
**PARADOX OF GOOD GOVERNANCE IN REGIONAL GOVERNMENT IN INDONESIA: A CASE FROM
MUNICIPALITY OF PAREPARE***

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Abstract

Implementation of regional autonomy in Indonesia is characterized by a paradoxical which is the emergence of a small number of innovative regional governments that try to realize good governance as well as rampant corruption cases in other regions. One of the regions that was considered innovative but at the same time have a variety of cases of corruption is the Municipality of Parepare. This study aims to evaluate critically the existing innovation programs in the municipality from the context of good governance. To be able to achieve its objectives, this study used qualitative methods including desk study of various literature and relevant data related to the implementation of the program as well as in-depth interviews with a number of stakeholders in the municipality. The study found that the implementation of various programs is still not fully support the implementation of good governance. Such various programs in many ways is still has not touched the significant problems encountered in the implementation of good governance such as corruption in the procurement of goods and services, efforts to create integrity and professionalism within a bureaucracy as well as significant community involvement in the planning and implementation of regional development. The study also found that the programs is a combination between programs that run as original idea of the mayor and programs that run because of the assistance of donors as well as follow-up of a national policy. In addition, a number of programs have also not running anymore or not sustainable implemented.

A. Introduction

The implementation of regional autonomy policy in the reform era in Indonesia has given hope to the implementation of regional government that is more accommodative to a variety of issues at the local level in order to improve better public services. This can be made possible due to the amount of authority given to regional governments so that they can make a variety of innovations in governing the region. The result then is the emergence of a small number of regions that by many parties was considered innovative and strive to achieve good governance. On the other hand, the decentralization policy implemented in the reform era also gave a sad face that associated

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with the rise of various cases of corruption by regional government administrators. According to Prasojo and Kurniawan (2008, 8), this paradox arises from the decentralized units that still have not been able to become the motor as well as catalyst of development and change in the region. These decentralized units still do not understand that their big powers possessed an instrument of local democracy and participation of the community and not just as an instrument of maximizing the efficiency of public services.

One of the regions that was considered innovative but at the same time have a variety of cases of corruption is the Municipality of Parepare. Based on this condition, it is interesting to see how the paradox in the implementation of regional autonomy particularly in the Municipality of Parepare. For this purpose, this study aims to evaluate critically the existing innovation programs in the municipality from the context of good governance. To be able to achieve its objectives, this study used qualitative methods including desk study of various literature and relevant data related to the implementation of the program as well as in-depth interviews with a number of stakeholders in the municipality such as: Head of Licensing Office, Head of Organization Unit as well as Head of Legal Unit within the Secretariat of the Mayor Office, community leaders (former politician), local NGO activist and local academics and researcher in FIPO Makassar. This study departs from the understanding that the practice of good governance is looks good on the surface, the duality between good and bad practices take place due to a number of "context" that work in the implementation of good governance agenda. These contexts include the power relations between the actors in the region as well as the dynamics of the struggle for resources among the actors.

B. Dynamics of Economic, Political and Social

One of the assumptions underlying this study is that the selection of innovations that are run by a number of regions in Indonesia is influenced by a background in those regions. Related to it, this section will try to describe the various dynamics that exist in the Municipality of Parepare in terms of economic, political and social that may affect the selection of a variety of innovative programs that exist and how those various innovation programs are run. In the next section, it can be seen that a number of innovative programs that run in the Municipality of Parepare is a program that is suitable to the characteristics of Parepare as a city of trade and services as well as cities that have an open and dynamic character of its community.

Economic Structure in the Municipality of Parepare

Geographically, the Municipality of Parepare has a very strategic location on the shoreline of Makassar Strait in the central part of the South Sulawesi with hilly and shores topography. With the

position, the Municipality of Parepare is a cross point of land transportation from the north (regions that rich in natural products of agriculture) and from the south (service/trading centers regions because of the existing of the provincial capital).

By considering its geographical position, the Municipality of Parepare is a city that synonymous with commerce and services that offered by its community. Parepare center is filled with many shops and stalls. In addition, the Municipality of Parepare is also a port city that serves inter-island traffic flow as a result of its right position on the coast of Makassar Strait that separates the island of Sulawesi and Borneo. Port in Parepare become the center of the distribution of various agricultural products that originate from regions around the municipality like Sidrap, Pinrang and Barru heading to other regions in Sulawesi, Java and Kalimantan.

