

REALIZING GOOD LOCAL GOVERNANCE THROUGH LOCAL GOVERNMENT APPARATUS EMPOWERMENT STRATEGY

Marthina Raga Lay^{1*}, Ernawati Daeng², Jeni J. Therik³

Faculty of Social and Political Sciences, *Universitas Nusa Cendana, Kupang, Indonesia*
Email: tinwini.tw@gmail.com

ABSTRACT

Changes in the paradigm of governance in the implementation of regional autonomy, have made regional governments the spearhead in the implementation of government tasks, especially in providing services to the community. As a consequence of these changes, it is necessary to rearrange various elements in the governance system. Good local governance is the most important issue in the management of public administration today. Government apparatus resources are a vital and strategic element in the administration of government, both at the center and in the regions. In the context of local governance, the performance of local government apparatus resources needs to be continuously improved. The increase is closely related to the development and development of the role of government officials as civil servants (PNS). For this reason, the right strategy is needed to empower the resources of the local government apparatus which includes efforts to make the competencies of the government apparatus so that they can be used optimally in realizing good local governance.

Keywords: good local governance, empowerment of local government apparatus.

This article is licensed under [CC BY-SA 4.0](https://creativecommons.org/licenses/by-sa/4.0/) 

INTRODUCTION

The condition of society that is experiencing dynamic development, the level of people's lives is getting better, resulting in people being more aware of what are their rights and obligations as citizens in community life, submitting their demands, desires and aspirations to the government. Government apparatus resources are a vital and strategic element in the administration of government, both at the center and in the regions. In the context of local governance, the performance of local government apparatus resources needs to be continuously improved (Rahmadani et al., 2023). The increase is closely related to the development and development of the role of government officials as civil servants (PNS). In this case, the role of employees as one of the supporting elements of the running of the organizational wheel must be managed with the right strategy and adjusted to the values that apply in the organization concerned (Supriyadi, 2004). Revamping the public apparatus can be a strategic first step, because the complexity of the problem, the impact that may be generated and the support that may be obtained is very large. The results of Sukowati's (2006) research show that by giving priority to improving local government bureaucracy, the impact on accelerating the realization of good local governance is very large.

On a regional scale, the right strategy to empower the resources of local government apparatus is an important foundation in realizing good governance. It is fully realized that improving regional governance performance is difficult without developing the competence of the government apparatus that implements it. For this reason, at a practical level, the right strategy is needed which includes efforts to make the competencies of the government apparatus can be used optimally in order to improve performance.

By placing the strategy of empowering local government apparatus within the framework of bureaucratic reform, This article will outline three important things, first, the description *Good Local Governance* as a vision of bureaucratic reform. Second, the empowerment of local government apparatus. Third, the problems faced in an effort to realize good local governance and the framework of its solutions. This article will be closed with the formulation of strategies for empowering local government apparatus using an approach *knowledge management*.

RESEARCH METHODS

Types of Research

This research uses a type of library research (*Library rearch*), which is research with a series of activities related to library data collection methods, reading and processing. *Library research* is research whose objects are sought with various library information such as books, scientific journals, magazines, and documents.

Data sources

1. Primary Data

To find data from this study, the author uses primary data sources, namely data that is the main source of literature research by searching various literature related to the title of this article.

2. Secondary data

RESULTS AND DISCUSSION

A. Good Local Governance

Good local governance (*Good Local Governance*) is the most important issue in the management of public administration today. The demands of the community for the government to carry out good local governance are in line with the increasing knowledge of the community in addition to the demands of globalization. The paradigm shift of governance from *Rulling Government* that continues to progress towards *Good governance*, understood as a phenomenon of fair democracy. The poor performance of the bureaucracy is one of the factors that causes the slow process of overcoming the multidimensional crisis that occurs. The main key to change is the concept of service by the government apparatus, which is not oriented towards providing services structurally to superiors and certain groups, but oriented towards providing services to the community. Disillusionment with public services and government bureaucracy has often been heard. The desire to get the best service from the government is almost hopeless. It's no wonder then that Osborne and Gaebler's (1997) ideas became so popular. Various public problems can be overcome because of the entrepreneurial spirit (entrepreneurship) in the bureaucracy at the regional level that has succeeded in developing the initiative and creativity of its citizens.

