

## Bureaucratic System of Ternate Sultanate 1866-1930

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### ABSTRACT

This study discusses the " Sultanate of Ternate 1866-1930 Bureaucratic System ". It is expected to reveal the traits and characteristics of the traditional bureaucratic and legal rational bureaucracy and the growth of social mobility in the colonial period . The significance of this study can also be seen from a practical standpoint that is to understand the meaning of bureaucracy to be applied in the present time especially in people who are undergoing a change from a traditional society to a modern society . Results showed that ( 1 ) the Dutch presence in Ternate brings implications for changes in social life . At the beginning of Dutch colonial rule in North Maluku , Ternate Sultanate bureaucratic system has been run on dualities view , which on the one hand the Sultanate of Ternate running legal rational bureaucracy and on the other hand run traditional bureaucracy. This occurs because there are some factors influencing the success of traditional authorities in organizing the Dutch government and ( 2 ) the Dutch colonial bureaucracy gave positive effect on the Sultanate of Ternate in the period 1866-1930 . These changes occurred in line with the policy of the Dutch government opened schools in Ternate . As a result of the accumulation of educated people can give birth to new social groups or modern elite .

**Key words:** bureaucratic system, social mobility

### INTRODUCTION

In North Maluku in the period of the 19th century to the 20th century, there were three kingdoms which still play a role, namely: the kingdom of Ternate, Tidore, and . Based on the concept of portraying the history of the development of society in the past, present and future as a process lasting relationships, then in the study the attention is put on the bureaucratic system of the Sultanate of Ternate which is focused on the elements that support the development and the factors that caused the changes.

At the royal bureaucracy, hierarchy structure consisting of the ruling class at the top level is the king / sultan and his family and the bureaucrats, to the local level. Top of the hierarchy is occupied by the sultan who had traditional authority which he had received as a hereditary right. Authorities provide protection and guidance, while providing services for people, respect, and loyalty (Agung, 2001).

In the colonial era , the Dutch East Indies government run the system of " indirect rule " in order to take advantage of the position of the existing structure as effectively as possible to maintain the position and power . In such conditions , the Netherlands provides the opportunity for local authorities to retain its traditional authority . This gave a rise to the system of government as the two forms of government , namely the indigenous administration under a king , and the second is the Civil Government of the Netherlands .

Through the influx of Western bureaucracy , the Indonesian people then was introduced to bureaucratic system which was based on Western society that is legal-rational bureaucracy instead of the traditional feudal. But in reality , this process would lead to another face of the traditional bureaucracy , the bureaucracy which had the dualistic effect that was the system applied on the level above was the legal - rational bureaucracy , while at lower levels traditional system was still applied.. Meanwhile , the character of the native servants ( *Benenlandsch bestuuren* ) were still the same although the wheels of bureaucracy applied was West bureaucracy , reflected from its traditional traits which were still visible , so the Sutherland mentioned it as a new form which had old of existence

Western education in its development has its own charm due to the priority to get the position in the institutional and power. Western education system and the colonial bureaucracy that leads to a modern bureaucracy allows for social mobility. Educated class permanently want to maintain the existing structure in position. The changes from the traditional bureaucratic colonial bureaucracy lead to social mobility. This is evident in the shift in the social system, economic strata, and political positions.

Based on the above background, the problems study in this research is formulated as follows:

First: what is the bureaucratic system in the Sultanate of Ternate since the enactment of the colonial bureaucracy?

second; How is the effect of the imposition of colonial bureaucratic system of social mobility in the Sultanate of Ternate?

### TRADITIONAL BUREAUCRACY

Indonesian society , since the past has had a charismatic leader who has an attitude formed by the traditional values that are deeply rooted in society . Along with it , then in a traditional society in Moloku Kie Raha ( Ternate ) leadership is rooted in the social structure composed originally by descendant society in each residing environment in one region alone , apart from the many other descendant . The Part of the unity having its own position is an area called soa . From each entity they choose their own soa leader. Besides that, the leadership is based upon birth , wealth , and status . No formal leadership of the sultan , nobility , and aristocracy in general . This group is known as the master class or rule ( Leirissa , 1999) .

