

Policy-Thought Models to Create a Good Development and Local Governance

Syaifuddin Iskandar
*Faculty of Social Science and Political
 Science*
Universitas Samawa
 Sumbawa, Indonesia

Heri Kurniawansyah HS*
*Faculty of Social Science and Political
 Science*
Universitas Samawa
 Sumbawa, Indonesia
 herikurniawan332@yahoo.co.id

M. Salahuddin
*Faculty of Social Science and Political
 Science*
Universitas Samawa
 Sumbawa, Indonesia

Sri Nurhidayati
Faculty of Social Science and Political Science
Universitas Samawa
 Sumbawa, Indonesia

Syiii Nurhadi
Faculty of Law
Universitas Samawa
 Sumbawa, Indonesia

Abstract—The issue of government governance is one of the most fundamental problems in the government bureaucracy. Until now, this problem has yet to end, especially at the local government level, as a result, the classic effects of this problem have not disappeared, ranging from corruption, poor public services, fragmentation of authority, collusion, nepotism, and low public trust. against the government. The method used in this research is a qualitative research method that is descriptive-analytic. As for the stages of the research, it begins with mapping the problems of local government governance, formulating strategic policy thinking lines, and mapping solutions with an emphasis on the leadership aspect. The results of his research are that in solving governance problems, there are two concepts of policy thinking flow, namely the conceptual (governance) line of thought, which focuses on aspects of meritocracy, performance budgeting system, effectiveness, efficiency, transparency, equity, and work indicators. Meanwhile, the second policy mindset is the political mindset (infrastructure) whose output focuses on public trust, legacy, and recognition. To carry out these two lines of thought, the emphasis is on the leadership aspect. The leadership aspect in question focuses on a problem-solving-based leadership approach.

Keywords: *Mindline of Policy, Governance, Local Government*

I. INTRODUCTION

Since the law on regional government was born in this country, namely starting with Law Number 22 of 1999, which subsequently changed to Law Number 32 of 2004 after the first direct elections were held, in the end, the provinces and districts began to have discretion. in developing the region by maximizing the existing resources in each area. This spirit is the hope of all newly accommodated regions after the birth of this law. This law is always coupled with the law regarding the budget as the most important input in development, hence the birth of Law no. 25 of 1999 and changed to Law no. 33 of 2004 which supports the existence of this law on regional government. In line with the development of the dynamics of society, the law has changed its dynamic aspects to become Law no. 23 of 2014 which is still supported by Law No. 32 of 2004. However, it turns out that even though the rules have been met normatively, at the same time various problems of bureaucracy and governance in

provinces and districts continue to exist in their pathological space and have an enormous impact on public services and community welfare (Dwiyanto, 2006) [1].

In this position, the leadership factor is also the most important determinant in realizing dynamic and effective government governance (Hubbard, 2001). In realizing a democratic leader, one of the mandates of the law on regional government is the granting of broader authority from the central government to district/city governments to carry out all regional government affairs starting from planning the potential of its resources in developing, managing, controlling and evaluating all resources to encourage local governments to better empower all regions. In another sense, there is the authority of various regions (provinces and districts) to carry out direct elections for the leaders they want democratically, then the leaders of the regional sons themselves are argued that regional sons understand more about their regional problems radically or deeply [2].

Until now, Regional Original Revenue or (PAD) which is the main input for regional development itself through the Regional Government Expenditure Budget (APBD) owned by each district is still below 50% on average or not significant [3], so that the scheme that occurs in policy practice is only budget transfers on program priority scales, especially infrastructure [4]. When viewed from a political perspective, infrastructure development is the definition of development itself, so that the strengthening of the justification for development from the Regional Government is so strong [5]. This phenomenon makes the public view governance practices increasingly complex, which is different only at our critical level in analyzing development scientifically.