Based on current prices in 2010, the Gross Regional Domestic Product (GRDP) of Parepare is amounted to 1,796,670.56 million rupiah with the largest contribution given by the trade, hotel and restaurant which amounted to 25.07 per cent followed by transport and communications sector with a contribution of 20.36 percent. Meanwhile, based on 2000 constant prices in 2010, the GRDP amounted to 767,162.91 million rupiah or an increase of 8.47 percent from the previous year.

The GDRP per capita of the municipality at constant prices 2000 in 2010 is amounted to 5,147,193.00 rupiah while GDRP per capita based on current prices in 2010 is amounted to 12,453,542.00 rupiah. Sequentially, the percentage of GDRP by Sectors in 2010 were trade, hotels and restaurants (28.05%), services (20.97%), Transport and Communications (20.36%), Finance, Lease, and Banking Services (14.84%), building (8.18%), Agriculture (6.69%), industry (2.27%), Electricity, Gas, and Water (1.34%), and Excavation (0.29%).

Based on these data it can be seen that the dominant economic sector in the Municipality of Parepare is trade, hotels, restaurants, services, transport and communications. This condition certainly cannot be separated from its strategic geographic position thus supporting its role as a center of commerce, services and distribution in South Sulawesi province.

The Constellation of Politics in the Municipality of Parepare

The political constellation in the Municipality of Parepare can be seen at least through composition of the political party representation in the House of Representatives (DPRD) or Local Parliament, the political affiliation of the Head of Region (Mayor), as well as the solidity of bureaucracy and inter-institutional relations. In terms of the composition of the representation of political parties, it can be seen that the membership of the DPRD in the municipality for the 2009-2014 period consists of 25 board members from 12 political parties that are divided into 4 fractions.

The composition of the DPRD members based on their political party for the Period 2004-2009 and 2009-2014 can be seen in Table 1 below.

Table 1.
Composition of the DPRD Membership in the Municipality of Parepare According to Their Political Parties

No.	Political Parties	Number of Members	
		2004-2009	2009-2014
1	Partai Persatuan Pembangunan (PPP) / United Development Party	2	1
2	Partai Golkar / Golkar Party	11	6
3	Partai Peduli Rakyat Nasional (PPRN) / National People's Concern Party	-	2
4	Partai Amanat Nasional / National Mandate Party	3	2
5	Partai Demokrasi Indonesia Perjuangan (PDIP) / Indonesian Democratic Party of Struggle	-	2
6	Partai Hanura / People's Conscience Party	-	1
7	Partai Bulan Bintang (PBB) / Crescent Star Party	3	1
8	Partai Keadilan dan Persatuan Indonesia (PKPI) / Indonesian Justice and Unity Party	-	1
9	Partai Pemuda Indonesia (PPI) / Indonesian Youth Party	-	2
10	Partai Keadilan Sejahtera (PKS) / Prosperous Justice Party	3	3
11	Partai Persatuan Demokrasi Kebangsaan (PPDK) / National Democratic Unity Party	2	2
12	Partai Demokrat / Democratic Party	-	2
13	Partai Penegak Demokrasi Indonesia (PPDI) / Indonesian Democratic Enforcement Party	1	-

Source: Kota Parepare Dalam Angka 2011 (Municipality of Parepare in Figures 2011) and various other sources (reprocessed)

Based on the table above it can be seen that there is an increase of the number of political parties in the period 2009-2014 that were able to put its cadres to sit in the DPRD membership. There are as many as 12 political parties that were able to put party members to sit as a member of DPRD in 2009-2014. This number is much higher than the previous period (2004-2009) which only consists of 7 political parties. The DPRD membership in 2009-2014 periods is also characterized by decreasing the number of seats obtained by the majority of political parties that have seats in the period 2004-2009. It is noted there are as many as 5 political parties has decreased the number of seats in the 2009-2014 period which is: the Golkar Party (5 seats), the United Development Party (1 seat), the National Mandate Party (1 seat), the Crescent Star Party (2 seats), and the Indonesian Democratic Enforcement Party (1 seat). While two other political parties which is the Prosperous Justice Party and the National Democratic Unity Party is able to maintain the number of seats obtained as in the previous period which is 3 seats and 2 seats. Instead, there are six political parties

that were able to put its cadres as a member of DPRD in 2009-2014 which is the National People's Concern Party (2 seats), the Indonesian Democratic Party of Struggle (2 seats), the People's Conscience Party (1 seat), the Indonesian Justice and Unity Party (1 seat), the Indonesian Youth Party (2 seats), and the Democratic Party (2 seats).

