THE STRATEGIC ROLE OF LOCAL GOVERNMENT OFFICIALS IN PUBLIC SERVICE AND LOCAL AUTONOMY

Suratman[1], Andi Aslinda[2], Baharuddin[3]
1 Universitas Hasanuddin, Department of Public Administration, Faculty of Social Sciences, suratmannur@yahoo.com
2 Universitas Negeri Makassar, Department of Public Administration, Faculty of Social Sciences, Aslinda110@yahoo.com
3 Universitas Hasanuddin, Department of Public Administration, Faculty of Social Sciences

ABSTRACT: *Decentralization and local autonomy are needed to foster local initiative and facilitate the aspirations of a region in accordance with the diversity of its own condition. The aim of this research is to investigate the basic elements that make up the local government, by means of the qualitative descriptive method that utilizes information gathering techniques through technical documentation technique and literature review. Results and discussion show that there are seven basic elements that make up the local government as a government entity, that is; government affairs, institution, personnel, local government finance, local representatives, public services, and supervision. Those seven basic elements are still adhered to centralization and not decentralization in the sense of autonomy, but the personnel and public services elements are the domain in exercising local autonomy. The focus of personnel element developments are: development of insight / knowledge, skills and expertise, talent and potential, and the development of motivation to work in providing public services to the community.*

Keywords: The Strategic role of local goverment officials

INTRODUCTION

Human resources of local government officials have a strategic role in the implementation of local autonomy, since one of the reasons why local autonomy was placed holistically in a regency area and urban area, is "local accountability". Regency/urban area is the most appropriate area for the implementation of local accountability principal, because a democratic society is responsible to control an act in the society which might have a direct impact of those actions. Local accountability is emphasized on the responsibility of peoples' representatives or directly to the society itself. If direct democracy is not possible to be implemented, then the people or institution that are given the mandate to control have to be accountable directly to the people which mostly recognized by an act or government policies.

An effort to actualize the implementation of local autonomy policy is aiming to the increasing of initiation level and creativity of local government, and also to anticipate the quick changes of organizational environments. The performances of the autonomous region, according to (Ministry of Home Affairs (Depdagri) and National Planning Bureau [1] could be seen in two aspects, from result and process. Result aspect could be followed by the result achieved by the local government, which currently has to be appropriate with the values or good governance principles. While the process aspect could be seen in strategic validity, which is proposed and run by the government to actualize those good governance values or recognized as capacity building.

Capacity building is necessary and cannot be offered again. Capacity demands not only is needed by individual holders and administrator of government personally, but also as a collectivity of institutional covering both institutional and capacity-building policies. Capacity-building policies has also become very important because it will determine the ability to provide development and service to the community in order to increase empowerment. Capacity building is a strategic approach in development by focusing on developing the ability of the government to establish a better government. The concept of capacity building is still debatable in the definition. Some scientists put on capacity building as capacity development, which implies an initiative on the development of existing capabilities.

Milen [12] defines capacity building as a special assignment related to actors in an organization or a system at a particular time. In [6], author explains that capacity building is an effort that is intended to develop a variety of strategies for improving efficiency, effectiveness, and responsiveness of government performance. One strategy of capacity building dimension is the human resource development of government officials. This strategy assumes that the strategic area of local autonomy determines the type, quantity and quality of human resources needed in the region. Thus, government officials have an important role in the implementation of local autonomy. Officials of a regency and city government are the people or the civil servants who serve in the government institutions, especially the executive board, for performing general administration and development.

Optimal implementation of local autonomy is an effective instrument for wealth creation at the local level, according to the Manual for the Implementation of the Regional Governance of the Republic of Indonesia (Buku Pegangan Penyelenggaraan Pemerintah Daerah Republik Indonesia)[1]. Philosophically, there are seven basic elements that make up the Local Government as a government entity: government affairs, institutions, personnel, local finance, local representatives, public services, and supervision. However, in practice local autonomy varies greatly and previous implementations of autonomy so far have shown that a policy that is one-size-fits-all (uniform) is no longer applicable. It is increasingly unavoidable in the implementation of quality public services.

RESEARCH PURPOSES

To investigate the implementation of elements of the local government which includes; government affairs, institutions, personnel, local finance, local representatives, public services, and supervision.

