

## STRENGTHENING LOCAL GOVERNMENT INSTITUTIONS TOWARDS A GOOD GOVERNANCE

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### ABSTRACT

*Good Governance is a modern governance principles which are based on three main elements, namely accountability, transparency and public participation. This study aims to assess the implementation of the three elements of good Governance in the performance of local government Semarang District; supporting and inhibiting factors, and efforts need to be made in the amplified. Related to this, the approach used in this study is phenomenological. In this case, researchers look at the various social phenomena surrounding the principles of good Governance in the District of Semarang. The data used are primary and secondary data. The results of this study indicate that the normative principles of good Governance has been integrated in performance of local government unit (SKPD) in Semarang district. Some supporting factors such as legislation and budgets. While on the weaknesses as well as involving in the two things: regulation of duties and functions of local government unit (SKPD) inadequate; decreased budgets; human resources factors, and supporting infrastructure are inadequate. As a recommendation to strengthen good Governance in Semarang district, it must focusing on those aspects of disadvantage faced by the District Government of Semarang.*

**Keywords:** Semarang District; Good Government; Local Government Unit (SKPD).

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### INTRODUCTION

In line with the spirit of reform that mandates the implementation of a clean government which is free from corruption, collusion and nepotism, all government agencies are required to create a clean apparatus of any kind of deviation/violation that occurs in both central government officials/local (Department of Public Works, 2008).

Deviations are partly due to the weak implementation of management functions in a consistent and responsible, low discipline and performance of human resources, lack of oversight of the performance of the government apparatus, performance-based career system has not been fully implemented, inadequate salary to live comfortably, and a weak system of public accountability which then result in poor quality of construction. In order to minimize the occurrence of these irregularities, we need a governance pattern that governs the relationship between government, business and society. The pattern of organization of governance is known as good governance.

Semarang District became one of ten regencies/cities are considered as the best in the conduct of good governance in the country for 2011. The assessment was summarized in a survey conducted by the Ministry of Home Affairs in collaboration with the Indonesian Forum for Budget Transparency (FITRA). In this regard, there are two research questions that will be examined, namely: whether the principles of good governance has been integrated in the system of local governance Semarang regency?, And what are the factors that support or hinder the implementation of the principles good governance in local governance Semarang regency?.

### THEORETICAL FRAMEWORK

Definitively good governance conveyed by World Bank is a development management organization that responsible for the solid and in line with the principles of democracy and the market is efficient, avoiding misallocation of investment funds, and the prevention of corruption, both political and administrative, fiscal discipline and creating running legal and political framework for the growth of business activities (Anonymous, 2007a).

In the dictionary, the term "government" and "governance" is often considered to have the same meaning, namely how to implement the authority in an organization, institution or country. Government or the government is also the name given to the entity that held the power of government in a State (Effendi, 2005; Kurniawan, 2006). According to the United Nations Development Program (UNDP), governance is "the use of political economic and administrative authority to manage the state affairs at all levels. Governance includes all mechanisms, processes and institutions in which citizens and community groups to express their interest, exercise their right to legal obligations and to bridge the differences between them (UNDP, 2007).

In the good governance system, each party such as the business community, and the government, has a particular role. The business world has a role of which is to create value-added comparative advantage provided; create a variety of business, product innovation, and jobs, creating revenue, and foster local economic development (Faozan, 2010).

Asian Development Bank confirms the general consensus that good governance is based on four pillars: (1) accountability, (2) transparency, (3) predictability, and (4) participation. It is clear that the number of components or principles that underlined good governance varies greatly from one institution to another, from one expert to another expert (Budiardjo, 1998).

Accountability is giving the mandate to govern to those who gave the mandate." Accountability by creating meaningful oversight over the distribution of power in the various government agencies to reduce accumulation of power while creating the conditions studied each other. In this accountability there are 3 (three) types of accountability, namely: (1) financial accountability, (2) administrative accountability, and (3) accountability of public policy. Public accountability is a principle that ensures any activity can be accounted for governing publicly by actors to the parties affected by the implementation of the policy. Decision making in public organizations involves many stakeholders (Budiardjo, 1998; Peter, 2000; Rochman, 2000).

The second parameter is the principle of transparency, is a principle that guarantees access or the freedom for people to obtain information about the governance, information on policy-making and implementation process, and the results achieved (Ministry of Home Affairs, 2002).

The third parameter is the principle of Participatory. Implementation of good governance is based on the three domains, namely: government, private and public. They must work synergistically, meaning each domain will be able to perform its role optimally in order to succeed with effective goal achievement. Government functioning political and legal environment conducive; private create jobs and income, while the positive role in the interaction of social, economic, political (Syani, 2008; Atmoko, 2011; Gaventa and Valderama, 1999).

