
**The Implementation of Good Local Governance:
An Analysis in Former Mining Areas
(A Study of Sawahlunto's Municipality, South Sumatera Province)**

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ABSTRACT

The main focus of reform in Indonesia is the realization of a civil society that embodies the principles of good governance. The study aims to examine and analyze the phenomenon under good local governance in Sawahlunto's Municipality. This study employs a qualitative approach with a descriptive case study. The data collection technique is conducted through interviews, documentation, and observation, employing the triangulation of data. The informants were selected via purposive sampling. The conclusion drawn from this study is that, in terms of accountability, it must be published in the LAKIP and LKPJ as a tool of government information systems, and it is recommended that private accountants conduct audits on specific programs or activities. For Transparency, conducting public hearings for every policy decision concerning public interests, publishing every service procedure, establishing a Short Message Service (SMS) Centre, and holding regular meetings between the local government and stakeholders. And the involvement of the community in the planning, implementation, and monitoring of development activities is facilitated through various mechanisms such as the Village and Sub-district Development Planning Meeting (Musrenbang Desa dan Kelurahan), the District Development Planning Meeting (Musrenbang Kecamatan), the Forum of Regional Work Units (Forum SKPD), and the City Development Planning Meeting (Musrenbang Kota). These processes aim to stimulate grassroots economy and establish the City Development Facilitator (Fasbangkot).

1.INTRODUCTION

The primary goal of the reformation movement in Indonesia is to establish a civil society that embodies principles of good governance at various levels, including governance structures, societal interactions, and state affairs. These principles encompass democratic values, transparency, integrity, fairness, prioritization of the welfare of the people, and a strong sense of accountability towards the community (Koswara, 2019). In the realm of politics and state governance, a transformative shift is anticipated in the governmental structure, transitioning from a centralized system to a decentralized model through the process of reformation. The current state of governance in Indonesia is characterized by a centralized structure. The aforementioned phenomenon presents significant prospects for the central

government to engage in extensive intervention across various facets of existence, hence establishing a state and local government-led supremacy throughout society.

The current implementation of a centralized pattern by the local government has hindered the learning process and stifled initiative and innovation in the execution of development and community services. The region experiences a state of "helplessness" due to its significant reliance on the central government. Within the prevailing context of interdependence, local administrations are effectively utilized as instruments to further the objectives of the central government. The implementation of a novel decentralized governance structure has facilitated the emancipation of various regions. This has been achieved through the establishment of a comprehensive and accountable system of regional autonomy, which enables the regulation and administration of local populations' interests based on their own ideas. The aforementioned interests are derived from the desires of the local population, taking into consideration their specific circumstances and inherent capabilities.

The legal framework for regional government autonomy in Indonesia has been established through a series of legislative revisions. Indonesian Law No. 22 of 1999, which has been subsequently amended by Law No. 32 of 2004, Law No. 12 of 2008, Law No. 23 of 2014, Law No. 2 of 2015, and Law No. 9 of 2015, has provided the necessary backing for the decentralization of power to regional governments. The inception of these legislation is deemed crucial as it is anticipated to engender a paradigm shift in regional governance towards enhanced efficacy. The imperative of proximity between the government and its constituents is underscored as a means to augment the welfare of the nation.

In the emerging framework of governance, the role of the government extends beyond that of a sole governing entity. Rather, it assumes the responsibility of executing and organizing governmental affairs and development initiatives that have been collectively agreed upon in conjunction with representative institutions. Representative institutions serve as the custodians of the popular mandate, as they get their authority from the constituents who comprise the populace. Hence, it is imperative that both individuals and the populace, acting through their elected representatives, possess the entitlement to ensure governmental responsibility by seeking elucidation, justifications, and responses pertaining to diverse policies implemented in accordance with the mandate bestowed by the local community. Hence, the constitutional duty of the government to be accountable to the House of Representatives, as well as the principle of the municipality's liability to the Regional Representatives (DPRD), are established. Accountability is an essential prerequisite for all forms of state governance, encompassing government officials who have been bestowed with the responsibility of executing their duties and exercising their authorities.

