

A Multisite Study on the Governance of Rural Labor-Intensive Programs Post Pandemic Covid -19



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ABSTRACT: Good governance in implementing rural intensive projects is a necessity if you hope that project objectives can be achieved effectively and efficiently. Several indicators to measure good governance include: community participation, transparency and effectiveness. The aim of this research is to examine in depth the implementation of cash-intensive project governance and its indicators using a qualitative approach. This multisite research was conducted in Bening Village, Ngembat Village and Tawar Village, Gondang District, Mojokerto Regency, East Java Province, Indonesia. The sampling technique uses snowball sampling where existing subjects provide references to recruit the required sample. In this technique an individual subject provides information about only one other subject and then the chain continues with only one reference from one subject. This pattern is continued until the subjects available as samples are deemed to have met the requirements. The results of this research conclude that the principles of good governance have been implemented in village cash-intensive project activities. The principles of community participation, transparency, accountability and target accuracy have been implemented consistently in project governance. However, it is still found that the competence of project implementers is inadequate so that development work is not completed on time. For this reason, in order for cash-intensive projects to be on target, effective and on time, good and measurable management mechanisms are required.

KEYWORDS: Community participation, Transparency, Effectiveness, Labor intensive

I. INTRODUCTION

The concept of development is defined as an effort to make planned changes towards better conditions. Through development, it is hoped that it can improve the level of community welfare for the better. According to (Sumodiningrat, 2004) development is a process that moves in a straight line, namely from underdeveloped societies to developed countries.

Rural development is seen as very strategic for improving the welfare of the Indonesian people. This is because the majority of Indonesian citizens live in rural areas and the economic sector is still largely based on agriculture. Through rural area development, it is hoped that it can support efforts to achieve village development targets, namely eliminating 5,000 disadvantaged villages and increasing at least 2,000 independent villages as stated in the 2015-2019 National Medium Term Development Plan (Minister of Villages, 2016). Apart from that, development of rural areas can accelerate the quality of services to the community and empower village communities through a participatory development approach (Solekan, 2014).

One form of approach to rural development is to facilitate the community to participate in the development process. The participatory development model is seen as effective in overcoming problems faced by rural communities such as poverty, unemployment, backwardness in education and health. Through a participatory approach, it is hoped that the development of rural areas will become more advanced by seeking to explore the potential of each village so that it can function in increasing local original income.

One form of rural development approach is the village cash-intensive program. This program aims to create jobs through self-managed and cash-intensive development activities, fostering a sense of togetherness, increasing village community participation and empowering village communities. In addition, the cash-intensive goal is to realize increased access for the poor, women, children and marginalized groups. to basic services based on a community empowerment approach, in order to reduce the number of unemployed and poor people through encouraging rural social and economic activities.

The regulations underlying the village cash-intensive program are a joint decree of 4 ministers regarding harmonization and strengthening of policies to accelerate the implementation of Law number 6 of 2014. These regulations were then revealed in the form of general guidelines for the implementation of cash-intensive labor and the use of village funds in 2018 for labor-

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intensive cash. Meanwhile, the provisions for implementing the use of village funds for cash-intensive work refer to the Minister of Village Regulation regarding priorities for the use of village funds which can change every year.

Based on the Regulation of the Minister of Villages, Development of Disadvantaged Regions and Transmigration of the Republic of Indonesia Number 13 of 2020 concerning priorities for the use of village funds in 2021, village cash-intensive work is defined as empowerment activities for village communities, especially for poor and marginalized communities that are productive by prioritizing resource utilization, labor and local technology to provide additional income, reduce poverty and improve people's welfare. The derivative form of these regulations is allocated to the Village Revenue and Expenditure Budget. This program prioritizes absorbing as many workers as possible by empowering village communities (Herman & Ad'n, 2021).