LITERATURE REVIEW

Local autonomy lately becomes a national issue much discussed by various groups consisting of theorists, practitioners and the public at large, especially after

decentralization. Decentralization, as defined by Bryant and White [2] and Riggs [15] can be viewed in two forms: (a) administrative decentralization, and (b) political decentralization. Decentralization as understood in the former definition is also known as de-concentration meaning the delegation of executive authority at local levels. Delegation of authority includes transfer of responsibility to a subordinate to make decisions for cases it may face, however supervision remains in the hands of the central authority. Decentralization as understood by the second definition is known as de-evolution meaning the transfer of power or decision making authority to local and regional personnel over matters related to resource management. Essentially, the recipient of authority transfer bears full responsibility for all actions it performs.

Local government officials are the people and institutions that have a strategic role in performing common tasks of government. The role is an act committed by a person or group of people in an event. The role is an act or behavior patterns made by someone, a bunch of people, organizations or a management because they have duties and functions inherent in each of these characteristics in order to overcome a case or problem that is happening.

Implementation of decentralization and local autonomy policies according to Dwiyanto [5] is a transfer of authority or power sharing in government planning and management and decision-making from the national to the local level. Decentralization as manifested in the form of local autonomy is often interpreted as the ownership of the power to determine their own destiny and manage it said power in order to achieve goals that have been agreed upon. A simple metaphor would be the rights of an individual to regulate and manage their own household, this is precisely the principle that is essential in understanding local autonomy. In other words, one meaning that is always inherent in autonomy is a division of powers between the different levels of the government.

Some advantages of decentralization system according to David Osborne and Ted Osborn and Gebler [10] are: (a) decentralized institution is more flexible than the centralized one. Flexible means decentralizing through giving authority to the local government and making the quick response to the necessary changes of society; (b) decentralized institution is more effective than the centralized one. Effective means, the local government working together with society is assumed to know the real problem, so the best solution could be given; (c) Decentralized institution is more innovative than the centralized one. Innovative means, the local government which works closely with the society is usually bringing out good ideas and coming from the employees who really keep their job in touch with the society; and (d) Decentralized institution produce high spirit of work, more commitments and bigger productivity. Work spirit means the existence of motivation and as the consequences of authority given to decision making and finally produce work productivity.

A result of decentralization according to Kaho [8] is the emergence of autonomous regions. The term "autonomous" is defined as "self-governing". Originally, the term autonomous meant "self-ruling" or having the right/power/authority to make your own rules (also known as the right/power/authority for self-legislation). The definition of the term then involved into "self-governing". Self-government implies self-regulation and self-legislation as well as the implementation of said legislation. Therefore, an autonomous region is a region with the right and obligation to regulate itself. It means that the authority of autonomous region to regulate and manage the local society interests according to own initiative based on society aspiration which in line with the legislations.

A Service is an attempt to enhance customer's satisfaction. Public Services are: "All the service activities carried out by providers of public services addressing the needs of service recipients and the implementation of the provisions of public service legislation". The classification of public services is as follows: administrative services, goods services, non-goods services, and regulative services via law enforcement and legislation, as well as public policies that regulate aspects of life of the governed people. Standards of service are service procedures, the completion time, the cost of services, product services, facilities and infrastructure, and the competence of service personnel (*Keputusan Menteri Pendayagunaan Aparatur Negara* (the Decision of the State Minister for the Control of State Apparatus) No.63/KEP/M. PAN/7[16]. To ensure the regional government is able to implement its autonomy optimally as an instrument of democratization and wealth creation at the local level, according to Buku Pegangan Penyelenggaraan Pemerintah Daerah Republik Indonesia (the Manual of Regional Government Implementation) [1], there are seven philosophical elements that make up the local government as a government entity: government affairs, institutions, personnel, local finance, local representatives, public services, and supervision, as shown in framework.

RESEARCH METHOD
This study uses qualitative descriptive information gathering techniques through technical documentation and literature review [12,18].

## RESULT AND DISCUSSION
Research Results
1. Government Affairs
The first basic element of Regional Government is "government affairs"; this is the regional authority to manage and administer its own government affairs. There are three criteria used for the classification of government affairs; externality, accountability and efficiency, according to Handayaningrat [7]. These criteria for the basis for clear division of authority between levels of government (central, provincial and district/city) for each sector. In the corridors there are extensive autonomy government sectors, the government functions that have been decentralized to the region whether associated with mandatory authority to organize basic services and the authority to organize the selection of seed sector development. But the authority of the area is still highly centralized.
2. Institutions

Local authority cannot be established without accommodations through regional institutions. Institutions are