In the context of the traditional bureaucratic, the hierarchical structure exists from top to bottom level regarding various issues such as the concept of power, authority, loyalty, the association between the parties over the bureaucrats who form a sort of patron-client relationship.

### **1. The position and the sovereignty of the sultan**

In the traditional political structure of the imperial government, the sultan is the focal point of power. As the top of the hierarchy, the sultan has great power. This was reflected in the presence of various attributes of Kingship, such as heirlooms, title, or genealogical myths all of which serve to legitimize the position of the Sultan as the ruler (Sutjipto, 1982).

Indigenous Books of Ternate Kings talks of the advantages possessed by the Sultan of Ternate, which is called as Jou which comes from the Lord intends to strengthen the authority of the sultan, because of the presence of grace Jou, the sultan said to be sovereign over the entire country and its people. In other words, the sultan has been commanded by God to lead the people under his control. Therefore, it is incumbent upon the people to obey him (Abdul Hamid Hasan, 1999).

### **2. The devision of sovereign power**

If the "state" is considered as a social institution, where people are jointly trying to achieve a certain goal, it is necessary to adjust the number of officers and coordinate it (Soemarsaid (1974)). Apparatus in question is the Sultan along with the government officials in this case more often act as a liaison between the king or sultan with his people. Generally government officials in the empire consisted of the nobility, which is a group of people who still have kinship relations with the sultan. They are appointed and dismissed by the sultan and the sultan gave specific titles, according to the office. The order and titles of officials who occupy certain functions in the civil Sultanate of Ternate given by its level of position.

Sultan as the top of the pyramid of power in running the government was accompanied by the Bobato. Bobato consists of two designations, namely world Bobato and the hereafter Bobato. world Bobato is the imperial officials in charge of government, while the Hereafter bobato is Bobato the imperial officials in charge of religious matters. However, the most important of which is the council of ministers composed of 18 people. Eighteen great man commonly called Bobato. In accordance with the customary rules of the kings of Ternate, the actual title is intended for the large (magnifying) it is your majesty, series, almighty king. Radjiloen (2001) says that the different mat shows the high and low levels of each of their positions, as the title of majesty was higher position than the title of the series. Council of Ministers with the sovereign is called as the Imperial Council. While other dignitaries may only attend the royal council if deemed necessary. Imperial Council chaired by the Sultan who is assisted by a prime minister who holds Jogugu. Jogugu duties is the head of government by taking care of day-to-day running of the government.

### **Bobato position**

One of the most important functions in a society as a social system is a political functions contained in the ruling class in North Maluku generally called as Bobato. Bobato in the governance system of the former Sultanate of Ternate refers to the Executive and Legislative Organization. As the Legislature name "Se Nyagimoi Bobato Tufkange" (Bobato eighteen), in which its members consists Bobato soa – They are soa coming from the most influential in the four kingdoms. In addition, there is executive Bobato who served in soa respectively, which is coordinated by the Head of Soa. Soa head assisted by Capita who ran the task force, and Mahimo as a trial. Each with his staff called Toro. In general, Bobato is divided into two, namely; world Bobato and the hereafter bobato. world Bobato is responsible of taking care of the daily administration while hereafter Bobato is having special care of social worship (Masinambaw, 1987).

Sultanate of Ternate rooted its structure and the core structure of traditional society with sangaji, mother of Marsaoli, and Tomagola as a leader. Although its traditional communities for long periods of time are in one unified political structure of the Sultanate of Ternate, but these groups still retain autonomy and authority over the region. Therefore, when the sultan was not disturbed in his function in political life, areas are easily detached from the sovereign power.

### **COLONIAL BUREAUCRACY AND SOCIAL MOBILITY**

When the Dutch government introduced the modern bureaucratic system which has more emphasis on rationality, efficiency, and productivity, the indigenous people are required to make accommodations to immerse themselves as part of the colonial bureaucracy. The entry of the colonial bureaucracy allows for social mobility. This condition occurs because the educated class insists on occupying the same position with the aristocratic class. The changes from the traditional bureaucratic colonial bureaucracy to lead to social mobility. Marvin E. Olsen (1968) stated that social mobility can occur when a perpetrator to change one or more status within the broader pattern of stratification. Social mobility is usually running slowly because the elites are reluctant to relinquish the position of power, although is not able to reject the changes. These changes occurred in line with the efforts made by the Colonial Government, through the opening of schools in Ternate. This is in line with what was proposed by Robert Van Niel that the Indonesian elite development is the traditional nature-oriented on cosmological and by descent to the modern elite-oriented on welfare state based education.

