Cash For Work Program At Nanga Pamolontian Village In Terms Of Good Enough Governance Perspective

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ABSTRACT

Good governance, which was originally expected to be able to solve problems in developing countries, turned out to meet many obstacles, one of which was the application of the one size fit for all pattern, which was then criticized by Grindle through the concept of Good Enough Governance (GEG). Cash For Work (CFW) Program which is one of the reform programs as an embodiment of good governance that involves community participation as labor. During its journey, the CFW encountered various problems in the field, so it was interesting to see how the CFW program was viewed from the perspective of GEG. This study aims to describe and analyze the characteristics of the arena, institutions and interests as well as actions and choices in the perspective of GEG in the implementation of CFW program in Nanga Pamolontian Village, Bulik District, Lamandau Regency, Central Kalimantan Province. This research method uses a qualitative case study approach. The results of this study are that in the implementation of CFW program they have not paid attention to the elements of GEG, both in the arena, institutions and interests and actions, this is because the agenda setting has not utilized official and unofficial channels to the fullest, related stakeholders such as the mass media and Non-Governmental Organizations, regional apparatus, local village assistants are not fully involved in the implementation of CFW, there are no technical regulations in the implementation of CFW, the Team for Facilitating the Use of Village Funds for CFW is not utilized, evaluation, guidance and supervision have not been carried out, lack of socialization and training for the team implementing activities.

1. Introduction

Good Governance which was originally expected to be able to solve all the problems that exist in developing countries, turned out to not be able to meet these expectations. Some countries that have adopted good governance have experienced political instability and slow economic growth. The concept of good governance has experienced many biases or deviations, both at the level of concept derivation and at the level of policy implementation. This deviation occurred when the concept was adopted by international institutions, including the Wold Bank, IMF, and USAID, as a requirement in distributing aid, or loans to recipient countries (developing countries), particularly in relation to demands for what is called structural adjustment. As a result, the concept is more directed at guarding the international development agenda and tends to use parameters that are one for all (Hidayat, 2016). Grindle (2005) states that one of the fundamental weaknesses of the concept of governance in responding to the challenges of reforming the government system and development in developing countries is that it applies parameters that tend to be one size fits for all.

Dwiyanto (2014) explained that although so far several recommendations have been submitted to the government, regarding ways or strategies to improve good governance practices in Indonesia. However, so far there has been no systematic effort (a comprehensive national strategy) to develop programs and policies to improve good governance practices. The government faces many difficulties in formulating policies and programs to improve good governance practices. First, governance practices have a broad dimension so that there are many aspects that must be intervened if we want to improve governance practices. Second, there is not much information available regarding strategic aspects that need to be prioritized to serve as entry points in improving governance performance. Third, the
very diverse conditions between regions in Indonesia make each region have a different complexity of governance problems. Fourth, the commitment and concern of various stakeholders regarding governance reform is different and generally still low.

One criticism of the concept of governance is the emergence of the theory of good enough governance presented by Grindle (2005). Grindle said that not all the shortcomings of developing countries must be resolved at one time, but based on which priority scale must be resolved first according to the capabilities of the country.

One of the follow-ups to Law Number 6 of 2014 concerning Villages is the provision of Village Funds which are transferred by the central government to villages to fund development activities and community empowerment in the village. One of which is carried out through the Cash For Work (CFW) program which is expected to alleviating poverty, increasing people's purchasing power and improving the economy in the village. CFW, which is a community empowerment activity in the village, is in fact still not able to carry out all that is expected.

CFW which is one of the embodiments of the concept of good governance, which was then criticized through the concept of GEG presented by Grindle and Mason (2005) who thought that the one size fits for all pattern was not suitable to be applied to all developing countries will not be able to implement all the principles desired by good governance because of existing limitations. Therefore, according to the GEG concept, developing countries should only do things that are priorities, which are really needed by the country, which are used as guidelines for solving existing problems.

Therefore, it is interesting to research further on how the implementation of the PKT program is seen from the GEG element with various obstacles encountered in the field.

2. Theory

2.1. Good Enough Governance

Based on the criticisms submitted to the concept of good governance, a general theme emerges that offers a new generation of thinking (Grindle, 2011) which emphasizes the importance of knowing the context in which policies, institutions, and processes are reformed, as well as designing activities that are relevant to time, place, historical experience, and local potential must be presented.