Figure 1. The Framework Of Research
The Basic Elements of Local Government
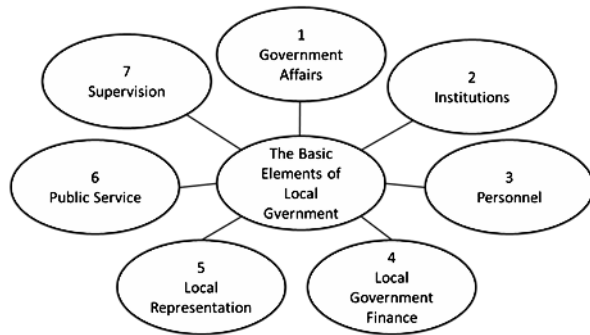
Source: Bappenas. 2006. *Buku Pegangan Penyelenggaraan Pemerintah Daerah Republik Indonesia.*

defined as organizations that establish, foster, and protect normative relationships and action patterns and attain support and complementarity in the environment [15,17]. The term "institution" signifies that an organization and its actions are sanctioned and supported by a superior authority. There are two important institutions that make up the Regional Government: institutions for political personnel, these are institutions for Local Leaders and Regional Parliaments; and institutions for career personnel that serve as branches of the local government (departments, agencies, offices and secretariat, district, village, etc.). Although regional governments design their institutional structure according to the basic elements of Mintzberg [13] as cited by Robbins and Barnwell [16], namely, Strategic Apex, Middle Line, Techno structure, Supporting staff members and Operating Core, but its implementation is still imperfect as there is an overlap between the functions of several institutions.

The elements of the organization are [13]: • The strategic apex is top management and its supporting staff members. In school districts, this is the superintendent of schools and the administrative cabinet. • The operative core are the workers who actually carry out the organization's tasks. Teachers constitute the operative core in school districts. • The middle line is middle- and lower-level management. Principals are the middle level managers in school districts. • The techno structure are analysts such as engineers, accountants, planners, researchers, and personnel managers. In school districts, divisions such as instruction, business, personnel, public relations, research and development, and the like constitute the techno structure. • The support staff are the people who provide indirect services. In school districts, similar services include maintenance, clerical, food service, busing, legal counsel, and consulting to provide support.

3. Personnel
The third basic element that makes up the Regional Government is its personnel or workforce that allows regional institutions to exercise authority in their domain. Human resource management is a management system that is intentionally designed to be able to ensure that potential or talents of all individuals within an organization can be used effectively and efficiently [9]. Personnel management is the

administrative discipline of how to provide facilities for growth, jobs and a sense of participation in an active work. Personnel management is planning, sharing of compensation, interpretation, development, and worker management with the purpose of achieving the goals of a company, individual, or community [9] Regional public servants execute strategic public policies generated by the political authorities (Parliament and Local Leader) to produce goods and services as the end product of the Local Governance. However, personnel in regional institutions tend to work for the interests of their superiors, not in the interests of public services needed by the community.

4. Local Government Finance
This fourth element exists as a consequence of the delegation of governmental affairs to the regions. This is in line with the principle of "money follows function" [4]. Regions must provide a stable source of income originated from taxes and regional retribution (fiscal decentralization) as well as equalization funds (subsidies and profit sharing). An adequate source of funds allows a region to fulfill any governmental responsibilities assigned by its central authority (local autonomy). Local government finance is still centralized.

5. Local Representation
Philosophically, local autonomy is granted to the people of a region. However, speaking practically, a community directly governing itself is impossible. In Indonesian governmental system, there are two types of public representative, according to Handayaningrat [6]: The first is DPRD (Regional Assembly of People's Representatives) as selected through public election, tasked with running local legislation. The second are Local Leaders (Kepala Daerah), chosen directly via election by the locals. Local Leaders are responsible for executive functions in the region. Local Leaders and DPRD (Regional Assembly of People's Representatives) are the community-elected personnel, though the election process which is still very politically-driven.

In the United States this institution is known as Congress. In the case of Indonesia, this institution refers to as the House of Representatives. These institutions together with the executive (the president and his ministers), plays a fairly crucial in policy formulation. Every law regarding public issues should get the approval of the legislature. Additionally the direct involvement of the legislature in policy formulation can also be seen from the mechanism of hearings, investigations and contacts they do with administration officials, interest groups and others.

6. Public Service
The sixth basic element that constitutes Regional Government is "public service". The end product of regional administration is the availability of goods and services required by the community. Goods and services can be divided into two classifications according to the end product yielded by the Regional Government (Keputusan Menteri Pendayagunaan Aparatur Negara No.63/KEP/M. PAN/7[16]. First, Regional Government produces public goods or infrastructure for the benefit of the local community such as roads, bridges, irrigation, schools, markets, terminals, hospitals, etc. Second, local government provides regulatory

services that are public (public regulations) such as issuing birth certificates, ID cards, census information, building licenses, etc. The most dominant issue in the context of the public service is the quality and quantity of public services produced within the framework of the Local Government for the welfare of the local community. The principles of minimum standards of care and the development of excellent service (better, cheaper and faster), and accountability will be the major issues in the future of public service.