### **RESEARCH METHOD**

This research is classified into historical research belonging to local history, that is a story of a group of people residing in the geographic area that is the area of Ternate. The methods of historical research are taken into steps taken into

the following way : The first step done is the collection of source ( heuristics ) . In this heuristic process, sources collected consists of primary and secondary sources . Among the primary sources on Ternate in the colonial period is a more formal Handover Position Memory ( Memory van Overgave or MVO ) from a resident and the resident assistant or a controller who has ended his tenure and lexicography : ( KV ) and ( BKI ) . Other secondary sources found in a number of books , articles , magazines , dissertations , theses related to this article as a comparison to help explanation . The second step is to assess ( critique ) of the sources that have been collected both external and internal . Garraghan (1957 ) stated that external criticism made to the document materials such as paper and ink used to obtain certainty that the material did come from his day ( the original ) .

The third step is to perform interpretation or analysis to obtain a number of facts contained in the various documents . Facts are then linked in a harmonious and logical entity that generates a story of history . Purwanto (1994 ) says " a good work history is not only dependent on their ability to examine historical sources , but also requires the ability to decipher the story of the historical imagination in detail

## **RESULT AND DISCUSSION**

### **a. Colonial Bureaucratic system in Ternate sultanate**

In 1867 the Dutch government put Neijs as the first resident at Ternate . The placement of a resident is closely associated with colonial politics to make changes and restructuring at the residency level in the field of governance and the socio-economic field . As the Dutch government civil servants , he is obliged to carry out the policy of the central government in the region and acts as an advisor and controller –sultan Bobatos and others in government . In performing his daily duties , he is assisted by the commies , namely J H J Moorees also Dutch . For a resident who first served in the area of residency , he must be able to adapt to the environment and society and customs adopted by the local community . Therefore , it is expected by his superiors to work together with local authorities . It is very difficult for a resident when not knowing the situation and condition of the area in which he served .

Colonial Government initially focus on building the economy and government . One of the difficulties encountered was getting the labor for the construction of roads on the island of Halmahera opening . At that time , laborers or porters work in the public eye are still considered strange even considered low . In the development , the controller always include a ruler in the area , especially at times requires guidance personnel . Although the cooperation between the controller and the local authorities is quite good , but in implementing regulations issued by the Colonial Government always requires a long time to adapt to the society . Changing attitudes and perceptions of Halmahera and other islands is still traditionally difficult because most of the native rulers can not read and write Latin letters . Such conditions experienced by the Controller D.Boes Lutjens when treating work and taxpayers obligated causing social protest

Effort to further streamline the employee has been in power since the term of office began planned Neijs Resident ( 1867 ) , enable the native officials of each district ( department ) , through governance training . The system of government is gradually laid out modern . Each employee is required controller can read and write Latin letters and speak Dutch . Accordingly, in 1930 in Halmahera has opened schools for the indigenous zending schools. After 1930 , there are some people who have graduated from the school in Halmahera zending applying for a job at the Office of Controller . Appointment system is determined by the level of education , in addition, it is also determined by Sangaji or official Certificate

During his tenure Resident Neijs state government in Ternate undergone many changes . The process of modernization and the influence of Western culture on it really made progress . Smoothness in the field of transportation , especially after the construction of roads Tobelo - Galela , Kao - Tobelo , Daruba Daeo , and Payahe Vedas for the benefit of the Dutch military , even entire road connecting among districts in Halmahera opened with a system of forced labor . This working system first introduced by the Dutch in 1894 through a cooperation agreement between the Sultan of Ternate and Tidore Sultan , on forced labor ( hereendienst and gemeentedient ) . Hereendienst is a system of forced labor in the public interest and imposed upon the native . Implementation of the system of forced labor is determined by local government officials and apply within the boundaries of regions ( districts ) and certain objects ( Colonial Verslag , 1896 ) .

