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Analysis of Customs-Business Partnership Affecting the Compliance of Import and Export Enterprises with Customs Law and Regulation: Vietnam Case

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Abstract

The research systemizes the main results of articles and papers on the Customs-Business Partnerships that affect compliance of import and export enterprises with customs law and regulation. From that the author established the theoretical model to analyze the Customs-Business Partnerships impacting on compliance of import and export enterprises with customs law and regulation in Vietnam. The author composed a paper-based survey, inspecting 202 enterprises from the cities of Hanoi, Hai Phong, Dong Nai, Ho Chi Minh, Binh Duong and Vung Tau in August 2016. By performing multivariate regression, the paper gives predictions following the Binary logistic regression. The results show two statistically significant factors that affect positively compliance of import and export enterprises with customs law and regulation, including (i) Customs-Business Partnerships (consisting of support of the Customs administration for the import and export enterprises; formal consultation of Customs administration for the import and export enterprises and joint integrity, corruption observatory) (ii) the educational level of owner' enterprises. The research also analyzes and suggests possible solutions.

Keywords: Customs - Business Partnerships; Compliance; Import and Export enterprises; Binary logistic regression.

1. INTRODUCTION

1.1. Necessary of research

Nowadays, Vietnam's economy has integrated more and more deeply into the world economy. It is clear that import-export turnovers have increased rapidly in value. In particular, those turnovers grow from USD 203.66 billion in 2010 to USD 349.2 billion in 2016. Beside, Vietnam has also signed and came into force of 10 FTAs, concluded two FTA negotiations, and continued four other FTAs negotiations. The government has also strengthened the enforcement of the Action Plan related to Resolution $n^0$19-2015/NQ-CP, Resolution $n^0$36a-2015/NQ-CP, Resolution $n^0$19-2016/NQ-CP, Resolution $n^0$35-2016/NQ-CP, and Resolution $n^0$19-2017/NQ-CP in order to implement provisions of those FTA effectively and efficiently, and to improve fair and transparent business environment. One of the most important components of the plan is to develop the Customs-Business Partnerships (CBP) which benefits not only efficiency of capacity building work, customs reform and modernization, but also transparency and predictability of customs procedures, lower transaction cost, and voluntary compliance of import and export enterprises with customs law and regulation. Therefore, the analysis of Customs-Business Partnerships affecting compliance of import and export enterprises is very significant in theoretical approach and policy performance.

1.2 Research framework

The theoretical framework about Customs-Business Partnerships is emphasized in some papers, including: First, Customs-Business Partnerships was based on Public-private partnerships (PPPs) which devoted to forms of association between the public and private sectors in the mid 1950s (Dahl & Lindblom, 1953; Bower, 1983). In addition, the recommendations of international organizations like the OECD and the World Bank encouraged application of PPPs as the optimal mode for resource allocation (Wettenhall, 2003). In this context, a clear and overall definition of partnership was gave by Brinkerhoff (2002): *‘Partnership is a dynamic relationship among diverse actors, based on mutually agreed objectives, pursued through a shared understanding of the most rational division of labour based on the respective comparative advantages of each partner. Partnership encompasses mutual influence, with a careful balance between synergy and respective autonomy, which incorporates mutual respect, equal participation in decision making, mutual accountability and transparency’*.

Second, Customs-Business Partnerships became as one of the important and spirit components in the Revised Kyoto Convention (WCO, 1999). It is obvious that transitional standard 3.32, and standard 1.3, 6.8, 7.3, 8.5, 9.1 and 9.2 of its General Annex emphasize partnerships between the customs and business in formal consultative relationships, application of special procedures for authorized persons, customs control, enforcement of information technology and providing changes of customs law, administrative arrangements or requirements.

Third, the Trade Facilitation Agreement including Articles 2, 7.7, 12(1) and 23(2) approaches to CBP through main contents of comment on the proposed introduction or amendment of laws and regulations related to the movement, release and clearance of goods, Trade Facilitation Measures for Authorized Operators, such as: (i) low documentary and data requirements as appropriate; (ii) low rate of physical inspections and examinations as appropriate; (iii) rapid release time, as appropriate; deferred payment of duties, taxes, fees and charges; (iv) use of comprehensive guarantees or reduced guarantees; (v) a single customs declaration for all imports or exports in a given period; (iv) and clearance of goods at the premises of the authorized operator or another place authorized by Customs (WTO, 2014).

Fourth, WCO (2015) with Customs – Business Partnership Guidance paper analyses vital benefits (Win-Win) of Customs administration, Business and Government in designing and implementing CBP, desirable factors for successful CBP and four phases to develop CBP, including: (i) Strategic Overview and Planning, (ii) Developing Engagement Strategies, (iii) Implementation and (iv) Monitoring and Institutionalization. Specially, the paper looks at main pillars approaching to joint integrity, corruption observatory, Bi-directional education/training and consultation of information technology and customs procedure. All in all, in this context, the significance of Customs-Business Partnership can be explained by Dr Kunio Mikuriya, Secretary General of the WCO: ‘This CBP means that Customs cannot act alone without taking into account the interests of its partners. It must further develop consultation, promote information exchange and cooperation, and reduce the barriers to the smooth flow of trade by jointly identifying bottlenecks and offering solutions’ (Mikuriya, 2010).

Hypotheses of Customs-Business Partnership impacting on the compliance of enterprises with customs law and regulation. Asymmetric Information Theory (1970) by George Akerlof, Michael Spence and Joseph Stiglitz refers to three problems related to asymmetric information, such as: moral hazard, adverse selection and principal-agent. In approaching to customs inspection and supervision, those problems have been used to explain causes, motivation of tax evasion and non-compliance of Vietnam enterprises (Vu. N.D, 2014). Therefore, trust, transparent and sufficient information are major factors that strongly influence the motivation and the probability of compliance of the import and export enterprise with the customs law.

The Risk-based compliance management Pyramid approached customs management based on assessing and identifying the compliance level of import and export enterprises. It is measured by the results of administrative violations, criminal offenses, abililty of control and self-assessment for errors in the performance of customs procedures. Factors impacting on the compliance level of enterprises include: (i) partnership between customs and enterprises facilitating customs procedures, providing information and grace in tax payment; (ii) the clarity, transparency and stricness of the customs law fighting against the illicit trade and tax evasion (iii) education and training of owner' enterprises (Ayres and Braithwaite,1992). Besides, the Customs - Business Partnership Guidance paper refers to one of the most important benefits of CBP that enhances voluntary compliance from business with customs law and regulation. In particular, impact of CBP on compliance is based on items of increased role in policy consultation and formulation process and customs reform and modernization programmes; better understanding and appreciation of customs requirements, laws and procedures; open communication channels with Customs; better and easier access to information and joint education/ training and retraining programmes of Customs, (WCO, 2015).

2. RESEARCH METHOD AND DATA

2.1 Objective of research

Import and export enterprises shall register their business operations in Vietnam and carry out customs procedures with the General Department of Customs for activities of import or export. As of the end of the second quarter 2016, about 81,000 enterprises have registered to carry out import and export operations and customs declaration.

2.2 Sample of research

The samples of the research are 202 enterprises participating in import and export activities in some cities of Hanoi, Hai Phong, Dong Nai, Ho Chi Minh, Binh Duong and Vung Tau in August 2016. Sample survey was randomly conducted for import and export enterprises which attended in customs training courses, regular meetings, seminars between customs administration and enterprises at five localities having largest export and import turnover in Vietnam.

The questionnaire based on the theoretical framework consists of two main sections: (i) general information of enterprises including 4 questions about type of operation, corporate headquarters, educational level of enterprise director, and duration of activity in the sector, (ii) Assessing the level of the importance of 7 items from Q7 to Q13 which explain contents of Customs - Business Partnership for compliance of the import and export enterprises with customs law and regulation (through 6 items from Q1 to Q6). The questionnaire form is delivered directly to staff members who are working directly in the import and export activities of the surveyed enterprises when they joined in the form of training courses or conferences or seminars or workshops.

2.3 Research Methodology

Applying descriptive statistics, test of Cronbach's Alpha test, exploratory factors analyses (EFA), and Binary Logistic regression with the maximum likelihood estimation method, supported by SPSS.20 software.

2.4 Variables of research model

Based on theoretical research, the regression estimation model and implementation process are proposed as follows:

- Variables of the research model

Dependent variable (Y), the compliance of import and export enterprises with the customs law and regulation, receives binary value, in which Y = 1 if the enterprise is compliance with the customs law and regulation, and Y = 0 if the enterprise is non-compliance with the customs law and regulation. Y variables are aggregated according to the mean () of the items from Q1 to Q6 with a 5-point Likert scale which express meanings from none (1) to many (5). The content of items are the application of accounting standards (Q1), audit of financial statements (Q2), applying internal control for customs procedures (Q3), payment of taxes, fees on time (Q4), detected commercial frauds (Q5), and prosecution or administrative penalties of customs offices or over customs offices (Q6).

Independent variables (X_i) reflect the expected factors (contents of Customs -Business Partnership) impacting on customs compliance of import and export enterprises. The X_i variables represent the 3 factors proposed in the theoretical model, in which: Support of the customs administration for the import and export enterprises (X_1) represents the four items: Q_7 (enterprises join free training courses and seminars related to new customs law, regulations and requirements organized by Customs), Q_8 (enterprises join free training courses and seminars related to contents of customs valuation, harmonized system of goods, origin of goods, intellectual property rights, and administrative statements organized by Customs), Q_9 (enterprises join free training courses and seminars related to contents of risk management, compliance management in customs context, post clearance audit, and components and operations of VNACCS/VCIS systems organized by Customs) and Q_{10} (enterprises join free annual conference, regular meeting and seminars organized by Customs); Formal consultation of Customs administration for the import and export enterprises (X_2) represents the 2 items: Q_{11} (enterprises are enthusiastically supported by customs officers about formal consultation in enforcement of customs procedures and information technology), Q_{12} (enterprises approach easily to information about new customs law, regulation and requirements on Customs websites or Customs office buildings); Joint integrity, corruption observatory (X_3)

represents item: Q_{13} (enterprises take part in activities of customs, Vietnam Chamber of Commerce and Industry (VCCI) fighting against corruption, illicit trade, tax evasion). Those items are measured by the 5-points Likert scale with the meaning of the scale from disagreement (1) to very agreement (5) or poor (1) to good (5). Beside, the dummy variable Edu which is the educational level of owner' enterprises has mean value Edu = 1 if the level is over master degree and values Edu = 0 if it's below.

