

Categories and Roles of Non-Governmental Organizations for Strengthening Public Participation in Malang Municipality

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ABSTRACT. This study aims to describe the role of non-governmental organizations (NGOs) in strengthening public participation in Malang Municipality. The research sample was determined purposively from 18 functional NGOs. The data were obtained through interviews and documentation, and the analysis was carried out in a descriptive qualitative manner. The research was carried out in two stages. The first stage is to identify and classify NGOs into three categories, namely developmentalist (parastatal), liberal reformist (professional), and transformationalist (progressive). The research findings show that among the three categories of NGOs studied, it appears that only NGOs with the liberal reformist (professional) category has the most significant role in strengthening public participation. This is because the ideals and moderation possessed by NGOs in the liberal reformist category allow opportunities to collaborate with other parties in carrying out the function of articulating and mobilizing the interests of the citizen. Meanwhile the other two categories of NGOs in the implementation of their activities tend to depend on other parties, especially the bureaucracy.

Keywords: non-governmental organizations, category, public participation, society, strengthening, citizen.

1. INTRODUCTION

Local government policies should reflect the democratic process in the era of regional autonomy. However, politics phenomenon on the field shows otherwise. People are alienated from public policy, especially the marginalized society based on Demos' study from Democracy and Human Right Research Center (Tempo, 22 May, 2005). In reality, the public space, which becomes the vehicle for public participation is almost non-existent in Malang Municipality. There are deadlocks of political communication between the public with the government in term of public policy formulation. Thus, the development of the city is not well-planned. There are several examples: (1) the ruislag of Agricultural Extension Academy (APP, Akademi Penyuluh Pertanian) becomes a luxury residential area; (2) The development of Malang Town Square (Matos) Mall is full of controversy; (3) The development of *Malang Olympic Garden* (MOG) earn protest from surrounding residents; and (4) Taman Kunir, a city park in Malang, transforms into district office of Oro-Oro Dowo area.

There have been civil grass-root movements since 1990, mostly from labours and farmers.

University Students, Scholars, and NGO activists support those grass-root movements and build a coalition of pro-democracy (Hadiwinata, 2003). Even so, there are no people power with strong roots as the alternative political power to penetrate the deadlock of civil representation in all stages of politics. NGOs which is has a close relationship to grass-root society, technical capability, and power should collaborate to cut through the deadlock of political communication in order to strengthen public participation and fulfil public space.

Brysk (2000) informs that NGOs have prominent roles in the democratization of civil society in Latin America. Additionally, Feldman (1997) says that NGOs take significant roles in civil society transformation to achieve public space in Bangladesh. Thus, the study aims to describe the category and role of NGOs to strengthen public participation for opening access to public policy-making in Malang Municipality.

2. METHODS

This research uses a qualitative approach. The materials on this research is an NGO which is active in the city of Malang. The sample of NGOs was

determined purposively with the number of 18 NGOs among the functional NGOs, which is in total 66 organizations. The Interviews happens with NGO managers from the research sample to obtain primary data. Secondary data were obtained from the Memorandum & Article of Association document and other documents obtained from the research sample NGO. The analysis was carried out in a descriptive qualitative manner, using categories containing theoretical verification.

3. RESULT AND DISCUSSION

3.1 Identification of NGO

Previously, there were 20 NGOs as the sample of the study. However, two NGOs were excluded because their data cannot be processed and analyzed. The first NGO was *Environmental Management Services* (“Emas” NGO). “Emas” NGO eliminated because of missing location or mismatched in both telephone number and address with The Agency of Unified Nation Coordination Sector (“Badan Kesatuan Bangsa dan Politik” or Bakesbangpol in Indonesian language terms). Thus, the study failed to get the data and information from “Emas” NGO. The second NGO was Street Children Advocacy Network (NGO “Jaringan Advokasi Anak Jalanan” or JARAK). After collecting the data and information, it appeared that “JARAK” is the assembly of several NGO with the activity on Street Children Advocacy. Hence, Jarak does not have an independent activity in Street Children Advocacy which is unfit with the criteria of data collecting and analysis on the study.