Sultanate of Ternate in the development of the Dutch colonial administration always changes its status , i.e at the beginning of Ternate as the administrative center of the Dutch East Indies and the first governor is Paul van Cearden . The position of Governor -General in Ternate as a temporary Dutch controlled the whole of Indonesia and then choose Batavia Dutch East Indies as the central government . After the Dutch chose Batavia as the central government , it changed its status to residency of Ternate , led by a resident . As representatives of the central government , the resident is responsible directly to the generals . Below a resident, there is a resident assistant . In the next development in 1925 , the Dutch Government issued Law shrimp to the formation Gubernemen Maluku Maluku ( Bestuurshervorming Molukken : Instelling Gouvernement een van der Molukken ) . The law went into effect on January 1, 1926 stating that the government in Maluku run by a governor on behalf of the Governor -General . Government Maluku Ambon Residency covers an area covering areas Onderafdeling and residency of East Timor and its conquests , and Cambodgien Ternate . Ambon residency includes 15 Onderafdeling . Ternate section includes 12 onderafdeling which includes 6 onderafdeling in North Maluku and 6

onderadeling in Papua. For each heads of onderafdeling, there is a gezaghebber and assistant position appointed while resident assistant position is eliminated. In addition, the governor also raised a number of assistants on each onderafdeling bestuur. The 12 onderafdeling Ternate is: Ternate, Jailolo, Veda, Tobelo, Bacan, Sula Islands, Sorong, Schouten Islands, Group Yapen Islands, Holland, West Papua and Papua New South (2 Maluku Governor Decree dated February 8, 1927). Implementation of government in North Maluku by the change remains in tatters. There are certain areas that directly under the gezaghebber and there are certain areas not directly under the reign of the sultan and his bobato. In a governance structure that is applied, the Colonial Government appears in high positions in governance held by the Dutch as resident (resident), assistant resident (resident assistant), controleur (controller), and so on. Colonial Government is aware of his inability to understand the situation better and will of the people under their control that require the help of the indigenous people. Under the resident assistant positions held by indigenous people. The reign of the colonial government implemented in this era is called period of zelfbestuur.

Resident positions as head of the regional government which is the highest official in the region of the Residency of Ternate. The Dutch government establishes residency of Ternate territories over eight sections, namely: Cambodgien Ternate residents under direct rule; Cambodgien Bacan under a controller based in Labuha; Cambodgien North Halmahera under a bestuur asistent based in Galela; Cambodgien East and South Halmahera under a posthouder based in Pattani; Cambodgien Sula islands under a posthouder based in Sanana; Cambodgien Banggai under postboudier based in Kintang, Banggai, Sulawesi east coast; Cambodgien North Papua, at the bottom of a controller-based Kaap de Goede Hoop, and Cambodgien West Papua and south under a controller-based Kepulauan Raja Ampat. Placement of a controller in each area of government department, is the Dutch government civil servants. The task of running the government officials representing the residents as well as for the implementation of responsible government in each region.

The system of indirect rule implemented by the colonial government gave a great chance to local authorities to keep running the government based on traditional authority, while on the other side of the colonial government wanted to implement a rational legal rule as a modern bureaucratic system. This leads to the dualistic nature as both the Dutch government and the indigenous government must adapt to local circumstances in implementing political policies (Agus Dwiyantri, 2002).

In 1867 the Dutch government put Neijs as the first resident at Ternate. The placement of a resident is closely associated with colonial politics to make changes in the areas of governance and structuring as well as in the socio-economic field. As the Dutch government civil servants, he is obliged to carry out the policy of the central government in the region and acts as an advisor and controller – sultan's Bobatos and others in government