The Binary Logistic regression model is applied and based on the Maximum Likelihood estimation method in order to estimate the coefficients (βi) in the linear relation between independent variables X_i and Ln (Odds) (The probability of the compliance of the import and export enterprises with customs law and regulation) according to the model:

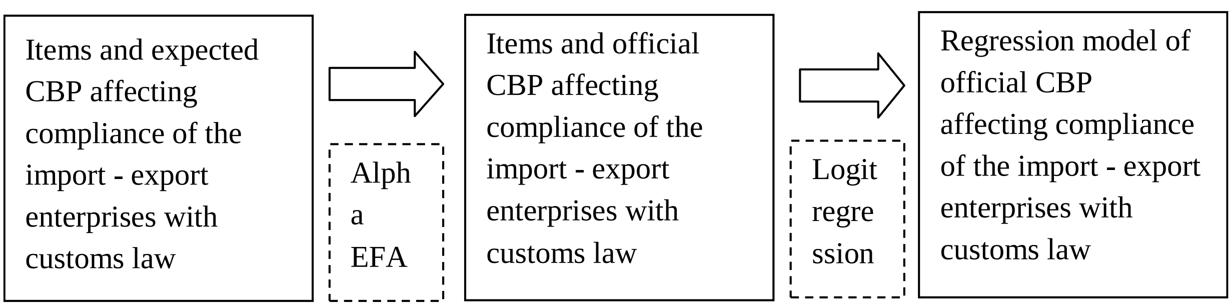
$$Ln(Odds) = \beta_0 + \beta_1 X_1 + \beta_2 X_2 + \beta_3 X_3 + \beta_4 Edu + ui \quad (1)$$

Odds = $P_0/(1-P_0)$ where P_0 is the probability when Y = 1 and P= $1-P_0$ is the probability when Y = 0.

The theoretical hypothesis proposes that the coefficients of β_1, β_2, β_3, β_4 receive a value> 0, on the other hand, X_i affect Ln (Odds) positively.

- The process of implementing the proposed research

Figure 1: The process of the proposed research



Carrying out reliability analysis of Cronbach's Alpha with 6 items from Q1 to Q6, which measure dependent variable (Y), the outcome of Cronbach's Alpha is 0.73.

Performing reliability analysis of Cronbach's Alpha with 7 items corresponding with 3 predicted explanatory variables X_i, the correspondent results are X_1 (0.858), X_2 (0.6), X_3 (1). Therefore, all of Cronbach's Alpha coefficients are over 0.6, and their corrected item-total correlation coefficients of 13 items are above 0.3. So that, those 13 items are selected to carry out Exploratory Factor Analysis (EFA).

3.2 Exploratory Factor Analysis (EFA)

Thanks to basis of Reliability Test Cronbach's Alpha, the research analyzes EFA with 6 items relating to Y, from Q1 to Q6, and obtains KMO = 0.76 (>0.5), and value of Bartlett's Test with Sig. = 0.000 (<0.05). The percent of variance in initial eigenvalues extracted at 51.47% (>50%) show that one selected factor is able to explain 51.47% variation of data. Hence, the extracted scales are acceptable. The stopping point when extracting the factor with eigenvalue = 2.48 ($\geq$ 1), representing for variation part is explained by each satisfied factor.

Analyzing EFA with 7 items from Q7 to Q13, there are two new groups of factors with 7 selected items. The percent of variance in initial eigenvalues extracted at 58.5% (>50%) show that 2 selected factors are able to explain 58.5% variation of data. Hence, the extracted scales are acceptable. The stopping point when extracting the factor with eigenvalue = 1.367 ($\geq$ 1), representing for variation part is explained by each satisfied factor. KMO = 0.790 (>0.5), and value of Bartlett's test with Sig. = 0.000 (<0.05) interpret that applying factor analysis is suitable. (Appendix A, B and C)

In order to perform logit regression between two new factors (FAT_i) and dependent variable Y, the research calculates values of FAT_i on the basis of items' average value in each factor. The value of response variable Y is converted into binary form on the basis of average value of items. If the value is greater than or equal to 3.5, then Y = 1, and less than 3.5, then Y = 0.

The descriptive statistic of some variables in the model: the dependent variable Y, considered in 202 samples, has 165 samples Y = 1 (account for 81.7%) and 37 samples Y = 0 (account for 18.3%). The factors FAT_i have mean value and std. deviation, which respectively are FAT_1 (2.98 and 0.92) including items of Q7, Q8, Q9 and Q10, FAT_2 (3.41 and 0.68) including items of Q11, Q12 and Q13. FAT (explains Customs- Business Partnership) is calculated by mean (FAT_1, FAT_2). It has mean value (3.19) and std. deviation (0.65). Beside, the dummy variable Edu which is the educational level of owner' enterprises has mean value at 0.38 and 77 values at Edu = 1 (Edu = 1 if the level is over master degree, account for 46.1%) and 125 values at Edu = 0 (Edu = 0 if it's below and equal master degree account for 53.9%).

3.3. Binary logistic regression model

Among 2 regressed variables, there are FAT and dummy variable Edu with dependent variable Y. According to the output of regression, the article carries out many tests relating to the model, in which:

The first, Wald Test about statistical significance of correlation coefficients

Table 1: Variables in the Equation

Factors		B	S.E.	Wald	Df	Sig.	Exp(B)
	Edu	1.176	.486	5.867	1	.015	3.242
Step 1[a]	FAT	1.070	.309	12.011	1	.001	2.915
	Constant	-2.099	.924	5.158	1	.023	.123

a. Variable(s) entered on step 1: Edu, FAT.

Wald test considers statistical significance of factors'coefficients with regard to dependent variable (Y) in model. By accessing table 1, Sig. of factors FAT, Edu and Constant, in turn, have the value at 0.001, 0.015, 0.023 < 0.05, so that the the relationship between explanatory variables and explained variable has general statistical significance over 95% and same direction with Ln(Odds), being appropriate with theoretical model.

The second, testing power of explanation of the model

Table 2: Model Summary

Step	-2 Log likelihood	Cox & Snell R Square	Nagelkerke R Square
1	169.108[a]	.109	.177

a. Estimation terminated at iteration number 5 because parameter estimates changed by less than ,001.

With table 2, the outcome receives the value of -2 Log likelihood = 169.108[a] is quite small and Nagelkerke R Square = 0.177**,** representing the fairly appropriateness of overall model. It means 17.7% of variation of dependent variable (Y) is explained by 2 significant independent variables in the model, 83.7% remain is determined by other factors outside the model.

The third, testing Goodness-of-Fit by Omnibus Test

- Omnibus test is used for hypotheses:

$H_0 : \beta_i = 0$

$H_1: \beta i \neq 0$

Table 3: Omnibus Tests of Model Coefficients

		Chi-square	Df	Sig.
Step 1	Step	23.263	2	.000
	Block	23.263	2	.000
	Model	23.263	2	.000

According to the table 3 of Omnibus Tests, having Sig. = 0.000 (<0.05), the research rejects hypothesis H_0. Hence, the overall model indicates the correlation relationship between independent variables and dependent variable has statistical significance with confidence interval over 99%.

The fourth, Assesing level of forecast of model

Table 4: Classification Table[a]

Observed			Predicted		
			Y		Percentage Correct
			.00	1.00	
Step 1	Y	0.00	4	33	10.8%
		1.00	3	162	98.2%
	Overall Percentage				82.2%

a. The cut value is .500

By table 4, in 165 export-import enterprises, which their answers are supposed to be compliance with customs law, the model is able to forecast exactly 162 enterprises, at the rate of 98.2%. Among 37 enterprises, which their answers are supposed to be not compliance with customs law, the model predicts precisely 4 enterprises, accounting for 10.8%. All in all, the rate of accurate predictions of overall Binary Logistics model is 82.2%.

The fifth, Binary Logistic Regression equation is:

Therefore, Binary logistic regression model has regression coefficient as:

$$\mathrm{Ln(Odds)} = -2.099 + 1.07\mathrm{FAT} + 1.176\ \mathrm{Edu} \quad (2)$$

Then,

$$P = \frac{e^{\beta^T z}}{1 + e^{\beta^T z}} = \frac{e^{-2.099+1.07\mathrm{FAT}+1.176\mathrm{Edu}}}{1 + e^{-2.099+1.07\mathrm{FAT}+1.176\mathrm{Edu}}} \quad (3)$$

4. DISCUSSIONS AND CONCLUSION

Based on the results of the regression models and the statistical value (mean, standard deviation) of the 13 items Qi being statistically significant, some solutions are proposed to improve effectively not only Customs - Business Partnership, but also the probability of compliance of import and export enterprises with the customs law and regulation, in which:

Firstly, it is necessary to enhance support of the customs administration for the import and export enterprises effectively and efficiently because mean of FAT_1 only achieves 2.98 and mean of items are also not high, in particular: Q7 (3.3), Q8 (2.74), Q9 (2.73) and Q10 (3.13). First of all, Customs administration should increase both quantity and quality of free training and retraining courses, seminars related to contents of customs valuation, harmonized system of goods and origin of goods, intellectual property rights, and administrative statements. Contents of the courses can approach to cases study and scenario research based on real import and export activities and enforcement of customs procedure. It is able to cooperate with the Faculty of Customs and Tax – Academy of Finance to organize the same courses in the provinces. Next, training courses and seminars related to contents of risk management, compliance management in customs context, voluntary compliance, post clearance audit, and components and operations of VNACCS/VCIS systems should focus on main topics, such as: principles, methodologies and indicators of risk management and compliance; process of risk management, compliance management, post clearance audit, also acknowledges about operations of VNACCS/VCIS systems. It is important to select customs excellence experts to take part in those courses. Then, it is possible that Customs administration deals with rapidly the problems and difficulties of the business related to customs procedures, guarantee, deferred payment, tax exemption and drawback procedure in annual regular meetings and seminars. Finally, Customs strengthen to publish and train new customs regulations for import and export enterprises at customs office building or regular meeting. It is also significant to enhance engagement of business about joint training courses or regular meeting which is identified the same as one indicator of compliance evaluation.

Secondly, it is very important to enhance formal consultation of Customs administration for import and export enterprises. One part, Customs administration should improve not only technical quality of customs officers in term of customs valuation, harmonized system of goods, administrative statements and new contents of customs regulations, but also professionalism and consultation attitudes of customs officers. Other part, it is necessary to facilitate import and export enterprises joining formal consultation related to determination of customs value, harmonized system classification of goods, drawback procedure and rate of duty. Customs is also to apply form of automated consultations based on the interactive telephone answering systems.