In practice, performance in the public sector, especially the government sector, cannot be defined as well as in the private sector. In the private sector, productivity is the primary measure of performance. Productivity is measured based on the value of goods which are then converted into monetary value. Another measure of performance is production efficiency, which is the unit cost used to produce per unit of output, which can be in the form of goods or services. This size is then easily converted into value for money. In addition to productivity and production efficiency, other performance measures are profitability, liquidity, assets, and so on. The achievement of private sector performance targets is assessed by stakeholders, which becomes the final accountability for management. Greeting holder satisfaction is a measure of performance achievement that is generally simply quantified in terms of money.

The performance of local government, as the goal of empowering local government apparatus has a broad spectrum and is relatively more complex. The preparation of performance indicators that must be achieved by the regional apparatus work unit (SKPD) is a matter that is often debated. How to measure the performance of civil service police units or administrative assistants? What indicators can be used to measure the performance of the minutes section of the DPRD secretariat? Of course, government sector measurements, especially local governments, cannot use indicators that include responsibility in serving local communities.

It should be recognized that in the assessment of local government performance, processes and various political interests are involved. However, it does not mean that the direction of empowering local government apparatus as a series of bureaucratic reforms cannot be formulated. Regional governance practices do involve the community and its representatives as part of the stakeholders. Like it or not, the interests of these stakeholders are the main reference in compiling the performance of local government institutions. It should be explained here that the use of "performance" in the context of regional governance, not only means the end result, but also the process. In this regard, governance *can* simply be interpreted as the decision-making process and the process by which decisions are implemented, or not implemented (UNESCAP, 1999).

The realization of good governance is a vision of bureaucratic reform (Rewansyah, 2007). Furthermore, Rewansyah also explained that the mission of bureaucratic reform is to build, reorganize, perfect, foster, and regulate the government bureaucracy, so that it is capable and communicative in carrying out its roles and functions. The targets and objectives of bureaucratic reform consist of five achievements, namely: *first*, the formation of a clean bureaucracy, namely an anti-KKN bureaucracy and reducing corruptive behavior of civil servants.

Second, bureaucracy that is efficient and efficient in using limited resources (*man, money, material, method, and time*).

Third, a transparent bureaucracy is a bureaucracy whose policies and activities are known to the public and the public can access them easily.

Fourth, bureaucracy that serves, that is, bureaucracy that does not ask to be served, but bureaucracy that serves the community.

Fifth, decentralized bureaucracy, namely decentralized decision-making authority to the leaders of the leading work units.

To realize the vision and good governance, including the targets and objectives contained therein – especially at the local government level – a comprehensive strategy is needed which of course is based, with strong legal instruments as the foundation. In that context, it is important to understand that the core component of bureaucracy is the government apparatus. Thus, the strategy needed to realize *good local governance* must emphasize the regional government apparatus as the implementer of the governance. Therefore, the strategy of empowering local government apparatus cannot simply depart from a set of normative frameworks burdened with various sanctions. Adequate space must be given to the government apparatus to be more productive, creative and innovative, while at the same time also providing adequate rewards for the resulting performance.

To realize *good local governance*, bureaucratic reform in local government can be carried

out by reforming in matters including:

1. Governance with the spirit of decentralization, authority is not centralized in the district / city government but can be decentralized with the pattern of delegation to the sub-district government and village government. This spirit is carried out to empower the government that is closer to the community in providing public services.
2. The development of semi-autonomous institutions that provide direct services to the community and rationalize (right seizing) line element institutions that do not provide direct services by developing matrix organizations or functional organizations.
3. The development of an independent supervisory institution free from executive and legislative influence. The current inspectorate is the internal overseer of local government and has no authority to oversee the legislature.
4. Indonesian people who are still unable to place roles in accordance with their position or position, so to prevent political intervention in the bureaucracy or to prevent the politicization of the bureaucracy, the conception of the political-administrative dichotomy can be done by reducing the authority of political officials in the shortening and dismissal of bureaucratic officials.
5. Reforms are carried out systematically and integrated, the renewal of one aspect must be supported by the renewal of other aspects. For example, the emotion of improving employee welfare will be useless if it is not supported by a performance appraisal system and a system of *sanctions (punishment)*. (Kartiwa: 2009).