### **1. Local government**

Local Government held by the natives of Ternate as local authorities is also called adat se atoran. The high position is occupied by the sovereign government official that is a sultan and it is appointed by the colonial government. During the reign of Sultan Muhammad Arsyad system of governance is still traditional. Almost all governmental activities centered on the palace. This condition, also in 1872, in the Sula Islands, the sultan of Ternate appointed Mohammad Tahir the native inhabitant of Ternate as a leader with the title of salahakan (Koloniaal Verslag, 1872). Sultan Muhammad Ayanhar in daily duties was assisted by four nobles are jogugu, kapita laut atau laksamana, hukum soasio dan hukum sangaji, one entrusted with the task of tax collection and three other slaughterhouses assist in various activities. Slaughterhouses tax collection by indigenous officials (sangaji), based on the Decree of the Governor-General in Batavia No. 7 dated January 14, 1903, mentions that the king or sultan is authorized to implement the direct tax collection over cow slaughter in the capital and surrounding Ternate. Although the power of the sultan was under Dutch colonial rule, but the rule was enacted ordinances in accordance with the custom of Ternate

### **2. STAFFING**

Since Muhammad Ayanhar appointed as sultan in 1876 replacing Sultan Muhammad Arsyad, the system of government in the Sultanate of Ternate being laid out according to the rules issued by the Colonial Government. Central government was no longer in the palace (palace), but is in native administration office (inlandsch bestuur) known as Landschap Office. In the process of transition from the traditional to the colonial bureaucracy, there needs to be improvement in the quality of employees that required the opening of school.

Colonial policy of indirect rule system that led to the officer corps dualistic colonial natives. It is very influential in determining the positions and ranks. At the top level in the hierarchy, the sultan and the jogugu still have traditional authority. Therefore, in the selection criterion particularly prominent employee seniority and work experience than education criteria. In addition, the orientation of the status is still strong that the staffing positions such as office sangaji, mother of Marsaoli, Tomagola and others are based on descent (Sartono Kartodirdjo, 1987).

#### **b. Social mobility in Ternate Sultanate**

##### **1. Political Field**

When the Sultanate of Ternate subdued under the rule of the Dutch colonial administration, it was also a shift in the position of power so that the sultan and other Bobatos - position underwent a significant decline. Shifting patterns of

traditional authority to legal-rational authority patterns are implemented in stages . Sultan and sangaji are still taking care of a local authority to use traditional authority to implement the policy of the colonial ruler highest resident in the Sultanate of Ternate .

Relationship with the sultan and resident is just like patron- client relationships based on loyalty and it is mostly done in the form of contractual agreements spice trade . In addition to that, there is still a relationship in the form of an official visit jointly conducted by the resident or resident assistant to the affected areas . Visits like this all the more memorable because greeted with a variety of performances as a sign of respect and loyalty to the Government of the Netherlands .

At the local level ( district ) , sangaji has very important role , because in addition to overseeing the running of the government, he also serves as " local king " . Therefore, the Dutch colonial government utilizes his power to develop strength . Success of planned development by the colonial government largely depends on the fabric of cooperation between the sultan and sangaji . This can be seen on a visit to the Sultan of Ternate to residents in resolving disputes Galela among ethnic groups Alfuru with indigenous officials ( Koloniaal Verslag , 1882) .

Governance of the residency of Ternate has appeared a good working relationship between the government and the three sultans in the region . This relationship can be seen from the cooperation between them in making rules relating to completion of crime breaking. In line with that , too, Resident of Ternate in 1887 together with the native rulers on an inspection tour in New Guinea ( Koloniaal Verslag , 1888 ) . In a way , the government and the native ruler ( sultan ) jointly formulate security measures related to security sin this region . In 1887 it occurs in New Guinea Papua, there is a conflict between Saget tribe in papua and tribes of Papua Berau

At the end of 1906 , there was a visit by the head of controller with indigenous leader and the the residents of afdeling bone and in the early 1907, there was also a visit by the Civil and Military Governor in the region . Along with this visit the Sultan of Ternate through a supplementary contract in the presence of the Governor to compensation of the year 6000 has released his rights over this area to the government . At that time , he served as temporary power holder of Banggai as stipulated in Government Decree No. 7 October 9th . He was appointed holder of power while Sula Islands , with permission to temporarily attach themselves to the Controller of Tidore and Halmahera West . While Tombuku power holders in November was temporarily given to local government over the Banggai area ( Colonial Verslag , 1907) .