Thirdly, it is clear that Customs administration should diversify new forms of communication and information exchange related to customs policies and regulations. It is possible to sent documents to email of enterprises, to cooperate with telephone companies in supporting customs regulations to enterprises, or to publish new customs regulations on important TV channels in provinces.

Fourthly, Customs administration need to encourage customs officers and business to enhance customs integrity and fighting against corruption based on the recommendation of the Revised Arusha Declaration: '*Customs administrations should foster an open, transparent and productive relationship with the private sector. Client groups should be encouraged to accept an appropriate level of responsibility and accountability for the problem and the identification and implementation of practical solutions. Penalties associated with engaging in corrupt behaviour must be sufficient to deter client groups from paying bribes or facilitation fees to obtain preferential treatment*'. Besides, it is able to improve the role of associations in detecting illicit trade, tax evasion and corruption in international trade and customs declaration, (WCO, 1993 and 2003).

CONCLUSION

The research has achieved the target that finds two significant factors positively affecting compliance of import and export enterprises with customs law and regulation. Based on domestic and international papers, this research has established a theoretical model of 4 factors with 8 items impacting on compliance of import and export enterprises. It used a multi-variable regression of Binary logistic model on 202 survey samples and identified two major factors in the same direction statistical significance affecting compliance of import and export enterprises with customs law and regulation, including: (i) Customs-Business Partnerships; (ii) the educational level of owner' enterprises. In addition, the study proposes four solutions derived from the results of the model. However, the regression model should be further studied in order to explain and detect new influencing factors.

APPENDIX

Appendix A: **Total Variance Explained**

Total Variance Explained

Component	Initial Eigenvalues			Extraction Sums of Squared Loadings			Rotation Sums of Squared Loadings		
	Total	% of Variance	Cumulative %	Total	% of Variance	Cumulative %	Total	% of Variance	Cumulative %
1	3.315	41.437	41.437	3.315	41.437	41.437	2.904	36.295	36.295
2	**1.367**	17.082	**58.519**	1.367	17.082	58.519	1.778	22.224	58.519
3	.905	11.307	69.826						
4	.752	9.399	79.225						
5	.596	7.454	86.680						
6	.485	6.059	92.738						
7	.345	4.310	97.048						
8	.236	2.952	100.000						

Extraction Method: Principal Component Analysis.

Appendix B: **Rotated Component Matrix[a]**

Rotated Component Matrix[a]

Items	Contents of Items	Component	
		1	**2**
Q7	Enterprises join free training courses and seminars related to new customs law, regulations and requirements organized by Customs administration.	.870	
Q8	Enterprises join free training courses and seminars related to contents of customs valuation, harmonized system of goods, origin of goods, intellectual property rights, and administrative statements organized by Customs administration.	.875	
Q9	Enterprises join free training courses and seminars related to contents of risk management, compliance management in customs context, post clearance audit, and components and operations of VNACCS/VCIS systems organized by Customs administration.	.714	
Q10	Enterprises join free annual conference, regular meeting and seminars organized by Customs administration.	.808	
Q11	Enterprises are enthusiastically supported by customs officers about formal consultation in enforcement of customs procedures and information technology.		.771
Q12	Enterprises approach easily to information about new customs law, regulation and requirements on Customs websites or Customs office buildings.		.621
Q13	Enterprises take part in activities of customs, Vietnam Chamber of Commerce and Industry (VCCI) fighting against corruption, illicit trade, tax evasion.		.772

Extraction Method: Principal Component Analysis. Rotation Method: Varimax with Kaiser Normalization.a. Rotation converged in 3 iterations.

Appendix C: **KMO and Bartlett's Test**

KMO and Bartlett's Test

Kaiser-Meyer-Olkin Measure of Sampling Adequacy.		.786
Bartlett's Test of Sphericity	Approx. Chi-Square	518.224
	df	28
	Sig.	.000

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The public image of Vietnamese public administration services on social media – a comparison between structured and unstructured data

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Abstract

Because of the nature of public administration services, people often provide irrelevant information on the fact of service experience for public agents to improve their services in surveys. However, Vietnamese Facebook users could give more insights to show their dissatisfaction via their posts, comments, status... We assumed that PAPI 2016 results (Vietnam Provincial Governance and Public Administration Performance Index – the joint collaboration between Vietnamese governmental agents and UNDP) showed the positive public image of Vietnamese pubic administration services with five dimensions: (1) Participation at Local levels, (2) Transparency, (3) Vertical Accountability, (4) Control of Corruption in the Public Sector. And the unstructured information from Facebook big data mining in the same period could reveal the negative images. The combination then map a comprehensive image of five characteristics of Vietnamese public administration services. Our findings showed that there are many negative insights of Facebook users' posts which reflect a part of the other side public image of public service agencies.

Keywords: text mining data, big data, Facebook, public image, public administration services

1. Introduction

Under the Doimoi process, Vietnam has faced with many difficulties varying from economic infrastructure to citizen knowledge and perception which have long lasting effect on the national development. In the past 10 years, Vietnamese Government has strived to improve the quality of public administration services to meet the more complicated demand of citizens. Public administration service quality has been one of emerging agenda of the Government and Government's branches or ministries. One of these efforts is studying the satisfaction of citizen throughout the nation. The Government has collaborated with many foreign and domestic organizations to conduct hundreds of research from the national to provincial area. SIPAS and PAPI are the two famous large-scale panel research. The reports has showed many positive aspects with optimistic landscape of public service agencies on mass media.

Many researchers raised a question for the results of these qualitative approach research. We all agreed that the public services quality has been improved whether these results could help increase the quality. Could the straight-forward examining to the problems or dissatisfaction of public services have a better impact? If structured data from survey could take a picture of object and give a landscape of public services image, we hope that unstructured data from social media could do with less expense but more insights.

2. The concept of image and public image

Image is one of a fashionable term which has been used for many years in social sciences and marketing since the first article of Levy in 1969. The concept of image has been applied to a celebrity, a political candidate, a product, a brand, a country and a destination. Basically, image is perceived as the result of a transaction where company (as a sending unit) generated market signals (Stern, 2014). These cues then was perceived by a receptor (a consumer) who inactively organized them into a mental perception of/about the sending unit (company). Stern (2014) suggested that image referred to a real-world sending entity (a company, a product/brand, a store) or a psychological object such as a set of beliefs, feelings in a consumer's mind which is stimulated by associations with the real-world object. Image can refer to advertising or public relations messages. As a result, Image indicates three different meaning: (1) the external world, (2) the consumer's mind, and (3) the external intermediary between the two.

Dichter (1985) figured out the essence of an Image with 10 characteristics which have significantly practical and conceptual value:

a) Linear and one-dimensional thought models, such as hierarchies, lists of appeals, and orders of importance will have to be abandoned. Human psychological response is based less on specific facts than on total impressions. The same nose in a different face produce a different psychological reaction although it is physically the same. By the same token, a message about a product is influenced by the "image" advertising that surrounds or precedes it

b) Human motivation is complex, and we must be careful not to make over-simplified assumptions with regard to it. For example, during a depression we might assume that people will spend less but, in fact, for some people the reverse might be true. To overcome a feeling of deprivation, some people may actually buy more expensive merchandise during "hard times"

c) Images are constantly in flux. "Made in Japan" used to arouse ridicule. The opposite is true today. Marlboro used to be a women's cigarette. Now the brand appeals to be the "macho" male. Such examples are commonplace.

d) The concept of image opens up new ways of looking at the marketplace and may influence our way of thinking about the economy. "Protectionism," for example, has the image, for many, of a completely outdated economic approach – one that discourages competition, and therefore innovation and modernization, and encourages inflation

e) The success of a new brand is often more dependent on the total cultural framework within which it is marketed than on the specific properties of the product. For example, in France, wine is thought of as a part of the family meal, rather than as a festive beverage, and it should be marketed as such.

f) Technology can change an image. Each new technological innovation influences the reaction pattern to a whole group of products. The pocket-sized television that has recently been introduced into the market breaks down existing barriers, as did portable radios. New forms of television programs and possibly cordless videophone will blossom. In turn, new forms of advertising will be possible, and people's reaction patterns will be changed. A leap will have taken place from one organizational pattern to a completely different one. In today's marketplace we witness many such sudden changes.

g) In ascertaining the image of a product or a country, it is important to think in terms of realignments and countermoves by competitive or cooperative parties. Image research will resemble simulated war games more than one side's still photographs of their own marketing success or failure.

h) In describing an image, it is likely that by the time we have drawn its paradigms and parameters, our description of the image will have affected our perception of it.

i)An image is comparable to a symphony. It is dynamic and complex. The composer, as well as the conductor, have control over the structure. Each instrument plays an important part, and the rendering of the composition is melodious only when all the players and instruments are properly integrated and tuned to each other.

j) Human being have a built-in capacity to comprehend images and spatial relations, and we often form psychological associations with respect to these concepts.

Dichter's study is more general and abstract than others which has shown that Image was originated from human motivation but described by perception. Image is a flexible structure made from separate associations which have equal power to control the total impressions.

Public image in its own nature, is not a kind of image. It is the final image, the net image, "a character or personality that may be more important for the over-all status (and sales) of the brand than many technical facts about the product. Conceiving of a brand in this way calls for a rethinking of brand advertising, and of the kinds of judgements that have to be made by an informed management about its communications to the public", (Levy, 1955). "Public" in "public image" is the living environment of an image. In psychology, self-concept and public is mage have similarity which is a measure of "social awareness" in programs of personality assessment (Walhood, 1971). In professional career, for example: nursing, public image of a profession often differs from professional worker' own image. It is predominantly based on misconceptions and stereotypes, which originated in distorted images of profession in the media. The media plays a part in perpetuating the stereotype of the profession as angels of mercy (Hoeve, 2013).

Public Government agencies have their own public image which is different from other kind of public images. Any public entity – product, person, institution has an image for the publics, audiences, or consumers who know of it. Levy (1963) said that an image was a dynamic relationship between a public and an object, one that takes on persisting qualities through time which determine how the participants in the relationship will behave toward each other. It is a relationship that may not readily change; in some cases it is remarkable stubborn and tenacious. Once people develop a set of ideas and impressions about a product, company, situation, it is part of their characteristic outlook; the more they feel it characteristic of themselves to have the image they do, and the more basic an observation it seems to be, the more firmly they will stick to it. They do not yield easily, even, at times, in the face of new or contradictory evidence, because it conserves energy not to change their minds and because they are prone to believe themselves to be correct and right in the first place.