In concept of development, participatory approaches interpreted as follow. *Firstly*, the contribution of the community to improve the efficiency and effectiveness of development in promoting the processes of democratization and empowerment (Cooke and Kothari, 2002). *Secondly*, this approach is also known as a participation in the dichotomy of the instrument (means) and objectives (ends). *Third*, the participation of elite capture is interpreted as a situation in which local officials, community leaders, NGOs, bureaucracy and other actors directly involved with participatory programs, conduct practices away from the principle of participation (Utomo, 2003; Fahmi, 2003).

#### **Implementation Of Good Government Principles In The Local Governance Practice**

Measuring the implementation of the principles of good governance in this context, refers to the variable made by UNDP as described in the theoretical framework section with rests on three main factors, namely accountability, transparency, and participation. In detail, each local agency will be analyzed by looking at a variety of important elements in the three study variables.

##### ***Variable of Accountability***

Accountability of local government, in this context is a local government district of Semarang that can be seen from two sides. *First*, from the its assuredness through the Indonesian Government Regulation No. 79 Year 2005 on Guidelines for the Development and Control of Regional Government. Article 4 and Article 5 are two important principles that outline the inter-agency coordination, vertical and horizontal, and the provision of guidelines and standard implementation of government affairs.

In the context of coordination mechanisms described in more technical Minister Decree Number 33 of 2008 on Guidelines for Employment of the regional organization the Regional Government. There are two main ideas that inspires the Minister Decree, namely to achieve orderly regional governance, development and public services needed alignment, integration, and harmony duties, functions and powers of local government, as well as to realize the performance of the officials of the local governments, accountability and transparency in public service delivery organizations need guidelines for the employment area (see preamble section weighing point a and b Minister of Home Affairs Decree No.33 Year 2008 on guidelines for employment of the regional organization the regional Government).

Related to this, the working relationship between the regions through five (5) mechanisms (Article 3 paragraph (1), The Minister of Home Affairs Regulation No. 33 of 2008, with respect to transparency, accountability, professionalism, and integrity. The fifth mechanism, namely: a. consultative; b. collegial; c. functional; d. structural, and e. coordinative.

Implementation of consultative relationship is meant to make the perception in carrying out the duties and functions of the organization in accordance with the authority of their respective regions. Consultative working relationships through activities such as (Article 4 paragraph (1) and paragraph (2) The Minister of Home Affairs Regulation No. 33 Year 2008: a. planning; b. formulation; c. updates, and d. completion of tasks and functions.

The collegial working relationship is intended to:

- a. foster a sense of togetherness and partnership in implementing workload and responsibility for the improvement of productivity and performance, and
- b. develop a spirit of togetherness and control structural authoritarianism generally develops in the structural relationship that tends to be concentrated.

The data of this study indicates that the central role held by both regional secretariat of the Local government and Council of Regional Representatives is very strategic in moving the wheel organization of the local government. Working relationships is a key structural coordination and effectiveness of the passage of the wheels of government in Semarang District Government. Therefore, routine or regular coordination performed better than ever in the context of the work program, the equation perception of duties and functions and in the accommodation of community aspirations. Based on the available data shows that the pattern

of employment has been running in the form of coordination, hearing and aspirations. In the perspective of accountability pattern of this kind of working relationship is quite effective for the realization of accountability for performance by each local government unit to run their tasks and respective functions.

The above conditions are in line with what was theorized by Budiardjo (1998), which stress that accountability as "a liability given the mandate to govern to those who gave the mandate." Accountability by creating meaningful oversight over the distribution of power in the various government agencies to reduce accumulation of power while creating the conditions studied each other (checks and balances system). In operation, coordinative and consultative relationship that is run by the two secretariats in Semarang District Government Institutions reflects of the realization of check and balances system in the equal relation (to the side) and accountability in the upper and lower structural relationships.

The relationship between the employment agencies that exist in the District Government of Semarang, more highlight coordinative relationships, consultative and collegial. Relationships are built in the framework program planning, perception and the duties and functions of the building together.

**Second**, at the level of public accountability in the context of Semarang regency government indicates that based on survey results from Community Satisfaction Index 2012 showed that the performance of local government unit was good. This condition indicates that the Semarang District Government has not fully integrated the principle of public accountability in performance and reporting to the public. It is certainly not in line with the provisions of Article 5, paragraph (5) Regulation of the Minister of Home Affairs Number 54 Year 2010 on the Implementation of Government Regulation No. 8 of 2008 on stage, Procedure Development, Control, and Evaluation of Regional Development Plan which states that the principle of Accountable referred to in Article 4, letter e, which is any activity and outcomes of regional planning should be accountable to the people or the people as the supreme sovereign state, in accordance with the provisions of the legislation. Normatively, there is no obligation for SKPD to deliver performance and financial results to the public, but if it refers to the principles of good governance, it is more a "duty" of good moral if implemented.