The year of 2001 is the commencement of regional autonomy for municipalities and regions in Indonesia, as the central government initiated the implementation of this policy on January 1st of that year. The declaration thereafter requires that all municipalities and districts in Indonesia exhibit the capability to efficiently execute sound good governance practices. Sawahlunto's Municipality proactively participated in the BUILD-UNDP program in January 2000, before to the commencement of regional autonomy, in order to promote the establishment of effective local administration within Sawahlunto City. The

aforementioned program is a pilot initiative designed to enhance the coordination of exemplary local governance implementation in Indonesia, encompassing a collective of nine municipalities. The list provided includes the municipalities of Sawahlunto, Metro Lampung, Bogor, Sukabumi, Solo, Probolinggo, Mataram, Kendari, and Gorontalo. Sawahlunto had a notable dedication to enhancing its governance. There is a strong recommendation for the municipal government to embrace a novel approach and make necessary adjustments to existing practices in the realm of urban administration, with a primary focus on prioritizing the principles of good governance. During the interim period, legislators have the ability to enhance their roles within the legislative body by engaging in activities such as the creation of laws, oversight of fiscal matters, and control over regulations. The fundamental objective of efficient governance is to enable the active participation of the community in decision-making procedures.

The priority of community engagement plays a vital role in the advancement of social movements. The community is currently perceived as an active agency that has the ability to shape the course of urban development, rather than being seen as a passive element in this process. The government, historically regarded as an authoritative institution, has experienced a shift in its role to adopt a more service-oriented approach within the community.

2. LITERATURE REVIEW

2.1. Good governance

The term "governance" originates from the Greek word 'kubernan,' which connotes the act of piloting or steering. Plato, in his writings, alluded to governance as the process of devising a framework of regulations. Purwoko (2009) asserts that the concept of good governance is subject to ongoing development and is closely tied to specific theoretical domains, namely:

1. Public Administration and policy Study, Rhodes refers to the examination of public administration and public policy as public sector reform.
2. The field of international relations, as discussed by Rossenau, pertains to the emergence of political issues on a global scale, necessitating the implementation of global solutions.
3. Comparative of International Politic study, Goran Hyden establishes a connection between the field of comparative international politics and the theoretical frameworks pertaining to development and democracy within third world nations.
4. Other academic disciplines, such as anthropology, have the ability to establish connections between various issues that emerge from local cultural contexts.

The definition of governance, as stated by the Asian Development Bank (1995), encompasses the structuring of government through the establishment of principles such as accountability, participation, transparency, and clear predictability. The notion of governance arises as a derivative of democracy. Democracy is a system of governance in which decisions are made through a process of majority agreement. In Indonesia, the process of general understanding of governance began to emerge in the 1990s and intensified in 1996, in line with the Indonesian government's interaction with foreign aid agencies that

highlighted the objective conditions of Indonesia's economic and political development (Krina, 2003). The term is often linked to the aid policies of donor countries, by making governance issues one of the aspects considered in the provision of aid, both in loans and grants.

Currently, the issue of good governance holds significant prominence in the field of public administration management. The public demands to implement "good governance" by government which are aligned to the level of public knowledge and globalization. The previous modes of governance are no longer deemed appropriate for the current societal structure. Therefore, it is a natural that public appeal to Government and should be responded to by making changes that are directed towards the realization of good governance.

From functional aspects, governance can be seen from whether it has effectively and efficiently functioned in order to achieve the aims that have been determined, or vice versa. Meanwhile, the World Bank defines governance as a way of using state power in managing economic and social resources for community development. On another occasion, UNDP defined governance as the exercise of economic, political and administrative authority to manage state affairs at all levels. Therefore, according to this last definition, governance has three legs, namely: economic, political and administrative. Economic governance encompasses the decision-making processes that facilitate economic activity in the country and the interaction between economic administrators. Political governance is the decision-making processes in policy formulation. Meanwhile, administrative governance is the policy implementation system.

Institutions of governance include three domains: state, private sector, and society, which interact with each other and perform their respective functions. Government institutions works to create a conducive political and legal environment, while the private sector forms job vacancies, and society plays an active role in social, economic and political interactions, including inviting community groups to participate in economic, social and political activities. According to the United Nations Development Project (UNDP), good governance is a synergistic and constructive relationship between the state, private sector and society. Based on this concept, UNDP proposes the following principles of good governance:

1. Participation. Citizen has a voice in making decisions either directly or through the intermediation of legitimized instructions that represent their interests. Such participation is built on the basis of freedom of association and speech and constructive participation.
2. Rule of law. The legal framework must be fair and enforced without discrimination, especially human rights law.
3. Transparency. Transparency is built on the free flow of information. Processes, institutions and information directly accessible to those who need them must be understandable and monitorable.
4. Responsiveness. Institutions and processes should try to serve each stakeholder
5. Consensus orientation. Good governance mediates between different interests to find the best option for the wider interest in terms of both policies and procedures.

