





**Table 1:** The mapping of concept and usefulness in research

No	Concept	Usefulness in research	Information
1	Group model	Seeing the group dynamic actor with Centered Society Explanation	
2	Elite model	See the dynamics of the elite with the analysis of State centered Explanation	
3	Institutional Model	Analyzing the state institutions	

Each group will always try to make the values and interests can be accommodated by the state. The second, from the analysis of state-centered explanation shows that actors of the policy in the public sphere composed of the President ordered to revise the previous policy, and the two relevant ministers, the Minister of Interior and Minister of Religious Affairs and the level echelon are Research Agency Ministry of Religion, Director General of the political unity of the nation and the Ministry of Internal Affairs.

Actors in other religious groups such as the Director General of the Christian community, Catholic, Hindu and Buddhist, each of which tend to be passive. This attitude considering the willingness of the revision is a direct order from the President. The third explanation of the analysis centered society, there are religious organizations such as the MUI group representing Islam, a group representing Christian PGI, KWI representing the Buddha. Each group has values that are trying to be fought in the arena of policy formation process which has been facilitated by the state (government). From Christian groups, there is a desire to liberalize the establishment of houses of worship in order to create easiness for church groups (denominations) were plentiful and varied. While the Islamic party which is represented by the MUI group, there is a desire to control the establishment of houses of worship in order to protect humanity from the threat of Christianization. Based on the above theoretical framework, try to map a group of actors, values and action in Table 2.

One of the efforts that must be made by the state is to provide a safe public space for the creation of deliberative communication for all groups of citizens. It is expected to contribute to shape good policy, not based on rationality considering the sentiments of faith-based and non-discriminatory for minorities.

**Policy Formulation Process**

There are three crucial issues that are debated in the process of formulating PBM 8 and 9 of 2006, namely the harmonization of policies PBM by 1945, especially Article 29 which gives the freedom to regulate the issue of religious freedom. This is when associated with the article in the PBM which requires the support of the citizens of 60 people who proved through identity cards and their users by 90 users. Nonetheless, the process of discussion has shown that the democratic process by providing a space for dialogue for religious leaders. There are 11 meetings facilitated by the Ministry of Religious Affairs for approximately 6 months.

**Table 2:** The mapping of actors, goals and action taken

No	Kelompok Aktor	Tujuan	Tindakan Yang Dilakukan
1	State/Government - President	- Praxis Support of Majority - Conflict management in the current demands of religious groups	facilitation
2.	- Ministry of Religion  - Ministry of Internal Affairs	- Guidelines for Regional head adjusts to the Law on Regional Autonomy	facilitation
2.	Religious groups - The majority - Minorities	- Protect people from the threat of Christianization - Easing Establishment means of Worship	Setting restrictions houses of worship Requesting revocation of the rules of construction of places of worship
3.	Secular groups - NGO - Practitioners/ Academics	- Separation of religion and state	Criticism to a number of state policies related to religion

Debates and group dynamics in groups on the government look to follow the MUI group thinking and PHDI, but it seems that a great emphasis on the security aspects and the order made by the government eventually gave birth to a policy that is worth Praxis. This refers to the Hefner (2007: 3) that due to the government of the countries recently hit by conflicts traumatized by the conflict, then sometimes it is a policy priority to overcome immediate problems associated with the conflict suffered. Many of these policies Diana Hefner paranoia Praxis.

From the aspect of policy making also showed their dominance interpretation of majority religions, namely the MUI and PHDI which is accommodated a group of more importance by the government and does not satisfy the group PGI, KWI, and Walubi the neglect of some argument developed. This is because the majority group dominance with a variety of arguments (from some interview with correspondents like MUI KH. Ma'ruf Amin) shows that the majority religions dominate the group PGI and KWI which is focused on the aspects of philosophy. Abandonment of the argument - the rational arguments of groups PGI, KWI and Walubi, because the field is a philosophical frame proposed by the PGI and KWI according to the majority group should experience translating it back. Research group studying results and a review of internal MORA Interior Ministry show different things with the arguments clamp PGI, KWI and Walubi.

Can be said to have taken the form of domination between the majority towards the minority, especially in the policy establishment of houses of worship. Public opinion is also held by the majority religious group. Then the process of policy formulation arena the scene of the majority group to subordinate minority groups. Although the process of policy

formulation PBM 8 and 9 of 2006 did not refuse to communicate between groups of actors, but the communication is not yet in the form of deliberative communication, so that output is still to be seen taking the form of domination of one group against another group. As if the majority is a determinant of whether or not a house of worship should be built. A policy should also be open to the aspirations of minority groups, anytime and anywhere.

## 5. Conclusion

Forms of interaction of actors in the policy formation process can be said to take the form of domination of one group against another group. Based on some of the facts found in the study area: First, in the process of policy formation logic of the government look to follow the logic of thinking of the majority religion, the Second, the fight in the making of public policy has been won by majority religions that pro policies PBM, due to minorities, as well as the secular national shortage of influence in this process and access to power, and a third, opinion regarding the public space that is also controlled by the majority, that is, on issues concerning the construction of places of worship. The arena formulation process eventually became the arena of the majority to subordinate its religious minorities. This study shows that the argument MUI group and the government seem to be more oriented to the practical value of the policy, and in some argumentation seen their anxieties and prejudices. Group PGI, KWI and Walubi even more ideal no oriented policy. Policy-oriented diversity management Praxis value is feared will lead to separatist dimensions of multiculturalism or pluralism divided (Fragmented Pluralism). Government neglect of the rational arguments put forward by the PGI and supports practical value MUI can be understood when linked to the government's strong desire on the practical support of the majority religious groups intensified the social, economic and political at the beginning of the reform era (1999-2006).

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