There are eighteen of NGOs which is appropriate with the criterias: (1) The Foundation of Indonesian Community Empowerment or “Yayasan Pemberdayaan Masyarakat Indonesia” (YPMI); (2) The Foundation for the Improvement and Development of Human Resources or “Yayasan Peningkatan dan Pengembangan Sumber Daya Manusia” (YP2SDM); (3) NGO of Indonesian Lower Society Movement “Gerakan Masyarakat Bawah Indonesia” or GMBI; (4) Community Development and Empowerment Center or “Pusat Pengembangan dan Pemberdayaan Masyarakat” (P3M); (5) Indonesian Democratic Youth Force or “Angkatan Muda Demokrat Indonesia” (AMDI); (6) NGO of “Sinar Bangsa” or LSM-SB; (7) Institute for Community and Development Studies or “Lembaga Pengkajian Kemasyarakatan dan Pembangunan” (LPKP); (8) Regional Center for Research and Information or “Pusat Telaah dan Informasi Regional” (PATTIRO); (9) Women's Partners Forum or “Ruang Mitra Perempuan”

(RUMPUN); (10) Parlemen Watch Indonesia (ParWI); (11) Indonesian Consumer Protection Agency or “Lembaga Perlindungan Konsumen Indonesia” (LPKI); (12) Community Potential Development Foundation or “Yayasan Bina Potensi Masyarakat” (YAPIM); (13) Sukarno's Institute for the Study of Teachings and Social Sciences “Lembaga Kajian Ajaran Sukarno dan Ilmu Sosial” (eL- KASS); (14) Institute for Religion and Social Studies (IReSS); (15) House of Book Reading: Street Children Empowerment Institution or “Griya Baca: Lembaga Pemberdayaan Anak Jalanan”; (16) Indonesian Prosperous Labor Union- Malangkucecwara or “Serikat Buruh Sejahtera Indonesia- Malangkucecwara” (SBSI-M); (17) Vincentian Center Indonesia (VCI); and (18) Malang Democratic Labor Union or “Serikat Buruh Demokratik Malang” (SBDM).

3.2 The attitude of NGOs towards official development programs

Heyzer (1995) explains that there are three possible roles of NGO on the state: (1) supporting and empowering grass-root society in order to achieve sustainable development; (2) widely increase the influence in politics; and (3) take part in determining the development in both direction and agenda.

At the first category, the supporting and empowering grass root is similar to NGO with a transformationalist paradigm which is along with Billah's parameter (Billah, 2000). The transformationalist NGO avoid its involvement with official development programs by the state. The transformationalist NGO will focus on grass root empowerment activities as Heyzer's explanation.

The second of NGO's role aims to increase the influence in politics widely, is identic with liberal reform paradigm of NGO. NGO with liberal reform paradigm tends to collaborate or cooperate with government critically.

The last role category, taking part in determining development, is identic with developmental NGO. The NGO with developmental paradigm collaborates actively with the government to determine the development in both direction and agenda

3.3 NGO with developmental category (parastatal)

The developmental NGO responses official development program (Billah, 2000) identically with a high-level partnership (Eldridge, 1995). The

developmental NGO is thoroughly identified with the government's development and mission. Moreover, base on Heyzer(1995), the developmental NGO takes the role to determine the development in both direction and agenda.

The developmentalist NGO is basically very participative, because its program focuses more in development area than advocation itself. Base on data analysis there are six NGO which met the criteria, as follows: (1) The Foundation of Indonesian Community Empowerment or "Yayasan Pemberdayaan Masyarakat Indonesia" (YPMI); (2) The Foundation for the Improvement and Development of Human Resources or "Yayasan Peningkatan dan Pengembangan Sumber Daya Manusia" (YP2SDM); (3) NGO of Indonesian Lower Society Movement "Gerakan Masyarakat Bawah Indonesia" or GMBI; (4) Community Development and Empowerment Center or "Pusat Pengembangan dan Pemberdayaan Masyarakat" (P3M); (5) Indonesian Democratic Youth Force or "Angkatan Muda Demokrat Indonesia" (AMDI); and (6) NGO of "Sinar Bangsa" or LSM-SB.