In their writings, Grindle and Mason (2005) state that the good governance agenda is very long and countries that need good governance have to do a lot of things to get it, and it seems that, the longer they wait, the more they have to do to get it, especially for the poor. A country that is poor, disorganized, vulnerable to political collapse and lacking legitimacy is very difficult to pressure to fulfill such large-scale commitments.

Aim of good enough governance is an effort to make good governance more realistic and feasible. Grindle offered an alternative concept which she labeled government performance and civil society engagement that does not significantly hinder economic and political development and that permits poverty reduction initiatives to go forward (Grindle, 2004).

Whereas according to Grindle (2007), GEG which is reflected in the process of policy and institutional reform is divided into elements of arena, interests and institutions, actions and choices, which are then linked to the CFW as follows, namely:

- Arenas. Arena is a place or environment where the policy is implemented. For this arena process starts from the agenda setting, design, adoption, implementation and sustainability.

- Interests and institutions. The implementation of the policy and institutional reform process certainly involves various institutions and interests that influence the reform process and institutions as policy implementers in the field, starting from the agenda setting, adoption and implementation and sustainability.

- Actions and choices, which are efforts to implement policy and institutional reforms in the form of actions in the field, in the agenda setting, design, adoption, implementation and sustainability stages.

2.2. Cash For Work

The definition of CFW according to the General Guidelines for Implementing Cash For Work in Villages in 2018 is “Cash for work is an activity to empower rural communities, especially the poor and marginal, which is productive by prioritizing the use of resources, labor, and local technology to provide additional wages/income, reduce poverty, and improve people's welfare.” The objectives of this CFW include:

- Creating job opportunities through self-managed and cash-intensive development activities. Foster a sense of togetherness, mutual cooperation and participation of the village community.

- Improving the quality and quantity of village community empowerment. Meningkatkan akses masyarakat miskin, perempuan, anak, dan kelompok marginal kepada pelayanan dasar pendidikan dan kesehatan.

- Increase village community income.

- Generating social and economic activities in the Village.

Based on the general guidelines for implementing cash-intensive work in villages in 2018, the community groups as the target of the CFW Program are as follows:
• Unemployed: Population, both men and women but not children, who do not have a job, who have been terminated from work, and who are looking for work.
• Underemployed: Residents who work under normal working hours (<35 hours a week) and farmers who are experiencing famine and waiting for planting/harvesting.
• The poor: Have an average monthly per capita expenditure below the poverty line.
• Stunting: People who have under-fives with nutritional problems.

Based on Attachment II to the Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration of the Republic of Indonesia Number 11 of 2019 concerning Priorities for the Use of Village Funds in 2020, it is stated that the benefits of CFW are as follows:
• provide job opportunities for the unemployed, underemployed, poor families, and families with under-fives with malnutrition and/or chronic malnutrition (stunting);
• strengthen the sense of togetherness, self-reliance, mutual cooperation and community participation;
• manage the potential of local resources optimally;
• increase the productivity, income and purchasing power of the Village community; and
• reduce the number of unemployed, underemployed, poor families and families with under-fives with malnutrition and/or chronic malnutrition (stunting).

Based on the general guidelines for the implementation of the CFW, the types of activities that can be carried out in the CFW include:
• Development and/or rehabilitation of rural infrastructure facilities in accordance with the list of Village authorities, including: improvement of river channels and irrigation, construction and/or repair of Village-scale roads and bridges, boat moorings.
• Land use to increase production, including in forest areas, including agriculture; forestry; plantation; farm; and fisheries.
• Other productive activities, including: Development and development of tourist villages; Creative economy, development of local economic potential by encouraging entrepreneurship; Management of agricultural production; Management of service businesses and small industries.
• Community Empowerment, including: Waste management; Waste management; Residential environmental management; Renewable energy development; Provision and distribution of additional food for children (infants and toddlers).
• Other activities. Activities that are not directly related to the completion of the physical work of the building, but support the successful implementation of the physical work, for example, include: driving a vehicle for transporting materials and work tools.