With the renewal in the government administration system at the next stage, it will change the mindset and culture of the bureaucracy. With the change in the system supported by changes in bureaucratic behavior, it will eventually improve government performance in carrying out government duties and functions, both development and service to the community.

B. Empowerment of Local Government Apparatus

To develop a strategy for empowering local government apparatus within the framework of *good local governance*, it is necessary to first understand the characteristics of the problems faced. With the uniqueness of the region, the problems faced in empowering the government apparatus can vary. Nevertheless, the characteristics encountered generally have something in common.

According to Parasuraman et al, (1990) (in Mulyawan: 2016), there are at least seven characteristics of problems faced by bureaucracy. *First*, the problem of *role conflict* that arises where employees face problems in choosing between prioritizing satisfaction with internal customers (organizational leaders) and prioritizing external customer satisfaction (society) from every job they do.

Second, is *role ambiguity* that occurs due to employee ignorance of what the leader's expectations are for the services provided and how to meet these expectations. This happens because they do not have enough skills and do not get training related to the problems they face. *Third*, the mismatch between the abilities of employees and the work that must be done (*poor employee job fit*). This includes factors that cause the low performance of various government institutions. *Fourth*, the lack of ability of government officials in mastering the technology provided to provide services (*poor technology job fit*). The level of performance of government apparatus in providing services is often greatly influenced by the technology it uses.

Fifth, there is no evaluation and reward system in government agencies (*inappropriate supervisory control system*). Government organizations tend to view employee performance through the results of their work and *output control systems* are often not based on the purpose of the service but rather on other objectives of the organization. *Sixth*, the inability

of employees to solve problems that arise in the process of providing services (*lack of perceived control*). This problem is caused by the lack of authority to make decisions in their work, so as a result they are not trained to deal with problems that arise better.

Seventh, is the low ability to work in a team (lack of team work), both in the context of working relationships with fellow employees and with superiors and / or subordinates. The tendency to accentuate formality results in the neglect of functional relationships necessary to generate synergies to achieve performance. Based on the problems mentioned above, solutions to each problem were initiated. Of the seven problems, two of them can be overcome with legal/political-based solutions, (*political/law-based solutions*) and five others were overcome with managerial-based solutions (*managerial-based solution*).

Based on a governance perspective (*Governance*), the empowerment of government apparatus is more towards managerial aspects. Nevertheless, this managerial arrangement must be based on an adequate legal framework of political will. Law/politics-based solutions include 2 basic things, namely:

First, the services of local government officials must be prioritized in the communities they serve, not for the benefit of superiors or the bureaucracy itself.

Second, adequate authority is needed for local government officials to carry out supervision in order to ensure the performance of their services to the community. Both contents need to be emphasized concretely in statutory provisions equipped with multilevel sanctions.

Indeed, placing the community as a top priority in service delivery is not something new. So far, the credo of "prioritizing the public interest above personal and group interests" has long been voiced, but its concrete form in governance practices still needs to be further elaborated with statutory provisions.

Recently, the issue of service priorities has been raised again with the issue of "equality and equality of position for service givers and recipients". This issue is an important reference that is raised in the discussion of a number of laws. The new spatial planning law, for example, states that to ensure that services in the field of spatial planning are carried out based on statutory provisions, any violation of spatial planning may be subject to sanctions that apply to both service providers (local government apparatus) and service recipients (the general public and the business world). The law also gives adequate authority for government officials and local governments to supervise the implementation of spatial planning. This progress certainly needs to be further developed in other bills that regulate the practice of service to the community.

While managerial-based solutions consist of five partsn important, namely:

1. There is clarity on the role of local government apparatus, which in practice is developed based on its main duties and functions.
2. Comprehensive staffing planning. This staffing planning is among others carried out by setting position competency standards, determining career paths, and analyzing workloads against ongoing conditions (*existing conditions*).
3. Development of technology-based facilities and capabilities to support governance.
4. Development of a more suitable control direction system.
5. Increased teamwork ability in the context of learning organizations to improve performance.