In line with government regulations, the cash-intensive labor program in Bening, Ngembat and Tawar Villages, Gondang District, Mojokerto Regency in 2021, refers to the instructions of the Minister of Home Affairs number 3 of 2020 concerning overcoming the corona virus in villages through the village income and expenditure budget (APBDesa) stated in the second point, namely facilitating the village government to immediately make changes and/or spend the village income and expenditure budget to carry out activities in the context of dealing with Covid-19. The implementation of the activities referred to is budgeted in the areas of disaster management, emergencies and urgent situations in villages through unexpected expenditure, in the form of cash-intensive implementation, activities to strengthen the village economy and providing direct cash assistance. This program is a solution during the pandemic to increase the income of village residents along with implementing the village development priority scale so that everyone can be helped through this program (Tabo et al., 2022).

Realizing the urgency of dealing with unemployment in Bening, Ngembat and Tawar Villages, Gondang District, Mojokerto Regency, it is necessary to implement cash-intensive labor projects so that they can absorb the workforce, especially in communities affected by Covid-19 in these three villages. The results of the preliminary survey show that the implementation of cash-intensive projects in the three villages has been carefully planned starting from the project priority scale, budgeting, project location, criteria for the community involved, supervision, maintenance and project benefits. The discussion was carried out through a village deliberation forum involving all stakeholders so that the principles of good project governance could be implemented optimally.

Good governance is a necessity so that the implementation of cash-intensive projects can be effective and on target. In project implementation, it is necessary to uphold transparency, accountability, responsibility, independence and fairness and adhere strictly to applicable rules and procedures. This is necessary so that the implementation of cash-intensive projects is carried out responsibly while remaining based on the principles of democracy, efficiency and effectiveness. In addition, good governance will avoid errors in the allocation of development funds, including early prevention of misappropriation.

Based on the reality that has been explained, the research problem is how is the implementation of village cash-intensive management after the Covid-19 pandemic in the villages of Bening, Ngembat and Tawar Villages, Gondang District, Mojokerto Regency, East Java Province? Meanwhile, the aim of the research is to examine in depth cash-intensive governance in three villages and their indicators using a qualitative approach.

II. LITERATURE REVIEW

In general, the definition of good governance is actions that direct, control or influence public affairs to realize these values in everyday life. Good governance is not only limited to the management of government institutions, but concerns all institutions, both government and non-government (Sedarmayanti, 2003). In government, good governance involves three main stakeholders, namely the state, private sector, business world and society (Solekhan, 2014). In the concept of good governance, the government no longer plays a role as the center for implementing development, but the community and business sector also play a role in its implementation. The change in the development paradigm places the government from acting as a regulator and market player, on how to create a conducive climate and invest in infrastructure to support the business world (Kemendagri, 2014).

According to Solekhan (2014), good governance is a driving force for improving and improving management processes so as to realize better performance. Good governance, as a form of development management, has placed the government's central role as an agent of change in stimulating development through various regulations, programs and projects that encourage the private sector to contribute to the implementation of development. Apart from that, the role of the community is also important as the government's main partner in planning and implementing development (Ministry of Home Affairs, 2014). Society is no longer an object of development but its role as a subject of development is also optimized (Arifin, 2009).

As part of the government system, the Village also needs to implement good governance, namely the process of decision making, execution and Village administration in order to encourage positive changes in Village life needs to be implemented by paying attention to the principles of transparency, accountability and involving the community in the Village area (Tan, 2010). As stated by Sedarmayanti (2004), good governance is a series of social and political interaction processes between government and society in various fields related to the interests of society and the government's presence in these interests.

According to Daniri (2005) there are five basic principles contained in good governance. The five principles are transparency, accountability, responsibility, independence and fairness. Meanwhile, according to Sedarmayanti (2014), indicators of good

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government governance include: participation, transparency, accountability, effectiveness and law enforcement. Meanwhile, according to Jonhstoon (2003), there are indicators of good government governance, namely: 1. Participation is community involvement in decision making, either directly or indirectly, through people's representative institutions that can channel their opinions; 2. Rule of law, namely a legal framework that is fair and implemented regardless of social or economic status; 3. Transparency is the ease and freedom of obtaining information relating to the public interest; 4. Responsiveness, namely public institutions must be quick and responsive in delivering services to stakeholders; 5. Consensus orientation, namely oriented towards the interests of the wider community; 6. Equity, every community has the same opportunity to obtain prosperity and justice; 7. Efficiency and effectiveness, management of public resources is carried out efficiently and effectively; 8. Accountability, responsibility to the public for every activity that has been carried out; and 9. Strategic vision, government administration and society must have a far-sighted vision for even better things.