3. Research Method

This research uses a qualitative approach, with a case study approach. According to Yin (2019), in general, case studies are a more suitable strategy when the main questions of a research relate to how and why, when the researcher has little opportunity to control the events to be investigated, and when the focus of the research lies on contemporary phenomena. (present) in the context of real life.

The research location is Nanga Pamolontian Village which is one of the villages in Bulik District, Lamandau Regency, Central Kalimantan Province, Indonesia. Nanga Pamolontian Village was chosen because of the uniqueness of the implementation of the CFW where the workers in the CFW program are people who come from outside the village. So it is interesting to study further, because the CFW which should be a community empowerment program will not be achieved if it is not implemented by the community itself.

As a source of data taken from persons, namely the village leader, the head of the Village council, the head of the Activity Implementation Team, community leaders and the Head of District. It also comes from events and documents. The data collection techniques in the case study according to Yin (2019) consist of: documentation, interviews, and direct observation.

4. Results

4.1 Arena

The characteristics of arena in the CFW program can be seen in the agenda setting, design, adoption, implementation and sustainability, as explained below.
• agenda setting of the CFW program, the focus is on determining the agenda of the CFW program which is formed from issues and proposals, both obtained from official channels (musrenbang, complaint channels, or through the government) or unofficial ones such as mass media and community organizations (NGOs, social organizations, etc.). Based on the results of an interview with the Village Leader of Nanga Pamolontian (May 11, 2020) that so far the agenda setting has only been through official channels, namely only through the Musrenbang (not through the complaint channel). They also have never used unofficial channels, be it through mass media or community organizations.
• Design, the focus is that the CFW program policies are designed and compiled with policy makers by taking into account the conditions on the ground.
Based on interviews with the Nanga Pamolontian Village Government, they have tried to formulate
policies regarding this CFW, but they have not been maximized because there are no technical instructions issued by the district government, so they only rely on policies from the central government. Including the standard cost of wages in the district adopted by the village, it turned out that it was not suitable to be applied in the village because it was too cheap, so CFW was not an attractive job option in the village (CFW's wage in a day was Rp.120,000,- while being a palm oil worker was Rp.200,000,-).

- Adoption, the focus is that the policy plan regarding the CFW is socialized to policy makers, negotiated, agreed or even rejected by policy makers. Nanga Pamolontian Village Leader explained that this CFW socialization was only carried out once in 2018, namely at the beginning of the CFW implementation, as long as the village community did not object, all agreed.

- Implementation, the focus is on the content of the policy and the context of the CFW policy in the village. In the content of the CFW policy, the interests affected are still not as expected because the CFW workers come from outside the village (not from the village community) or from the poor, with workers not being targeted, the types of benefits generated are also not achieved. Implementing the policy, namely the implementation team is also filled by people who do not have the competence and too many (4 people from the village office and only 1 person from the community), so that the implementation of the work has not been going well. In terms of the policy context, the public's response and interest in the CFW is very low because apart from not having the required skills, low wages are the main reason, thus making village heads recruit CFW workers from outside. The characteristics of the community in Nanga Pamolontian Village are also still not in accordance with the implementation of the CFW, this is shown by the low level of community togetherness and mutual cooperation. There is no technical policy that makes the implementation of CFW in the field not run smoothly, because it only relies on general guidelines that are not yet detailed.

- Sustainability, the focus is on what conditions influence the CFW program to be maintained from time to time. According to an interview with the Village leader, what needs to be done immediately so that this CFW can be implemented properly is the need for regular training for CFW, so that they can increase their capacity in carrying out their duties.

Figure 4.1. Implementation of PKT in Nanga Pamolontian Village by 5 workers

4.2 Interest And Institution.

Kepentingan dan institusi dalam program PKT dapat dilihat dalam agenda setting, adopsi, implementasi dan keberlanjutan, sebagaimana dijelaskan sebagai berikut.

- Agenda setting, the focus is on the role of the community and the role of executive policy. Based on observations, the role of the community is still very low in the implementation of the CFW, this is evidenced by the absence of people who become CFW workers. This is reinforced by the statement village leader that community participation in mutual corporation in the village is also still very rare. The role of executive policy at the local government level is also still very lacking because no technical guidelines have been issued related to the implementation of this CFW.

