

The Role of Supervision in Actualizing Good and Clean Governance

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Abstract

This research aims to examine the policies and the roles of government supervision of Makassar city in actualizing good and clean governance. This research was normative law-sociological research. The location of the research was at Inspectorate and Regional House of Representatives in Makassar City. The techniques of collecting data were interviews and documentation. The technique of analysis data was descriptive qualitative. The research result: (1) the policy conducted by local government of Makassar City namely, roadmap for bureaucratic reform government of Makassar City Year 2015-2019; encourages work performance of Local Government Work Unit in giving service to the society and conduct measurements performance to increase work accountability for each Local Government Work Unit; and 2) the roles of government supervision of Makassar city was done, through by Makassar Inspectorate as 'internal supervisor', meanwhile Regional House of Representatives as 'external supervisor'. In addition, supervision also involves public participation.

Keyword: Actualizing good and clean governance

Introduction

The desire in actualizing *good and clean governance* in Indonesia has started since a multidimensional crisis in 1998, marked by the emergence of Law Number 28 the Year 1999 about State administration which is the clean and free country from corruption, collusion, and nepotism. Several changes in state administration, the revitalization of high state institutions and elections conducted in an effort to build clean and good governance. In the economic field, the reformation has also brought economic conditions improved, thus bring Indonesia back into *middle-income countries*. Therefore, Indonesia is seen as a successful country that faced a crisis period quite well.

However, that condition is not able to push Indonesia into the same position as other countries, within the scope of Southeast Asia and Asia. In creating clean governance and free from corruption, collusion and nepotism, there are many things to be done in relation to fight corruption. Data *International Transparency* (2018) noted that Indonesia's Corruption Perception Index was still low (rank 89th from 180th countries), whereas Singapore rank 3rd, Japan ranks 18th, Brunei rank 31st, and Malaysia rank 61st. Besides that, the results of the survey conducted by General Election Commission (2017) found that the government of Banda Aceh obtained the highest integrity index with the acquisition was 77.39% while the government of Papua Province got the lowest score by the acquisition was 52.91%. As for government of Makassar City obtained 70.7%. The higher the index value close to 100 shows the low risk of corruption, and there is system ability to respond corruption

cases and the better prevention, but the highest value does not mean that corruption will not happen, because it can occur even in the system has been established. In terms of public services, the government still needs to provide quality public services in accordance with the development of community needs which is more advanced and high global competition. Obudsman (2017;2018) stated that the level of government obedience of Makassar City with the standards of public services is more increase from 2017 to 2018, in 2017 amounted 68.81%, and increased again 8,47% in 2018 become 77, 28%. However, the city of Makassar is still included in the yellow zone, because according to the National Medium Term Development Plan (RPJMN), it should reach 80%. If it connected with industrial revolution 4.0, the use of technology in the field of public services is still underutilized. The survey result conducted by Indonesia Internet Service Provider Association (2017) noted that the percentage of Indonesian society was still in the low category in browsing public information, such legislation only 16,17%, administrative information was 12,51%, tax reports was 11,12%, and complaint report was only 9,58%. The question is whether that percentage caused by a lack of government innovation in the field of public service based on technology or is it caused by the low transparency of government in conducting e-government?

As for the object of this research was the government policy of Makassar city and how supervision is carried out in actualizing good and clean governance in Makassar city. The word policy in this research is it can be the form of social movements, rules, programs or projects done by government of Makassar City, while the word supervision means how internal and external supervision is carried out to prevent, or take an action and solution (repressive) for deviations carried out by the Makassar government. This research is important to conduct because the following three reasons: **First**, clean and good governance is the second from nine national priorities which have been set by Cabinet of the President and as a form of implementation of Presidential Regulation of the Republic of Indonesia Number 2 the Year 2015 about National Medium Term Development Plan (RPJMN) 2015-2019. **Second**, towards clean and good governance, it must be followed by a clear action plan and its implementation concretely and consequently, it adjusted to the dynamic demands of society, remind that the rapid progress of science, information technology, and communication as well as the changes of strategic environment. Therefore, the policy taken by the government must remain objective and efficient, followed by an evaluation; and **third**, the success of the government's performance need good supervision support. Based on those descriptions above, then the focus of the research questions are how does the local government policy of Makassar City, and how does the form of the supervision conducted by the local government of Makassar City in actualizing good and clean governance?

