4: Operational definition of variable X<sub>1</sub> (independent variable) of administrative communication, variable X<sub>2</sub>(independent variable) of public participation and variable Y (dependent variable) of public empowerment

Main variable 2/Dimension3	Indicator 4	Items 5
<b>Variabel X (Independent variable)</b>		
Conveyor	Able to convey message of information	1
<b>Administrative communication</b>		
Message	Ineffective in conveying message	2
	Correctness and clearness of message	3
	Intensity of noise in conveying message	4
	Noise of message or information deriving from medium or media	5
	Noise of message or information deriving from human (conveyor and receiver)	6
	Noise deriving from terms of language being used	7
	Intention of conveying the Message/information	8
Channel	Relevancy between information and problem	9
	Using of medium or media of communication	10
	Intensity of the using of medium or media of communication	11
	Completeness of medium or media of communication	12
	Variety of medium or media of communication	13
Receiver	Ability to cope with the noise of message	14
	Ability to receive message from conveyor	15
	Ability to understand the medium/media of message	16
Effect of communication	Relatedness and attention to information being conveyed	17
	Willingness to support and execute message or information conveyed	18
<b>Benefit of information for consumer</b>		
<b>Variabel X<sub>2</sub> (Independent variable)</b>		
Public contribution	Contribution of idea	20
<b>Public participation</b>	Contribution of fund	21
	Contribution of effort	22
	Contribution of utilities	23
	Model of organization	24
Public organizing	Structure of organization	25
	Elements of organization	26
	Function of organization	27
Public empowerment	Public role	28
	Public action	29
	Public motivation	30
	Public responsibility	31
<b>Variabel Y (Dependent variable)</b>		
Increasing of public capability	Increasing of intellectual ability	32
<b>Public empowerment</b>		
Problem solving	Increasing of physical ability	33
	Problem solving by educational aspect	34
	Problem solving by economic aspect	35
	Problem solving by social aspect	36
	Problem solving by structural aspect	37
	Problem solving by psychological aspect	38
	Providing trust	Providing support
Managing the program	Providing motivation.	40
	Program and activity implemented is according to plan	41
	Objective of program implemented is achieved	42
Making own decision	Compatibility between plan and objective of program.	43
	Through deliberate consideration	44
	Deriving from own initiative/will	45
	Without any force or interference from others	46
	Constituting priority of needs	47
<b>Total</b>		<b>47</b>

Processed by researchers from several sources (Taliziduhu, 1990; Peter, 1991; Bryant and White, 1982)



Instrument used in this study can function well if valid and reliable. Hence, it is necessary to have validity and reliability tests on instrument being used. Validity and reliability testing in this study shall be explained below. Instrument is valid if it measures what it is supposed to measure appropriately (Suharsimi, 2013). A questionnaire is valid if the items can reveal what is meant to measure in it (Imam, 2013). Here, in this study, factor analysis is used for validity testing.

Validity is tested by using product-moment correlation formula from Pearson:

$$r_{xy} = \frac{\left( n \left( \sum xy \right) - \left( \sum x \times \sum y \right) \right)}{\sqrt{\left[ \left( n \left( \sum x^2 \right) - \left( \sum x \right)^2 \right) \left( n \left( \sum y^2 \right) - \left( \sum y \right)^2 \right) \right]}}$$

Where:

- $r_{xy}$  = Coefficient of validity
- $n$  = Number of respondents
- $x$  = Item score
- $y$  = Total score
- $\sum x^2$  = Sum of squared item score
- $\sum y^2$  = Sum of squared total score
- $\sum x$  = Sum of item score
- $\sum y$  = Sum of total score

An item is categorized valid if validity coefficient is  $\geq 0.361$ . If validity coefficient is  $\geq 0.361$ , then the item is valid and scores from such item can be used for next analysis. On the other hand, if validity coefficient is  $< 0.361$ , then the item is considered invalid and removed from the instrument.

Reliability shows to how much extent an instrument is reliable. As suggested by Kunto, “an instrument is reliable it can measure variable with steady result to be used as data collection tool” (Suharsimi, 2013). Reliable instrument would result in reliable data.

Result of measurement is reliable if several times of measurement on same group or subject produce relatively same result as long as aspects or attributes of the group or subject remain the same. Therefore, reliability shows the consistency of an instrument in measuring the same indication. Cronbach alpha equation is used for reliability test. The equation is as follow:

$$\alpha = \left( \frac{K}{k-1} \right) \times \left( 1 - \frac{\sum \sigma_i^2}{\sigma^2} \right)$$

Where:

- $\alpha$  = Cronbach’s alpha coefficient of reliability
- $k$  = Number of item tested
- $\sigma_i^2$  = Total variance
- $\sum \sigma_i^2$  = Sum of item score variance

Reliability test for instrument in this study used split-half method. Items are divided into odd-numbered and even-numbered item and then tested using Cronbach’s alpha coefficient formula which calculation is helped by Software SPSS 20.0. As suggested by Gujarati, “reliability test is meant to confirm the consistency of respondent’s answers shown by coefficient a (Cronbach’s alpha) (Damodar, 1997)”. As for criteria of testing, it is according to criteria used by Ghozali that instrument is defined as reliable if it has reliability coefficient greater than 0.60. In other words, the closer the value is to 1, the higher the consistency of answer is (Imam, 2011).

