

Indonesian Veterinary Medical Association Corporatism Practices in Veterinary Authority

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ABSTRACT

The emerging infectious diseases (EIDs) that have attacked humans in the last three decades 75% are zoonotic (caused by animals). In addition to endangering human life, this disease also has a huge social and economic impact in the world. Covid 19 is one example. This flicked public awareness of the role and function of veterinarians in aspects of human life. As a profession, veterinarians have an organization called the Indonesian Veterinary Medical Association (IVMA) in fighting for the interests of its members. The function of veterinarians is strengthened by the Government Regulation (PP) No. 3/2017 concerning Veterinary Authority, where IVMA as a non-governmental organ is given authority in several respects by the government. Delegation and attribution of authority which is then legitimized by legislation is a concept of corporatism.

Keywords: *corporatism, zoonoses, veterinary, veterinarian, professional organization*

1. INTRODUCTION

The increase in basic human needs, primarily related to the fulfillment of food, requires an increase in the intensity of human interactions with animals, plants and the environment. However, the increasing human needs in the end also pose a threat to environmental damage. Land use change, environmental pollution from both households and industry potentially cause various disasters, including floods, landslides, and forest fires. Damage and natural disasters are important factors in the emergence of zoonotic diseases. Some examples are, according to Dalmat [1], salmonellosis, leptospirosis, brucellosis, tuberculosis, rabies, malaria, bovine spongiform phallopathy, avian influenza, ebola, rabies, anthrax, Severe Acute Respiratory Syndrome (SARS), Zika and others. Corona Virus Disease 19 (Covid 19) currently endemic in almost all countries is also allegedly included into this category, as stated by Overgaauw, et al [2]. This disease is of particular concern in public health. Not only because this disease can cause death in humans in large numbers when it is spreading, but also because this disease has huge social and economic impacts on today's interconnected world.

The threat of new infectious diseases or known as emerging infectious diseases (EIDs), about 75% of which attack humans in the last three decades, comes from animals in Ogden, et al [3] and Gaddy [4]. At an individual health level, According to Kahn [5], zoonotic diseases are a matter of concern for all of those living or working with

animals. This raises public awareness of the role and function of veterinarians in aspects of human life. But these cases are only a small part of a veterinarian's role and responsibility. In globalization era, not only the role of veterinarian is related to animal health, but they are also responsible for maintaining public health through various developments in the field of food security and food safety assurance. This includes its role in germplasm protection and environmental preservation. Until recently, however, doctors (humans) and veterinarians are still seen as separate sectors and identities in almost all countries. Collaboration between doctors and veterinarians in health care is widely recognized as a new concept of One Health to be introduced widely and continuously. There is a need to adopt a comprehensive transdisciplinary health approach that breaks down the barriers between human health, animal health and environmental health. One Health is presented as inherently interdisciplinary and integrative, combining human, animal and environmental health into one view in Davis and Sharpb [6]. The interface between humans and animals is a critical juncture where zoonotic diseases emerge and re-emerge. This interface is continuously affected by increased globalization; the growth and movement of human and livestock populations... increased changes in ecosystems; changes in vector and reservoir ecology; land-use changes; and changes in patterns of hunting [7].

In implementing policies related to veterinary medicine, Indonesia government issued Government Regulation Number 3/2017 concerning Veterinary Authorities playing some roles in several fields related to

animal health, public health, zoonoses management, animal health/conservation, fish health, and related to security and trade defense. In this government regulation, veterinary defines all matters relating to animals, animal products, and animal diseases. Veterinarian is a person who has a profession in the field of veterinary medicine and has the authority of medical veterinary in implementing animal health services.

One of veterinary's authorities is to tackle the emergence of EIDs, most of which come from animals that can be transmitted to humans. With the legal recognition and enforcement of this veterinary authority, it is hoped that the effectiveness of the chain of command for policy-making from the center to the regions, especially in implementing rapid response to animal disease emergencies. The existence of a veterinary authority can also give competent veterinarians the power to take measures to control infectious diseases from animals to humans, to isolate, and to destroy animals indicatively developing infectious disease, and to take samples more easily [8].

The issuance of Government Regulation Number 3/2017 is a response to the increasingly complex problems in the veterinary sector, from both within the country and abroad. The aspects emphasized on are food safety and security, animal health, and zoonotic diseases. These things are the scope of veterinarian's professional work domain. As a profession, veterinarians have a place to fight for their interests, the Indonesian Veterinary Medical Association (IVMA).