In addition on the policy side, Semarang District Government has not fully implemented the principles of accountability. This is reflected in the lack of the public policy information on its websites and other media publications that are accessible to the public. In this context, the socialization of public accountability policy has several indicators that have not fully accommodated by the local government, namely:

- a. dissemination of information about a decision, through the mass media, and media personal communication
- b. the accuracy and completeness of the information related to the means of achieving objectives of a program
- c. public access to information on a decision after the decision has been made and complaints mechanisms
- d. availability of management information systems and monitoring the results achieved by the government.

However, related to the handling of complaints as one of the parameters in public accountability shows a positive. This was indicated by the inclusion of interactive complaint procedures between local government and the residents of Semarang District.

#### **Variable of Transparency**

Transparency in principle is an extension of the principle of accountability. In other words, that one of the parameters of accountability lies in the transparency policy. In the practical sphere, the principle of supervision has been mentioned in the Government Regulation No. 79 Year 2005 on Guidelines for the Development and Control of Regional Government.

In terms of Article 23 stated that oversight of government affairs in the region include: *First*, the guidance on the implementation of government affairs at the provincial, district/city and village government, and *Second*, the implementation of government affairs at the provincial, regency / city, and village administration. However, monitoring of local government affairs conducted by Intern Supervisor in accordance with the functions and authority. The share of the public to monitor the performance of government embodied in the delivery and achievement of program performance transparency, so that people can see them freely.

Other dimensions that have been developed in the context of transparency by the District Government of Semarang is the availability of the duties and functions for local government units. Things in concrete has been done is to display all local government legislation at <http://www.semarangkab.go.id> website. It is quite positive in providing services for people who need information about the rules of law relating to the public interest in the context of regional development.

At the level of public policy, communications efforts undertaken by the Government of Semarang District and the community is through asking-question and also complain against the service and the condition of the facilities and infrastructure of the city, the village and the area in general through the website above.

#### **Variable of Participation**

Public participation is defined as a process involving the public in decision-making, formulation, implementation, and monitoring of government policies, development, and community development. Public participation in the policy-making process is very high on the agenda of decentralization, as mandated by Law No.18/1997 and Law. 34/2000, Law No. 41/1999, Law No. 10/2004 and Law No. 32/2004.

Public participation in the preparation of a Draft Regulation is a predominance of normative already have legal legitimacy in Law No. 12 Year 2011 on the Establishment of Legislation. Provisions concerning participation can be found in Article 96 which states: "(1) Citizens have a right to provide input verbally and / or written in the formation of legislation. (2) Input orally and / or

in writing as referred to in paragraph (1) may be done through: a. public hearing; b. working visits; c. socialization, and / or seminar; e. seminars, workshops, and / or discussion.

Communities as referred to in paragraph (1), are an individual or group of persons having an interest in the substance of the draft legislation. In order to facilitate the public to provide input verbally and / or in writing as referred to in paragraph (1), any draft legislation should be readily accessible by the public.

The above conditions still reflect the lack of community participation in the context of development in Semarang district. According to Sudirman (2006), the scope of community participation should be opened as wide as possible include such as: the formulation of the vision, mission and strategic plan; preparation of local development programs; budgeting; drafting / revising zoning; drafting local regulations; monitoring and evaluation policies or programs, and other areas of policy formulation relating to the interests of the people. Therefore, in order to strengthen public participation, several things can be done by the local government district of Semarang are: (a). release of information that can be accessed by the public, (b). held a consultation process to explore and gather input from stakeholders including citizen activity in public activities, (c). delegate certain authority to the users of public services such as the planning and provision of guidance for community and public service.

A central role in the context of community participation lies in the area of public relations agencies. This is confirmed in Article 3 of Ministry of Home Affairs Decree Number 13 Year 2011 on Guidelines Implementation Task Environment Public Relations at the Ministry of the Interior and Local Government.

The political will of the local and regional governments in a legislative arrangement of local government unit (SKPD) become simpler but enrich functions is the modalities of good governance implementation in the district of Semarang. The implications of restructuring has a positive impact in the formulation of the main tasks and functions of each SKPD-that can eliminate overlapping their task and functions. In addition, the synergy between SKPD can be done more efficiently and run well, so the relationship coordination, consultative, collegial and structural as one means of control in the implementation of the work program can be run properly. Another implication is in the local government budget allocations that can be oriented to the interests of the public and reduce expenditure. In particular, the amount of budget that is owned by the Government of Semarang District is its own power held by the local government in regional development based on good governance. Therefore, the strengthening of human resources and infrastructure areas can be done quickly.