Method

The population in this study was Inspectorate of Makassar, Regional House of Representatives (DPRD) of Makassar. As for the sample of this research was population sampling. The instruments used in this research were interview guidelines and documentation sheets. The interview guidelines contain some questions used to interview employees of Makassar Inspectorate, members of Regional House of Representatives of Makassar, while documentation sheets used to collect research data on various regulations and government policy related to the efforts in actualizing good and clean governance. The type of this research was normative legal-sociological research that examines the problem about the role of supervision in actualizing good and clean governance, both in terms of setting and implementation. The data obtained was analyzed qualitatively through the stages of data reduction, data presentation and conclusion. Next, to check the validity of research data, the researchers used *triangulation* sources research data and applied *member checking*.

Result and discussion

Government Policies of Makassar City in Actualizing Good and Clean Governance

This research found that local government of Makassar City in deciding policy is based on Constitution of the Republic of Indonesia Number 17 the Year 2007 about the National Long-Term Development Plan (RPJPN) 2005-2025 affirms that national development visions are Indonesia that is Independent, Advanced, Fair and Welfare. Therefore to achieve that vision, it is necessary to strengthen bureaucratic reform, the aim is to create a professional government bureaucracy with adaptive characteristics, have integrity, high-performance, clean and free from corruption, collusion, and nepotism, able to serve public, neutral, welfare, dedicated, and uphold the basic values and ethics code of the state apparatus (The Regulation of President of the Republic of Indonesia Number 81 the Year 2010 about Grand Design Bureaucratic Reform 2010-2025).

On the basis of these regulations, then the government of Makassar arranged the Regional Long-Term Development Plan 2005-2025. One of them is developing good governance system. The main goal that will be achieved in conducting these missions are "the development of good governance, and satisfying public services". The performance indicators of the main goals are (1) the index of corruption perception (100%); (2) The index of public satisfaction with public services (100%); (3) standard achievement value of minimal service for basic services (100%); (4) the value of performance accountability (A); and (5) the opinion of financial report (Fair without exception). The direction of development policy to achieve these main goals are 'increasing professionalism and strengthening government institutions; developing accountability, transparency, and participation for creating a good government; a bureaucratic transformation of world-class public service, and strengthening standard achievement value of minimal service.

To achieve the Regional Long-Term Development Plan 2005-2025, the government of Makassar City issued the Regulation of Mayor of Makassar City Number 16 the Year 16 about roadmap for bureaucratic reform government of Makassar City Year 2015-2019; as the direction of bureaucratic reform policy, and in actualizing good and clean governance with an emphasis on strengthening services in Neighbourhood (RT) /Hamlet (RW) level, integrated urban village and sub-district, modernization of tax services and retributions, strengthening Regionally Owned Enterprises, and increasing regional income, and also strengthening internet access in public areas to support *smart city*, the use of technology program, e-government development, development program of communication and information system. The core achievement of bureaucratic reform is 'quick response' or quick service to society.

The direction of the bureaucratic reform policy of the Makassar City Government: first, in actualizing of strengthening services on Neighbourhood (RT) /Hamlet (RW) level, integrated urban village, and sub-district in Makassar City shows that there is collaboration efforts in public level are in line with the emergence of a new period in evolution administration, and public management, in Kernaghan (2009) called as a period of Integrated Public Governance (IPG) to Integrated Service Delivery (ISD) which aims to "the exercise of power, authority and/or influenced by a broad range of political actors, including citizens and groups, that involves the joining up of policies, programs, services, structures, processes and systems, and in arrangements that extend across departmental, governmental and/or sector boundaries (Kernaghan, 2008). The aim is to actualizing efficiency services in government administration, namely "the degree to which organizations are able to transform the optimal use of input to the acceptable level of output by avoiding waste and ensuring customer's satisfaction through service delivery"(Gianluca et al. (2011).