Conditions that exist in the DPRD based on the representation of political parties that have seats could reflect the political situation in the Municipality of Parepare. According to several informants, the municipality is a region with the high political atmosphere. The high political situation in Parepare cannot be separated from the small area of the municipality as well as the number of inhabitants and the role of educated people who are generally critical. These educated and generally critical communities are of those who have studied outside the municipality and returned after completing their education. The critical society of Parepare can be seen from the diversity of their choice to the various political parties that currently in DPRD. Related to this, there is also a paradox that there are also the interests of the people that are still influenced by the preferences and are able to support the political figures that offers a quick profit at the time of the election. According to an informant, there are still relatively many people who are affected by the preferences of money politics, especially the poor. In addition, supports on the basis of primordial also still exist in the community. These conditions are very supportive to the political situation that currently exists in the municipality. The critical society of Parepare that coupled with many interested parties has make political map in the municipality become so dynamic.

Meanwhile, based on the political affiliation of the Head of Region (Mayor), it can be seen that the current Acting Mayor of Parepare (Mr. A. Syamsu Alam) is a Deputy Mayor who partnered with the Mayor (Mr. M. Zain Katoe) in local elections in 2008. They are proposed by the Golkar Party. M. Zain Katoe itself is now dismissed as Mayor of Pare-Pare since 25 September 2012 after previously inactive status since 26 November 2010 due to entangled in corruption cases of the establishment of PT Pares Bandar Madani (PT PBM) that uses municipality budget in 2004 that amounted to 1.5 billion Rupiah. Mayor elections in 2008 is a second term election for M. Zain Katoe after the previous election in 2003 where M. Zain Katoe that paired with Tadjuddin Kamisi and proposed by the Golkar Party won the election of the Mayor that at that time was done by DPRD.

Before becoming Mayor of Pare-Pare, M. Zain Katoe once worked as a civil servant (PNS) which then quit and turned to be an entrepreneur. Meanwhile, A. Syamsu Alam previously was a retired police which later became the elected members of DPRD for 2 periods (1999-2004 and 2004-2009) of the Golkar Party. M. Zain Katoe itself is still serving as Chairman of the Golkar Party in the Municipality of Parepare.

If we look on the background and the political affiliation, then there are similarities between the political affiliation of the Mayor and the Deputy Mayor, therefore it should not have differences in views and political coordination as well as the implementation of the tasks of government in the Municipality of Parepare. Nevertheless, a number of situations that occur particularly after the inactive status of the Mayor due to his entangled in corruption cases of the establishment of PT PBM may indicate the occurrence of friction between the Mayor and Deputy Mayor in ruling the municipality. One situation that can show this friction is a mutation process that carried by the Acting Mayor to the top officials of the Municipality Government of Parepare. This mutation of officials is allegedly loaded with the interests of the Acting Mayor that are not in line with the inactive Mayor in terms of placement of local officials. This mutation had cause problems due to the fact that that process in this mutation is not in accordance with the existing mechanisms in the bureaucracy as well as exceeding the authority of the Acting Mayor so that the Ministry of Home Affairs had to intervene. Mutations of this officials according to many parties is allegedly linked to the discrepancy of the Acting Mayor with the previous official placement that conducted by the inactive Mayor as well as the interests of the Acting Mayor to appoint close relatives as local officials. According to an informant, the Acting Mayor having the courage to do mutation after he get a green light from the DPRD who also have an interest in turn of a number of officials in the Municipality Government of Parepare. Bureaucracy placement-related issues that does not fit with the competencies which are prevalent in the Municipality Government of Parepare was also expressed by one informant who had done research on bureaucratic recruitment process in the Municipality of Parepare. According to the research of this informant, in the determination of bureaucratic officials in the municipality, the Advisory Board on Position and Rank (Baperjakat) seemed to have no power as all functions as assigned by the Acting Mayor. The impact then according to this informant is the placement of a person in the office who does not conform to the competence or expertise. These situations can give us an idea how the political context also may play an important role in the lives of municipality bureaucracy in Parepare. This condition can certainly affect the neutrality and professionalism of the bureaucracy in the Municipality of Parepare.

Social Conditions of Society

Based on the results of the population census of 2010, the population of the Municipality of Parepare is equal to 129,542 people, made up over 63,719 men and 65,823 women. From its level of education, based on data obtained according to national survey in 2009 that as many as 28.22% of the population have high school education level/equivalent, 21.18% had a secondary education

degree/equivalent, 20.50% had elementary education degree/equivalent, 16.04% had no education, and the remaining 9.83% have a college education.