- Adoption, the focus is on the relationship between government and society. According to the explanation from the village head, the relationship with the Village council as a community representative has been going well, but after being confirmed with the Village council, so far they have never provided corrections or criticisms of the village head in carrying out their duties.

- Implementation and sustainability, the focus is on the characteristics of implementers, and influencing interests in the CFW. Based on the explanation from the Village leader that the characteristics of the people of Nanga Pamolontian Village are not suitable for the work of the CFW which requires more masons, while the community is mostly carpenters. The influencing interest is the lack of guidance by the sub-district and district governments towards the village

4.3 Tindakan dan Pilihan

Actions and choices in the CFW program can be seen in the agenda setting, design, adoption, implementation and sustainability, as explained below.

- Agenda setting, the focus is on starting a reform project through: implementing capacity, leading policies and leading policy strategies in the CFW. Based on interviews with the bidythe implementation team, information was obtained that none of the five implementation team members had basic skills such as making budget plans and building drawings, so they were highly dependent on outsiders. The village leader also admitted that so far there has been no pre-eminent policy and strategy in implementing the CFW.

- Design, the focus is on developing proposals through: designing team characteristics and community participation in the CFW. According to
the village head, the current characteristic is that he is not used to being a mason. The chairman of the Village council also said that according to conditions on the ground, the work of the CFW could not be completely handed over to the community because it would be very risky to the quality of the work according to the budget plan and drawings, so that the CFW carried out always involved workers from outside the village, who already had experienced and reliable. Community participation is still lacking, both in planning and implementation

- Adoption, the focus is on opposing and negotiating reforms through: policy characteristics, opposition complaints, opposition strategies and reform strategies in the CFW program. The characteristics of the CFW policy do not match the characteristics of the village community: the community's desire to become workers is low, the community's capacity is also low. So far, the community has also complained about combined reporting, no evaluation, three-stage disbursement, low wage standards, capacity building for the Activity Implementation Team.

- Implementation, the focus is on managing conflict through leadership strategies, renewal strategies and implementation of CFW policies. The strategy that has been implemented so far is to try to first complete the Budget Plan and drawings before starting work, and it is also important to learn from the foreman or work supervisor from outside the village. Another obstacle is the disbursement of the CFW in three stages (20%-40%-40%), stage 1 can only be used for material purchases, it cannot be done, which also complicates the implementation of the CFW. The renewal strategy that is deemed necessary is that the local government carries out guidance for the Activity Implementation Team in the form of education and training.

- Sustainability, the focus is: new stakeholders, implementing incentives, evaluation in implementation as well as advocacy/negotiations in PKT. So far, many stakeholders have not been involved, because they do not understand much about PKT, the incentives for TPK are very small (only 3% of the ceiling), not worth the risk so that villages are more likely to choose the self-management pattern over PKT, because it is not risky. The supervision from the Village council and the community is still not significant (while passing), in addition, there has never been an evaluation by the district and sub-district on a regular basis.

5. Discussion and conclusion

The discussion of the characteristics of the GEG elements in the PKT, can be seen from the elements of arena, interests and institutions, actions and choices, which will be explained as follows:

5.1 Arenas

The discussion of the GEG arena in the CFW can be explained as follows:

- In agenda setting, based on research results, data was obtained that the determination of programs to be implemented through CFW was formed only through official channels such as musrenbang and rarely used unofficial channels such as mass media and community organizations (NGOs, social organizations and others). The reason the village does not use official channels is because the village is not used to using the mass media/press which should also be able to determine the policy agenda by the village government in order to implement reforms. Whereas the policy process starts from the existence of a policy "agenda" that comes from the agenda process which is followed by policy formulation (Nugroho, 2014). In determining this agenda, the point is how issues that exist in the community become part of the village government's policy agenda.

- In the design based on the results of the research, technically in the village, there has not been a technical policy on CFW yet drawn up. This is due to the limited resources of both district and village officials to design technical policies and the absence of technical guidelines regarding this CFW. This is in line with what was conveyed by Nugroho (2014) that one of the limitations in public policy is technical in nature, namely regarding the technical ability to formulate the policy itself. Therefore, in designing a policy, of course, it must be balanced with technical capabilities to design policies that will be formulated to achieve the goals that have been set, be it policies in the form of village head regulations, village head decisions or in the form of circulars or instructions. With this policy, of course, it will become the legal basis as a basis for carrying out an activity.