3.4 NGO with category liberal reformation (professional)

NGOs with the category of liberal reformation provide themselves in many ways to collaborate or cooperate with the government in addressing the development programs and models that have been launched (Eldridge, 1995). However, existing cooperation has a critical nature. On this context, NGOs with the category of liberal reformation are not merely willing to immediately carry out activities following the government's version of the development program and model (Billah, 2000). The NGO with the liberal reformation category also seeks to increase political influence widely, through cooperative networks, either within a country or with other international institutions (Heyzer, 1995). The NGO with the liberal reformation category tends to be active in political activities, although it is possible to use a personal approach in the form of pressure to influence public policy in the city government or the local parliament. Some of their actions are often related to efforts to support increasing public political awareness. There are several NGOs which meet with the liberal reformation category, as follows: (1) Institute for Community and Development Studies or "Lembaga Pengkajian Kemasyarakatan dan Pembangunan" (LPKP); (2) Regional Center for Research and Information or "Pusat Telaah dan Informasi

Regional" (PATTIRO); (3) Women's Partners Forum or "Ruang Mitra Perempuan" (RUMPUN); (4) Parlemen Watch Indonesia (ParWI); (5) Indonesian Consumer Protection Agency or "Lembaga Perlindungan Konsumen Indonesia" (LPKI); (6) Community Potential Development Foundation or "Yayasan Bina Potensi Masyarakat" (YAPIM); (7) Sukarno's Institute for the Study of Teachings and Social Sciences "Lembaga Kajian Ajaran Sukarno dan Ilmu Sosial" (eL-KASs); (8) *Institute for Religion and Social Studies* (IRESS); and (9) House of Book Reading: Street Children Empowerment Institution or "Griya Baca: Lembaga Pemberdayaan Anak Jalanan."

3.5 NGO with category transformationalist (progressive)

In viewing the development process, NGOs with the transformationalist category avoid the involvement in various official development programs by the government (Billah, 2000). According to them, NGOs should unite with base groups and adopt a model of the "empowerment at the grass-root" approach (Eldridge, 1995). Also, NGOs with the transformationalist category support and empower communities at the "grass root" level, which is essential in order to create sustainable development (Heyzer, 1995). The NGO group with the transformationalist category emphasizes on several aspects, namely: (1) an increase in awareness and concern for rights; (2) conducting face-to-face activities informally encourage people's movements; and (3) less reliance on changes in government policy. Base on the given aspects of transformationalist, three NGOs meet those criteria: (1) Indonesian Prosperous Labor Union- Malangkucecwara or "Serikat Buruh Sejahtera Indonesia-Malangkucecwara" (SBSI-M); (2) Vincentian Center Indonesia (VCI); and (3) Malang Democratic Labor Union or "Serikat Buruh Demokratik Malang" (SBDM).

3.6 NGO orientation towards the state structure NGO with developmental category (parastatal)

NGO with the developmental category is an NGO that accommodates the state structure. In this case, the NGO with a developmental category is characterized by at least two things, namely: (1) NGOs consider themselves to be an integral part of the state or government (Eldridge, 1995); and (2) NGOs see themselves as mediators between the state or government and the community (Billah,

2000). Besides, NGOs with the developmental category also participate in determining the direction and agenda of development (Heyzer, 1995). This character is one of the weaknesses of NGOs in Indonesia because they are too impressed by the developmentalism adopted by the state and believe in a bureaucratic political system, which does not have insight into systemic structural change (Antlof et al., 2005).

The data from the field shows the proof that there are NGOs that wait for the government for funds and then carry out these government projects and programs. Moreover, these NGOs rely on and become extensions of various state institutions and government agencies at the same time. Thus, NGOs will stop practically for a while at the same time with the disbursement of funds, and government projects stopped, or the remaining projects or programs were not in line with the NGO's focus. What is more concerning, The temporarily stopped NGOs are often used by bureaucrats for political interests of groups and individuals. Several NGOs with the developmental category are:

- (1) The Foundation of Indonesian Community Empowerment or "Yayasan Pemberdayaan Masyarakat Indonesia" (YPMI);
- (2) The Foundation for the Improvement and Development of Human Resources or "Yayasan Peningkatan dan Pengembangan Sumber Daya Manusia" (YP2SDM);
- (3) NGO of Indonesian Lower Society Movement "Gerakan Masyarakat Bawah Indonesia" or GMBI;
- (4) Community Development and Empowerment Center or "Pusat Pengembangan dan Pemberdayaan Masyarakat" (P3M);
- (5) Indonesian Democratic Youth Force or "Angkatan Muda Demokrat Indonesia" (AMDI); and
- (6) NGO of "Sinar Bangsa" or LSM-SB.