Generic IVMA is a professional organization established by veterinarians on January 9, 1953. However, in its journey, IVMA plays a strategic role, particularly relating to animal health policy (veterinary). Because of its position, in the Veterinary Authority the role of IVMA is getting stronger because it is also a determinant of matters relating to animal health and is then referred to by state elements. IVMA is the only veterinary professional organization, but politically it is more appropriate to call a state corporatist organization as an organic institution existing in the state structure so that it becomes a relationship between its members and the state's interests. This paper will then discuss IVMA's corporatism practices in implementing the government regulation.

2. LITERATURE REVIEW

In democratic era, the role of civil society must be strengthened in the future by providing a free and wide public space. Through a wide and free public space, people will easily articulate community rights and play a role in compensating for the state (regime)'s inability of managing public affairs. Otjes and Christoffer [9] suggested that strong interest groups, especially when their power is institutionalized by the corporatist system, can force parties to pay attention to their problems. Hubert and Stephens [10] stated that institutionalized cooperation between partners and governments can institutionalize political attention on issues critical to the labor movement.

In the practice of corporatism as an institution, there is interdependence between material and ideological consensuses in which the state regulates security through private companies and civil society organizations, as stated by Gill [11]. The corporatist mechanism, according to Vannucchi [12], creates an immediate and permanent channel for the presentation of professional demands to the State, manifested into trade union entities and professional councils.

Shibankova, et al [13] stated that in a corporatism institution there is an organized agreement in the field of implementation for the professional development of its members. Corporatism "sounds as if it relates exclusively to business enterprises. Rather, it comes directly from the Latin root "corpus ", meaning" body, "and the premise is that society's primary interest groups can be considered a part of an integrated whole, just as it is our organs are a coordinated part of a well-functioning body. Unger and Chan [14] defined corporatism as a mechanism used by various governments around the world to integrate various constituencies and interests into a political body of associations. It can be seen as a remedy for the occasionally extreme effects of free markets, or as rent-seeking interference by the 'invisible hand'. In scientific literature, just like in real life, these two dimensions have entered into permanent conflict and depend on element is involved highlighted, corporatism is praised or condemned.

In corporatism, according to Prak [16], the established organizations given privileges - ranging from civilian militias to aristocrats, and from universities to entire cities - usually have a number of features. They are allowed to elect their own administrators (usually with the approval of the authorities), to carry out their own affairs (autonomy), to raise and to spend funds for these purposes, to put forward collective demands and represent their members, and to require candidates to meet certain professional, moral, and other standards before they are accepted into membership. Prak [17] added that many companies also serve more than just the primary purpose of their creation. Fellowships, for example, are not only professional associations, but can also act as political platforms, provide charity, and support worship in local churches.

3. METHODS

This article used a literature review with national and international journal articles being the main sources, including books and several news or articles in online media relevant to the research themes. In addition, articles have been published in journals so that their level of validity can be noted. In this study, the authors want to provide a description of corporatism practice in IVMA in the implementation of Government Regulation No. 3/2017 concerning Veterinary Authorities.

4. RESULTS AND DISCUSSIONS

4.1 Corporatism

The definition of corporatism of opinion from Schmitter [18] is widely cited, in which corporatism can be defined as a system of interest representation in which the constituent units are organized into a limited number of singular, compulsory, noncompetitive, hierarchically ordered and functionally differentiated categories, recognized or licensed (if not created) by the state and granted a deliberate representational monopoly within their respective categories in exchange for observing certain controls on their selection of leaders and articulation of demands and support. Jessop [19] defines corporatism as an integrated representative system of policy formation and sustainable policy implementation organized in terms of functions in the division of labor of those involved. Molina and Rhodes [20] define Corporatism in numerous viewpoints. As for a political term, it refers to 'system of representation and a process of policy making'. Corporatism, according to Whitman [21], is a collection of political theories trying to build a modern order not built on state power or individual independence but based on autonomy of intermediary union bodies such as trade unions and professional group associations. Williamson [22] defines corporatism as a form of policy intermediation based on organized labor, business associations and the state; industrial relations patterns, partial structures or strategies linking different social fields; a form of union union. There are two kinds of corporatism, according to Schmitter: state corporatism and societal corporatism. State corporatism is the result of the enforcement of various community activities. Meanwhile, societal corporatism, the legitimacy of the government depends on interest groups. Surbakti [23] mentioned several characteristics of state corporatism, among others.

- a) Functional grouping of people (profession and occupation). Profession is a field of work that requires relatively high expertise which is achieved through the education and training process;
- b) Management of the type of interest is monopolized by an association, and it is this single association that is then heard by the government;
- c) The formation of interest groups must be approved and recognized by the government;
- d) Group membership is automatic or semi-coercive;
- e) The government determines the leadership of the interests of the group directly or indirectly;
- f) The articulation of the interests of the groups must revolve around the general framework established by the government.