- Based on the results of research at the adoption stage, that the socialization of this CFW activity was only carried out once in 2018, namely where the CFW program was first introduced. With the lack of socialization, the policy acceptance or public response to this policy plan is not very good. It is undeniable that the lack of socialization is also caused by the lack of budgets owned by technical agencies. This is not in accordance with the opinion of Nugroho (2017), the public must understand well the rules as a role play needed for the future. Therefore, the government in this case the implementers must also understand well what the contents of the policy are, as something that must be implemented.

- At the implementation stage, the content and content of the policy is still not maximally implemented in the CFW, such as the content of the policy which is not yet detailed and the character of the community is not matched with the character of the policy. This is not in line with what Nugroho (2014) stated that if we look at the Grindle model, we can understand that
the uniqueness of the Grindle model lies in its comprehensive understanding of the policy context, especially with regard to the implementor, the recipient of implementation and the arena of conflicts that may occur between implementation actors, as well as the conditions for the implementation resources required.

- In implementing sustainable development, it is necessary to pay attention to what was conveyed by Mardikanto and Soebiato (2017), one of which is that there are many programs/activities carried out by the government by developing mobilization or pseudo-participation, where the target community is invited, persuaded, and even ordered to participate in the empowerment projects that have been carried out without having been maintained. This is very unfortunate, considering that the funds disbursed for a program are very large. If forms of institutional strengthening, political education and advocacy efforts are not implemented and only channelled funds without any guidance, it is certain that the program will not be sustainable.

5.2 Kepentingan Dan Institusi.

The interests and institutions in the CFW can be explained as follows:

- In agenda setting, it is necessary to increase the role of the community, whereas in the CFW, the role of the community is very much needed. Dusseldorp (1981) identified the role activities carried out by each member of the community in the form of: (1) becoming a member of community groups; (2) involve themselves in group discussion activities; (3) involve themselves in organizational activities to mobilize other community participation; (4) mobilizing community resources; (5) take part in the decision-making process; (6) take advantage of the results achieved from community activities. To achieve this, an active role from the village head is needed. The role of executive policy is also not maximized because there is no special policy in the form of technical instructions issued by the executive. This is not in accordance with what was conveyed by Stevan Peterson (2003) who defines public policy as government action to address some problems. When the CFW encounters problems in the field, it is hoped that a policy from the government will emerge to overcome these problems.

- At the adoption stage, the relationship between the executive and the legislative will determine the success of policy and institutional reforms, the executive as the executor and the legislature as the legislation of the policy. The more solid the relationship between the two parties, the better the wheels of reform will run (Grindle and Mason, 2002). At this stage, the relationship between the village head and the village council is still formal, not qualified, and is often reluctant to provide input.

- Based on the research results, at the implementation stage, the characteristics of the implementers are still not as expected. Because currently CFW is still mostly involved in physical projects, what is really needed is an Activity Implementation Team that understands and has the ability to do physical work itself, and understands the planning, implementation and accountability of activities related to CFW. On the other hand, there are also new interests, where to solve the problem of poverty, the government cannot act alone (Sumodiningrat and Wulandari, 2016). The implementation of the CFW program, one of the agenda is poverty alleviation that needs to be completed with all elements of the ABCGFM community, namely Academics, Businessmen, Community, Government, Financial Institutions, Mass Media and all concerned elements. With the steps that depart from the community empowerment program, the problems of unemployment, poverty and inequality should be resolved. If this problem is resolved, the people's economy will progress, which means increasing the income and welfare of the village community. This requires the involvement of relevant stakeholders.

5.3 Action Dan Choice

The actions and choices in the CFW can be explained as follows:

- Agenda setting. Based on the results of the research, the capacity of the implementers is still not able to carry out PKT because the community does not have the ability to be workers in permanent buildings. This resulted in the benefits of the CFW activities not being achieved. If the community does not participate in CFW activities, then basically CFW is no longer a community empowerment activity, because it does not involve the community. Whereas Mardikanto and Soebiato (2017) state that one of the principles of community empowerment is working, meaning that community empowerment must involve the community as much as possible to do/implement something. Because through “doing” they will experience a learning process (both by using their thoughts, feelings and skills) which will be remembered for a longer period of time. If it is not the community who is doing the work, then it is definitely not empowerment.