The public image of government agencies is compounded out of many sources. It is influenced by people's conception of the Government, by what they seek from it and expect to get from it; by concrete experiences with it and the personnel who represent it. People convey a sense of how government agencies loom in their minds, how they want to define and relate to them. The view that comes across is a selective one, with some agencies standing out more than others, with people differing in how strongly or clearly they perceive agencies as impinging on them.

Contacts with Government agencies do not stand out in people in people's minds. They are inclined to be matter-of-fact about those they have had. Any given contact may have been important or significant to the individual – they do not underestimate the potential or actual influence government actions or decisions can and do have on their lives. Nevertheless, there is a casual tone, as though government agencies are either a minor, integrated part of daily life, or they remain mostly in the background to be dealt with as occasional instances arise. The feeling is one of "of course" – it was natural to have dealt with the agency in the normal flow of events. For the typical citizen such contacts as they reminisce about usually came to them as requirements, so to speak, including particularly such matters as social security numbers, filling of income tax, immigration or customs contact, military experience. In such contacts as they felt themselves to be ordinary people, fulfilling the law whether they liked it or not, with no undue sense of aggravation. These are essentially ***routine contacts***.

Other contacts have a more individual flavor. They are sought out by the individual to further his own goals. People mention such matters as insurance, counselling for education. They are essentially ***voluntary contacts***.

The contacts that are apt to be most threatening are those which single people out. The implication of negative personal attention is potentially disrupting and alarming, arousing thoughts of punishment and coercive dealings.

Reactions to Government agency contacts and personnel In talking about specific dealings with government personnel about specific matters, people tend to express themselves positively. The personnel handling the situation are regarded as courteous and polite in manner, as showing consideration and reasonable interpersonal attitudes. The matter at hand is described as handled helpfully and satisfactorily. Delays are not blamed as a problem; the contacts were said to take an appropriate amount of time.

Of course, not all incidents are favorable ones, as in any volume of human interactions, there are angry, complaining occasions. When such a negative experience has occurred, it stands out in the person's mind as a source of great indignation. However, the dominating imagery of other average citizens also derogates government agency personnel. When asked to say how dealing with a government agency differs from other kinds of business dealings, despite the favorable experiences described, people tend to see the government agency as rigid, complicated, demanding, unknowing, and unconcerned. Generally, it seems difficult for people to avoid the heavily stereotyped images of government agency people as motivated by laziness, security, and inadequacy, in a setting that is both careless and rigid. Various explanations might be offered for the tenacity of these views. Some realism may enter in; to the extent that government agencies offer easier havens to people discriminated against in private industry, some selection occurs in favor of those seeking this haven. The fact of civil service protections, benefits in "sick leave the government allows," retirement pension, imply an interest in rewards less certain or less distinctively perceived as part of the situation in non-government work. Further, despite the growth in fringe and security benefits in private industry, there are the general historic and cultural values placed on the willingness to compete, on the striving for distinctive individual advancement, on the energy and the daring to take a chance, on the autonomy and self-direction of the man in business for himself. These values, not regarded as generally part of government employment, make "havens" seem too nuturant.

The purpose of Government agencies literal minded individuals explain these purposes in instrumental terms. They perceive the agency's purpose as one of carrying out its concretely defined functions. Others step up the level of generalization, referring to the more formal regulatory mandate of the agency, where the function implies *service to broader governmental goals*, or to the impersonal implementation of general responsibilities. The largest reiterated refer to *service to the public* .

3. Methodology

In the context of proliferation of social media, text mining is an emerging technology which can help to extract meaningful information from unstructured textual data from comments and posts. In Vietnam, unstructured text mining just has been developed for recent years in the approach of social listening which used for marketing and communication purposes. However, unstructured textual data from Facebook social media will be valuable information for studying the public image of any entity in Vietnam, especially when Vietnamese people are now more engaging with this platform.

The procedure of analyzing unstructured data has the participation of Technology and People to validate and intensify the result. First, unstructured text data was rendered from the server including posts, comments, shares, likes, of public Facebook users with individual information. Secondly, data was applied text mining technique to count with some keyword and assigned appropriate tag relating to the sentiment analysis or concerned topics. Finally, data was saved into Excel Spreadsheet of Microsoft in the form of .csv file for a manuscript to cross check after reporting. The text mining process includes multiple steps: (a) pre-processing to transform raw data into usable format, mostly by cleaning, assigning tag/attributes and integrating data; (b) processing: Natural language processing techniques built-in is applied to analyze data to gain insights by exploring and extracting key concepts, generate categories

To make clear for the research questions and guide for the collecting data procedure, we take primary results from PAPI 2016 (an structured data analysis). PAPI (The Viet Nam Provincial Governance and Public Administration Performance Index), launched in 2009, is the largest national governance and public administration performance monitoring tool in Vietnam which based on citizens experiences annually (papi.org.vn). Vietnam PAPI Index includes 6 dimensions: Participation at local levels, Transparency, Vertical accountability, Control of corruption, Public Administrative procedures, Public service delivery and 22 sub-dimensions.

After collecting archived data from May, 1st to June, 30th 2016 these are some key findings

Table 1: Social media text mining results of PAPI Participation Index dimension

PAPI Subdimension	Social media Text mining topics	
Election + Citizens' knowledge on election + Experience of citizens when electing + Election quality	Citizens' responses to 2016 national election (positive/negative judgement on: organization, nominators and electing behavior)	
The rate of Positive/Negative on Viet Nam national election (total)		
Positive	6,9%	
Negative	93,1%	
The rate of Positive/Negative on Viet Nam national election (detail)		
Election organization	Positive: 7,1%	Negative: 92,9%
Nominators	Positive: 1,7%	Negative: 98,3%
Electing behavior	Positive: 7,1%	Negative: 92,9%

The proportion of responses on social media on national election was very imbalanced with the majority of Negative emotion. The number of posts which showed the positive aspect were less than 10 with such keywords that: *transparency, providing enough information, show the sovereignty, citizen rights, spiritual duty of citizens, publicly elect, crowded citizens to elect* ... Meanwhile the number of negative posts ranged from 3 to 102. 143 posts considered the arranged results of election with waste of time to elect, 58 posts claimed the lack of information of nominators, 169 posts reported the tricky electing behaviors.

Table 2: Social media text mining results of PAPI Participation Index dimension

PAPI subdimension	**Social media Text mining topics**	
The degree of effective interactivity with local administration agencies	Citizens' responses to 2016 national election (positive/negative judgement on: interactions with local authorities and their thought on interactions)	
The rate of Positive/Negative on Viet Nam national election (total)		
Positive	14,25%	
Negative	85,75%	
The rate of Positive/Negative on Viet Nam national election (detail)		
Election organization	Positive: 2,78%	Negative: 97,22%
Nominators	Positive: 15,94%	Negative: 84,06%
Effectiveness of problem solving	Positive: 0%	Negative: 100%

The rate of Negative responses were much more higher than Positive ones. The topics of Nominators relating to some famous nominators on mass media had 55 posts. Ironically, one positive post was good publicity for the national election.

Table 3: Social media text mining results of PAPI Control of Corruption in the Public sector

PAPI sub-dimension	**Social media Text mining topics**	
Equity in State employment	Social/citizen's opinion on public servants employment	
The number of posts/opinion relating to some keywords of public servants employment		
Keyword/opinion	**The number of posts/comments**	**Percentage**
Relatives of current public servants	199	37,76%
Corruption (using under the table money)	193	36,62%
Have relationships with authority' servants	78	14,80%
Have abilities	32	6,07%
Others	25	4,74%

The total number of posts was read by researchers was 456 in which 527 times the keywords/topics appeared. The highest rate is "*relative of current public servants*" with 37,76%, "*corruption*" ranked second with a slightly decrease, 36,62%. The third is "*have relationships with authority's servants*", 14,8%. All these mentioned topics related to the Negative aspect of public servant employment process. The Positive aspect was represented by "*Have abilities*" accounting for 6,07%.

Table 4: Social media text mining results of PAPI Public service delivery

PAPI subdimension	**Social media Text mining topics**	
Public health + The quality of local hospital + The quality of health insurance	Citizen's opinion on health insurance service (Rating the citizen's satisfaction on health insurance)	
The rate of Positive/Negative on PAPI Public Administrative procedures (total)		
Positive	65,45%	
Negative	34,55%	
The rate of Positive/Negative on PAPI Public Administrative procedures (detail)		
Economic benefits	Positive: 10,95%	Negative: 89,05%
Other benefits	Positive: 62,96%	Negative: 37,04%
General feelings	Positive: 69,23%	Negative: 30,77%
Health testing process	Positive: 69,23%	Negative: 30,77%
Health insurance procedure	Positive: 89,56%	Negative: 10,34%
Drugs		Negative: 100%

In 323 posts extracted from total of 9,633 post, the topics/keywords appeared 330 times. In which the Positive aspect accounted for 65,45%, and the rest is Negative aspect. Five features of Health insurance mentioned in public opinion were: Economic benefits, General feelings, Health testing process, Health insurance procedure, Drugs and Other benefits. "*Economic benefits*" was the most frequently discussed by people on Facebook with 171 positive posts per 330 posts (approximately 51,8%). Other positive aspect of Public administrative procedure relating to health insurance were "*benefits*", "*rights*", "*fast*", "*public health insurance equal to private hospital*", "*essential*", "*quickly*", "*easy to buy*". There were no difference between other negative aspect which was claimed by people such as: "*payment*", "*little support*", "*corruption*", "*quality*", "*low quality infrastructure*", "*complicated procedure*", "*obstacle to transfer*", "*lack of drugs.*"

4. Discussion

Contrasting the optimistic results from PAPI, the results of social media text mining have more percentage of Negative aspect than Positive aspect, for example Participation Index dimension. Under the context of National election 2016, social media unstructured data was totally contrasted to PAPI structured results. Only in Index of Public service delivery, the Positive doubled the Negative. Although the study used 4 per 6 dimensions of structured data, the results reflected other side of the results which has not been revealed in PAPI. Under the theory of image, it could be explained by some causes: (1) the stereotype of negative opinion of citizens to public service; (2) people felt more free to share their opinions with posts and comments on Facebook without any restrictions. Under the "Exit, Voice, Loyalty" perspective of Hirchsman, people have specific limitations to voice their feelings.