The five managerial-based solutions above show a series of common threads between the substance and the purpose of empowering local government apparatus. However, these solutions are still fragments or separate elements, whereas strategy is a series of elements that are integrated in a whole and mutually supportive. Therefore, to develop a strategy for

empowering local government apparatus, important elements need to be assembled into a unified whole.

C. Knowledge Management Approach as a Framework of Reference

Based on the initial description, this paper has identified the elements needed in efforts to empower local government apparatus. These identified elements then need to be assembled into a unified effort or strategy. To assemble these elements requires a frame of reference that emphasizes a particular approach. The question then is what approach needs to be used in developing strategies for empowering local government apparatus?

So far, the approach used in empowering government apparatus, especially local government apparatus, is a conventional management approach, where employees are considered as one of the factors of production so that their preferences and behavior are assumed to be the same or uniform. This uniformity has become irrelevant since government administrations apply the learning organization approach in their organizational management model.

The learning organizational approach places employees no longer as manual workers with machine-like work patterns, but knowledge-workers who to optimize their performance need to be viewed uniquely. This means that in developing strategies for empowering local government apparatus, the approach used is local government apparatus as knowledge workers. This approach is called knowledge management (Nonaka & Takeuchi, 1995; Tuomi, 1999).

The development and practice of knowledge management today is identified with the application of IT and IT-related organizations. But philosophically, the substance of knowledge management actually has a broader content. Knowledge management can be explained as systematic steps to manage knowledge in organizations, to create value and increase competitive advantage (Tjakraatmadja, 2006).

In the organizational cycle, what often occurs is a process where an employee is given an assignment and then trained so that there is an accumulation or enrichment of the employee's individual knowledge. The problem is that employee knowledge accumulation is not internalized into organizational knowledge, so it does not support performance improvement. In this case, there are two possibilities that can be used as reasons, first, the factors needed (role clarity, environment, preferences, rewards and feedback). Not sufficiently available so that the knowledge possessed by employees remains tacit knowledge. The second possibility, for some reason or another, employees move (or do not lag to work) so that the knowledge they have accumulated cannot be utilized by the original organization.

To convert *tacit knowledge* into *explicit knowledge*, Nonaka and Takeuchi (1995) used four conversion models: Socialization, Externalization, Combination and Internalization. Choo (1998) and Tobing (2007) describe these four knowledge conversion models referred to as the SECI Model as follows:

Socialization is the process of sharing and creating tacit knowledge through direct interaction and experience.

Externalization is the articulation of *tacit knowledge* into *explicit knowledge* through a process of dialogue and reflection.

Combination is *the process* of converting explicit knowledge into new explicit knowledge and information.

Internalization is the process of learning and acquiring knowledge carried out by members of the organization on *explicit knowledge* that is disseminated throughout the organization through their own experience so that it becomes *tacit knowledge* of organizational members.

In the knowledge conversion model, there are at least two key factors that need to be observed in developing strategies for empowering local government apparatus. First, a conducive atmosphere is needed that can build a good socialization process, which allows interaction and sharing among employees, so as to encourage the creation of *tacit knowledge*. This conducive atmosphere must be embedded (systematically attached to the organizational environment, not created incidentally (for example due to the initiative of the head of the work unit, which tends to be only temporary)). The conducive atmosphere must also be able to build individual innovation and constructive dialogue processes that can articulate *tacit knowledge into explicit knowledge*, which at certain points is also able to convert *explicit knowledge into new explicit knowledge*. *Tacit knowledge* and *explicit knowledge* are actually concepts introduced by Polanyi, a chemist (Tobing 2007). According to Polanyi, knowledge consists of 2 parts, namely tacit knowledge and explicit knowledge. *Tacit knowledge* is knowledge that resides in the human mind in the form of intuition, judgment, skills, values and beliefs that are very difficult to forhave and share with others. While *explicit* knowledge is knowledge that can or has been codified in the form of documents or in other forms that can be easily transferred and distributed using various media. In the case of local governments creating a conducive atmosphere, which can encourage interaction and sharing among employees in order to create *tacit knowledge*, striving to improve agency performance is something that is not easily realized. A formalistic and paternalistic organizational culture seems to be a major obstacle. If a conducive atmosphere is expected to be systematically inherent as part of apparatus activities, then education level, mindset and pragmatism are other factors that also need to be observed. Second, adequate time is needed so that *explicit knowledge* owned by employees (local government apparatus) can be distributed to all individuals in their work units, and then through a facilitated learning process can be acquired into institutional knowledge. In general, apparatuses who have received new knowledge through various types and levels of education and training programs (training) that they participate in do not have enough time to apply their knowledge in their work units. It often happens that in government institutions, local government apparatuses that have just a few months finished participating in certain training programs are immediately mutated to work units that require other competencies. For example, an employee of the Public Works Office who had just finished attending the program management training was suddenly mutated to BAPPEDA. The reason is that justifications can be sought, such as technical aspects in the field of public works are closely related to development planning. But it is clear that the articulation of *tacit knowledge* into *explicit knowledge* by the local government apparatus is not optimal. In conditions like this, the expected performance improvement will be difficult to realize.