The position of the budget which is still minimal is the main task of leaders through various strategies they have in making the best use of this budget for the public interest through effective budget formulation. Related to this, the fundamental problem in managing a budget based on the public interest lies in the inadequate aspect of bureaucratic governance, that governance based on the budgeting work pattern carried out by the government is still traditional (traditional budgeting system). This shows that the budget, which is indeed very minimal, cannot be matched by a

more effective work pattern for regional development. So that in resolving various problems at the hard side of change level of local government, especially the problem of the managerial system of governance, local governments are required to be more creative and dynamic in running their governance system through improved governance based on work effectiveness and budget efficiency based on outcomes and impacts. clear to the public. So in this study, researchers tried to open the strategic concept of local government governance with a strategic policy mindset approach.

II. METHODS

The method used in this research is a qualitative research method that is descriptive-analytic, with a focus on studying the strategic policy mindset in rearranging local government governance, which begins with mapping problems on local government governance, formulating strategic policy thinking lines, conducting mapping solutions with an emphasis on the leadership aspect. Meanwhile, the data collection strategy is to map local government governance problems from various primary and secondary sources. Meanwhile, the data analysis technique in this study is to carry out a systematic analysis of various mapping problems.

III. RESULT AND DISCUSSION

Based on the author's analysis carried out through research procedures based on existing phenomena and data, below is a description of the results and discussion of the research.

Result

This aspect of local government governance comes from budget policy inputs, where the position of Regional Original Revenue (PAD) is still minimal. On the other hand, the lack of PAD generated by local governments cannot be separated from the bad government governance that has been practiced so far.

TABLE I. GROWTH AND DISTRICT / CITY GOVERNMENT EXPENDITURES IN 2018-2019

Indicators	Development		Budget Realization Level (%)
	2017-2018 (%)	2018-2019 (%)	
Regency / city government revenue	2.94	6.64	101.17
Regency / city government expenditure	2.52	12.14	95.10
District / City Government PAD	-8.65	11.16	96.41
Development PDB 2018: 5,17 % Development PDB 2019: 5,02 %			

Source: Regional Budget BPS RI, 2019

From the data in Table I, it can be seen that the PAD aspect in general in all districts/cities in Indonesia is experiencing growth, but in the normative aspect, it is still far below the 50% figure, while the absolute requirement for development in regional government areas should normally be at a minimum 50%, which will then be added from other sources, namely from the central government

through the General Allocation Fund, the Special Allocation Fund, and the Profit Sharing Fund.

The polarization of various problems in local government governance has led us to new analyzes and studies of contemporary local democratic practices. The journey of local democracy and policy practices that have been running so far has led to two conclusions on the line of thought of policies that must be carried out by them as leaders in districts/cities. These two lines of thought are at the same time the flow of thought patterns in developing regions through strategic policy practices. The two lines of policy thought are "governance (conceptual) mindset" and "infrastructure (political) mindset".

The focus of development through a governance mindset lies in its main domain, namely governance, which includes aspects of meritocracy, performance budgeting system, responsiveness, transparency, effectiveness, efficiency, equity, and work indicators.

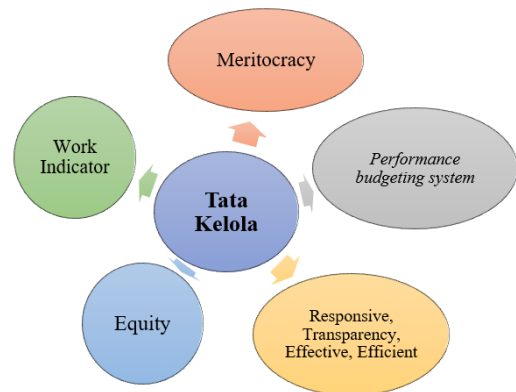


FIG 1. CONCEPTUAL MINDSET: GOVERNANCE

The policy mindset in this aspect works systematically in completing the established government policies and programs. This line of thought is the main choice in completing the duties of the regional head during his period. This aspect requires a very high commitment because in this aspect it has very strong external determination, especially political determination and the interests of certain groups.

Meanwhile, the second line of thought is the infrastructure (political) mindset, which includes the existence of a public trust, legacy, and public recognition. This domain focuses on the feedback aspect from the public with the movement to build infrastructure as a concrete aspect that is always awaited by people in regency areas.