#### **Inhibiting Of Good Government Implementation**

There are three problems that often occur in Semarang regency SKPD associated with their performance. *First*, the legislative changes which happens quite often. Legislative changes are sometimes not easily understood by SKPD due to lack of socialization causing problems. To this problem, the evaluation team has taken corrective SKPD i.e by adjusting them with the new legislation, so there is no overlapping of authority and the mismatch between SKPD affairs field. Semarang regency government has conducted several studies to evaluate it and then made changes to the laws to suit SKPD affairs in order to no longer overlap and re-adjust the field of business in accordance with the SKPD authorities.

*Second*, related to the establishment of such new SKPD of Disaster Regional Management Agency. Formulation of duties and functions will be adjusted to the conditions on the ground factual. This institution is a requirement set out by the Disaster Management Act which is asserted that the district may establish the Regional Disaster Management Agency if it is in fact the area is needed. Therefore, paying regulation governing responsibilities, duties and functions need to be made.

*Third*, facilities and infrastructure are vital in the implementation process of institutional arrangement but the region will see the reality on the ground that very less support in the effort to the implementation of the institutional arrangement. So, Semarang regency government should be preparing it properly to optimize the facilities and infrastructure. The steps that can be done is to rejuvenate the existing facilities and infrastructure to be able to use as needed. However, it is not something that is considered urgent even if it is considered very less support, optimization of existing facilities and infrastructure are to be taken in order to parse the expenditure load in the process of organizing local institutions or realignment, as the purpose of structuring the organization of the regions in the efficiency and effectiveness of organization.

The above data shows that the various problems are faced by the Semarang District indicates the direct impact of the restructuring process of SKPD. This situation will require serious management that the implementation of the performance of each SKPD not compromised and the impact on public services. Therefore, in the spirit of streamlining the perspective of good government is a positive, if not managed properly it will have the opposite effect, namely the deterioration of public services and performance SKPD performance was not good.

#### **CONCLUSION**

Formally the variety of devices supporting the implementation of good governance in Semarang District Government has provided adequately. But materially creation of organizational culture that refers to good governance still requires the commitment and seriousness of the various stakeholders. The principles of good governance, accountability, transparency and participation, from the analysis of a variety of variables that exist largely been integrated in Semarang district governance.

These conditions can not be separated from the various support adequate infrastructure such as: human resources regarding both the amount is still not commensurate with the needs, as well as in terms of quality, the underlying regulations, normative reference duties and functions of each SKPD, facilities and infrastructure, local financial budget, and the network of cooperation

with various parties. However, despite the various advantages that exist, there are three major drawbacks which requires immediate attention of the Government of Semarang district, namely: the institutional aspects that are still not in accordance with the provisions of the existing legislation, both from the aspect SKPD grouping and in terms of the amount of the required, so this may affect the effectiveness of its performance.

Another problem is a constraint goes local government organizations in accordance with the principles of good governance is still the presence of a number of overlapping of SKPD duties and functions each other. This is triggered either by unclear regulations governing, in the sense that the underlying decree, as well as from the lack of connection factors of coordination and consultation, especially on the horizontal line, giving rise to the diversity of interpretation of their duties and functions normatively.

Based on the findings of the above study, it can be formulated a number of recommendations that can be taken into consideration in the area of institutional strengthening in accordance with the principles of good governance in the District Government of Semarang as follows.

**First**, the institutional arrangement made by the Government of Semarang District needs to be adjusted to that outlined by the Government Regulation No. 41 year 2007 and other regulations of various products related to the local government organization. Institutional arrangement in addition to a normative reference to the provisions of the existing legislation, the material must also be guided by the needs and duties and function factors, thus, the efficiency and performance of human resources to do. Included in this context is the optimization of existing human resources.

**Second**, the problem of overlapping duties and functions that often occur in various SKPD in Semarang District Government, need to be addressed by using two approaches, namely: strengthening the coordinative function of the Regional Secretariat, especially in relation to the horizontal coordinate rotation system implementing agencies. Through these activities, the actual issues that arise in the implementation of government programs can quickly responded well. Additionally, a misconception in understanding the duties and functions can be bridged through open dialogue between SKPD. Other efforts that can be done is to clarify the various of SKPD duties and functions in the form of the decree, so as not to cause confusion again at the technical level of operations in the field.

**Third**, given the three principles of good governance such as accountability, transparency and participation are well aligned from each other, the central point in bridging the implementation of these three principles is the creation of a supportive working culture. In this context, the initial stage is the use of information technology as a support base of government organizations.

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