The two factors above become problematic in personnel management in various government agencies in Indonesia, especially in local government agencies. Thus, a learning pattern was initiated as a frame of reference in formulating strategies for empowering local government apparatus. Learning in this case is a process of knowledge accumulation, while the empowerment of local government apparatus can be defined as an effort to accumulate knowledge for individual apparatus to then systematically be used as organizational knowledge to improve performance, within the framework of *good local governance*.

This learning concept consists of two stages, namely single-cycle learning (*single loop learning*) and dual-cycle learning (*Double Loop Learning*), (Tjakraatmadja & Lantu, 2006). Single-cycle learning includes how to generate new methods or new action strategies to achieve existing values. At this stage the values of human beliefs and habits do not change, what changes is the way of working and other technical things. While in

double-cycle learning, the new methods produced include more fundamental changes, including the process of changing the spirit (mental model) according to the characteristics of the new knowledge. In double cycle learning we learn to change *The Filed of Constancy* itself. In the context of empowering local government apparatus, the expected changes not only include managerial aspects that are technical, but also culture, values, mental models that need to be supported by changes and legal aspects.

CONCLUSION

The empowerment of local government apparatus is closely related to the context of bureaucratic reform within the framework of *good local governance*. Currently, the Indonesian nation needs knowledge governance, which is an integration between human behavior, administrative processes and intelligent power structures, which can accelerate the flow of national resources. Empowering local government apparatus in order to create competent, professional and able to support the improvement of organizational performance.

BIBLIOGRAFHY

- Abd. Rahman; W.Tri Hardianto, 2019. *Bureaucratic Reform and Good Governance*. Hapless; Intrans Publishing.
- Dwiyanto, A. 2015. *Public Bureaucracy Reform in Indonesia*. Gadjah Mada University Press.
- , 2015. *Public Administration: Decentralization, Institutions, and State Civil Apparatus*. Yogyakarta: Gadjah Mada university Press.
- Effendi S. 2011. *Building Administrative Capacity for the Implementation of Regional Autonomy*, in prospective No. 3 Vol.3:213.
- Gaffar, K. A. 2003. *The Complexity of Regional Autonomy Issues in Indonesia*. Student Library, Yogyakarta.
- Kartiwa, H.A., 2013. *Good Local Governance: Building a Clean and Accountable Local Government Bureaucracy*.
- Nonaka, I &H.Takeuchi. 1995. *The knowledge-Creating Company: Haw Japanese Companies Create The Dynamic of Bandung: Inovation*. New York: Oxfoerd University Press.
- Mulyawan, R. 2016. *Bureaucracy and Public Service*. UNPAD Press.
- Tjakraatmadja, J.Hidayat & D.L.Lantu. 2006. *Knowledge Management in the Contof Learning Organizations*. School of Business and Management, Bandung Institute of Technology.
- Sedarmayanti. 2013. *Good Governance*. Bandung: Mandar Maju.
- Sarundayang. 2013. *Bureaucracy in Regional Autonomy*. Jakarta: Sinar Harapan Library.
- Tobing, P.L., 2007. *Knowledge Management: Concept, Architecture and Implementation*. Jakarta: Graha Ilmu.
- Ghorbani, V. 2021. *Relationship Between Government Policies and Knowledge*.