5. Implications and Management

Dichter (1985) suggested some method to change image in the perspective of motivational approach: (1) Finding the signal: in determining an image, often contradictions are inadvertently created. What people reacted to in our "image" test was not the verbal statement, but the symbol implied by the illustration; (2) Relating images to symbols. Symbolism and images are very closely related. Asking respondents to compare a brand with an animal, with a melody, with a mood, or a landscape in order to capture the holistic impression they have of a product is another method of ascertaining a product's image. In a way, we ask them to half close their eyes and suspend their intellectual judgement; (3) Developing an image. By giving respondents the choice between extremes on a "semantic differential scale," while making sure that it is not only an intellectual one, we can develop a profile for a product. Some such poles might be: old/young, female/male, aggressive/timid. Symbols such as animals can also be used; (4) Crystallizing image descriptions. When we describe people or countries, we frequently talk in images: someone is a "slick" person, a "softy," a "sharp" guy, or "hard as steel." These words, of course, are symbols. But they help us determine how a country, person, or brand is perceived; (5) Psychodrama is a method we have been using more and more to get a better understanding of a person or a product's image. We ask people in a group session to act as if they were the product. To change the public image of Vietnamese public administration service, the Government should find the stereotype, symbols that citizens attaches with public administration service. The qualitative approach could be more effective than qualitative approach in finding citizen's insights.

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Cultural Competence Among EFL Teachers in the Philippines

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Abstract

Teaching English Language across cultures has been a commonplace in all of the major cities in the Philippines. It started from the learners in Asia like Korea, Japan, and Taiwan; however, as years go by, EFL schools are catering other learners from North Africa, South America, and the Middle East. Considering the learners are from different cultures, this study aimed to investigate the cultural competence among Filipino teachers in teaching English as a Foreign Language. This utilized a qualitative approach specifically phenomenology in which teachers were purposively selected based on the specific qualifications. The data were gathered through actual interviews. It was found out that EFL teachers are culturally prepared by the ESL school management since they are exposed through orientations, trainings, immersions, and self-study on the learners' cultures. Also, the teachers are expected to maintain its mastery of the delivery of instruction especially that the learners have high expectations on the teachers. Therefore, EFL learners did not have much any problem as regards to cultural differences except for some non-verbal expressions and behaviors that would sometimes lead into miscommunication. However, these are minimal issues and can be managed. It is then recommended that constant monitoring and evaluation of teachers must be continued to maintain quality outcomes.

Keywords: culture, competence, EFL, Filipino teachers, diverse learners, cultural differences

Aldames Language: ITS Landscapes and Topographies

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Abstract

The Philippines is composed of almost 200 languages and dialects, and 8 of these is considered major languages, namely: Bikolano, Cebuano, Hiligaynon (Ilonggo), Ilocano, Kapampangan, Pangasinan, Tagalog, and Waray. However, there are still varied languages which are not yet recognized, and one of these is Aldames, a variety of the Cebuano language. The purpose of this study was to determine the origin and the characteristics of the said language. This study used the qualitative approach in which the data were gathered through actual interviews and conversations from the speech community. Recorded interviews and conversations were then transcribed and categorized into themes. It was found out that the "Aldames" language is a modified version of the English alphabet because the language has corresponding letters in English. However, changes occur in most consonants (b/v-m, c/k-n, d-p, f.p-d, g/ng-r, k/c-n, l-ll/ly, m-b, n-k/c, p-d, q/kyu-nyu, r-g/ng, s-t, y/eks-ent, z/s-t) while all vowels (a, e, i, o, u) and few consonants (h, w, and y) are retained. Also, it emerged because the elders would not want their secrets to be revealed by the young and would only be understood by a few. Hence, today, the residents who are not exposed to the language in the area are confused in learning the language because before one can speak well, he/she should be familiar with the appropriate consonants-substitutes. It is recommended that the language must be recognized and be included in the list of languages in the Philippines. Moreover, the said language has to be spoken every day, so it will be preserved.

Keywords: language, topographies, landscapes, linguistic features

Information Management to Support

The Control of The Practice of Female Circumcision in East Java

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Abstract

This study is intended to identify the development of the practice of female circumcision and the reality of gender inequality in the province of East Java, Indonesia. This study hopes to discover and expose the role of the parties involved in the practice of female circumcision. The study was conducted in three different cities, Bangkalan, Surabaya and Situbondo, where the practice of female circumcision can still be found. The subjects of this study were women who were victims of the practice of circumcision, their parents and religious figures in the community. The research was conducted using qualitative methods and approaches and also supported with valid quantitative data. This study is a study of policies with gender perspective approach. In this study, the Liberal Feminist Theory was used in the analysis in understanding the realities of female circumcision in East Java province. From the results of this study it is discovered that women do not get the right information regarding the practice female circumcision, resulting in women to continue experiencing discrimination and violence. This study also produced "Policy Brief" and academic texts to replace the flow of incomplete information by providing valid information regarding the female reproductive health.

Keywords: female, female circumcision, gender inequality, violence on women and children, information

1. Introduction

Female circumcision is one of the social phenomenon that became the spotlight of the world. Other terms used to refer to female circumcision are female genital cutting, female mutilation genital, and female circumcision. However, to further emphasize the impact of violence of this practice, the term most used is female genital mutilation. WHO (World Health Organization defines female circumcision into four categories, among others (WHO, 2006):

- Type I, Partially or totally removing the clitoris and/or the prepuce (clitoridectomy),
- Type II, Partially or totally removing the clitoris and the labia minora, with or without excision of the labia majora (excision),
- Type III, Narrowing of the vaginal orifice with creation of a covering seal by cutting and rearranging the labia minora and/or the labia majora, with or without excision of the clitoris (infibulation),
- Type IV, Piercing, incising the tissue surrounding the vaginal opening, or inserting anything into the vagina to cause bleeding, and cauterization.

The phenomenon of female circumcision has gained pros and cons in Indonesia. Some of the religious leaders of Moslems who support the practice of female circumcision reasoned that female circumcision can quash the libido during puberty and avoid the pre-marital sex. However, different reasons have been expressed by people who oppose the practice of female circumcision. Many NGOS and human rights activists who oppose have the opinions that there is no real benefit for women who have been circumcised. Discussion regarding the practice of female circumcision have long been occurred in Indonesia, however, it still has yet to be resolved due to differences of opinion in some circles.

At this point a new approach that is completely up to date is extremely needed rather than commanding the old paradigm to be wrapped in new ways. The new approach requires two things, first open mind, namely openness over any differences that arise and then being in a position equivalent to determine the best way out. And second, sustainability, whether a policy will sustain and can last for a certain period of time and adapted to the level of development which is underway? What might be a problem is when there is there are people with their own agenda with no desire to fight for the good of the many.

Broadly speaking, the significance of the female circumcision research is conducted under some conditions enshrined in the management of information and communications program. For example, the presence of restrictions in developing proper information systems and public communication. How the packaging of information management system and packaging information would look good and still maintain good quality, and also be accurate and interesting. With the hope that it is in accordance with the needs of the public and thus public satisfaction will be achieved. Then the credibility of the institutions of local governance will be more reliable in the eyes of the public.

Even though there were many works to increase the community access to public information, but so far in Indonesia there is still a significant gap between expectations and reality. In addition to the institutional issues, human resources, geographically there are many limitations of public access to information such as the remote border are between two cities as well as various others. This condition regarding the limited access to public informations highlights the situation where the community is restrained with the development potential and public participation in government programs.

Likewise, in this era of globalization, the movement of information is not only fast and actual, but has also been globalized, simultaneously, and interactively thanks to the presence of multimedia, print media, and electronic media, such as radio, television, internet, where news can always be up dated real time. While in the institutional context, the Indonesian policy of regional autonomy brings the impact of varied nomenclatures, duties, and functions of information and communication institutions in each region. The consequence is the feedback mechanism of policy implementation as a material of policy formulation and improvement of government performance is not managed well. Not to mention, there is still a variety of interpretations on the limits and mechanisms of public information acquisition, since the laws and regulations that are mutually exclusive have not yet been completed.

This research in detail would like to reveal things as follows:

1. How is the implementation of women's constitutional rights in the practice of female circumcision in East Java Province?
2. What is the role of actors and resistance mechanisms in the practice of female circumcision in East Java Province?
3. What kind of empowerment model and information management development strategy is realistic and applicable developed to support efforts to control the practice of female circumcision in East Java Province?

Rogers (2005) says communication is still regarded as an extension of government planners, and its main function is to gain public support and their participation in the implementation of development plans. From Rogers's opinion it is clear that every development in a nation plays an important role. And therefore the government in launching the communication need to pay attention to what strategy can be used to convey the message so that the expected effect is in line with expectations. Communication specialists, especially in developing countries, have a great deal of attention to communications strategies in relation to the promotion of national development in their respective countries.

The focus of attention of the communication expert is important because the effectiveness of communication depends on the communication strategy used. Effendy (2003) said the macro strategy (planned multimedia strategy) has a dual function that is:

a. Disseminating informative, persuasive, and instructive communication messages to the target to obtain optimal results.
b. Bridging the "cultural gap" due to its ease of acquisition and ease of operationalization of mass media that is so powerful that if left unchecked will undermine cultural values.

Strategy is essentially planning (planning) and management to achieve a goal. But to achieve that goal, the strategy does not serve as a road map that shows direction only, but must show how its operational tactics. Thus the communication strategy is a blend of communication planning (communication management) to achieve a goal. To achieve these objectives the communication structure should be able to demonstrate how tactically operational should be done, in the sense that the approach may differ depending on circumstances.

There is a theory of diffusion and innovation. This theory can be categorized into the broad sense of the role of communication in changing society through the spread of new ideas and things. According to Rogers and Shoemaker (2001), diffusion studies examine the messages conveyed about the things that are considered new then on the receiving end will arise a certain degree of risk that causes different behavior on the recipient of the message.

Communication is a very important factor for the occurrence of social change. Through the channels of communications happen recognition, understanding, and assessment that will result in acceptance or rejection of an innovation. But keep in mind that, not all societies can take for granted any renewal, a process that sometimes raises the pros and cons is reflected in the attitudes and responses of members of the community when the process is in the midst of them. In the process of disseminating the innovations of the main elements, namely:

a. The existence of an innovation.
b. Communicated through a specific channel.
c. In a certain period of time.
d. Among the members of a social system.

Acceptance of an innovation that has two components, requires the adoption of action, but for innovation that has only the component of the idea, its acceptance is essentially a symbolic ruling. The society's view of disseminating innovation has five attributes that mark every new idea or idea, namely 1) relative advantage, 2) harmony, 3) complexity, 4) can be tried, 5) can be seen.

