

REPORT SUMMARY  
TOLERANT CITY INDEX 2015  
SETARA Institute, 16 November 2015

## Introduction

In celebrating International Tolerance Day, which is commemorated in every November 16, SETARA Institute studied and indexed 94 cities all around Indonesia in order to promote and practice tolerance. The indexing aims to promote the cities which were considered to succeed in building and developing tolerance, so it should be affecting the other cities to follow.

Report on Tolerant City Index 2015 is the first one that SETARA Institute conducted by focusing on tolerance practices in all cities of Indonesia by checking how the freedom of religion/belief is guaranteed and protected. The measurement using negative rights paradigm of freedom of religion/belief characteristics which is a part of civil liberties. More the State (local government) do not interfere the religion/belief life matters, then more tolerant the city will be. Beside negative rights approach, Tolerant City Index also checked positive acts of the government in promoting tolerance, whether in policies, official statements, responses on events, or in building tolerance among societies.

## Measurement Tools

Measuring tolerance had been done by many institutions in the world, even those who focussed on tolerance, freedom of religion/belief, or measuring tolerance as part of the embedded indicators in studying democracy. Some of those institutions are Freedom House (America), PEW Forum, and Religious Freedom Report of Ministry of Foreign Affairs United States of America. In Indonesia, in recent year, there is Indonesian Democracy Index (IDI) hosted by *Bappenas* (National Development Plan Board) where they put freedom of religion as variable/indicator in measuring index. From 4 variables of civil liberties in IDI, freedom of religion/belief is derived to 3 indicators: written rules, officials act, and social violation threats.

More specifically, Grim and Finke (2006) composed three main indicators to measure the degree of freedom of religion/tolerance in a country. Those indicators are (1) state rules on religion, (2) favouritism, and (3) social rules. These indicators were introduced by Grim and Finke also adopted by *Bappenas* and other institutions. In measuring Tolerant City Index 2015, SETARA Institute also used Grim and Finke framework by modifying it with another variable, religion based demography.

## Methodology

The object of the research were 94 cities from the total of 98 cities all around Indonesia. The compilation of administrative cities in DKI Jakarta become a city of Jakarta based on the assumption that the administrative cities have no authority to issue a law/rule, means, become invalid to be measured separately. The reason why we chose cities as the research object based on consideration that the composition of citizens in cities/urban should be

more heterogeneous compared with the district (kabupaten). This heterogeneous and cosmopolitanism should show high tolerance.

Another reason is based on practical consideration, which is to ease research activities, comparing if the research was done by taking all the 514 cities/districts in Indonesia, including 5 administrative cities in DKI Jakarta.

This research used 4 (four) variables as the measurement tools by adopting the tools composed by Grim and Finke with modification. From those four variables, then derived into 6 (six) indicators:

Variable 1: Government Regulation

Indicator 1: RPJMD (Mid-term Regional Development Plan)

Indicator 2: Discriminative Regional Rules

Variable 2: Government Acts

Indicator 3: Official Statements

Indicator 4: Official Responses on Event

Variable 3: Social Regulation

Indicator 5 : The incident of freedom of religion/belief abuses

Variable 4: Religious Demography

Indicator 6: Religion Based Demography

The data to fill those variables were gathered from secondary data of city official documents, BPS (Central Statistics Agency), Komnas Perempuan (National Commission on Violence Against Women), SETARA Institute, and some chosen referred medias. All of those data are:

1. Mid-term Regional Development Plan. This data are accessible for everyone, and it is easy for those who want to check on regional plan. RPJMD are issued by each cities for five years range, and differ from the start and the end of each city.
2. Regional Law/other policies. This source was referred to Komnas Perempuan which has been gathering discriminative regional laws. Those laws were collected from 2009 until 2015. As long as the law still exist, then those laws still valid to be used as measurement tools.
3. Government Acts. Government acts measured based on the action taken by city government in responding a case or event. To gather this information, this research referred to mass media and SETARA Institute's monitoring on freedom of religion/belief.
4. Government Responses. This is city government responses on event or case that consisted violation based on religion/belief. The data for this variable also refer from mass media and SETARA Institute's monitoring.
5. The incident of freedom of religion/belief abuses. This data was taken from SETARA Institute's monitoring, which has been started from 2007 to record and report the condition of freedom of religion/belief in every year. Considering that year 2015 is still running, then the events that considered as the data in the research is limited from January until October 2015.

6. Religion Based Demography. This data is available at BPS website in number form. In this research those numbers were converted to percentage.

#### Working Phase

1. Research Plan: Focussed Group Discussion (FGD) to decide methodology and measurement tools.

2. Collecting Data

3. Analyzing Data

Analyzing data includes coding on subject studied, where it will be easy to measure whether the data conducive or restrictive on promoting tolerance.

Then the researchers input data based on indicators in each variable.