6. Equity. All citizens, both men and women, have the opportunity to improve or maintain their welfare.
7. Effectiveness and efficiency, namely applying the concept of effectiveness and efficiency so as to realize savings. Eight, accountability, namely all actions can be accounted for and can be audited numerically. Nine, strategic vision, namely the government should have strategic plans such as vision and mission, actions, goals, and activity programs.
8. Accountability. Decision makers in government, the private sector and society (civil society) are accountable to the public and stakeholder institutions. This accountability depends on the organization and the nature of the decision being made, whether the decision is for the internal or external benefit of the organization.
9. Strategic vision. Leaders and the public must have a broad and far-sighted perspective of good governance and human development in line with what is required for this kind of development.

2.2. Accountability

Accountability refers to the responsibility of individuals, legal entities, or organizational leaders to provide explanations and justifications for their performance and conduct to parties who possess the legitimate right or power to request such information or hold them accountable. According to this definition, it is imperative for Government Agencies, Agencies, and State Institutions at both the Central and Regional levels to comprehend the extent of their individual accountability in relation to their primary responsibilities. This is because the notion of accountability encompasses both the achievements and shortcomings in executing the respective agency's mission.

According to Krina (2003), accountability can be seen as a metric that assesses the extent to which government administration aligns with the external values or norms held by relevant stakeholders. During the stage of decision-making process, the organization possesses a clear understanding of the policy objectives that have been adopted, aligning with the overall vision and mission of the company. During the stage of policy socialization, an important indicator for ensuring accountability is the presence of a management information system and the active monitoring of the government's achieved outcomes.

2.3. Transparency

In this particular instance, transparency might be seen as a policy that is characterized by its openness to scrutiny and oversight. In the context at hand, "information" refers to comprehensive details pertaining to all facets of government policy that are accessible to the general public. Meuthia Ganie-Rochman (2000) posits that the act of disclosing information is anticipated to yield a conducive environment for political competition that healthy, tolerance, and policy in accordance to public preference. This principle encompasses two distinct aspects: firstly, the government's engagement in public communication, and secondly, the public's entitlement to receive information. Both tasks will provide significant challenges in the absence of effective governance. Effective performance management serves as the foundational element for promoting openness.

According to Krina (2003), the concept of transparency can be assessed using the following indicators: (a) Mechanisms that guarantee an open and standardized system for all public service procedures; (b) Mechanisms that enable the public to inquire about different public policies, services, and processes within the public sector; and (c) Mechanisms that facilitate the reporting and dissemination of information and misconduct regarding the actions of public officials in their service activities.

2.4. Participation

The principle of participation asserts that individuals possess the entitlement to engage in the process of decision-making across all facets of government. Participation in the decision-making process can be achieved through direct or indirect means. According to B. Guy Peter (2001), there is an idea that government organizations can enhance their performance by granting people inside the organizational structure to actively participate in all decision-making processes. This entails two distinct characteristics, specifically: a) The engagement of officials through the establishment of ideals and a sense of dedication among them, in order to foster strong motivation towards the executed program. b. The engagement of the general public in the process of designing and implementing programs.

3. METHODOLOGY

The present study employed a qualitative methodology. Bogdan and Taylor, as cited in Moleong (2012), assert that qualitative approaches encompass research procedures that yield descriptive data in the form of written or oral information derived from individuals and observed behavior. The rationale behind the selection of this approach is rooted in the objective of this study, which aims to elucidate the endeavors undertaken by the Sawahlunto's Municipality over the 2003-2008 period in order to execute the tenets of good governance within the city. The rationale for choosing this strategy is in the researcher's role as the primary instrument in conducting the research process and directly observing all aspects pertaining to human behavior, which serves as the subject of investigation. This is achieved through the description of the unfolding facts and conditions encountered in the field.

4. RESULTS AND DISCUSSION

The City of Sawahlunto

The establishment of Sawahlunto City can be attributed to the growth of the mining industry during the period of Dutch colonial rule in 1858, following the discovery of coal deposits in the Ombilin River region. In 1887, Sawahlunto underwent a transformation into a community for mine employees, a development initiated by the Dutch East Indies Government. Following the completion of the Sawahlunto - Padang Railway line, coal production experienced a significant surge in 1894, escalating from tens of thousands of tons

to hundreds of thousands of tons. This substantial rise in output resulted in a profit of 4.6 million Gulden.