Second, the modernization of taxes and retribution services, strengthening regional-owned enterprises, and increasing local income, which aims to fulfill citizens needs as users of public services. Because one of the principles of good governance is making sure that taxpayers receive value for money, all organizations that spend public money, either in commissioning services or providing them directly, have a duty to strive for the economy, efficiency and effectiveness in their

work. Citizens and taxpayers have an important and legitimate interest in the value for money provided by organizations that use public money (OPM & CIPFA, 2004). Third, e-government and information and communication system development programs are policies that are seen as having a positive way to actualize good and clean government, because it connected and integrated technology and information, government administration, and physical infrastructure so that it creates better public services. Some research results show that “e-government is a tool developed by the governments to achieve the principles of good and transparent governance such as accountability, responsiveness, efficiency, effectiveness, openness, commitment and, transparency. It offers prospective solutions across the whole sectors of government, where leaders are facing governance and administrative problems” (Haque & Pathrannarakul, 2013; Rana et al., 2011; Kettani et al., 2008; Tolbert & Mossberger, 2006; IOS Press, 2005; Mucavele, 2003). Next, despite observations, other researchers have observed the limited effect of e-government on good governance application. Holliday and Yep (2005) analyzed China’s progress towards e-government and its effects on governance and service delivery. They found that China’s progress towards e-government has remained superficial despite of the contemporary changes occurring in the official positions towards reforms and the implementation of various e-initiatives since the early 1990s. The authors also argued that e-government in China is recently having a limited impact on governance due to several factors that hinder the effective development of e-government in the country. In relation to this issue, West (2004) assessed the impact of e-government on each of service delivery, public attitude, trust, and democratic responsiveness. The research was based on both website content and public opinions. The findings showed that e-government practices in the USA have deficient in its ability to renovate service delivery and enhance the public trust in government although of its potential to make actions different over the long term.

In an effort to improve the effectiveness of the implementation of these regulations, then the government of Makassar city has tried to improve work performance of Local Government Work Unit in providing services to the community and implementing performance measurements to encourage performance accountability increased of each Local Government Work Unit.

The Role of Supervision in Actualizing Good and Clean Governance

The supervision of local government administration is an effort, actions, and activities which is done to guarantee Local Government administration in order to run efficiently and effectively. That supervision is set in legislation, namely: (1) Constitution of the Republic of Indonesia Number 23 the Year 2014 about Local Government; (2) Regulation of the Republic of Indonesia Number 12 Year the 2017 about Guidance and The Supervision of Local Government Administration, (3) Ministerial Regulation of the Republic of Indonesia Number 35 the Year 2018 about The Policy of the Supervision of Local Government Administration the Year 2019.

As for the supervision to local government administration of Makassar City are consists of: **first**, internal supervision that is carried out by the Inspectorate, it is administrative because the Inspectorate is internal supervisor government apparatus, they work to assist local head in conducting guidance and supervise regional devices, which was done in the form of an audit, review, monitoring, evaluating, observing and technical guidance, and also other forms of guidance and supervise. As for the guidance and the supervise was done since the stages of planning, budgeting, organizing, implementation, reporting, evaluating, and responsibility local government administration (Article 17 Government Regulation Number 12 the Year 2017). Furthermore, in Article 18 Paragraph (2) about Government Regulation Number 12 the Year 2017 affirms that the guidance and supervision are includes: examination and assessment of benefits and the successful of policy, and also the implementation programs and activities; regular checks and integrated; review of documents or regular reports from regional devices; an investigation of the truth report about the indication of corruption, collusion, and nepotism deviation, and monitoring-evaluating to the programs and activities of local devices, include in maintaining financial management accountability.