In the 1945 Indonesian Constitution, it is stated that the goal of the state is to advance the common national interest and the formation of functional units is more important than individual interests. This practice, according to Robinson[24], is a manifestation of the Indonesian state

which adheres to the practice of corporatism. Cawson [25] has provided a definition of neocorporatism also highlighting the representative and implementational functions of organized groups: Corporatism is a specific sociopolitical process in which organizations representing monopolistic functional interests engage in political exchange with state agencies over public policy outputs involving those organizations in a role that combines interest representation and policy implementation through delegated self-enforcement.

Perkin [26] defines corporatism as the institutional framework within which a professional society is based on career hierarchies of specialized occupations. In some literatures on modern Indonesia, it is found that the term corporative state, corporatism or authoritarian corporatism and the like refers to political practices or behavior as well as certain legal provisions carried out by the ruling government. Budiardjo [27], for example, links indirectly the idea of a corporative state to legal provisions and political practices in Indonesia which validate the existence of representatives of functional groups in the legislative body]. Simanjuntak [28] also said that during the 1980s there was a practice of channeling activities to society in a single vessel and, according to him, this was a symptom of increasing corporatism so that the role of the state at that time was getting stronger [28].

4.2 IVMA as a professional organization

The veterinarian profession occupies a key position in human interaction with various types of animals and the use of animal products for the benefit of humans. In CIVAS [29] it is stated that there are 5 groups of animals served by the veterinarian profession. The five animal groups in question are as follows:

- a) Group of food animals or production animals with profit value as producers of meat, milk and eggs.
- b) Group of pet animals (companion animals). In addition, there are animals that originally lived wildly now become household inhabitants. There are also veterinarians who work in the armed forces / police as well as Customs and Excise agencies and companies that have special support functions for the state such as sniffer dogs and horses for cavalry troops;
- c) Group of wild or protected animals, including for conservation purposes. Veterinarians who work in this group of animals are under the coordination of the veterinary authorities in environment and forestry sector;
- d) Group of aquatic animals (marine animals), for both food and conservation purposes. Veterinarians who work in this group of animals are under the veterinary authority in the scope of marine and fisheries;
- e) Laboratory animal groups for research purposes (biomedical research) in both animal health and human health fields.

Founded on January 9, 1953 in Lembang, West Java and

confirmed by Notary Deed No. 41 dated June 30, 1999 by Notary Mrs. Toety Juniarto, SH, which is renewed after each Congress, IVMA is the only independent professional organization becoming a gathering place for veterinarians with good educational insights, high nationality, willing to work together for the creation of independent, quality and dignified veterinarians for the nation and the State, as well as increasing the unity and integrity of veterinarians in Indonesia and abroad [30]. As a professional organization, IVMA is a national organization that represents and serves the interests of the veterinary profession / veterinarian in its country and must be committed to striving for the best achievement (excellence) of its profession and for the preservation of animals and the preservation of ecosystems (humans, animals, plants, the environment). As aforementioned, in some ways the growing focus on organization marks a departure from the established sociological approach to the study of the profession. Abbot [31] states that professional organizations have historically prioritized the profession or the way different groups pursue their collective interests in the broader socioeconomic domain. Judkins [32] professional organizations are made up of individuals, united primarily by shared intellectual interests in specific fields. Professional organizations/associations, according to McClean and Akdere [33] is an authority body of a profession that aims to improve and enhance certain professions and related stakeholders, including people who practice the profession, associated with the profession, and those who benefit from it. In relation to that profession, its aim, ultimately, is to serve the public and humanity through a focus on one field of the profession. Today, these organizations, mostly nonprofits, also provide a venue for public policy and discourse according to the interests of their stakeholders.

4.3 Veterinary Authority

Although the animal or veterinary health field has its own peculiarities, in general, in any country it is considered as an sector integrated into agricultural sector. Known so far, according to Naipospos [34], only Italy has its veterinary institution under the Ministry of Health. In Indonesia, veterinary institutions are under the Directorate General of Animal Husbandry and Animal Health, Ministry of Agriculture. If the World Health Organization (WHO) is the world organization responsible for human health, the Office International des Epizootie (OIE) acts as the coordinator of animal health and animal disease control worldwide. Veterinary institutions function to provide animal health services based on the regulatory framework and under the authority of the Central Government to ensure the health and welfare of animals, humans and ecosystems. In OIE [35] veterinary authority means the Governmental Authority of a Member Country, comprising veterinarians, other professionals and paraprofessionals, responsible and competent for ensuring or supervising the implementation of animal health and welfare measures, international veterinary certification and other standards and

recommendations in the Terrestrial Code in the whole territory. What are meant by the government component in Indonesia are the Directorate General of Animal Husbandry and Animal Health of the Ministry of Agriculture at the central level, along with all relevant authorized agencies at provincial and district / city levels. The private components are all stakeholders including universities, industry, associations, non-governmental organizations (NGOs), and the community. In its operation, veterinary services must be under the overall control and direction of the Otovet (Veterinary Authority). Private sector institutions, veterinarians, veterinary paraprofessionals or aquatic animal health paraprofessionals are generally accredited or approved by veterinary authorities to perform the functions delegated to them [36].