7. Supervision

The seventh basic element of Regional Government is supervision. An argument for the necessity of supervision is the tendency of misuse of powers, as the adage of Lord Acton states: "power tends to corrupt and absolute power will corrupt absolutely". To prevent that, the element of supervision has the strategic role of producing a clean government. A number of issues related to supervision and control will become important topics in the future, such as synergy between internal supervisory organizations, the effectiveness of external supervision, social supervision, legislative oversight and supervision (built-in control).

The seven fundamental elements listed above is a group of "generic "elements that need a well-formulated action plan that allows integration between them. However, the process of decentralization and local autonomy is not decentralized but still centralized.

RESULTS AND DISCUSSION

Although the seven basic elements described in this article still adhere to rules of centralization and not decentralization in their implementation at the regional level, the elements personnel and public service are vital in the implementation of local autonomy. Personnel are the driving force, allowing regional institutions to exercise authority within their domain of authority. Regional personnel execute strategic public policies legislated by political authorities (parliament and local leader) to produce goods and services as the final result of TE end product of Local Government.

Human resources are the most important factor in the development, because development is coming from human, done by humanS and for human. Effort for enhancing human resources quality is the part of human resources development. Human resources development is the process of increasing human ability to determine choices. This definition means that human resources development is not only for increasing ability by investment to the human itself but also to the utilization of those abilities. Human resources ability of the officials is reflected on their way in serving, protecting and growing people's active role and initiative in development and also perceptive towards society'S aspiration.

All this time, sometimes the human resources development is not associated with the necessary strategy of the region, even seen to be less contributive to the local government itself. Because of that in terms of good governance implementation in autonomy era, one of the important elements of capacity building is the development of THE human resources dimension of the officials. Government officials in regent/urban area are those (government employees) who are in charge of government institution, especially in executive

body to implement government's general role and development.

As previously described in detail, goods and services can be divided into two classifications according to the end result produced by the Regional Government. First, Regional Government provides infrastructure for the benefit of the local community, such as roads, bridges, irrigation, schools, markets, terminals, hospitals and so on. Second, the Regional Government provides public regulatory services such as issuing birth certificates, ID cards, census cards, building licenses, and so forth. The most dominant issue in this context is the personnel, especially in providing public services to the community, both the quality and quantity of public services produced by local governments is dependent on the personnel.

The focus of human resource development in the implementation of autonomy are: the development of knowledge, skills and expertise, talent and potential, as well as work motivation. The development of insight and knowledge is very important for authorities for stimulation of the intellect and to be aware of existing problems and the various ways to solve them. The development of skills and expertise should be directed toward sectors that are the focus of growth in the district/city. Natural talents should also be developed, such as: honesty, integrity, self-confidence and emotional stability, to be used as the basis for employment. Likewise, the development of work motivation is necessary for staffing based on the level of motivation, motivation to succeed, perseverance and high initiative

This is my model to make the changes needed for personnel in THE autonomous regions.

THE STRATEGIC ROLE OF GOVERNMENT PERSONNEL IN THE PUBLIC SERVICE AND LOCAL AUTONOMY
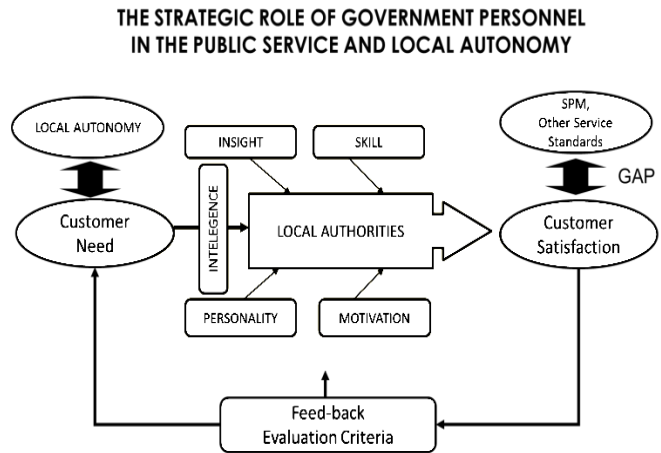
Source: Suratman Model, adaptation of Model Improvement of Sustainable Public Services Management Process, Local Governance Support Program (LGS) – USAID, 2007.