4. Giving value on indicators. This activity aimed to fulfil the balance in each variable based on its impact in promoting tolerance in certain city. For example, RPJMD indicator has different value with Discriminative Regional Laws. RPJMD is a development plan, where valued 2 (two) because it is only a plan. For discriminative laws, since it were issued and been applied, it were already became a discriminative instrument towards citizen. That is why this indicator valued 4 (four), because has significant influence to tolerance dynamization of a city. These are the 6 indicators value:

1) RPJMD	=2
2) Discriminative Regional Law	=4
3) Government Acts	=3
4) Government Responses	=3
5) Incidents	=4
6) Religion Based Demography	=3
Total	=19

5. Scoring for each indicator used scale 1-7. Score 1 for the best (most tolerant) and 7 for the worst (most intolerant). The accumulative score from 6 indicators then divided by 19 which came from total values. The result became the final score for each cities.
6. *Expert Meeting* for report finalization.

#### Time

August 3 – November 13, 2015

## Findings

**Table 1:  
Top 10 of Tolerant City 2015**

City	Variable 1: Regional Laws	Variable 2: Government Acts	Variable 3: Social Regulations	Variable 4: Demograph y	Score	Final Score
Pematang Siantar	4,6	7,14	4	3	28	1,47
Salatiga	4,6	7,14	4	3	28	1,47
Singkawang	4,6	7,14	4	3	28	1,47
Manado	4,6	7,14	4	3	28	1,47
Tual	4,6	7,14	4	3	28	1,47
Sibolga	6,6	7,14	4	3	30	1,58
Ambon	6,6	7,14	4	3	30	1,58
Sorong	6,6	7,14	4	3	30	1,58
Pontianak	6,6	7,14	4	3	30	1,58
Palangkaraya	6,6	7,14	4	3	30	1,58

Table 1 shows the top ten cities, which cities number 1-5 have the same final score, so do the cities number 6-10. This is happened because the scoring was based on documents reading (data) of the research selected before, so the same final score might be happened. For that reason, SETARA Institute does not say that Pematang Siantar be in the first place of the most tolerant city because there are 4 another cities with similar score. You can read the table as, there are 5 cities with high tolerance.

**Table 2:  
10 Lowest Tolerant City of 2015**

City	Variable 1: Regional Laws	Variable 2: Government Acts	Variable 3: Social Regulations	Variable 4: Demograph y	Score	Final Score
Bogor	9,6	18,43	24	12	99	5,21
Bekasi	8,4	20,86	24	9	89	4,68
Banda Aceh	11	10,71	28	15	87	4,58
Tangerang	7,8	17,86	16	15	81	4,26
Depok	8,4	17,29	20	12	81	4,26
Bandung	9	10,71	28	9	79	4,16
Serang	7,8	14,29	16	18	77	4,05
Mataram	8,4	14,29	16	15	77	4,05
Sukabumi	8,4	17,86	12	12	77	4,05
Tasikmalaya	8,4	14,29	12	18	76	4

On the 10 lowest Tolerant City table also shows that there are similar final score in some cities, including city number eleven, Banjar which has same score with Tasikmalaya at number ten. Since the table above only shows the lowest 10 cities, so the position number

ten could be belongs to Banjar or Tasikmalaya. Just the same as table 1, table 2 also means that this research found that there are 10/11 cities with the lowest tolerant in Indonesia.

Here are the whole score for each city:

**Table 3:  
Final Score of all Cities in Indonesia 2015**

	City	Variable 1: Regional Laws	Variable 2: Governme nt Acts	Variable 3: Social regulations	Variable 4: Demograp hy	Score	Final Score
1	Pematang Siantar	4,6	7,14	4	3	28	1,47
2	Salatiga	4,6	7,14	4	3	28	1,47
3	Singkawang	4,6	7,14	4	3	28	1,47
4	Manado	4,6	7,14	4	3	28	1,47
5	Tual	4,6	7,14	4	3	28	1,47
6	Sibolga	6,6	7,14	4	3	30	1,58
7	Ambon	6,6	7,14	4	3	30	1,58
8	Sorong	6,6	7,14	4	3	30	1,58
9	Pontianak	6,6	7,14	4	3	30	1,58
10	Palangkaraya	6,6	7,14	4	3	30	1,58
11	Binjai	4,6	7,14	4	6	31	1,63
12	Tebing Tinggi	4,6	7,14	4	6	31	1,63
13	Surakarta	4,6	7,14	4	6	31	1,63
14	Kotamobagu	4,6	7,14	4	6	31	1,63
15	Palu	4,6	7,14	4	6	31	1,63
16	Palopo	6,6	7,14	4	6	33	1,74
17	Kediri	4,6	7,14	4	9	34	1,79
18	Blitar	6,6	7,14	4	9	36	1,89
19	Denpasar	6,6	7,14	4	9	36	1,89
20	Bitung	6,6	10,71	4	3	37	1,95
21	Bontang	8,6	7,14	4	9	38	2
22	Pare Pare	6,6	7,14	4	12	39	2,05
23	Kendari	6,6	7,14	4	12	39	2,05
24	Magelang	6,6	7,14	4	12	39	2,05
25	Madiun	7,2	7,14	4	9	39	2,05
26	Samarinda	7,2	7,14	4	9	39	2,05
27	Tanjung Pinang	6,6	10,71	4	6	40	2,11
28	Tanjung Balai	8,6	7,14	4	12	41	2,16
29	Semarang	6,6	7,14	12	6	41	2,16
30	Makassar	8,6	7,14	4	12	41	2,16
31	Padangsidempuan	4,6	7,14	12	9	42	2,21
32	Lubuk Linggau	6,6	7,14	4	15	42	2,21
33	Prabumulih	6,6	7,14	4	15	42	2,21
34	Pasuruan	6,6	7,14	4	15	42	2,21