Municipality of Parepare is known as a region that has a heterogeneous society which is dominated by four ethnic Bugis, Makassar, Mandar and Toraja with the dominant culture and customs is Bugis. The rest is a resident of the Javanese and other ethnic in Indonesia as well as Chinese. Although Bugis is a dominant culture, everyday life of the people in Parepare is very open to new cultural or habits and other communities.

In the field of education, especially higher education, there are a number of universities in the Municipality of Parepare. In addition, Municipality of Parepare is also a city that has a number of non-governmental organizations (NGOs) and community forums that are relatively large. Based on available information, there are at least as many as 40 NGOs in the municipality. These various NGOs have established a Coordination Forum (FORSI) as a forum for their cooperation. Besides FORSI there are also a number of other forums such as the Civil Society Forum, Balcony Faction, Poor People's Forum, Development Planning Meeting Delegation Forum (FDM), and Village Facilitators Forum (F2K). These forums are implementing a number of relatively significant roles in monitoring the implementation of governance in the municipality. Their roles can be seen from the number of complaints made by these various groups that can be seen in a number of news available in local newspapers. According to an informant, the disclosure of corruption cases on housing allowance of DPRD members in 2004-2009 periods is the result of a report of the community to the law enforcement institution.

A fairly active role of the community is also supported by the presence of various representatives of the mass media in the Municipality of Parepare. In fact, one of the mass media in the municipality (Pare Pos) is very active in receiving and distributing various complaints of the people of Pare-Pare. Other mass media that is widely used is through complaints event at a local radio station (Radio Mesra) that aired for five days a week starting at 08:00 to 10:00 local time. The combination between the high levels of people education and the large number of higher education institutions as well as an active non-governmental organizations and mass media has made the political situation in the Municipality of Parepare is becoming increasingly dynamic. The dynamic situation of the Municipality of Pare-Pare is on the one hand to bring a positive influence in bringing about good governance in the municipality, but on the other hand is still not able also to support the realization of this good governance.

C. Various Innovation Programs in the Municipality of Parepare

From various information obtained particularly from the observations and studies that conducted by the Fajar Institute of Pro Otonomi (FIPO), there are a number of innovative programs that exist in the Municipality of Parepare, as can be seen in Table 2 below:

Table 2.

List of Innovation Programs in the Municipality of Parepare

No	Innovation Programs	Nomination and Award
1	Sistem Pelayanan Perizinan Satu Atap / One-Stop Licensing Service System	FIPO Autonomy Award 2009, 2010, 2011 for Primary Administrative Services for the Population and Licensing Category
2	Peningkatan Pelayanan Puskesmas / Improvement of Health Center Services	Nomination FIPO Autonomy Award 2009 for Health Services Category
3	Pengaduan Masyarakat melalui SMS dan Website / Public Complaints through SMS and Website	Nomination FIPO Autonomy Award 2009, 2011 for Public Accountability Category; Nomination FIPO Autonomy Award 2012 for Public Participation Category
4	Pembuatan Perda melalui pendekatan RIA / Making Regulation through Regulatory Impact Assessment Approach	Nomination FIPO Autonomy Award 2009 for Public Participation Category and Political Sustainability
5	Perkampungan Orang Miskin / Settlement of the Poor	Nomination FIPO Autonomy Award 2009 for Economic Empowerment and Poverty Alleviation Category
6	Koordinasi Lingkungan Hidup / Environmental Coordination	Nomination FIPO Autonomy Award 2009 for Environmental Management Category
7	Pengelolaan Sampah Organik / Organic Waste Management	Nomination FIPO Autonomy Award 2010, 2011, 2012 for Environmental Management Category
8	Perencanaan Anggaran Berbasis Masyarakat / Community-Based Budget Planning	FIPO Autonomy Award 2012 for Public Accountability Category

Source: The Fajar Institute of Pro Otonomi (FIPO)

The following is a description of the implementation and impact of the innovation programs.

Implementation and Impact of Innovation Programs

Based on searches done, the writer get the information that unless the One-Stop Licensing Service System, the most innovative programs in the Municipality of Parepare is a program that appears due to the support of donors, and because of the award by the Central Government. The One-Stop Licensing Service System itself was originally an idea of the Mayor at the time (Mr. Basrah Hafid), but the development is also getting assistance from The Asia Foundation, together with a number of other regions including the Regency of Sragen.