Due to the rapid urban expansion, Sawahlunto attained the status of "Gemente" as per the "Statsblaad Van Nederlandsch Indie" in 1918 Number 32, which was officially implemented on July 1, 1918. Subsequently, Sawahlunto was designated as a "Small City" with the implementation of Law Number 3 of 1956 (State Gazette 1950 Number 19). This designation entails the appointment of a Mayor and the establishment of its own Regional People's Representative Council (DPRD). Moreover, the enactment of Law No. 1 of 1957 resulted in a transformation of its classification to Regional Level II, known as "Kotapraja," which is governed by a Mayor or Regional Head in terms of administrative procedures. The classification of Regional Level II was only conferred upon it in 1965 by the enactment of Law Number 18 of 1965. Subsequently, the administrative limits were increased by means of Government Regulation No. 44 of 1990, resulting in the inclusion of some areas from Solok Regency and Sawahlunto/Sijunjung Regency within the territorial jurisdiction of Sawahlunto City. Subsequently, Sawahlunto City has been governed by a succession of Mayors.

The implementation of good local governance in Sawahlunto City

The establishment of good governance in the Sawahlunto's Municipality was initially characterized by the collaborative partnership between the Sawahlunto's Municipality during the period of 1999-2003 and BUILD-UNDP. This collaboration aimed to foster the development of good governance practices within the city of Sawahlunto. The numerical value provided is 45. The implementation of this initiative took place between the years 2000 and 2003. The Sawahlunto's Municipality has participated in a consortium of nine pilot project cities in Indonesia, which are Sawahlunto City, Lampung Metro City, Bogor City, Sukabumi City, Solo City, Probolinggo City, Mataram City, Gorontalo City, and Kendari City. In pursuit of good governance within the Sawahlunto City Government, a series of initiatives have been undertaken in collaboration with BUILD-UNDP.

As a means of demonstrating the Sawahlunto City Government's dedication to implementing principles of good governance in Sawahlunto City, BUILD-UNDP has undertaken a range of initiatives, including: Conducting research on the current state of Sawahlunto City to provide a comprehensive overview of the city, highlighting its challenges and potential; The formulation of a vision and mission statement is an essential aspect of organizational development; Enhancing the efficacy and structure of participatory planning through the implementation of a village community development participation planning (P3MD) model that encompasses extensive involvement from the local community. Commencing at the local level, specifically at the village and sub-district level, a participatory process called the Development Deliberation (Musbang) takes place. The discussion at the sub-district level, specifically at the Development Work Unit (UDKP), is followed by further deliberations at the Sawahlunto City level during the Development Coordination Meeting (Rakorbang); and the community empowerment program.

The community empowerment program encompasses the following components:

1. The foundation of FOKAL (Forum Masyarakat Peduli Kota Sawahlunto) has served as a catalyst for the emergence of further non-governmental organizations (NGOs) in Sawahlunto City, including Lembaga Prakarsa Dua Satu (LP21) and Sawahlunto City Tourism Forum. In the past, community-based non-governmental organizations (NGOs) were nonexistent, with only government-established entities such as Forum Lintas Pelaku (FLP) and Jaring Pengaman Sosial (JPS) operating.
2. The introduction of Training of Trainers (TOT) on democratization for informal leaders has led to a shift in perspective for numerous community leaders and NGOs, prompting increased engagement and participation in monitoring the City's progress.
3. The training program aims to enhance the performance of non-governmental organizations (NGOs).
4. The apprenticeship program for small industry craftsmen has played a pivotal role in establishing a foundation that supports the growth and development of small industry craftsmen in Sawahlunto City. This initiative aims to prioritize the community as the central agent in the process of development, and
5. Optimization the Municipality and DPRD's performance. This can be achieved through several measures, one of which involves providing comprehensive training on the Law on Local Government by various activities.

An Analysis of the Implementation of Good Local Governance in Sawahlunto

Governance refers to the process through which the necessary stakeholders in governmental institutions engage with the public, both individually and collectively, to collaboratively establish numerous agreements pertaining to the administration of development within a certain administrative jurisdiction. The parties involved in the governance of the region need a foundation or set of principles for effective governance, which can be used as a standard to achieve the goal of giving autonomy. The Sawahlunto's Municipality also upholds the principle of good governance in its ongoing efforts to enhance its performance.