CONCLUSION

Local autonomy in accordance with *Undang-undang Nomor 23 Tahun 2004* (Law No. 23 of 2004), is an autonomous regional authority to regulate and manage the interests of the local community at its own initiative based on the aspirations of the people in line with the legislation. Local autonomy is granted to the Regency and the City, citing one of the foundations of a democratic society is to put the

responsibility to exercise control over an action in the hands of the people who feel its effects.

In order to implement local autonomy in a manner that empowers local government's initiative and creativity, and allows them to anticipate changes in the organization, the role of local government personnel is very important especially in providing services to the public. Therefore, in the framework of the implementation of local autonomy, the quality of regional government personnel must be improved. The focus of human resource development in the scope of local autonomy implementation are: development of insight/knowledge, skills and expertise, talent and potential, as well as A development work motif in providing public services to the community.

Public services consist of administrative services, services of goods, or services, through the enforcement of laws and regulations, and public policies regulate the aspects of community life. The standard of service is the service procedure, time of completion, cost of service, product services, facilities and infrastructure, and the competence of service providers personnel.

BIBLIOGRAPHY

[1] Bappenas. *Buku Pegangan Penyelenggaraan Pemerintah Daerah Republik Indonesia*. Jakarta: Bappenas (2006).

[2] Bryant and White. *Managing Development in the Third World. Boulder*. CO: Westview Press Inc. (1982).

[3] Depdagri and Bappenas. *Pengembangan Kemampuan Pemerintahan Kabupaten/Kota : Strategi Menuju Otonomi Daerah*. Jakarta: Depdagri and Bappenas (2000).

[4] Devas,C.N. *Keuangan Pemerintah Daerah Di Indonesia.* Jakarta: Penerbit Universitas Indonesia Press (1989).

[5] Dwiyanto, Agus. *Mengembalikan Kepercayaan Publik Melalui Reformasi Birokrasi*. Jakarta: Gramedia (2011).

[6] Grindle ,MS (editor). *"Getting Good Government : Capacity Building in the Publik Sector of Developing Countries", B*oston, MA : Harvard Institue for international Development (1997).

[7] Handayaningrat, Suwarno. *Administrasi Pemerintahan Dalam Pembangunan Nasional*. Jakarta: Haji Mas Agung (1988).

[8] Kaho, Josep Riwu. *Prospek Otonomi Daerah di Negara Republik Indoensia.* Jakarta: Rajawali Pers (1991).

[9] Mathis RL and Jackson JH. *Human Resource Management, 12th ed*. Mason, Ohio: Thomson South Western (2008).

[10] Osborne, David and Gaebler, Ted. *Reinventing Government: How the Entreprebeurial Spirit Is Transforming the Public Sector*. United States of America: Plume (1993).

[11] Manullang, M. dan Manullang, Marihot. *Manajemen Personalia.* Yogyakarta: Gajah Mada University Press (2001).

[12] Milen, Anneli. *What Do We Know About Capacity Building, An Overview Of Existing Knowledge and Good Practice.* Geneva: World Health Organization (Departement of Health Service Provision) (2001).

[13] Mintzberg, Henry. *Structure in fives: Designing effective organizations*. Upper Saddle River. NJ: Prentice Hall (1992).

[14] Neuman, W. Laurence. *Social Research Methods, Qualitative and Quantitatif Approaches 3rd Edition.* USA: Allyn and Bacon (1997).

[15] Riggs,Fred,W.1964. *Administration in Developing Countries, The Theory of Prismatic Society.* Houghton Mifflin, Boston, terjemahan Administrasi Negara-negara Berkembang : Teori Masyarakat Prismatik. Jakarta: Rajawali (1988).

[16] Robbins, Stephen P., and Barnwell, Neil. *Organization theory, Concepts and Cases, 4th Edition.* Australia: Pearson and Education Australia Pty Ltd. (2002).

[17] Scott, Richard W. *Institutions and Organizations: Ideas and Interest Third Edition.* Los Angeles: Sage Publication (2008).

[18] Republik Indonesia. *Keputusan Menteri Pendayagunaan Aparatur Negara No.63/KEP/M.PAN/7/2003 Tentang Pedoman Umum Penyelenggaraan Pelayanan Publik*. Jakarta: Sekretariat Negara (2003).

[19] _____. *Undang-Undang Nomor 23 Tahun 2014 Tentang Pemerintahan Daerah*. Jakarta: Sekretariat Negara (2014).

[20] Yin, Robert K. *Qualitative Research: From Start to Finish.* New York: The Guilford Press, A Division of Guilford Publications, Inc. (2011).