	City	Variable 1: Regional Laws	Variable 2: Government Acts	Variable 3: Social regulations	Variable 4: Demography	Score	Final Score
35	Mojokerto	6,6	7,14	4	15	42	2,21
36	Bau Bau	6,6	7,14	4	15	42	2,21
37	Gorontalo	6,6	7,14	4	15	42	2,21
38	Jayapura	6,6	7,14	16	3	42	2,21
39	Dumai	8,6	10,71	4	6	42	2,21
40	Pekalongan	8,6	7,14	4	15	44	2,32
41	Probolinggo	8,6	7,14	4	15	44	2,32
42	Balikpapan	6,6	7,14	12	9	44	2,32
43	Tarakan	6,6	10,71	8	6	44	2,32
44	Gunung sitoli	6,6	7,14	4	18	45	2,37
45	Jambi	8,6	10,71	4	9	45	2,37
46	Batam	6,6	10,71	12	3	45	2,37
47	Batu	6,6	7,14	12	12	47	2,47
48	Cirebon	6,6	7,14	12	12	47	2,47
49	Pagar Alam	6,6	7,14	8	18	49	2,58
50	Metro	6,6	10,71	8	12	50	2,63
51	Tidore Kepulauan	6,6	10,71	8	12	50	2,63
52	Banjarbaru	7,2	7,14	12	12	50	2,63
53	Medan	6,6	7,14	24	3	50	2,63
54	Tomohon	8,6	10,71	8	12	52	2,74
55	Sungai Penuh	6,6	7,14	12	18	53	2,79
56	Malang	8,4	7,14	12	9	53	2,79
57	Surabaya	6,6	4,14	28	6	54	2,84
58	Palembang	7,2	7,14	16	12	54	2,84
59	Solok	6,6	10,71	8	18	56	2,95
60	Pangkal Pinang	6,6	10,71	12	15	57	3
61	Bandar Lampung	7,2	10,71	12	12	57	3
62	Yogyakarta	8,6	4,14	24	12	58	3,05
63	Tegal	6,6	10,71	16	12	58	3,05
64	Kupang	6,6	10,71	16	12	58	3,05
65	DKI Jakarta	9,2	7,14	24	6	58	3,05
66	Sabang	6,6	10,71	16	15	61	3,21
67	Ternate	7,2	10,71	16	15	64	3,37
68	Cimahi	9,2	14,29	12	12	66	3,47
69	Bukittinggi	8,4	10,71	12	15	66	3,47
70	Pekanbaru	7,8	10,71	24	6	66	3,47
71	Subulussalam	8,6	10,71	20	15	67	3,53
72	Pariaman	7,2	10,71	16	18	67	3,53
73	Bima	7,8	14,29	12	12	67	3,53
74	Padang Panjang	7,8	10,71	16	15	67	3,53
75	Tangerang	7,8	14,29	16	9	68	3,58

	City	Variable 1: Regional Laws	Variable 2: Government Acts	Variable 3: Social regulations	Variable 4: Demography	Score	Final Score
	Selatan						
76	Lhokseumawe	9,8	10,71	12	18	68	3,58
77	Sawahlunto	8,4	10,71	12	18	69	3,63
78	Payakumbuh	8,4	10,71	12	18	69	3,63
79	Padang	8,4	10,71	12	18	69	3,63
80	Cilegon	9,2	14,29	12	15	69	3,63
81	Banjarmasin	10,2	7,14	16	12	69	3,63
82	Langsa	7,2	10,71	20	18	71	3,74
83	Bengkulu	8,4	14,29	12	15	73	3,84
84	Banjar	8,4	14,29	12	18	76	4
85	Tasikmalaya	8,4	14,29	12	18	76	4
86	Serang	7,8	14,29	16	18	77	4,05
87	Mataram	8,4	14,29	16	15	77	4,05
88	Sukabumi	8,4	17,86	12	12	77	4,05
89	Bandung	9	10,71	28	9	79	4,16
90	Tangerang	7,8	17,86	16	15	81	4,26
91	Depok	8,4	17,29	20	12	81	4,26
92	Banda Aceh	11	10,71	28	15	87	4,58
93	Bekasi	8,4	20,86	24	9	89	4,68
94	Bogor	9,6	18,43	24	12	99	5,21