3.7 NGO with category liberal reformation (professional)

NGOs of this type describe themselves as apolitical and socially progressive and critical of the state. NGOs with liberal reformation category often identify themselves as assisting the people in dealing with the state (Eldridge, 1995). Liberal reformist NGO groups generally have liberal pluralist views, which seek and create space for social and political awareness, structural analysis and concern for both fundamental rights and

democracy (Billah, 2000), and interact boldly with the government to influence, persuade, and when it is necessary to challenge and fight (Heyzer, 1995).

The liberal reformation NGO group according to Billah (2000) considers itself to have several missions, namely: (1) defending the people who are treated arbitrarily and unfairly by the state; (2) exercising control over actions of the state that are undemocratic, harassing and violating human rights, or pressing the state to the point where "the state only plays as far as necessary, and does not play as far as possible"; (3) carry out a process of community empowerment so that they can protect themselves from acts of arbitrariness by the state, or encourage (facilitate, provide equipment) the people to take the role (participation) as far as possible, and have access to resources and decision-making processes as far as possible.

Based on information obtained from data collection activities, several NGOs in Malang are categorized as liberal reforms, namely: (1) Institute for Community and Development Studies or "Lembaga Pengkajian Kemasyarakatan dan Pembangunan" (LPKP); (2) Regional Center for Research and Information or "Pusat Telaah dan Informasi Regional" (PATTIRO); (3) Women's Partners Forum or "Ruang Mitra Perempuan" (RUMPUN); (4) Parlemen Watch Indonesia (ParWI); (5) Indonesian Consumer Protection Agency or "Lembaga Perlindungan Konsumen Indonesia" (LPKI); (6) Community Potential Development Foundation or "Yayasan Bina Potensi Masyarakat" (YAPIM); (7) Sukarno's Institute for the Study of Teachings and Social Sciences "Lembaga Kajian Ajaran Sukarno dan Ilmu Sosial" (eL-KASs); (8) *Institute for Religion and Social Studies* (IReSS); (9) House of Book Reading: Street Children Empowerment Institution or "Griya Baca: Lembaga Pemberdayaan Anak Jalanan".

3.8 NGO with category transformationalist (progressive)

Together with The transformationalist NGOs, society must feel emancipated, so that they have the autonomous capacity and non-coercive management to organize themselves (Heyzer, 1995). In the view of this group, the state and civil society are aspects of the supra-infrastructure, so that they face each other in contradiction (Billah, 2000). Based on this opinion, the transformationalist NGOs must integrate with the base group and adopt a model of the "empowerment at the grass-root" approach (Eldridge, 1995). The NGO group with the transformationalist category emphasizes

increasing awareness and concern for rights, conducting face-to-face activities informally encouraging people's movements, and less relying on changes in government policies. There are several transformationalist NGO, namely: (1) Indonesian Prosperous Labor Union-Malangkucecwara or "Serikat Buruh Sejahtera Indonesia- Malangkucecwara" (SBSI-M); (2) Vincentian Center Indonesia (VCI); and (3) Malang Democratic Labor Union or "Serikat Buruh Demokratik Malang" (SBDM).

3.9 NGO and the concept of democracy

The views and attitudes of NGOs towards democracy in many aspects are determined not only by the ideology of the NGOs but also by how NGOs view and position themselves in a representative system of interests developed by the state (Antlof, 2005; Brysk, 2000; Eldridge, 1995).

3.10 NGO with developmental category (parastatal)

Parastatal NGO groups recognize that the state has the right to regulate the life of NGOs. In return for this recognition, NGOs should be included as subjects in the development process (Eldridge, 1995), and actively cooperate with the government in determining the direction and development programs (Heyzer, 1995). Therefore, the involvement of this NGO group in solving development and social problems is only in an institutional participatory manner (Billah, 2000). The results of the data analysis show that several NGOs can be grouped into the category of NGOs with a developmental (parastatal) paradigm, including (1) The Foundation of Indonesian Community Empowerment or "Yayasan Pemberdayaan Masyarakat Indonesia" (YPMI); (2) The Foundation for the Improvement and Development of Human Resources or "Yayasan Peningkatan dan Pengembangan Sumber Daya Manusia" (YP2SDM); (3) NGO of Indonesian Lower Society Movement "Gerakan Masyarakat Bawah Indonesia" or GMBI; (4) Community Development and Empowerment Center or "Pusat Pengembangan dan Pemberdayaan Masyarakat" (P3M); (5) Indonesian Democratic Youth Force or "Angkatan Muda Demokrat Indonesia" (AMDI); and (6) NGO of "Sinar Bangsa" or LSM-SB.