The internal supervisor government apparatus (Inspectorate) have to observe and update data from the result of guidance and supervision local government administration which is carried out at least 2 (two) times in 1 (one) year. Next, the result of the data nationally coordinated by the Minister. Related to supervision results conducted by the Inspectorate which is delivered to each head of the institutions and it is secret, it cannot open to the public, and it cannot be given to the public unless it based on legislation (Article 23 about Government Regulation Number 12 the Year 2017).

Second, the external supervision conducted by Regional House of Representatives of Makassar City was a form of supervision in politically - normatively and it is policy because the supervisory function here includes: (1) the implementation of regional regulation of district/city and rules of regent/mayor, (2) the implementation of other legislation related to local government administration district/city; and (3) the implementation of follow-up Regional financial statement audit by Supreme Audit Institution, through the stages House of Representatives to get a financial audit report, discuss the results, can request clarification and follow-up next examination about the findings results in financial statement audit with Supreme Audit Institution. Besides that Regional House of Representatives district/city has the duty and authority namely carry out supervision of the implementation of regional regulations and Local government budget district/city, asking responsibility report to Regent/Mayors in local government administration district/city (Article 154 paragraph 1 of the Law Number 23 the Year 2014).

In carrying out their duties and authorities, Regional House of Representatives has three (3) rights, namely: (1) interpellation rights to ask information to the Regent/Mayor concerning government policies district/city that are very important and strategic and it has broad impact for the life of society and state ; 2) inquiry rights to conduct an investigation towards the government's policy district/city that is important and strategic also has a broad impact on the life of society, regency, and state which is assume contradicts with the provisions of the legislation , and (3) the rights to express opinions towards Regent/mayor's policies regarding extraordinary events that occur in the district/city along with recommendations for completion or as a follow-up to the implementation of interpellation rights and inquiry rights (article 159 paragraph (1) of Law Number 23 of the Year 2014).

If the local head/vice local head, members of Regional House of Representatives, and/or apparatus civilian state in regional agencies, and village device make a deviation to the legislation related to local government administration, then the society can deliver their reports or complaints to the internal supervisor government apparatus and/or law enforcement, and also give an information which includes facts, data or clue referring to the violation. This is a form of public participation in terms of local government administration, it can be done by individuals, group representative, interest groups or representatives of legal entities who care to local government administration. Further, Inspectorate conducts the collaboration with law enforcement (police/attorney) in handling reports or complaints submitted by the people, after collecting and verifying initial data. If the results are found a deviation that is administrative, then the process will be given to the internal supervisor to be investigated more. Administrative sanctions will be imposed gradually, namely written warning for twice, temporary off for 3 (three) months and/or resign; and if there is deviation found that is criminal, then it will be given to the police to be investigated more, criminal sanctions can be the main sanction (penalties, misdemeanor), and/or additional sanction (confiscated of certain goods) as set in related laws. Related to the form and the coordination result between the internal supervisor government apparatus and law enforcement officials, it is secret, it cannot be opened to the public, and it cannot be given to the public unless suit with the provisions of the legislation (Article 26 of Government Regulation Number 12 the Year 2017).

Conclusion

Research conclusions: **first**, the government of Makassar city has tried in actualizing good and clean governance, through a policy of strengthening bureaucratic reform as contains in the National Medium Term Development Plan 2015-2019. As for the things to be noticed related to public policy is the content of policies (transparency), implementation of policies (efficiency) and the impact of policies (effectiveness). **Second**, the supervision is conduct to assist and guarantee that the implementation of policies, the programs or legislation based on what has been set, and to achieve the planned goals. The supervision can work well if it involves cooperation between the government and the society as a form of transparency and government performance accountability.

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