Unit of analysis is specific unit calculated as object of study (Suharsimi, 2013). According to this definition, unit of analysis in this study is governmental agencies and society of Tual City, Maluku Province.

Population is “whole subject of study”. If a researcher want to study all elements in area of study, then it is population study (Suharsimi, 2013). Population in this study is governmental agencies and whole society of Tual City. Below is composition of whole population related to Maren Social Empowerment Program (Table 5).

Those whole compositions are parties related with process of public empowerment through P2MM, especially society living in Tual City that is taken as sample by simple random sampling based on group and stratum of administrative region. Total population of Tual City is 83,621 people. Below is composition of population living in Tual City with categorization based on domicile (Table 6).

For sampling, this study used simple random sampling technique. It was then continued with proportionate stratified random sampling technique which is used if the population has heterogen members or elements with proportional stratum. Sampling if the population is stratified by less proportional (Sugiyono, 2013). As for sample size, table for determining sample size from Krejcie is used as reference. This method of

Table 5: Composition of parties involved in Maren Social Empowerment Program

Groups	Stratum
Delegation of government	Whole city
Society (Public figures, religious leaders, academicians, youth figures woman figures)	Whole city

Table 6: Population per district living in Tual City in 2015

District	Population	Percentage
P. P. Kur	2,5160	3.010
Southern Kur	3,0600	3.660
Tayando Tam	7,1830	8.590
Northern P. Dullah	21,279	25.440
Southern P. Dullah	49,583	59.300
Total	83,621	100.000

Tual City in Number 2015 and data from population and Civil Registry Office of Tual City 2015

determining sample size is practical, since, it only requires us to match size of population size to categories of sample sized as tabulated by Krijcie.

Based on Krijcie's tabulation, the relevant sample size considered to be able to represent characteristics of population with population size of Tual City by 83,621 is 382 people with probability of 95% (significance or  $\alpha = 5\%$ ). Then to calculate sample size, equation of proportionate stratified random sampling as is used (Table 7):

$$n^1 = \frac{N^1}{N} \times n$$

Where:

- $n^1$  = Sample of sub-population (stratum) 1
- $N$  = Total population
- $n$  = Sample taken
- $N^1$  = Sub-population (of each stratum) 1

$$n \text{ P.P. Kur} = \frac{2,516}{83,621} \times 382 = 11.49 = 11 \text{ people}$$

$$n \text{ Southern Kur} = \frac{3,060}{83,621} \times 382 = 13.98 = 14 \text{ people}$$

$$n \text{ Tayando} = \frac{7,183}{83,621} \times 382 = 32.81 = 33 \text{ people}$$

$$n \text{ Northern P. Dullah} = \frac{21,279}{83,621} \times 382 = 97.20 = 97 \text{ people}$$

$$n \text{ Sothem P. Dullah} = \frac{49,583}{83,621} \times 382 = 226.51 = 227 \text{ people}$$

According to calculation above, sample size for each group can be seen in Table 7. In this study, the samples are all people of Tual City who participate in Maren Social Empowerment Program (P2MM) which is the featured program from Tual City government. The sample size was 382. This size is appropriate according to parallel argument from Roscoe that appropriate sample size in a study is 30-500 (Sugiyono, 2013).

Conceptual model for this study can be seen in Fig. 2. For conceptual model in this study, multiple model with two independent variables is used. Conceptual model above can be explained as following:

Table 7: Composition of sample based on population per district living in Tual City

District	Population size	Sample size
P.P. Kur	2,5160	11
Southern Kur	3,0600	14
Tayando Tam	7,1830	33
Northern P. Dullah	21,279	97
Southern P. Dullah	49,583	227
Total	83,621	382

- $X_1$  is independent variable of administrative communication and assumed to affect dependent variable Y
- $X_2$  is independent variable of public participation and assumed to affect dependent variable Y
- Y is dependent variable of public empowerment in Tual City, Maluku Province
- $pYX_1$  is structural parameter showing the extent of effect of independent variable  $X_1$  on dependent variable Y
- $pYX_2$  is structural parameter showing the extent of effect of independent variable  $X_2$  on dependent variable Y
- $pYX_1X_2$  is structural parameter showing the extent of effect of independent variable  $X_1$  and  $X_2$  on dependent variable Y
- E (residu) is other factors that may affect dependent variable Y but are not studied

Technique of analysis in this study was helped by Software SPSS 20.0. This technique was used to describe field data descriptively by interpreting the result of data processed by SPSS 20.0 and it was expected to support the interpretation of result analysis. Next, to confirm that regression model is free from heteroscedasticity, statistical test of rank Spearman correlation is used. If significance probability is above 5%, it can be concluded that the regression model contains no heteroscedasticity.