It is also seen that there is a fact that there are a number of innovations programs in the Municipality of Parepare that is no longer running at this time or remain still running but its implementation is not as expected. A number of innovative programs that are no longer running at

the moment are Making Regulation through Regulatory Impact Assessment Approach which runs until the year 2006 alone and Settlement of the Poor who only run for one generation only. The other program is still running even though the number of programs such as the Community-Based Budget Planning program is considered by a number of informants is running though not in accordance with what is expected.

The One-Stop Licensing Service System is the most famous innovation program and has made the Municipality of Parepare name as one of innovative region in Indonesia. This program has been able to give a lot of respect for the municipality on the national level. Finally, in 2012 the program successfully seated the Municipality of Parepare in the second rank of the Regional Government agencies in the integrity survey that conducted by the Corruption Eradication Commission (KPK). In the South Sulawesi level, for 3 consecutive years (2009-2011), the program has always been a champion in the event of FIPO Autonomy Award, so that in the year 2012 the program cannot be included again for assessed. Very positive view of the program is also expressed by various informants. The informants have an understanding opinion on a very positive outlook towards the implementation of the program. What became an impediment to this program according to the informants is the dominant role of the current leader of the Licensing Office (Sintap) on the successful implementation of the program so far. Many informants were pessimistic that this program will run properly if the figure of the head of the Licensing Office (Sintap) replaced by someone else. According to them, the implementation of the program may vary greatly when the leadership of the Licensing Office (Sintap) replaced. The central role of the current leaders of the Licensing Office (Sintap) cannot be separated from the fact that he is a person who is directly involved since the beginning of the planning program and has led the program since the beginning of the implementation. The figure also considered by many informants as people who have a commitment and dedication to implement and make the program successful.

As for other programs such as Improvement of Health Center Services, Environmental Coordination, and Organic Waste Management is also a program that relatively good implemented according to many informants. According to these informants, the health and cleanliness of the environment has become a matter of priority in the municipality. It can be seen from the improvement of the health center facilities that make no favorite health centers in the municipality. According to an informant, previously had been a community that just want to seek treatment at a particular clinic although somewhat relatively distant from where they lived. Now people want to seek treatment at a clinic close to where they live. Also according to other informant, the allocation provided by the Municipality Government in health care program, especially for the poor people is also quite large. The success of the Environmental Coordination and Organic Waste Management

program can be seen from the achievement of “Adipura” (Cleanest City) award over 8 times consecutively by the Municipality of Parepare.

Meanwhile, Public Complaints through SMS and Website program is currently run relatively well. The running well of the program is also supported by the presence of donor assistance that one of their programs is associated with these complaints. Donor support is further strengthened the program through a partnership with Pare Pos that in daily publications always contain complaints against various public services in the municipality and answers from officials of relevant agencies on those public complaints. In addition to the influence of donor assistance, the successful implementation of the program according to several informants is also influenced by the figure who led the implementation of the program. According to an informant, the program was stalled when there is a change of officials that has responsibility on this program. The program running again after a number of figures who became a pioneer re-assigned again to handle this program. Moreover, the character of the people of Parepare that is open and daring to complain also be a key to the success of this program as well as socialization that conducted before the implementation of the program.

Other innovative program in the Municipality of Parepare that is still running is the Community-Based Budget Planning program even though the implementation is not in accordance with what is expected. This program is also one of the programs that cannot be separated from the role of donor agencies. The passes of this program also cannot be separated from the existence of Local Regulation No. 1 of 2010 which became its legal protection in the implementation of the program. However, the implementation of the regulation is still not in accordance with what is expected. In fact, according to an informant, the regional indicative ceiling that stipulated in the regulation was not enforced consistently by policy makers especially those who sit in the DPRD. In addition, according to other informant, although a program proposed by the community has been included in the budget, it is the fact that the budget cannot be melted or liquid on time. According to this informant, it is common that the program that is prioritized in implementation is programs that do not touch the interests of the society but the programs that can provide certain benefits to the local elites who sit in government.

D. The Paradox of Innovation Programs in the Municipality of Parepare

Christensen and Laegreid (2003, 3) have argued that the policy of administrative reform is often characterized by a number of symbols that aimed to strengthen the legitimacy of the political leadership. These symbols are very necessary in a particular case but the important thing to do is how to make these symbols into substantial action. What is proposed by Christensen and Laegreid will be important in the context of an assessment of the existing innovation programs in a number of

regions in Indonesia, including in the Municipality of Parepare particularly in seeing how far the innovations program made a substantial program and not just a symbol. For that purpose, this section attempts to provide a critical analysis of the existing innovation programs in the Municipality of Parepare in terms of the presence of a number of paradoxes that arise in the administration of government in the municipality that is contrary to the values and the spirit of good governance.