The five attributes above determine how the level of acceptance of an innovation is diffused in society. Acceptance of an innovation by a society does not occur simultaneously but varies according to his knowledge and readiness to accept these things. Rogers and Schoemaker (1997) have classified communities based on acceptance of innovation:

a. Innovators, those who are basically enjoying new things and often experimenting.
b. Early recipients, people who are around and who are more advanced than those around them.
c. The early majority, people who accept an innovation a step ahead of others.
d. The majority of the latter, those who are only willing to accept an innovation if in his judgment all those around him have accepted it.
e. Laggards, the most recent layer in accepting an innovation.

In acceptance of an innovation usually a person through a number of stages called the stage of decision of innovation, namely:

a. Stage of knowledge, in this stage someone is aware and knows of innovation.
b. Stage of persuasion, that is, a person is considering or is forming an attitude toward the innovations he or she already knows.
c. Stage of decision, in this stage someone make a decision accept or reject the innovation.
d. Stage of implementation, in this stage someone implement the decision he has made.
e. Stage of assurance, ie where a person confirms or confirms the decision he has taken.

In a limited sense, development communication is a series of efforts to communicate development programs to the community so that they participate and benefit from the development activities. An international body working on this issue of the Washington-based Academy for Educational Development has developed many development communication programs in developing countries. In the preferred development communication is the activity of educating and motivating the community. The goal is to instill ideas, mental attitudes, and teach skills needed for a developing country. Pragmatically Quebral (1997), formulating development communication is a communication done to implement the development plan of a country. Thus it can be said that development communication is an innovation received by society.

Relating the role of development communication and the concept of development, Tehranian (1999) put forward three theoretical views, a theory which sees development solely as a process of pluralization of society, politics and economy of a nation that carries on the development. This view is shared by liberal economists and politicians. In essence, they argue that the important thing in development is the improvement of groups of workers based on clear structure and function, group diversification based on interests and dynamic balance between groups and interests.

The second theory is its emphasis on improving rationalization as a key element of the development process. The adherents of this genre are Hegel, who emphasizes the role of ratios in historical development. While Weber attaches importance to the rationalization of culture and bureaucracy from a social process that has come to be known lately to deify the state as the source of all victory and legitimacy.

The third theory is a thought born of self-awareness of a third world society, with a concept centered on the principle of liberation. This theory is strongly influenced by the Neo Marxist flow. Based on the above description, it can be assumed that in the first theory is a development that aims to increase pengahsilan and income society who carry out the development. But this concept does not pay attention to whether the increase or only by a handful of certain communities. What matters here is the increase. Similarly, development itself takes precedence over material or physical aspects of people's lives. The second theoretical assumption is more focused on things that are abstract, ratio, way of thinking that is not in the form of a real form. While the third assumption is the process of generating historical consciousness and authentic identity as motivation in the framework of revolutionary process of domination and exploitation.

2. Method

In detail, this research procedure will cover the following stages:

a. Research Preparation:

- Finalization of the research design, to conduct a final review of research proposals and refinement of the main research methods related to research results with similar topics that have been done.
- Determination of Research Sites are 3 Cities / Regencies in East Java Province namely Surabaya, Bangkalan and Situbondo. In all these areas up to now there are still many practices of female circumcision.

b. Field Preparation:

- Preparation of Research Instruments, i.e. creating questionnaire and interview guides for in-depth Interviews.
- Conduct pre-test of research instruments (questionnaires) and preliminary observations at the study sites
- Revision and refinement of research instruments from pre-test results and preliminary observations. Establish respondents and informants in each research location that are in Surabaya, Bangkalan and Situbondo.
- For the purposes of this study, it is determined that the respondents are parents who have daughters (under the age of 18). Each respondent is determined 100 people in each research location, so the total respondents are 300 people. In addition, women who are victims of circumcision practices, parents of girls who are victims of circumcision practices, and religious leaders in the community where there is practice of female circumcision in the area of Surabaya, Regency Bangkalan and Kabupaten Situbondo, bringing total 36 informants.

c. Field Data Collection:

- Secondary data collection was obtained from related institutions within the Government of the City / District studied (Surabaya, Bangkalan and Situbondo), from East Java Provincial Government, mainly from Development Planning Agency at Sub-National Level (Bappeprov office) and Social Service, Regional Office of Ministry of Religious Affairs (Kantor Wilayah Agama), Central Bureau of Statistics (BPS) and Women's Empowerment and Family Planning Bureau (BPPKB).
- Data collection was conducted by conducting interviews using questionnaires on 300 parents who have daughters (100 respondents in each of the studied districts). Furthermore,

in-depth interviews using interview guidelines for 36 women victims of circumcision practice, their parents and religious leaders who were designated as informants (12 informants in each of the studied districts).

d. Editing and Data Processing:

- Data collected from the questionnaire (300 questionnaires) was edited and then processed by quantitative techniques, ie coding and tabulation.
- Data has been collected from in-depth interviews with 36 informants edited first then processed by first making transcripts of all in-depth interviews.

e. Data analysis:

- Quantitative data will be analyzed by creating frequency tables and cross tables with percentage calculations. Further analysis and look at patterns, trends, and theoretical analysis.
- Qualitative data that have been made transcripts will be analyzed by triangulation and interactive.

This model is known as an interactive model and has three main things:

a. Data Reduction

Data reduction means summarizing, selecting key data, focusing on important things, creating categorization so that it is able to facilitate the researcher in collecting data and finding the necessary (Sugiyono, 2007).

b. Data presentation

After undertaking data reduction, the next step is to present the data. In qualitative research, usually the presentation of data is in the form of brief descriptions, charts, relationships between categories, flowcharts and the like. But the most commonly used is to use narrative text. Miles and Hubbernan (1984 in Sugiyono, 2007) suggested that "looking at display help us to understand what is happening and to do some further analysis or caution on that understanding". By presenting the data, it will make it easier to understand what is happening and plan the next work based on what is understood.

c. Conclusion drawing / verification:

The last step in the analysis of this data is verification and conclusion. Giving meaning at this stage is certainly very influenced by the extent to which the understanding and interpretation of researchers. The conclusion of qualitative research is a new finding that has not previously existed (Sugiyono, 2007).

d. Writing Draft Research Report.

f. Seminar and Writing of Final Research Report:

- Draft research reports that have been prepared and written later in seminarkan at the level of University, Local Government and Government of East Java Province.
- Revise Draft Research Reports based on feedback in the seminar, then compile the Final

Report Book, Policy Brief or Academic Paper as well as the 'Model' of protection and prevention of female circumcision practice with a holistic approach with gender perspective.

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3. Results

Empowerment Model and Information Management Development Strategy Developed to Support the Effort of Controlling the Practice of Female Circumcision in East Java Province

Bangkalan District

Table 1: Implementation of the Practice of Circumcision in the Family

No.	Implementation	Frequency	Percentage (%)
1.	Yes, Implementing	100	100
2.	Not Implementing	0	0
	Total	**100**	**100**

In Kabupaten Bangkalan almost all families of informants practiced circumcision, 100 percent of informants did not reject. It can be said that all women experience circumcision, in the minds of the family of women must be circumcised. Information about circumcision is taken for granted by almost all informants.

Table 2. Reasons for Practicing Circumcision

No.	Reasons	Frequency	Percentage (%)
1.	Tradition	65	65
2.	Ordered by Parents	18	18
3.	Already Circumcised Directly by Medical Personnel / Doula	17	17
	Total	**100**	**100**

From the data above shows the reason for doing the practice of female circumcision 65% said it is a tradition, it means that the practice is performed for generations, women do not know or understand that they experienced or undergoing circumcision, they were still children at that time. 18% say that the practice of female circumcision is commanded by parents, thus it can be said that the child must submit to the parent or child following the parent's instruction. From the previous data shows that almost 100% of informants implement. Because tradition and society and parents do subscribe to the practice of female circumcision then medical personnel, without seeking the consent of parents or family, as well as doula who care for the baby post natal, performing the circumcision process directly after the birth of the child . Thus information about performing circumcision is obtained from generation to generation, with reasons for tradition or parental orders.

Table 3. Victim of Female Circumcision

No.	Victim	Circumcised		Not Circumcised		Total	
		F	%	F	%	F	%
1.	Daughters	67	67	33	33	**100**	**100**
2.	Sisters	100	100	0	0	**100**	**100**
3.	Nieces	96	96	96	96	**100**	**100**

Victims of female circumcision are not only performed to their own children but also to sisters or nieces. This is done because the informant feels responsible for the implementation of female circumcision, because it is done when still the age of the child, it can be said that women cannot fight back. Although it is said to be a victim, women or younger ones accepted the circumcision treatment, because there is no other explanation as to why circumcision should be performed. Information around circumcision is not provided by parents or family.

Table 4. People Who Ordered the Practice of Female Circumcision

No.	Performer	Yes, Ordered		Not Ordered		Total	
		F	%	F	%	F	%
1.	Parents	56	56	44	44	**100**	**100**
2.	Grandparents	83	83	17	17	**100**	**100**
3.	Uncles/Aunts	68	68	32	32	**100**	**100**
4.	Self want	8	8	92	92	**100**	**100**
5.	Medical personnel/Doula	43	43	57	57	**100**	**100**

In terms of ordering circumcision, the strongest is grandparents, since circumcision has become a tradition that is done for generations, and is considered the most knowing. Next, who is also in charge of ruling circumcision is the uncle / aunt. Last, the new parents themselves who ordered circumcision. In addition, medical personnel / shamans will directly carry out circumcision or inform the parents of daughters need to be circumcised. What is interesting is the desire for circumcision also occurs in women themselves, this is likely because the environment requires that all female must be circumcised. Command is an information that should be executed if it is from grandparents, parents, uncles / aunts, or medical personnel.

Table 5. Knowledge of the Law of Female Circumcision

No.	Description	Frequency	Percentage (%)
1.	Obligated	69	69
2.	Not Obligated	31	31
	Total	**100**	**100**

Knowledge of the law of the exercise of female circumcision 69% said obligatory. Taken from the argument of hadith that is considered valid, so it must be implemented. While 31% said the argument is weak so it says not mandatory but because it has become a tradition then the female circumcision continue to be implemented. As the data above shows that all informants performed circumcision. The 'dalil' that is considered very strong is a source of information that the community uses to strengthen the practice of circumcision.

Table 6. Age of Children who are usually circumcised

No.	Age	Frequency	Percentage (%)
1.	Immediately after birth	57	57
2.	Age 0-7 days	23	23
3.	0-40 days	20	20
	Total	**50**	**100**

According to some informants related to age information of circumcised children no one can ensure the most widely embraced is straightforward when born 57%, but some say 7 days or 40 days. This information is also obtained from the family.