3.11 NGO with category liberal reformation (professional)

Professional NGO, of which included in liberal reformation category, groups see the socio-economic and democratic conditions as a result of the malfunctioning of existing socio-political elements, in which the people or community groups lack access and opportunities to participate in politics and development (Eldridge, 1995). Therefore, the problem-solving approach on which the professional NGO group is based is trying to provide or facilitate opportunities for the people to participate, with the expected change model in the form of structural-functional change (Billah, 2000). Thus, professional NGO groups want to try to balance the political rights and economic rights of the people (Heyzer, 1995).

Several NGOs in Malang are categorized as liberal reforms, namely: (1) Institute for Community and Development Studies or "Lembaga Pengkajian Kemasyarakatan dan Pembangunan" (LPKP); (2) Regional Center for Research and Information or "Pusat Telaah dan Informasi Regional" (PATTIRO); (3) Women's Partners Forum or "Ruang Mitra Perempuan" (RUMPUN); (4) Parlemen Watch Indonesia (ParWI); (5) Indonesian Consumer Protection Agency or "Lembaga Perlindungan Konsumen Indonesia" (LPKI); (6) Community Potential Development Foundation or "Yayasan Bina Potensi Masyarakat" (YAPIM); (7) Sukarno's Institute for the Study of Teachings and Social Sciences "Lembaga Kajian Ajaran Sukarno dan Ilmu Sosial" (eL-KASs); (8) Institute for Religion and Social Studies (IReSS); (9) House of Book Reading: Street Children Empowerment Institution or "Griya Baca: Lembaga Pemberdayaan Anak Jalanan".

3.12 NGO with category transformationalist (progressive)

Progressive NGO movements seem rather radical, where the climate or the issue of openness is used to try to uncover various social, economic, and political problems. In stark contrast to NGOs with parastatal and professional paradigms, progressive NGOs see the condition of the socio-economic and political structures as the result of coercion by the state or dominant groups, thus giving birth to injustice and undemocratic (Eldridge, 1995). Thus, the issue of the progressive NGO movement has more political nuances, such as taking the theme of human rights, social inequality, civil society movements, involving the people in

political processes such as demonstrations, demonstrations, including free forums, and oriented towards people's independence (Billah, 2000). Progressive NGOs seek to generate and develop initiatives at the grass-roots level (Heyzer, 1995). There are several transformationalist NGO, namely: (1) Indonesian Prosperous Labor Union-Malangkucecwara or "Serikat Buruh Sejahtera Indonesia- Malangkucecwara" (SBSI-M); (2) Vincentian Center Indonesia (VCI); and (3) Malang Democratic Labor Union or "Serikat Buruh Demokratik Malang" (SBDM).

3.13 NGO and popular mobilization

Parameters related to popular mobilization refer to how programs and advocacy actions (mentoring) are both prepared and carried out by NGOs (Thamrin, 2003; Feldman, 1997). However, this term contains several different interpretations by various NGO groups. For NGO, Advocacy can be interpreted as frequent criticism and opposition to the government or the state. Advocacy is also intended to refer to various activities aimed at encouraging changes in public policy only. Hence, people's empowerment efforts are secluded from the term.

However, some interpret that the term implies empowerment activities. How the term is implemented is in many ways determined by the ideology or paradigm adopted by each NGO. The data obtained concerning the mobilization parameters and categorization of NGOs can be stated in the following explanation

3.14 NGO with developmental category (parastatal)

This NGO openly considers itself as a partner or even an extension of the government (Heyzer, 1995). In programming and actions, parastatal NGOs do not recognize the concept. Therefore, parastatal NGOs reject advocacy activities which are interpreted very narrowly and negatively as political acts of opposition to the state, or in this case, the government (Eldridge, 1995). Based on this, the programs and actions of parastatal NGO groups are more directed at community empowerment in the form of forming small groups that are in line with government development programs rather than programs and actions that lead to encouraging changes in public policy (Billah, 2000). The NGOs in Malang that can be included in the parastatal category are as follows: (1) The Foundation of Indonesian Community

Empowerment or "Yayasan Pemberdayaan Masyarakat Indonesia" (YPMI); (2) The Foundation for the Improvement and Development of Human Resources or "Yayasan Peningkatan dan Pengembangan Sumber Daya Manusia" (YP2SDM); (3) NGO of Indonesian Lower Society Movement "Gerakan Masyarakat Bawah Indonesia" or GMBI; (4) Community Development and Empowerment Center or "Pusat Pengembangan dan Pemberdayaan Masyarakat" (P3M); (5) Indonesian Democratic Youth Force or "Angkatan Muda Demokrat Indonesia" (AMDI); and (6) NGO of "Sinar Bangsa" or LSM-SB.