Based on the results of the study can be found a number of paradoxes in the governance of the Municipality of Parepare that is contrary to the values and the spirit of good governance. A number of paradoxes that arise are criminal acts of corruption committed by political elite, including the mayor, officials' mutation policy that considered problematic, including by the Ministry of Home Affairs, as well as inconsistency in the implementation of the Community-Based Budget planning program.

A Number of Corruption by Political Elites, including the Mayor

Municipality of Parepare is one of the regions that its Head of Region (Mayor) involved in corruption and had been found guilty by the court both at first level and on appeal and cassation levels. On the basis of court decision that is legally enforceable, then Mayor of Pare-Pare (M Zain Katoe) is dismissed as Mayor through the Minister of Home Affairs Decision No.131.73-682 Year 2012 on 25 September 2012.

Cases that involving M. Zain Katoe is corruption in the establishment of PT Pares Bandar Madani (PT PBM) that uses Parepare budget in 2004 amounted to 1.5 billion rupiah. This case occurred during the first period of office of M. Zain katoe as Mayor of Pare-Pare (2003-2008). In the corruption case, M. Zain Katoe accused of abusing his authority in equity to PT PBM using Parepare budget of 2004.

Mayor M Zain Katoe later found guilty by the District Court of Makassar on June 2, 2010 in the case and was sentenced to one year in prison and a fine of Rp 100 million subsidiary two months of confinement. M. Zain Katoe be proven legally commit the criminal offense of abuse of authority, and also jointly committing corruption. Makassar District Court's decision is then amplified through the decision on appeal by the High Court of Makassar on 26 November 2010 and the decision on appeal by the Supreme Court on August 10, 2011.

In addition to the Mayor, the Deputy Mayor (A. Syamsu Alam), who currently serves as the Acting Mayor of Parepare is also not an official figure that is free from corruption charges. This at least can be seen from the Acting Mayor's alleged involvement in a corruption case on housing allowances for DPRD member in the 2004-2009 periods. At that time, A. Syamsu Alam is a member

of DPRD who allegedly receive the housing allowance. This case is still in the process of investigation by law enforcement authorities.

In addition to a number of corruption cases that involving the political elite, there are a number of corruption cases that occurred in the Municipality of Parepare. From the results of studies conducted, there are a number of corruption cases that currently being processed by law enforcement authorities. These cases include the case of procurement of radio equipment of Bandar Madani, sports hall construction case, the case of the procurement of health equipment that sourced from 2007 budget, the procurement of municipal police crowd control vehicles that sourced from 2009 budget, as well as the procurement of cows and cow shed by the Agriculture, Forestry, Animal Husbandry, and Marine Agency (DPKP) that sourced from 2010 budget. The corruption cases are cases of corruption in the procurement process of government goods and services. The disclosure of these corruption cases has further reinforced the findings of Simanjuntak and Akbarsyah (2008, 167-178) concerning potential bribery and corruption in the procurement of government goods and services in the Municipality of Parepare. Studies from Akbarsyah and Simanjuntak reveal that tenders in Parepare often not transparent and the winner was a colleague or a crony of the tender committee or of the ruling family.

What was found by Akbarsyah and Simanjuntak is still happening to this day. It can be seen from the results of narrative from a number of informants that encountered in the implementation of this study that reinforce the findings. According to an informant, the procurement of government goods and services in the Municipality of Parepare is still not fully implemented online so that they allow for a trick in the process. Beneficiaries of this trick are the ruler and his cronies. Other informants also expressed about the number of development programs that were wrong and made merely project approach. These programs are never discussed but often appeared in the budget. According to this informant, the emergence of such programs cannot be separated from the involvement of individual members of the DPRD with the executive. These parties are the ones that benefit from the various programs or projects.

Stemming from these conditions, it can be seen how the innovation programs that are implemented in the Municipality of Parepare is still have not touched the significant problems of corruption that faced by this nation. Various innovation programs in the municipality were offset by rampant corruption cases. It can reinforce how innovation programs created by various regional governments in Indonesia are programs that in many cases do not touch the fundamental problems of implementing good governance. Innovative programs that should be run by the region including the Municipality of Parepare are a program that can help efforts to prevent corruption. The selection of the innovation programs that run in many ways turned out not to touch the principles of good

governance such as accountability, transparency and participation that according to many literature can assist in efforts to prevent corruption. Innovation programs that are running now are more than a symbol, as proposed by Christensen and Laegreid.