At the department level , the role of controller is very important , because in addition he oversees the running of the government is also the originator of the idea that led to the renewal of the mission of modernization . Development plans in the Sultanate of Ternate done by the controller which is then covered by a small committee , consisting of a controller , the sultan , jogugu , sangaji , and several other native officials . One factor that greatly helped the success of a controller in his duties as a motivator is the official support of indigenous traditional authority .

## **2. Social and economic field**

The social and economic development in the Sultanate of Ternate was perceived to have burdening power due to factors that people still cling to traditional values , in addition to geography and transportation . Therefore, the controller must be able to embrace the indigenous bureaucracy to deliver and explain the importance of development for the wider community . Lack of communication and information between the Colonial Government with indigenous bureaucracy can lead to social unrest as protests against the policies of the colonial government in Ternate felling trees clove ( exterpaci golden ) .

Cooperation between the Government of the native rulers in the colonial social and economic fields is characterized by the shape of the employment contract . This is evident in the relationship between trafficking in indigenous trade with traders who come from the world of Europe . Native rulers provide great opportunities for outside entrepreneurs to increase trade activity to the area , both on the Halmahera and other islands . Having established the relationship between indigenous officials with the colonial authorities , it gives birth to a variety of agreements embodied form employment contract , the employment contract in the field of shipping and sea transport facilities . Marine transportation is organized colonial government procurement of four ships . Means of transport used by residents in the areas visited in his power ( Colonial Verslag 0.1882 to 1883 ) . In addition there is also a tobacco plantation in Bacan . The company is built based on an employment contract with the native rulers in Bacan in 1881 . And at the end of 1890 they planted about 1900 trees tobacco shoulder , where it lands outside the 1500 annual excise guilders set by native rulers for all the concessions that will be charged an additional f 1 per month per shoulder as wholesale to the sultan ( Konial Verlag , 1890) .

In 1895 the Sultan of Ternate make an offer of cooperation to a European trading business in Gorontalo to abolish the monopoly trading rights for logging and transport of timber by other European entrepreneurs . This cooperation can be agreed between the Sultan of Ternate and European businessmen to pay part of the price in the form of excise duty concession to the sultan , ie 1000 per year . 20 % of this tax is given to the King or the Sultan of Banggai and the nobles conquests . The excise duty to maintain security in the Banggai Beach and Tumbuku against robbery where a settlement on the coast Banggai it always happens when the victim ( Colonial Verslag , 1895)

### 3. Religion and culture field

Development in the field of religion and culture received considerable attention from the colonial government . Implementation of the teachings of Islam are applied, either in court life and in community life . This is in line with the provisions issued by the Sultan of Ternate concerning the polite dress code and customary marriages conducted according to Islamic teachings . In addition to the inauguration ceremony of the Sultan also held events according to the customary pomp accompanied by swearing according to Islamic tradition ( Clerq , 1890) .

In 1894 the Resident of Ternate sultan entitled inaugurated on behalf of the Governor General of the Dutch East Indies in Batavia . Inauguration and swearing-in was done in house of the resident . Once residents completed his speech, it was followed by the signing of the minutes by the sultan and the royal princes , namely jogugu, hukum kadi, mayor ngofa, kapten ngofa, dan letnan ngofa ,the sultan took an oath by holding the Qur'an. This is an evidence - clien patron rapport between officers and the native Dutch colonial officials . The Dutch government in an effort to strengthen patron-clien with native rulers , social functioning cultural moment that native officials remain loyal to the Government of the Netherlands ( Leirissa , 1996 ) .