Table 7. Who Performed Female Circumcision

No.	Person	Frequency	Percentage (%)
1.	Doulas	91	91
2.	Midwives	9	9
	Total	**100**	**100**

The informants circumcised their daughters with the help of midwives or doulas who helped the birth. This is done because it is considered the expert with the process. Informants more often bow to the midwives' or doulas' decision, as it is customary. Usually related information regarding who can perform the circumcision is obtained from the word of mouth of the family.

8. The Most Active Family Members in Governing the Practice of Circumcision in Girls
No. Actor Frequency Percentage (%)
1. Natural Mother 14 14
2. The mother-in-law 28 28
3. Grandmother 47 47
4. Aunt 11 11
Total 100 100

In the case of the authority to rule the practice of circumcision on girls is done more by grandmother because tradition must be carried out for generations, grandmother who is considered most know. Furthermore, the power of rule of circumcision is the mother-in-law, sometimes her own parents or the mother of the baby does not understand about circumcision, but in-laws who bring babies to a dukun to be circumcised.

9. Reinforcement Information Introduced by Actors
No. Percentage Frequency Information (%)
1. Proposition 27 27
2. Religious Lecture 58 58
3. Health Information 15 15
Total 100 100

The reinforcement information conveyed by the actors is a very strong proposition where girls are obliged to be circumcised, here the informant will point out when not circumcision the woman is not yet legitimately become a Muslim. This makes all informants conduct female circumcision. Religious lectures are the most trusted sources of information shared by actors, as well as information about health that is considered true because it has been influenced by the thought of strong propositions and religious lectures.

10. Knowledge of the Health Impact of the Practice of Circumcision on Girls
No. Impact Frequency Percentage (%)
1. Being Clean and Healthy 56 56
2. No Excessive Lust 44 44

Total 100 100

Being clean and healthy is the desire of informants against circumcised girls, there are 56% after birth the child should be circumcised because the baby is considered dirty. While 44% say that girls are circumcised to not have excessive appetite, women are considered inappropriate when having excessive lust and considered to be a bad woman later on as an adult. Information related to this is obtained from family or community.

11. Knowledge of the Act on the Practice of Circumcision on Girls
No. Description Frequency Percentage (%)
1. Yeah, know 6 6
2. Not knowing 94 94
Total 100 100

Knowledge of the practice law of circumcision almost all informants say do not know. This is because women's educational background is largely not completed by senior high school or above. Few know the existence of the law, this is also due to a rather high educational background. Or get information from medical personnel who handle the birth.

City of Surabaya
1. Implementation of the Practice of Circumcision in Girls in the Family
No. Percentage Frequency Performance (%)
1. Yes, Implement 69 69
2. Not Implementing 31 31
Total 100 100

Based on the above data, as many as 69% of existing informants stated to practice the circumcision of their daughters. However, 31% of the informants still stated that they did not commit the circumcision of their daughters. It thus shows that not all parents in Surabaya City practice circumcision on their daughter. This can happen because there are still many different views about female circumcision, either in medical standpoint or religious point of view.

2. Reasons for Practicing Circumcision
No. Reasons for Frequency Percentage (%)
1. Tradition 34 49.37
2. Ordered by Parents 18 27
3. It has been circumcised Directly by Medical Personnel / Dukun 17 23,63
Total 69 100

Of 69% of informants who claimed to have practiced circumcision on their daughters on a number of different reasons. Based on several reasons expressed by informants, most stated the reason for circumcision in women due to existing traditions. The reason is expressed by 49.37% of 69 informants. Furthermore, as many as 27% (18 informants) stated the reason for circumcision on his daughter because ordered by the parents concerned. While the remaining 23.63% (17 informants) stated circumcision on their daughters because their children have been circumcised directly by medical personnel who help their babies deliveries.

3. Victim Practice Circumcision in Girls in the Family
No. The circumcision victim did not perform the total
F% F% F%
1. Girls 3 3 97 97 100 100
2. Brother 28 28 72 72 100 100
3. Nephew Female 17 17 83 83 100 100

The informants in this study not only know about the existence of circumcision in her daughter only. They also stated that knowing the practice of circumcision in women is due to their relatives who practice the practice of circumcision in girls. The majority of informants knowing the practice of female circumcision is also done on their sisters. This is revealed by 28% of the number of informants available. Furthermore, as many as 17% of the informants in this study revealed that they know his niece is also a victim of the practice of circumcision in women. Others, as many as 3% of informants stated to practice circumcision on their daughters.

4. Actors Who Ordered the Practice of Circumcision in Girls in the Family
No. Actors Yes, Ordered Not Ordered Total
F% F% F%
1. Parents 18 18 82 82 100 100
2. Grandfather / Grandmother 38 38 62 62 100 100
3. Uncle / Aunt 25 25 75 75 75 100 100
4. Self Desire 5 5 95 95 100 100
5. Medical Personnel / Shaman 14 14 86 86 100 100

The practice of circumcision in girls is not necessarily done on the basis of the wishes of his parents personally. Even only a small proportion of informants claimed to have circumcision on their daughters on the basis of their own wishes. This is evident from only 5% of informants who stated this. As in previous discussions, the practice of circumcision in girls is influenced by several others. Most of the practice of female circumcision is done on the orders of grandparents of the girl's parents. This happened to 38% of informants. Furthermore, the practice of circumcision on girls is done on the orders of the uncle or aunt of the girl's parents. Furthermore, the driving force to practice the practice of circumcision on girls is the parents of the parents of the girls, ie as many as 18% of the number of informants that exist. The rest, 14% of informants stated that circumcision in their daughters due to orders from medical personnel or shamans who helped their delivery process.

5. Knowledge of the Law of Circumcision Practice on Girls

No. Description Frequency Percentage (%)

1. Compulsory 23 23

2. Not Compulsory 77 77

Total 100 100

Knowledge about the law of practice practice of circumcision in Surabaya area many say not mandatory as much as 77%, this matter because understanding about practice of circumcision is not a tradition. While those who say the law is mandatory as much as 23% are people who bring the tradition from the area of origin. In addition, the educational background of parents of girls is quite high either finished high school or university allows parents are not obliged to carry out the practice of circumcision.

6. Age of Children who are usually circumcised

No. Age Frequency Percentage (%)

1. Directly After 100 100 Born

2. Age 0-7 days 0 0

3. 0-40 days 0 0

Total 100 100

In contrast to the conditions occurring in Bangkalan District discussed earlier, it appears that girls are circumcised in different age groups. In Surabaya, all informants stated that girls are usually circumcised at the time of birth. Based on information from informants, there is absolutely no one to circumcise his daughter at the age of more than one day and above.

7. Actors Who Practice Circumcision in Girls

No. Correcting Actor Frequency Percentage (%)

1. Doctor 76 76

2. Midwife 24 24
Total 100 100

Actors who perform circumcision in the city of Surabaya is a doctor because the mother gave birth to the feasibility in the hospital as much as 76% of parents often do not understand that his daughter has done circumcision. While midwives often perform circumcision because the request of parents who have a tradition of circumcision in girls. Medical personnel in Surabaya consider follow the religious or parental will more important.

8. The Most Active Family Members in Governing the Practice of Circumcision in Girls
No. Actor Frequency Percentage (%)
1. Natural Mother 14 21.54
2. Mother-in-Law 18 27.69
3. Grandmother 27 41.54
4. Aunt 6 9.23
Total 65 100

Many actors are involved in the practice of circumcision in girls in the city of Surabaya. Based on the above data, the most active member to appeal for circumcision in girls is grandmother. This is indicated by 41.54% of informants provide answers about it. Furthermore, the role of mother-in-law in giving orders of circumcision on girls also contributed. Because, as many as 27.69% of informants stated that who gave their orders to practice their female circumcision is the mother-in-law. Furthermore, as many as 21.54% of informants stated that they as the mother of the girl is also active to rule the practice of circumcision on their daughters. Furthermore, only 9.23% of informants stated the aunt of the most active daughter to order circumcision in their daughter.

9. Reinforcement Information Introduced by Actors
No. Percentage Frequency Information (%)
1. Theorem 47 47
2. Religion 36 36
3. Health Information 17 17
Total 100 100

The practitioner of the practice of circumcision on the daughter of reality does not necessarily because of personal desire with the encouragement of the people around him. However, most informants made a religious proposition about female circumcision as a basis for circumcising their daughters. As many as 47% of informants stated that. Furthermore, as many as 36% of respondents revealed that they know some things about female circumcision from religious lectures that they know. The rest, as many as 17% of the number of informants that exist stated knowing about the circumcision of girls from health information they read and they get during the day-to-day.

10. Knowledge of the Health Impact of the Practice of Circumcision on Girls
No. Impact Frequency Percentage (%)
1. Being Clean and Healthy 50 50
2. No Excessive Lust 50 50
Total 100 100

The above data show that informants know the health impact of female circumcision practice is limited to positive impact. Positive impacts expressed by informants include women will be clean and healthy, and do not have excessive lust. Each knowledge about the health impact of female circumcision was disclosed by 50 respondents respectively.

11. Knowledge of the Act on the Practice of Circumcision on Girls
No. Description Frequency Percentage (%)
1. Yes, know 12 12
2. Not knowing 88 88
Total 100 100

Regulations on the practice of circumcision in girls do not seem to be widely known by people in Surabaya. This is shown in the data above indicating that as many as 88% of respondents do not know about the practice law of circumcision in girls. And only 12% of all informants are aware of the law on the practice of circumcision in girls. The lack of community knowledge in Surabaya about the practice of circumcision in girls can be caused by the lack of socialization about it. In addition, the lack of public knowledge about the urgency of circumcision practices in girls can be due to uncertainty about the practice rules of circumcision, both rules from a religious point of view and from a medical standpoint.

Situbondo
1. Implementation of the Practice of Circumcision in Girls in the Family
No. Percentage Frequency Performance (%)
1. Yes, Implement 100 100
2. Not Conducting 0 0
Total 100 100

Based on the above data, it is seen that as many as 100% of informants carry out the practice of circumcision on girls. Like the informants residing in Bangkalan District, the informants in Situbondo District all also stated that they had practiced circumcision on girls. This can be due to the same environmental and community character.

2. Reasons for Practicing Circumcision in Girls

No. Reasons for Frequency Percentage (%)

1. Tradition 65 65

2. Ordered by Parents 7 7

3. Already Circumcised Directly by Medical Personnel / Shaman 28 28

Total 100 100

The informants in this study have varying reasons for making decisions to perform female circumcision. The practice of circumcision in girls in Situbondo is not much due to parental orders. It is seen from above, only 7% of informants who stated the reason for parental orders as a basis for circumcision in girls. The greatest reason for circumcising girls is the most because of the traditions that already exist in the environment. As many as 65% of informants stated the reason. The remaining 28% of informants stated that they performed circumcision on girls because their daughters were directly circumcised by medical personnel who assisted their delivery process.