Troubled in Local Officials Mutation

Another paradox to describe the reflection of good governance in the Municipality of Parepare is associated with officials' mutations issues conducted by the Acting Mayor that considered problematic by various parties including the Ministry of Home Affairs. The mutation is performed after the Deputy Mayor was appointed as Acting Mayor as a result of inactive status of M. Zain Katoe as Mayor of Parepare on 25 November 2010.

Within a period of one year from serving as Acting Mayor, A. Syamsu Alam has made three mutations of officials in the Echelon II, III, and IV on January 10, 2011, February 6, 2011 (Mayor Decree No. 821.21-03-2011, Decree No. 821.22-04-2011, and Decree No. 821.23-05-2011), and June 22, 2011 (Mayor Decree No. 821.21-16-2011, Decree No. 821.22-17-2011, and Decree No. 821.23-18-2011). This mutation is alleged to have violated Government Regulation and breaking boundaries and authority of the Acting Mayor. According to various parties, the mutations that were made by the Acting Mayor have violated the provisions of the Government Regulation No. 100 Year 2000 on the appointment of civil servants in the structural positions in conjunction with the Government Regulation No. 13 Year 2002 on Amendment of Government Regulation No. 100 Years 2000 on the appointment of civil servants in the structural positions. In addition, the Acting Mayor also considered to have exceeded its authority in conducting mutation. As an Acting Mayor, A. Syamsu Alam must first obtain the written approval from the Minister of Home Affairs prior to performing mutation structural position in the Municipality Government of Parepare. In doing this three times mutation, Acting Mayor only once pocketed written permission from the Minister of Home Affairs through letter No. 853.212/4565/SJ dated December 30, 2010. As a result of the mutations act without official permission from the Minister of Home Affairs, the Inspectorate General of the Ministry of Home Affairs through its letter No. X.356/179/11915/IJ dated December 28, 2011 has recommended to the Governor of South Sulawesi to instruct the Acting Mayor of Parepare to review the Mayor's Decree No. 821.21-16-2011, 821.22-17-2011, and 821.23-18-2011. This decision was then followed up by the Acting Mayor to remove and re-install the officials after the Acting Mayor receiving approval from the Minister of Home Affairs through letter No. 873.212.2/1923/SJ dated May 28, 2012.

About violations of the provisions of the Government Regulation No. 100 Year 2000 in conjunction with the Government Regulation No. 13 Year 2002, the Acting Mayor according to

various parties, have violated a number of provisions in performing mutation particularly the provisions of Article 5 of the requirements to be appointed in a structural position, Article 6 of the seniority in rank, age, education and job training, and experience things that must be owned, Article 7 of the education and training required for a leadership position, as well as Section 7A of the minimum time that must be taken in the position to be appointed in a higher structural position. In this regard, results of the study showed that the placement of many employees within the Municipality of Parepare is not in accordance with the competence and background of the employee. This is also reinforced by the results of research conducted by Zulchaidir (2011, 364-365) who found that the recruitment process of the bureaucracy leader in Parepare is not through competency testing process but only through the application process by the leader of the concerned candidate to the Regional Employment Agency (BKD), then assessed by Baperjakat to be prescribed by the Mayor. Zulchaidir study also found that Baperjakat have not power as stipulated because all of its functions is set by the Acting Mayor. Harmonization between the Acting Mayor with the Regional Secretary (as Chairman of the Baperjakat) according to Zulchaidir is do not go well as illustrated in the mutation process that is performed by the Acting Mayor that are not based on Baperjakat decisions.

The things that happen in the process of officials' mutation in the Municipality Government of Parepare could describe again how good governance still faces many problems in the Municipality of Parepare. Various innovation programs initiated were also not touching the fundamental problems in the management of a professional bureaucracy within the Municipality of Parepare. The innovative programs just touch a small part of the professionalism of the bureaucracy, particularly in providing licensing services through the Licensing Office (Sintap). Meanwhile, many other things that support the professionalism of the bureaucracy through a system of recruitment that transparent, professional and free from political intervention is still have not done serious and adequately. This condition again showed how innovation programs that are run now by the Municipality Government of Parepare is more than a symbol, as proposed by Christensen and Laegreid. In fact, innovative programs that should be run by the Municipality Government of Parepare are programs that are appropriate with a number of principles of good governance such as the efficiency and effectiveness as well as based on the existing law.