In broad terms, accountability pertains to the responsibility of governmental institutions and their respective personnel to formulate policies or engage in acts that align with the ideals and requirements of the community. It is imperative for policymakers at all levels to recognise the necessity of being held accountable to the public for the outcomes of their endeavours.

The Government of Sawahlunto assumes responsibility for its operations by employing a management information system to monitor the outcomes attained through the LAKIP system (Accountability Report for Government Entities) and the Head of the District's Report of Responsibility (LKPI). The fundamental principle underlying the system of accountabilities for the performance of City authorities and the Mayor's statement of responsibility is the establishment and enforcement of a government management control system. This system aims to ensure alignment between the City's vision, mission, and strategic plan, including the implementation of various programs and activities. The cycle of this system commences with formulating strategic plans that outline the mission, vision, and strategic objectives of the Sawahlunto's Municipality.

Every year, the programs and activities that will be carried out to align with the vision, mission, and strategic objectives are coordinated. A performance measuring system was constructed and implemented in order to evaluate the degree to which the performance of the Sawahlunto's Municipality was accomplished. Upon the conclusion of each implementation term of the program/activity, the attained accomplishments are conveyed to the stakeholders through the Performance Accountability Report issued by the Government Authority.

The principle of transparency aims to foster mutual confidence between the government and the public, making it an ideal condition to be attained. During the period from 2003 to 2008, the Sawahlunto's Municipality implemented four programs in order to promote transparency. These programs included: (1) conducting public hearings to gather input and facilitate decision-making processes related to public interests; (2) publishing information regarding service procedures to enhance accessibility and understanding; (3) establishing a service message center/SMS centre to facilitate communication and address enquiries; and (4) organising regular meetings between the City Government and various stakeholders.

Table 5. 3
Annual Meeting of Sawahlunto's Municipality

No.	Meeting	Participant	Location
1	RAPBD and APBD formulation	Municipality, DPRD, and all the stakeholders	OMTC and DPRD
2	<i>Public Hearing</i>	Municipality, community	Sawahlunto
3	Monthly meeting	Municipality, District, Village and stakeholder	Sekdako
4	Diaspora meeting	Municipality, Diaspora of Sawahlunto, dan <i>stakeholders</i>	Sawahlunto

Sources : Public Relations Department at Setdako Sawahlunto

Annual meetings are regularly convened between the Mayor and various stakeholders of Sawahlunto City in order to prepare the Regional Budget (RAPBD) and Annual Budget (APBD). The purpose of these meetings is to ensure openness in the administration of governance by the Sawahlunto's Municipality, hence fostering trust and accountability throughout the whole community of the city. Furthermore, the Sawahlunto's Municipality also organises regular meetings in the form of monthly gatherings held by the City Government with its subordinate entities, namely the district government and the Village/Kelurahan government, which also engage the City stakeholders. The aforementioned meeting took place at the Secretariat of the City Region. The objective of this gathering is to communicate the City's implemented and forthcoming program.

5. CONCLUSION

The city of Sawahlunto demonstrates the effective implementation of sound local governance, as evidenced by the inclusion of community participation in the development planning process. The Musrenbang process in Sawahlunto City is conducted at many administrative levels, starting at the Village and Kelurahan level, then progressing to the district level, followed by the Regional Unit Working Unit Forum (SKPD), and finally culminating in the City-level musrenbang. Moreover, in the context of participatory development implementation, the Sawahlunto's Municipality is actively involved in spearheading many national economic initiatives. The Sawahlunto's Municipality has provided financial support to the community of Sawahlunt with the aim of enhancing its overall welfare. The residents of the urban area will afterwards select and execute the tasks in alignment with their preferences.

In accordance with the findings of Amran Nur (2010), the Sawahlunto's Municipality regards the actions of national economic companies as a means of fostering public participation in the execution of development initiatives. The Sawahlunto's Municipality collaborates with the private Business Development Centre (BDC) to allocate partnership funds. Additionally, the Municipality extends uninterested enterprise capital to impoverished families (gakin) and offers specialised aid to former coal miners without authorisation (Emergency Programme). Furthermore, the Municipality supports the economic enterprise of the borrowing community (UEM-SP) and facilitates the provision of grassland for communities interested in cultivating cocoa and rubber crops. Lastly, the City Government implements the System of Rice Intensification (SRI) to assist farmers in enhancing their production levels.

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