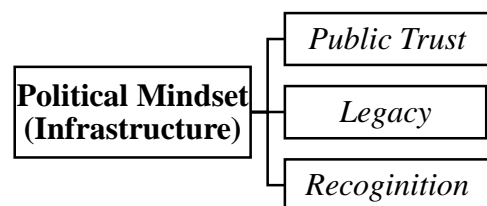


FIG 2. POLITICAL THOUGHT: INFRASTRUCTURE

The approach to this aspect completes the government's task in the infrastructure domain alone. This means that the budget owned by the regional government is more dominant in resolving problems in the infrastructure aspect, which then form the movement raises public trust, monumental legacy, and public recognition. The two lines of thought of the policy can be carried out simultaneously without negating other aspects on the condition that adequate leadership aspects in the regional government itself must be strengthened.

The focus of development in the first variation is on the governance domain. This mindset is the basis of the government's performance itself. Governance work patterns always enhance the cycle of strengthening inputs, processes, and outputs. In this domain, there are not very visible results, but the real benefits can be felt because the realm of performance is at the level of management systems and organizational restructuring. The most obvious result in this first line of thought was when the government was able to significantly apply meritocratic principles to its bureaucracy. In addition, the governance work pattern will focus on the performance of the bureaucracy by strengthening the principle of the performance budgeting system, where the budget work pattern must be results-oriented, no longer measuring the success of the government from its administrative work reports only, even though the benefits of the program are not sustainable.

The work pattern of the bureaucracy so far has always focused on administrative work reports only, so that the thicker the reports are made, the more successful their performance is considered. In the principles of governance, this is a classic model of bureaucracy which is obsolete in the current era of modernization, so that the work pattern of governance must focus solely on performance. Good governance work patterns will make the bureaucracy responsive, transparent, effective, and efficient. This work pattern will also cut through a long process and will simplify bureaucratic procedures, which have been very rigid so far [6]. Thus the government will be responsive to what the public needs fairly and equitably (equity). To strengthen the performance of the bureaucracy so that the principles of discretion, incentives, reward, and punishment run well, the governance work pattern will put good work indicators as a measure of the performance of the bureaucracy.

Furthermore, at the empirical level, the second line of thought, namely the political line of thought is usually carried out more often by leaders towards the end of their term of office to continue the position through the next political agenda, both by the central government to the village government. In this aspect, usually, the implementation of this second line of thought is a massive movement in covering up the failure of practice in the first line of thought through infrastructure development. Adherents of this second line of thought strongly believe that public trust will strengthen when infrastructure development continues, even though the governance aspect fails, the public's perception of development is more visible and concrete witnessed. This incident has piled up the failures of the first line of thought so that there is no

other way but to focus on infrastructure development that covers up failures in the aspect of governance.

That is how some people perceive the meaning of development, namely development that can be seen and can become a good legacy after the retirement of the rulers. In running the wheels of government, many see that the polarization of development from a political point of view is more real than a governance line of thought. Technically, in this second line of thinking, the keyword lies in the domain of "budget post" which is transferred to a priority scale program that has been dreaming of by the public, so that it seems as if this is a prestigious achievement because there is a "new infrastructure" which happened to be during this has not been built by the previous Regional Head. This incident will create a monumental legacy. As a result, the public trust desired by the authorities has been increasing, although in other sectors it has been stuttering. Trust the public is what is meant by a political line of thought.

From this description, it is clear that this second line of thought is the main focus of most leaders in the local government because there is a real work seen by the public from this second line of thinking, even though it is on the aspect of the soft side change or the domain of governance. managed to say a failure. Then which aspect should take precedence between the two lines of thought of the policy in regional development? The answer is that the government must carry out the two lines of thought of the policy simultaneously (dual), that is where the leadership and managerial functions of the government will be at stake. Even though infrastructure can be built massively and will become a legacy from powerful leaders, at the same time there is bad governance in the government itself, this will create a bureaucratic polarization that fails, overlaps, tends to be corrupt, and leadership is considered not functioning the same. Once, as a result, public services are always durable in their pathological space. Nothing is more important than the government to build good governance (good governance), and at the same time nothing is more important than the government to build public infrastructure, so both are government obligations that must be built simultaneously.