Correlation coefficient is used to determine the extent of relatedness between independent variable (X) and dependent variable (Y). Correlation coefficient is number showing the extent of relationship between two or more variables. High correlation coefficient means close relationship between variables (Budi, 2012). To calculate the extent of relationship or correlation coefficient of variable X and variable Y, equation of Pearson product-moment coefficient is used (Table 8):

$$r = \frac{\sum xy - \frac{(\sum x)(\sum y)}{n}}{\sqrt{\left[ \sum x^2 - \frac{(\sum x)^2}{n} \right] \left[ \sum y^2 - \frac{(\sum y)^2}{n} \right]}}$$

Table 8: Guide for interpretation of correlation coefficient

Intervals	Relationship level
0.00-0.199	Very low
0.20-0.399	Low
0.40-0.599	Adequate
0.60-0.799	Strong
0.80-1.000	Very strong

Sugiyono (2014)

Where:

r = Coefficient of correlation

x = Variable x

y = Variable y

n = Number of respondents

To provide interpretation on the extent (strength) of relationship between variable X and variable Y, guide below can be used as reference (Sugiyono, 2013).

If result of the testing shows relationship between variables, the next step is to test the significance to determine whether degree of relationship between variables is significant or only incidental. Hence, t-test is used with following equation:

$$t_{\text{values}} = r \frac{\sqrt{n-2}}{\sqrt{1-r^2}}$$

Where:

$t_{\text{value}}$  = t value

r = Correlation coefficient

n = Sample size

Coefficient of determination is proportion to determine percentage of variance between variable X and variable Y if multiplied by 100% (Susetyo. Op. Cit). To define the extent of contribution of variable X on variable Y, it is necessary to have analysis of determination. Therefore, extent of relatedness between variables can be more valid if it is also analyzed by analysis of determination. And coefficient of determination used in this study is calculated by formula from Kerlinger and Pedhazur as follow (Fred N. Kerlinger and Elazar J. Pedhazur. Correlation and Multiple Regression Analysis):

$$R = (r)^2$$

Where:

R = Coefficient of determination

r = Correlation coefficient

Analysis was then continued with calculation of regression equation. Regression analysis used was simple regression analysis to predict and determine the extent of effect of variable X on variable Y. Simple linear regression is regression equation that describe relationship between one independent variable and one dependent variable. Considering that this study consists only two variables, then the regression analysis used following simple regression equation:

$$Y = a + bx$$

As for value of a and b, following equation was used:

$$a = \frac{\sum X^2 \sum Y - \sum X \times \sum X \times Y}{N \times \sum X^2 - [\sum X]^2}$$

$$b = \frac{N \times \sum XY - \sum X \sum Y}{N \times \sum X^2 - [\sum X]^2}$$

Where:

Y = Subject in dependent variable to be predicted

a = Value of Y if X = 0 (constant)

b = Regression coefficient showing the increasing or decreasing amount of dependent variable based on independent variable

X = Subject in independent variable with specific value

Hence, design of hypothesis testing can be determined by following steps:

### Hypotheses:

- $pYX_1$ ,  $H_0$  is accepted,  $H_1$  is denied,  $pYX_1$ ,  $H_0$  is denied,  $H_1$  is accepted
- $H_0$ : there is no positive effect of administrative communication on public empowerment in Maren Program in Tual City, Maluku Province
- $H_1$ : there is positive effect of administrative communication on public empowerment in Maren Program in Tual City, Maluku Province
- $pYX_2$ ,  $H_0$  is accepted,  $H_1$  is denied,  $pYX_2$ ,  $H_0$  is denied,  $H_1$  is accepted
- $H_0$ : there is no positive effect of public participation on public empowerment in Maren Program in Tual City, Maluku Province
- $H_1$ : there is positive effect of public participation on public empowerment in Maren Program in Tual City, Maluku Province
- $pYX_1X_2$ ,  $H_0$  is accepted,  $H_1$  is denied,  $pYX_1X_2$ ,  $H_0$  is denied,  $H_1$  is accepted
- $H_0$ : there is no positive effect of administrative communication and public participation simultaneously on public empowerment in Maren Program in Tual City, Maluku Province
- $H_1$ : there is positive effect of administrative communication and public participation simultaneously on public empowerment in Maren Program in Tual City, Maluku Province
- Probability of 95% ( $\alpha = 5\%$ ) and sample size is 382 people
- Technique used is inferential statistical analysis