4.4 The practices of corporatism within the veterinary authorities

State corporatism is the result of the enforcement of various social organization activities, while community corporatism is the result of privatizing several state affairs. Public corporatism occurs mostly in the economic sector and in the provision of public services in line with the changing concept of a state. In the context of IVMA, as a corporatist institution, in practice many social affairs then undergo an enforcement process, manifested into the implementation of the delegation of state authority to IVMA generally binding all public interests to the veterinary field.

Government Regulation No. 3/2017 concerning Veterinary Authorities mentions that several authorities are delegated by the state to IVMA as a veterinary professional organization. Some of the practices of state authority delegated by IVMA as a manifestation of corporatism can be explained as follows:

- a) Involvement in designing a national animal health system policy (Siskeswanas)
The draft Siskeswanas is prepared by the official of the national veterinary authority by involving officials of the veterinary authority in the ministry, officials of the provincial veterinary authorities, and officials of the regency / municipal veterinary authorities. The Siskeswanas draft was then submitted to the Minister of Agriculture for public consultation. In the case of public consultation, IVMA as a professional organization cannot be excluded from the process.
- b) Providing recommendations to veterinarians related to practice licenses to provide medical veterinary services in Indonesia.

Regarding medical services, there have been many cases of non-medical persons who act like doctors or doctors (doctoroid). Doctoroid action applies not only to humans but also to animals. Many of them feel uneasy with the existence of these fake doctors, because it is not only detrimental to the medical profession, but also potentially endangers the animals

themselves. Therefore, to open a legal animal practice or clinic, it can be done by fulfilling the established permits, one of which is the IVMA recommendation.

- c) To provide guidance for the implementation of Veterinary practice throughout the territory of the Unitary State of the Republic of Indonesia (NKRI).

The guidance as intended includes the preparation of guidelines, supervision and evaluation of veterinary practice guidelines carried out by IVMA and the veterinary authorities in accordance with the scope of work of their respective areas. IVMA has 52 branches throughout Indonesia. The IVMA branch manages the members of the association, all registration and accreditation processes are carried out by and through the branch. The branch also provides guidance and continuing education for its members, and fosters good relations with the city / regency and provincial governments that are included in their service area.

- d) Compiling Veterinary practice guidelines
Guidelines for veterinary practice are prepared by the national veterinary authorities together with IVMA. Practice guidelines relating to everything related to the implementation of veterinary professional activities. This includes formulating veterinary professional ethics which must be used as a reference in every violation of veterinary-related activities.
- e) Conducting Supervision of Veterinary practice
In the supervisory function, IVMA is also responsible for ensuring that each veterinarian works not in accordance with established veterinary practice guidelines. If he or she violates the provisions of laws and regulations and / or professional ethics, then IVMA can impose strict sanctions in the form of revocation of practice license and even revocation of membership as a veterinarian.

5. CONCLUSIONS

In constitutional law construction, it is difficult to find arguments why IVMA, a voluntary and independent professional institution, is mandated by a regulation which is a formal product of state institutions. Referring to the theory of state organs or the theory of delegation and attribution of authority, IVMA is not a state / government institution. Therefore, the presence of IVMA, in many cases then legitimized by legislation, can be explained only by using the concept of corporatism above.

With the legal recognition and enforcement of this veterinary authority, expectedly there will be an effectiveness of the chain of command for policy making from the center to the regions, especially in implementing rapid response to animal disease emergencies. Veterinary Authorities can also authorize authorized veterinarians to take steps in overcoming zoonotic infectious diseases. The issuance of Government Regulation No. 3/2017 is one of the successes of IVMA in fighting for the interests of its members. The practice of corporatism related to the

distribution of part of government authority to IVMA in the implementation of this Government Regulation is seen in several ways, including: involvement in designing the national animal health system policy (Siskeswanas), providing recommendations to veterinarians regarding practice licenses to provide veterinary medical services in Indonesia, to provide guidance for the implementation of veterinary practice throughout the territory of the Unitary State of the Republic of Indonesia (NKRI), and to compile guidelines for veterinary practice and supervise veterinary practice. In the context of the national government structure, IVMA, through the veterinary authorities, must serve as a guarantor related to policies concerning veterinary in Indonesia as well.

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