3. Victim Practice Circumcision in Girls in the Family

No. The circumcision victim did not perform the total

F% F% F%

1. Girl 100 100 0 0 100 100

2. Siblings 100 100 0 0 100 100

3. Female nephew 100 100 0 0 100 100

In Situbondo district, many are victims of female circumcision. It can be seen from the knowledge of informants about whom they know in their families and become victims of the practice of circumcision in girls. Based on the data above, it can be seen that all female relatives of informants experience the practice of circumcision as a child. The relatives include their own daughters, sisters, and their nephews.

4. Actors Who Ordered the Practice of Circumcision in Girls in the Family

No. Actors Yes, Ordered Not Ordered Total

F% F% F%

1. Parents 100 100 0 0 100 100

2. Grandparent 100 100 0 0 100 100

3. Uncle / Aunt 100 100 0 0 100 100

4. Self-Craving 100 100 0 0 100 100

5. Medical personnel / Shaman 100 100 0 0 100 100

The encouragement to practice the circumcision of girls in the families of informants comes from several parties. Based on the above data, it can be seen that all the family side ordered informants to perform circumcision on their daughters. The family members consist of parents, grandparents, uncles / aunts, medical personnel, and personal wishes of their own informants. All elements of family informants support girls to be circumcised in their childhood. This is in accordance with previous data stating that the majority of informants performed circumcision on girls due to the traditions that exist in their environment.

5. Knowledge of the Law of Circumcision Practice on Girls

No.	Description	Frequency	Percentage (%)
1.	Compulsory	100	100
2.	Not Compulsory	0	0
	Total	100	100

Knowledge of the law of circumcision on girls is mandatory, almost all informants 100%. This is due to a very strong tradition brought from the area of origin. By practicing the practice of circumcision the community considers that there is a strong cultural attachment to the area of origin, they say that there is a descent from Madura. And this is a pride for them.

6. Age of Children who are usually circumcised

No.	Age	Frequency	Percentage (%)
1.	Directly After Being Born	0	0
2.	Age 0-7 days	100	100
3.	0-40 days	0	0
	Total	100	100

In contrast to other areas, the circumcised age of the child in general after the baby is taken home from the birthplace is generally done at the midwife or hospital, which is 7 days. Information about age is obtained from family or midwife. The majority of circumcision practices in girls in Situbondo district is performed by a TBA, so the practice of circumcision is not done immediately after the baby girl is born.

7. Actors Who Practice Circumcision in Girls

No.	Correcting Actor	Frequency	Percentage (%)
1.	Shamans	96	96
2.	Midwife	4	4
	Total	100	100

Which plays an important role in practicing circumcision is a TBA. In this case the midwife will come to the baby's mother when she is pregnant for 3 or 4 months, the midwife will do the massage or stomach, so that the baby will be well established (in the womb), then the dukun baby will come again 7 days after birth. To care for the baby, massaging, bathing and circumcising. Information about a person's pregnancy and the birth of a baby is obtained by a dukun from the community and medical personnel. The family lives receiving the dukun's arrival, even without being invited. The power of the dukun in the practice of circumcising the girls is very high. And done almost in all the countryside.

9. Reinforcement Information Introduced by Actors
No. Percentage Frequency Information (%)
1. Proposition 17 17
2. Religious Lecture 6 6
3. The Tradition of Herbal Shamans 77 77
Total 100 100

As the data above the reinforcement information is introduced by the tradition that infant shamans apply, in this case the family submits and according to the will of the baby shaman. 17% of informants were informed or held a strongly held tradition that circumcision in girls was compulsory, or religious lectures performed during the recitation where the lecturers conveyed that it is important to practice female circumcision.

10. Knowledge of the Health Impact of the Practice of Circumcision on Girls
No. Impact Frequency Percentage (%)
1. Being Clean and Healthy 86 86
2. No Excessive Lust 14 14
Total 100 100

Most of the existing informants stated that the health impact to be gained from the practice of circumcision on girls is that the child will become cleaner and healthier. This was revealed by as many as 86 informants. The rest, as many as 14 informants stated that the health impact that will be faced by women after being circumcised is that the woman will not have excessive lust. This is revealed by informants based on the information they get from listening to lectures, reading the arguments about female circumcision, as well as from the tradition that has come down and has been developed in the environment informants.

11. Knowledge of the Act on the Practice of Circumcision on Girls

No.	Description	Frequency	Percentage (%)
1.	Yes, knowing	0	0
2.	Not knowing	100	100
	Total	100	100

Almost all informants in the Situbondo area are not aware of any law on the practice of circumcision in girls, this may be due to background education of women not finished junior high school or high school, almost all say they also do not understand why circumcision of girls, they follow traditions that have been done for generations.

4. Discussion and Conclusion

Conclusion

The results of this study indicate that from the point of view of Islam, the school that supports female circumcision is the School of Imam Syafi'i, where in East Java, the followers are from both communities of Nahdatul Ulama and Muhamaddiyah. However, the results of the recent *ulama* study agree that the law for the female circumcision is *'dhoif'* (meaning 'weak'); the practice of female circumcision can be followed or not followed.

How people in East Java understand female circumcision can be understood as: 1) the understanding that female circumcision is done to remove impurities (female circumcision equals male circumcision). This belief is passed through generations; 2) the understanding that female circumcision is done to suppress female lust (derived from the interpretation of the religious studies by religious leaders).

Regarding the practice of female circumcision, this study shows that in Surabaya, female circumcision are done by people who directly involved in delivery process, i.e. midwives and doctors. Doctors perform circumcision, immediately after the baby is born. In Surabaya, some practitioners of female circumcision follow the "obligatory female circumcision" without any permission and/or practice license of circumcision from the Ministry of Health. These doctors are not ignorant of the license, nevertheless the practice of female circumcision still receive many patients. The supporters are parents, religious leaders and figure heads with strong Javanese or Madurese cultural background who believe the "obligatory female circumcision". There are no follow up on rituals after the practice of female in East Java.

The results of this study indicate that the practice of female circumcision in Indonesia is not the same as how 'female genital mutilation' is universally understood. The empirical reality of the study finds that female circumcision practiced in Indonesia did not cut the female genital parts. The technique of female circumcision in East Java has 2 popular methods; i.e. a) the circumcision is only a 'touch' with a small bamboo and turmeric, performed by a dukun bayi (doula); b) the circumcision using medical devices such as small scissors and iodine performed by a doctor.

This study shows that the social construction of female circumcision is based on socio-cultural values that negatively label female, particularly in female reproductive organs. The knowledge - 'stock of knowledge' - which is internalized and institutionalized from generation after generation in East Java is the basis of social construction that female circumcision is mandatory. Nevertheless, the social construction of female circumcision has shifted towards social construction necessitates female circumcision. In compared to Surabaya, social construction decrees female circumcision is mandatory in Madura.

The social construction of the practice of female circumcision varies. The first it is obligatory and if it is not implemented then it is considered 'unlawful as Moslems'. Second, mandatory, if it is carried out, they will be considered as a glorified human being. Third it is not mandatory but it is implemented only because it follows the cultural tradition. Fourth it is not mandatory and it is better not to be implemented.

In the theory of social construction, the differences and shifts in social construction are due to the 'stocks of knowledge' of different communities. Knowledge originated from the State are owned only by medical personnel (midwives). This stocks of knowledge is totally unrelated to the socioeconomic level of the family. It is seen from the results of this study that the practice of female circumcision is also performed by parents who are highly educated. The practice of female circumcision is done by families from upper, middle and lower economic levels. In other words, the circumcised females come from all socioeconomic classes.

The study also shows that women as mothers have the autonomy to decide whether their daughter needs to be circumcised or not. However, the 'stock of knowledge' of mothers is not enough to socially redefine 'female circumcision'. In addition, this study also shows that gender in family and community is still very patriarchal and unequal. Hence the need for 'deconstruction' of unequal gender values and empowering women as 'agents of change' by enriching the 'stock of knowledge' knowledge of female circumcision so as to produce social constructs that can exclude female circumcision.

From the above, two findings can be formulated. The first is:

> 'The practice of female circumcision in Indonesia, especially in East Java is more of a socio-cultural reality than a religious reality.'

Thus the values inherent in the practice of female circumcision are more dominant in socio-cultural values than religious values.

> 'Unequal gender relations in which women are more of an 'object' of circumcision practices make women less autonomous and helpless in the face of reality that does not necessarily benefit women.'

Especially while facing social construction where negative 'stereotypes' are attached to women, resulting in the obligatory of female circumcision.

Based on the above, it is recommend to:

1. Conducting Women's Empowerment Program in the field of reproductive health in general and female circumcision in particular:
   a. The first stage, undertaking training for pregnant women (and their husbands) regarding gender awareness.
   b. The second phase, conducting training on Gender Equality in Health with subjects of female as agents of change in their communities through 'dasa wisma' activities to reject the practice of female circumcision.
2. Holding a 'Gerakan Sayangi Anak Perempuan tanpa Praktek Sunat Circumcision' movement, where community leaders and religious leaders are the driving force of this activity, hopefully to provide accurate explanations and understanding of female circumcision in community meetings and recitals.
3. Conducting training for midwives as agents of change, to being the controller of the practice of female circumcision. This can be done by creating a MoU between local clinic, midwives and doulas to cooperate while helping during labours and not performing the practice of circumcision on the new-borns. (Cases like these have actually been applied when handling labours and circumcision in Madura).
4. The government through Ministry of Women's Empowerment and Child Protection issues regulations on the prohibition of female circumcision practices as it is against CEDAW and Child's Rights, as well as socializing the regulations of the prohibition of female circumcision directly on stake holders through the Ministry of Health, Ministry of Education, Ministry of Religious Affairs and Ministry of Social Affairs.

5. At the international level: Indonesian government makes recommendations to the UN on the implementation of 2 points of Sustainable Development Objectives (SDGs):
   a. First, in the third goal of SDG's on 'good health and well-being', restrictions on female circumcision undertaken by Indonesian government can serve as a model of implementation of SDG, particularly for women and children.
   b. Secondly, in relation to the fifth goal of SDG's on 'gender equality', the limitation of the practice of female circumcision applied Indonesian government can serve as a model of the implementation of SDG regarding empirical gender equality in the field of reproductive health.

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