- Design. Based on the results of the study, it can be seen that the characteristics of the implementation team, as the executor of the CFW, have not been designed properly. This is because in the technical regulations, nothing regulates the required team characteristics. So that the recruited team is without basic competency standards. In this case, the team that is directly related to the implementation of the CFW is the Activity Implementation Team which is supported by the Local Village Facilitator and the community as workers. One of the important keys in implementing the CFW is community participation. Mardikanto and Soebiato (2017) mention that the general understanding of participation is the
participation of a person or group of community members in an activity. The form of contribution of community members in community development participation, whether in the form of energy, funds, materials (materials) and thoughts. Because the CFW workers are local people.

- Adoption. Based on the results of the study, information was obtained that there was no technical policy issued by the local government regarding the implementation of the CFW. In fact, in order for the implementation of the CFW to run well and smoothly, technical and detailed policy characteristics are needed, but easy to understand so as not to confuse the implementers in the field. That the characteristics of the CFW policies issued by the central government are actually very good, but it is very unfortunate, after looking at the conditions on the ground, it turns out that they are still not suitable to be applied to some of the different characters of the local community, due to the limited capacity of their human resources, especially in the habit of mutual assistance, cooperation and the ability to work on the CFW itself. For villages that are ready in terms of resource capacity, this is not a problem, but the results will be different if applied to the opposite village.

- Implementation. In fact, in Nanga Pamolontian Village, there is still no significant leadership strategy and reform strategy that is expected to make a difference. This is due to the absence of rules in the general guidelines for implementing CFW issued by the central government. Therefore, there needs to be a reform strategy related to CFW that must be issued by the Regional Government, sub-district and village. At the village level as the object of CFW activities, of course it will be influenced by the leadership of Head the Village. Adisasmita (2006) says that the village leadership ability factor is very important, where what is needed is the ability to persuade, convince and invite community members to carry out development activities to improve community welfare and the ability to mobilize the strength and ability of the community to carry out community participation to achieve goals and objectives. development.

- Sustainability. In order to make the CFW implementation a success every year, it is necessary to involve relevant stakeholders and carry out strict and tiered monitoring and evaluation. Not yet in line with what Xiuling said, (2019) explains that development agencies need to recognize the long-term nature of promoting development and be realistic about what is feasible. The CFW should involve various stakeholders, carry out routine and tiered monitoring and evaluation, both during CFW activities and after CFW activities are completed.

Kesimpulan penelitian yaitu bahwa dalam pelaksanaan program PKT belum memperhatikan unsur-unsur GEG, baik itu dalam arena, kelembagaan dan kepentingan serta tindakan, hal ini dikarenakan pada agenda setting belum memanfaatkan saluran resmi dan tidak resmi secara maksimal, stakeholder terkait seperti media masa dan LSM, perangkat daerah, pendamping lokal desa tidak dilibatkan secara penuh dalam pelaksanaan PKT, belum adanya regulasi teknis dalam pelaksanaan PKT, tidak dimanfaatkannya Tim Fasilitasi Penggunaan Dana Desa untuk Padat Karya Tunai, belum adanya evaluasi, pembinaan dan pengawasan, minimnya sosialisasi dan pelatihan untuk TPK dan sasaran pekerja PKT.

Therefore, this research suggests the need for policy intervention by the regional government in the form of a policy champion that contains technical and detailed rules, the need for efforts to build public capacity to increase community participation and the capacity of village officials, the need to make indicators of which villages are ready to implement PKT and which one has not, it is necessary to strengthen institutions (stakeholders) in the implementation of PKT, reactivate the Facilitation Team for the Use of Village Funds for Padak Karya Tunai, cooperate with the mass media in promoting the PKT program, the need to increase the quantity and quality of local village facilitators and the Activity Implementation Team, the need for increased guidance and supervision of the implementation of PKT, one of which is by carrying out evaluations, both on-going evaluations and ex-post evaluations.

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References