3.15 NGO with category liberal reformation (professional)

The NGO with the liberal reformation category considers that the existing political, economic and social order is deemed appropriate and correct. However, the existing problem is a matter of deviation from the implementation of existing regulations. The existing political institutions are proper but don't function properly. The implementation of the economy deviates from the economic principles of free competition, and social practices are not based on mutually agreed upon legal rules (Billah, 2000). Therefore, advocacy needs to be realized in the form of law enforcement, strengthening public participation (participating public empowerment), community economic empowerment programs, and promoting political, social and economic awareness of citizens (Eldridge, 1995).

Several NGOs in Malang are categorized as liberal reforms, namely: (1) Institute for Community and Development Studies or "Lembaga Pengkajian Kemasyarakatan dan Pembangunan" (LPKP); (2) Regional Center for Research and Information or "Pusat Telaah dan Informasi Regional" (PATTIRO); (3) Women's Partners Forum or "Ruang Mitra Perempuan" (RUMPUN); (4) Parlemen Watch Indonesia (ParWI); (5) Indonesian Consumer Protection Agency or "Lembaga Perlindungan Konsumen Indonesia" (LPKI); (6) Community Potential Development Foundation or "Yayasan Bina Potensi Masyarakat" (YAPIM); (7) Sukarno's Institute for the Study of Teachings and Social Sciences "Lembaga Kajian Ajaran Sukarno dan Ilmu Sosial" (eL-KASs); (8) *Institute for Religion and Social Studies* (IRESS); (9) House of Book Reading: Street Children Empowerment Institution or "Griya Baca: Lembaga Pemberdayaan Anak Jalanan".

3.16 NGO with category transformationalist (progressive)

NGOs, which are classified as transformationalist, radically give meaning to the term advocacy. This NGO considers that the ruling class created the social and political order. Thus, this condition has implications for rampant injustice to the people. The term advocacy for this group is defined as an activity by the power aimed at administering state power, holders of economic power, and the order of civil society. Their goal is to change the level of infrastructure, social structure, and supra structure of ideology, to create good global governance (Billah, 2000; Heyzer, 1995). Therefore, this NGO group is more oriented towards empowering (empowering) small groups at the primary level in various programs and actions (Eldridge, 1995). There are several transformationalist NGO, namely: (1) Indonesian Prosperous Labor Union- Malangkucecwara or "Serikat Buruh Sejahtera Indonesia-Malangkucecwara" (SBSI-M); (2) Vincentian Center Indonesia (VCI); and (3) Malang Democratic Labor Union or "Serikat Buruh Demokratik Malang" (SBDM).

The results of the identification results of eighteen NGOs, which is capable of being processed and analyzed, showed four main results. First, there are four parameters of orientation, namely: (1) attitudes towards official development programs; (2) orientation towards state structure; (3) the concept of democracy; and (4) popular mobilization. These orientation parameters are vital to identify NGO's category consistently. If one of the parameters refers to a particular category of an NGO, then the other three parameters also refer to the same category of the same NGO consistently.

Secondly, the results shows that there are six NGOs developmentalist (parastatal), nine NGOs liberal reformation, and three NGO transformationalist (progressive). NGO developmentalis (parastatal) are: (1) The Foundation of Indonesian Community Empowerment or "Yayasan Pemberdayaan Masyarakat Indonesia" (YPMI); (2) The Foundation for the Improvement and Development of Human Resources or "Yayasan Peningkatan dan Pengembangan Sumber Daya Manusia" (YP2SDM); (3) NGO of Indonesian Lower Society Movement "Gerakan Masyarakat Bawah Indonesia" or GMBI; (4) Community Development and Empowerment Center or "Pusat Pengembangan dan Pemberdayaan Masyarakat" (P3M); (5) Indonesian Democratic Youth Force or "Angkatan Muda