In line with the process of modernization , the colonial bureaucracy as modern bureaucratic system applied the criteria for recruitment to the degree of specialization of employees in such birokrasi. However, its structure still retained its colonial policy of indirect rule policy , the implementation of the system of self-government ( zelfbestuur ) . In 1930 the Dutch colonial government in North Maluku determined the distribution of the three self-government : the Sultanate of Ternate , Tidore Sultanate and the Sultanate of Bacan . Each of the empire was divided into districts and oversees onderdistrik . In addition, the district chief was appointed by the sultan ( BKI , 1930)

### 3. Education field

At the beginning of the 20th century Dutch government policy change the fundamental direction of history . Dutch colonial policy in Indonesia at the beginning of this century showed an attention to the people' right and provided protection to the interests of the indigenous population . It is perceived as a moral obligation and a debt of gratitude to the residents of the Dutch East Indies government of the colony . This colonial policy called ethical policy with three main programs namely : irrigation , education , and immigration ( MC Riclefs , 1991) . Since the exercise of ethical politics , there is a change in education in decades compared to what happened in the past , if the observed time period of colonial educational purpose not explicitly stated . The purpose of education in the colonial period , among others, is to meet the needs of the labor force in the interests of the Dutch capital . Locals students into low-level workers ( manual workers ) or to obtain cheap labor . There are also some who are trained and educated to become administrative personnel , technical personnel , agricultural workers , and others who raised the workers in the palace of the Sultanate ( Syahril Muhammad , 2012) . Please note that the data on education in North Maluku as the reports on the development of education said that the Dutch government offered an opportunity for residents to get an education. In 1869 , there was an establishment of two elementary schools of three -year period in Ternate and Bacan . Besides zending Foundation also established the Missionary schools in Papua and Galela Halmahera . Until the 19th century the management of education field in North Maluku is insufficient and especially when it is followed by the colonial educational purposes at that time which just obtaining low-level workers ( MVO , 1867-1869 )

In a further development, in North Maluku in 1916 there were 24 rural schools and school connections ( up to grade 5 ) , which was in Ternate , Sanana , Ngofakiaha , and Labuha . In addition , there are several schools and madrasas were established by private parties , such as the Taman Siswa, Al-Islamiayah School and BAPMAN di Ternate, Wustha Mualimin Muhammadiyah n iGalela and Tobeloth followed by schools established in Kao and each of islamic schools / madrasah in Weda and Sanana ( Syahril Muhammad , 2012) . Based on the description of the development of education in Ternate , from year to year it is seen that there is more and more improvement. This means that there is an increase of seriousness of the Dutch East Indies government in providing the opportunity for residents to obtain education . In this regard , it can be said that the educational program for residents in Ternate can bring two modern elite category into two groups . First , the nobles decendants who were loyal to the Dutch or called as Ambtenaar Bestuur Binnenlad while others come from areas of governor and self-government officer. Secondly , the other is ambtenaran who consist of top scholars of formal education , leaders of religious movements , social and political , traders and entrepreneurs succeed . These two elites then continued to grow until the entry of Japanese education . After independence , there appears some - modern elites in Ternate The advent of Western education gave significance for indigenous people. Western education serves as a symbol of prestige and became a necessity and for the status of a high standard. In addition, no symbols or other symbols, such as lineage, wealth and way of life are also becoming a standard of social status. Basically a good education is to prepare people to make progress in modern society (Sartono Kartodirdjo, 1991).

### CLOSING

Based on the results of research and discussion , the following research results presented in accordance with the following research issues . Dutch presence in Ternate brought about changes in the social life of the community . These changes occurred in line with the implementation of a rational legal bureaucracy . In its early development in the Sultanate of Ternate

run bureaucratic system which is dualistic. This bureaucratic system, Sultanate of Ternate in one hand running legal rational bureaucracy and on the other hand is running traditional bureaucracy. It was done because of the people in the circle of the Sultanate of Ternate is still faithful and obedient to the existing traditional rule. Rational legal bureaucracy introduced by the Dutch colonial government gives more open space character of traditional social relations. One factor that greatly helped the success of the Dutch in performing their duties as government administration officials is the support of indigenous traditional authority. Modernization of the Dutch colonial government bureaucracy by bringing positive change to the social mobility in the Sultanate of Ternate. This is in line with the Dutch government in recruiting employees or officials to be placed on government offices in addition to pay attention to the degree of nobility or hereditary factors, as well as through the selection based on the level of education who are loyal and can cooperate with the government. Colonial bureaucracy then lead to the commencement of professionalism through schools. Dutch presence in Ternate brought about changes in the social life of the community. These changes occurred in line with the opening of schools in Ternate. The effect of this effort spawned a new social groups or modern elite.

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