Hypothesis testing, either to accept or deny is by comparing statistical value to t table (for effect of administrative communication ( $X_1$ ) on public empowerment (Y) effect of public participation ( $X_2$ ) on public empowerment (Y) and effect of administrative

communication ( $X_1$ ) and public participation ( $X_2$ ) simultaneously on public empowerment ( $Y$ ). If  $t$  value is greater than  $t$  table, then  $H_0$  is denied and  $H_1$  is accepted and if  $t$  value is less than table, then  $H_0$  is accepted and  $H_1$  is denied.

### CONCLUSION

From the explanation in previous section, it can be concluded that: there is positive and significant effect of administrative communication on public empowerment in Maren Program in Tual City, Maluku Province.

There is positive and significant effect of public participation on public empowerment in Maren Program in Tual City, Maluku Province.

There is positive and significant effect of administrative communication and public participation simulatenously on public empowerment in Maren Program in Tual City, Maluku Province. Administrative communication has effect on public empowerment in Maren Progrma in Tual City, Maluku Province with correlation coefficient  $r = 0.572$  (medium relatedness) and coefficient of determination  $r^2 = 0.2417$  (24.17%) (having low effect).

It can be interpreted that administrative communication has medium category or fairly strong relatedness with public empowerment. The higher or more often the communication, the more effective and useful the implementation of public empowerment.

Public participation has effect on public empowerment in Maren progrma in Tual City, Maluku Province with correlation coefficient  $r = 0.516$  (medium relatedness) and coefficient of determination  $r^2 = 0.164$  (16.4%) (having very low effect).

It can be interpreted that public participation has medium category or fairly strong relatedness with public empowerment. The higher or more often the public participation, the more effective and useful the implementation of public empowerment.

Administrative communication and public participation simultaneously have effect on public empowerment in Maren progrma in Tual City, Maluku Province with correlation coefficient  $r = 0.637$  (strong relatedness) and coefficient of determination  $r^2 = 0.406$  (40.6%) (having adequate effect) while other 59.4% is affected by other factors that are not being studied here.

It can be interpreted that administrative communication and public participation simultaneously have strong relatedness with public empowerment. The higher or more often the administrative communication and public participation, the more effective and useful the implementation of public empowerment.

### RECOMMENDATION

According to conclusion above, it is recommended that there is positive correlation between variable of administrative communication and variable of public empowerment in Maren Program in Tual City, Maluku Province. Therefore, administrative communication should be optimized and government should pay more attention on things related to communication and coordination, both internally between government agencies in the implementation mechanism and externally with society as the direct object of the program, so that, misperception between implementor of the program can be avoided and public aspiration can be heard and aggregated and articulated into activities. Yet, there are still improvement on weaknesses needs to be done:

Improvement in ability to convey information (messages) from management of P2MM as the executive of public recommendations. Concerning with content of information (messages), it is necessary to minimize intensity of noises in the conveying of information minimize or remove noises in the media that convey the information related to P2MM remove and avoid noises in information on P2MM deriving from society and authority of P2MM and avoid the using of terms that are confusing for society when conveying information on P2MM.

It is necessary to emphasize on public ability to receive and understand the information provided by government, specifically here is information on P2MM, considering that operational target of the program is lower middle class of society with low educational level.

There is positive effect between variable of public participation and variable of public empowerment in Maren Program in Tual City, Maluku Province. Therefore, in order to optimize public participation, government should pay more attention and provide more spaces to society to actively take part in efforts of national development. This can be done by applying mechanisms with clear regulations on involvement of society to ensure that their aspirations are respected and appreciated and their needs are taken in consideration. Government can't predict or guess everything needed by its society since the one who really understand the needs is the society itself.

There is positive effect between variable administrative communication and variable of public participation simultaneously and variable of public empowerment in Maren Program in Tual City, Maluku Province. Therefore, in order to optimize administrative communication and public participation simultaneously, government, especially of Tual City should synergize and collaborate both factors harmonically in implementation of

the program to achieve desired goal. Neglecting one of these two factors would certainly result in less optimal achievement of the program.

Effects of administrative communication and public participation whether partially or simultaneously on public empowerment are fairly strong but it is still necessary to intensively and periodically monitor and supervise the implementation of Maren Program. This kind of program is susceptible to political elements that may benefit certain party/group. Commitment of government to escort public aspiration is also often prone to weaken. Hence, with intensive and periodic monitoring and supervision, problems in implementation of the program can be detected earlier and improvement can be made sooner.

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