In Government Regulation Number 101 of 2000, the principles of good governance consist of: 1. professionalism, 2. accountability, 3. transparency, 4. excellent service, 5. democracy and participation, 6. efficiency and effectiveness, and 7. supremacy of law and can be accepted by the whole community.

There are various studies regarding the urgency of good governance. The research results of Putra et al. (2017), revealed that budget transparency, information openness and accountability in government governance are imperative to improve. Furthermore, Wibawa's research (2019) also revealed that information openness will be able to realize good governance because this value is part of the concept. Meanwhile, research by Taufiq et al. (2019) found that effective and optimal interaction and synergy in government can be realized by implementing e-governance.

III. RESEARCH METHODS

This research approach is descriptive qualitative. Through this approach, it is hoped that we can describe, explain and answer in depth the problems studied. The presence of researchers is very important and is also a parameter for the success of qualitative research. Researchers are present at the research location to explore data through in-depth interviews, participant observation, tracking data through documents and collecting field data.

This research involved several sites and research subjects. The research subjects are assumed to have the same characteristics. As stated by Bogdan and Biklen (1982), multi-site studies are a form of qualitative research which can be used primarily to develop theories drawn from several similar research settings, so that theories can be produced that can be transferred to broader situations and more general in scope. Some of the sites studied were communities involved in cash-intensive labor project activities in Bening Village, Ngembat Village and Tawar Village, Gondang District, Mojokerto Regency, East Java, Indonesia.

Data collection techniques through participant observation and interviews. In participant observation, researchers collect data by participating in daily life in the organization being studied. Researchers made observations on research objects in three villages for three months. Next, conduct interviews with informants who are selected based on the following criteria: (1) The informant is directly involved in the activities that are the object of research, (2) The informant is integrated with the activities carried out at the research object, (3) The informant has time to dig up the information and (4)) Informants are experienced in answering the required questions. Based on these criteria, the research informants consisted of: Village Head, Village Consultative Body, Village Financial Manager and Activity Implementer.

Data analysis

The flow of analysis in this research follows the interactive analysis model (Moleong, 2014) with four stages, namely:

1. Data collection process through observation and interview methods,
2. Data reduction, namely selecting data that is relevant to the research focus, simplifying and organizing it systematically to describe important relevant findings. The data reduction stage is used to classify, focus and eliminate unnecessary data so that it is easy to draw conclusions.
3. Presentation of data, namely describing the data briefly in text or narrative form.
4. Verification, namely drawing conclusions is closely related to the size of the collection of field notes and coding carried out by the researcher. Conclusions can also be made during the research.

IV. RESEARCH RESULTS AND DISCUSSION

The following will explain the results of data mining from informants accompanied by an in-depth discussion about the management of cash-intensive projects based on the research focus which includes participation, transparency, effectiveness of labor-intensive projects in the three research location villages.

Society participation.

The results of interviews with informants show that the implementation of cash-intensive projects involves community components who have an interest in the project. Community components involved include the Village Head, Village Consultative

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Body and the community at the project location. The involvement of community components begins with discussions regarding planning for the implementation of cash-intensive projects carried out through deliberation forums. In this deliberation, decisions are made based on input and suggestions from stakeholders, so that at the implementation stage there are no problems because it is the result of a joint decision. The decision-making mechanism has been adjusted to the results of stakeholder agreements and also takes into account the targets of cash-intensive labor programs in the three villages. The deliberation stage for planning the implementation of cash-intensive projects was seen as important by all informants because it involved the smooth implementation of the project. The planning stage formulates several provisions, namely determining activity implementers, preparing work plans, socializing activities, providing activity implementers, coordinating and synergizing activity implementation, preparing administrative documents, forming a goods procurement team and recruiting labor.