Inconsistency Implementation of Community-Based Budget Planning Program

The last paradox raised to be able to describe the problems encountered in the implementation of good governance in the Municipality of Parepare is inconsistency in the implementation of the Community-Based Budget Planning Program as stipulated in Local Regulation

No. 1 Year 2010 on Regional Planning and Community-Based Budgeting. Under the provision in this local regulation, there are arrangement of a number of things that can make proposing rights of the community in development planning meeting can be absorbed and accommodated so as to provide certainty and assurance that the proposed program and budget can be realized. A number of things are set to support this such as regional indicative ceiling and the existence of delegation from sub-districts community. Regional indicative ceiling is budget ceiling that is designated for priority proposals through Development Planning Meeting at sub-districts. While the delegation from sub-districts community is representative of the community in sub-districts that originating and selecting by participants of National Development Meeting in sub-districts that appropriate with number of urban-villages that have a duty to safeguard the results of the Development Planning Meeting at sub-district in the Development Planning Meeting at the municipality level. This community delegation from sub-districts then will join the community delegation forum who will participate in the discussion at Development Planning Meeting forum in the municipality level, Regional Working Units forum, as well as budgeting stages with Regional Government Budget Team.

Inconsistencies in the implementation of Local Regulation No. 1 year 2010 can be seen from the disappointment of the people of Parepare that expressed by burning the documents of Local Regulation No. 1 Year 2010 at the Mayor's Office on March 14, 2012. The burning is done as a form of protest against the attitude of the DPRD and the Municipality Government that is considered passive on the proposed budget of the community. Communities were disappointed because the proposal from the Development Planning Meeting is not fully accommodated.

Inconsistencies in the implementation of Local Regulation No. 1 year 2010 is also justified by several informants. According to these informants, there is a budget proposal from the community that was dropped in the discussion of the budget that was done by the Budgetary Unit of DPRD and the Regional Government Budget Team. Exclusion amount of the budget by the DPRD according to another informant is regarded as a form of fear from member of DPRD in competition for influence in the community. This informant also revealed that this problem occurs as a result of a disagreement over the perception whether or not the proposal from the community can be excluded. In addition, although the proposal has been included in the budget, in fact, it is often that the budget of the proposal was difficult to liquidate. The government is considered to be more concerned with disbursement of programs that can benefit a certain elite compared to the program initiated by the community.

The figures on inconsistencies in the implementation of Community-Based Budget Planning Program is again emphasized the problems faced in the implementation of good governance in the Municipality of Parepare. Innovation program initiated in reality is still has not been adequately

designed, causing the gap to the efforts of a small group of elites to impede its implementation. This gap can be seen for example from the arrangement that are not clear on whether the proposed from the community can be excluded as well as the community involvement in the discussion of the General Policy on Budget- Priorities and Provisional Budget Ceiling (KUA-PPAS) between the Budgetary Unit of DPRD and the Regional Government Budget Team. Community involvement was only completed at the time of consultation KUA-PPAS by the Regional Government Budget Team before the document is submitted to the DPRD for discussion with the Budgetary Unit of DPRD and Regional Government Budget Team.

E. Concluding Remarks

As closing remarks, it can be concluded that the implementation of various innovation programs in Parepare still not fully support the implementation of good governance. Such various innovation programs in many ways is still has not touched the significant problems encountered in the implementation of good governance such as corruption in the procurement of government goods and services, efforts to create a bureaucracy with integrity and professionalism, and significant community involvement in the planning and implementation of regional development. Innovative programs that run in many ways not touch the principles of good governance such as accountability, transparency, participation, effectiveness and efficiency, as well as the rule of law. Innovative programs that run are more than a symbol, as proposed by Christensen and Laegreid.

Moreover, it can be seen that the innovation programs that run in the Municipality of Parepare is a combination between original ideas of the Mayor as well as the programs that run because of the assistance of donors as well as follow-up from central government policy. A number of innovative programs have also apparently not running anymore or not sustainable implemented.

Based on findings in the field, this study suggests that in order to be able to support the adequate implementation of good governance, then the various innovation programs run by the regions including Parepare should be directed to do or touch the significant sectors such as aimed at the prevention and eradication of corruption in various shape as well as in creating a bureaucracy that has professional and integrity. Innovation programs should also ensure adequate involvement of the community in the delivery of government and regional development. In other words, it must be ensured that the principles of good governance seriously considered in the selection of innovative programs that will be run. Related to this, the Central Government can make a guide or provide guidance in the selection and implementation of the various innovation programs run by the regions so as to conform to the principles of good governance.

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