In the aspect of mapping solutions, that the fundamental problem of the two lines of thought is to be able to carry it out holistically and measurably, the keyword is in the leadership aspect. From the author's analysis, a leadership approach can be used as a model in practicing policies in local governments, namely problem solving-based leadership patterns. The problem-solving-based leadership pattern is based on the potential resources currently owned by the local government. This scheme takes its emphasis on the "creative leader" aspect which through policy feedback and work programs will be able to bring many benefits to the public and be able to increase the PAD itself at the end of the program, meaning that strengthening this leadership pattern will focus on strengthening internal resources. That matter is called outcome and impact-based performance [7].

To manipulate all of this with a fairly minimal budget, the orientation is that local governments must be led by creative people. This is the main value of this scheme. If the leader is a type of creative leader, even though with a

minimal amount of regional cash, the community still benefits in this position, what is wretched is that when the leader is unable to bring in more regional cash, at the same time he is a less creative type of leader, then this is a big problem for the area. Creative leaders are more focused on reforming and formulating policies based on outcomes and impacts, not on processes. He will look for other formulations in the right and fast way with the target of getting the results from the performance he did. He will also consider the benefits of each process he undertakes, which he knows that the target of each program he makes will bring benefits and results to the public (government and citizens), where citizens get development benefits from its policies and programs, while the government gets an increase. PAD - APBD based on the results of its performance.

The creative type does not speak in the realm of exclusive but zero target, but he plays on simple events but rich in results, in other words, that he can turn ordinary things into extraordinary, non-potential things into potential opportunities, slow things become faster, in the end, there will be the acceleration of development for the future regions. On the other hand, if the leader is not creative, then he will not be able to reform or formulate policies and programs with a modest budget, as a result, the implementation of the policy is only routine without significant results.

IV. CONCLUSION

From the description above, it can be concluded that the problem of government governance is one of the most fundamental problems in the government bureaucracy, especially at the local government level, as a result of which various classical problems in the local government body do not go away, ranging from corruption, poor public services, fragmentation of authority, collusion, and nepotism, and low public trust in the government. Therefore, to solve these various problems, there are two concepts of policy mindset that can be done, namely the conceptual mindset (governance) which focuses on aspects of meritocracy, performance budgeting system, effectiveness, efficiency, transparency, equity, and work indicators. Meanwhile, the second policy line of thought is the political line of thought (infrastructure) whose output focuses on public trust, legacy, and recognition. To carry out these two lines of thought, the emphasis is on the leadership aspect. The aspect of leadership in question focuses on a problem-solving-based leadership approach that focuses on creative leaders.

ACKNOWLEDGMENT

The author would like to thank colleagues who have helped, both as discussion partners, resource persons, and colleagues who have provided illustrations of the data, as well as their suggestions.

REFERENCES

- [1] A. Dwiyanto and R. B. P. di Indonesia, "Gadjah Mada University Press." Yogyakarta, 2006.
- [2] A. Setiawan, "Pengaruh Dana Alokasi Umum (DAU) dan Pendapatan Asli Daerah (PAD) Terhadap Belanja Daerah (Studi Kasus Pada Provinsi Jawa Tengah)," Universitas Diponegoro, Semarang, 2010.
- [3] I. Hertanto and J. Sriyana, "Sumber Pendapatan Asli Daerah Kabupaten dan Kota," *J. Ekon. Stud. Pembang.*, vol. 12, no. 1, pp. 76–89, 2011.
- [4] H. Kurniawansyah, "IMPLEMENTASI INOVASI PELAYANAN PUBLIK DI DAERAH 3 T (Studi Inovasi" Si Cantik" di Dinas Penanaman Modal dan Pelayanan Terpadu Satu Pintu Kabupaten Sumbawa)." Universitas Gadjah Mada, 2019.
- [5] C. Calderón and L. Servén, *The Effects of Infrastructure Development on Growth and Income Distribution*. The World Bank, 2004.
- [6] Y. Keban, "Enam Dimensi Strategis Administrasi Publik (Konsep, Teori dan Isu) Edisi Revisi." Yogyakarta: Grava Media, 2014.
- [7] F. Amagoh, "Leadership development and leadership effectiveness," *Manag. Decis.*, 2009.