In implementing labor-intensive projects, it is necessary to plan carefully and prepare several supporting requirements so that the implementation runs smoothly and meets targets. Accuracy in initial preparation determines the optimization of project implementation. Carrying out a project that is related to the interests of the community and uses the government budget must of course be planned carefully and measurably so that the goal of empowering the community through cash-intensive projects can be achieved effectively and efficiently.

Regarding the planning stage, information was obtained that all informants agreed that planning needed to be carried out carefully and measurably so that the implementation of rural cash-intensive projects could run as expected and minimize deviations. The planning stage for cash-intensive projects plays an important role in the entire implementation process. Any activity without detailed and measurable planning is likely to fail (Terry, 1977). For this reason, preparation for implementation in the form of careful planning is a necessity for the smooth implementation of the project and the success of achieving its objectives. So that cash-intensive projects can run effectively and efficiently, it is necessary to involve the community in their implementation. Program implementation is an important indicator of the effectiveness of a policy. Because, program implementation acts as a measuring tool in achieving the success of the set goals. In this case, it can be said that implementing policies by involving the community as project implementers has an important role in determining project success. Implementing rural cash-intensive projects in Bening Village, Ngembat Village and Tawar Village, Gondang District, Mojokerto Regency, East Java Province are people in these three village areas, especially people who are unemployed due to the impact of Covid 19 with the hope that the existence of the project can provide employment opportunities and increase community income. Community involvement in the implementation stage of rural cash-intensive projects is carried out in the form of involving them in the planning and implementation stages. In planning, the community is involved through deliberation forums to formulate procedures for project implementation, control mechanisms, handling complaints and resolving problems, reporting accountability for implementation results and utilization and sustainability of the project. Meanwhile, in project implementation, workers are recruited from the community, especially those affected by Covid-19, who live at the project location and have the required skills. The results of observations and supported by interviews with informants show that the implementation of rural cash-intensive projects in the three villages involves the Village Government as the main person responsible for the project; supervisors who come from community representative elements; and the community working on the project. Furthermore, information was obtained that implementers of cash-intensive labor projects did not experience significant obstacles during their implementation, because the community provided optimal assistance during the implementation process so that project objectives could be achieved effectively and efficiently. However, field findings showed that some communities provided input, including (1) selecting activity targets according to the scale of community needs and (2) involving unemployed communities so that those with experience in the field of project activities were prioritized so that implementation could run optimally. This means that implementing village cash-intensive projects needs to apply good governance principles, especially transparency in recruitment and selection to involve the community in project work. The presentation of the research results at least complements Zuliyah's (2010) opinion that local communities who better understand their needs and problems must be empowered so that they are better able to recognize their needs, formulate plans and carry out development independently. Apart from that, the results of observations and interviews also show that this village cash-intensive project received a positive response from the community. The community stated that this program was able to increase their income, provide employment opportunities after being unemployed for a long time due to the impact of Covid 19 and was also able to overcome several problems related to the environment, such as road and water channel infrastructure projects. Furthermore, every cash-intensive project activity financed by the Village Revenue and Expenditure Budget must be carried out in a self-managed manner by the Village by providing wages for the people involved as workers. The project implementation mechanism begins with the Village Head, assisted by the implementing team, for activities to open labor registration by prioritizing members of the Village community. Next, interviews were conducted regarding the rights and obligations of people who were willing to become workers. Apart from that, the Village Consultative Body holds deliberations as a forum for accountability and submission of the results of project development implementation from the Activity Implementation Team to the Village Head, in this case the village community has the right to participate in this village deliberation activity to convey aspirations regarding monitoring results.