Demokrat Indonesia" (AMDI); and

(6) NGO of "Sinar Bangsa" or LSM-SB. Meanwhile, NGOs liberal reformation are including several organizations, as follows: (1) Institute for Community and Development Studies or "Lembaga Pengkajian Kemasyarakatan dan Pembangunan" (LPKP); (2) Regional Center for Research and Information or "Pusat Telaah dan Informasi Regional" (PATTIRO); (3) Women's Partners Forum or "Ruang Mitra Perempuan" (RUMPUN); (4) Parlemen Watch Indonesia (ParWI); (5) Indonesian Consumer Protection Agency or "Lembaga Perlindungan Konsumen Indonesia" (LPKI); (6) Community Potential Development Foundation or "Yayasan Bina Potensi Masyarakat" (YAPIM); (7) Sukarno's Institute for the Study of Teachings and Social Sciences "Lembaga Kajian Ajaran Sukarno dan Ilmu Sosial" (eL-KASs); (8) Institute for Religion and Social Studies (IReSS); (9) House of Book Reading: Street Children Empowerment Institution or "Griya Baca: Lembaga Pemberdayaan Anak Jalanan". Subsequently, NGO transformationalist (progressive) are as follows: (1) Indonesian Prosperous Labor Union- Malangkucecwara or "Serikat Buruh Sejahtera Indonesia-Malangkucecwara" (SBSI-M); (2) Vincentian Center Indonesia (VCI); and (3) Malang Democratic Labor Union or "Serikat Buruh Demokratik Malang" (SBDM).

Lastly, among the three categories of NGOs studied, it seems that only NGOs in the liberal reform category (professional) are the ones most likely to play a significant role in empowering and strengthening public participation in the public policy-making process in Malang City. Because, the idealism and moderation possessed by NGOs in this category, open up opportunities for cooperation with other parties in carrying out the function of articulating the interests of the community.

4. CONCLUSIONS

The study results show that there are 6 NGOs that can be categorized as developmental (parastatal) NGOs, namely 1) The Foundation of Indonesian Community Empowerment or "Yayasan Pemberdayaan Masyarakat Indonesia" (YPMI); (2) The Foundation for the Improvement and Development of Human Resources or "Yayasan Peningkatan dan Pengembangan Sumber Daya Manusia" (YP2SDM); (3) NGO of Indonesian Lower Society Movement "Gerakan Masyarakat Bawah Indonesia" or GMBI; (4) Community Development and Empowerment Center or "Pusat Pengembangan dan Pemberdayaan Masyarakat"

(P3M); (5) Indonesian Democratic Youth Force or “Angkatan Muda Demokrat Indonesia” (AMDI); and (6) NGO of “Sinar Bangsa” or LSM-SB. Then, those that can be categorized into liberal reformist NGOs (professional) include 9 NGOs, namely: (1) Institute for Community and Development Studies or “Lembaga Pengkajian Kemasyarakatan dan Pembangunan” (LPKP); (2) Regional Center for Research and Information or “Pusat Telaah dan Informasi Regional” (PATTIRO); (3) Women's Partners Forum or “Ruang Mitra Perempuan” (RUMPUN); (4) Parlemen Watch Indonesia (ParWI); (5) Indonesian Consumer Protection Agency or “Lembaga Perlindungan Konsumen Indonesia” (LPKI); (6) Community Potential Development Foundation or “Yayasan Bina Potensi Masyarakat” (YAPIM); (7) Sukarno's Institute for the Study of Teachings and Social Sciences “Lembaga Kajian Ajaran Sukarno dan Ilmu Sosial” (eL-KASs); (8) Institute for Religion and Social Studies (IRESS); (9) House of Book Reading: Street Children Empowerment Institution or “Griya Baca: Lembaga Pemberdayaan Anak Jalanan”. Finally, there are 3 NGOs that can be classified as transformationalist (progressive) NGOs, such as: (1) Indonesian Prosperous Labor Union-Malangkecewara or “Serikat Buruh Sejahtera Indonesia-Malangkecewara” (SBSI-M); (2) Vincentian Center Indonesia (VCI); and (3) Malang Democratic Labor Union or “Serikat Buruh Demokratik Malang” (SBDM).

Among the three categories of NGOs studied, it seems that only NGOs in the liberal reformist category (professional) are the ones most likely to play a significant role in empowering and strengthening public participation in the public policy-making process in Malang City. Because the idealism and moderation possessed by NGOs in this category, open up opportunities for cooperation with other parties in carrying out the function of articulating the interests of the community.

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