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Transparency

The Village Government of Bening Village, Ngembat Village and Tawar Village, Gondang District has provided facilities for the community to submit information, complaints and suggestions regarding complaints related to the implementation of cash-intensive projects directly or through an online system. This complaint facility is used to monitor the project implementation process and the effectiveness of achieving targets. Even though this complaint tool is still not effective, project implementation has involved the community in the monitoring process. In this case, the community's responsiveness to cash-intensive projects is still not optimal. In fact, the responsiveness of the community to the implementation of project policies has an influence on the level of success. The stronger the community's responsiveness to project implementation, the higher the level of success of the project in achieving its goals (Fajarwati & Rahmadila, 2022). The results of interviews with key informants show that the implementation of cash-intensive projects is carried out transparently in budget planning and budget use. All informants agreed that transparency in the use of project budgets is an effective monitoring model for monitoring project implementation. The project supervision model is carried out by prioritizing elements of education, persuasion and communication and is guided by applicable regulatory provisions. This approach received a positive response from stakeholders, because they felt supported and given understanding to carry out work in accordance with established standards. As is known, the essence of supervision is to prevent as early as possible the occurrence of irregularities, waste, misappropriation, errors and failures in achieving goals and objectives and carrying out tasks. According to Manullang (2012), supervision is a process of determining work so that it is implemented according to plan. Supervision is a management function that needs to be carried out so that work is carried out according to plan. The purpose of supervision is so that every predetermined plan can be implemented efficiently and effectively, so that errors, misuse and responsibility do not occur in achieving organizational goals (Siagian, 2014). The implementation of supervision is basically to avoid possible deviations from the goals to be achieved. Through supervision, it is hoped that project objectives can be achieved effectively and efficiently. Apart from that, through supervision it can also be known to what extent the leadership's policies are in carrying out these activities. The supervision of the implementation of cash-intensive projects in the three villages is carried out by the Mojokerto Regency Inspectorate. The District Inspectorate carries out a supervisory function by monitoring and evaluating the implementation of village cash-intensive projects. The Inspectorate will impose sanctions if there are deviations in implementation with the aim of achieving effectiveness and efficiency in implementing cash-intensive projects. In this context, project implementers feel satisfied with the supervision implemented. They really like the way supervisors treat implementers in a persuasive, educative manner and within the corridors of established policies.

Project Effectiveness

The results of interviews with informants show that the implementation of rural cash-intensive projects can be implemented effectively and efficiently. The measure of effectiveness is in terms of timeliness, appropriate use of the budget and accuracy of targets. According to Steers (1997), in general effectiveness is only related to organizational goals, namely profit, so it tends to ignore the most important aspect of the entire process, namely human resources. Meanwhile, according to Edi (2007), effectiveness is a measure that states how far the target (quantity, quality and time) has been achieved; The greater the percentage of targets achieved, the higher the effectiveness. Meanwhile, in looking at the effectiveness of this labor-intensive project, various aspects must be considered and used as a measure of the level of success. Based on the research results, it shows that in implementing a cash-intensive program, the implementing team needs to understand to determine the use of time accurately by considering various real conditions in the field. Based on the interview results, it shows that project implementation can be carried out according to the specified schedule. As for the use of the budget, the research results show that the implementation of cash-intensive projects is able to manage the use of the budget in accordance with planning. Project implementers can allocate budget usage according to the budget plan and can even make efficiencies. Furthermore, in terms of target accuracy, this labor-intensive project succeeded in providing employment opportunities for people in three villages affected by Covid-19 while simultaneously improving village infrastructure to support smooth transportation and the economy. In this way, the labor-intensive project activities were successfully implemented on target, namely being able to provide employment opportunities for the community, increase community income and improve village infrastructure.

V. CONCLUSIONS

Good governance in project implementation on village cash works is a must for achieving the effectiveness of the project. The principles of good governance have been implemented by the three villages in managing cash-intensive projects. This can be seen from the results of interviews and field observations which show that all activity planning is contained in the Village Revenue and Expenditure Budget Document; Implementation of activities refers to the budget plan and activity specifications agreed upon in the village deliberation forum; supervision is carried out following a structural flow from the implementing level to the inspection stage carried out by the inspectorate; Evaluation is carried out on each project activity to find out whether the activity has been carried out effectively and efficiently. Furthermore, the principles of village cash-intensive project governance such as community participation, transparency, accountability and accuracy of targets have been implemented in the implementation process. Thus, it

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can be said that the implementation of cash-intensive labor projects in the villages of Bening, Ngembat and Tawar, Gondang District, Mojokerto Regency, East Java Province has implemented governance principles in accordance with applicable regulations.

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