Amanda Rizky

Learning Organization as A Way to Create Change Agents in Bojonegoro Regency

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LEARNING ORGANIZATION AS A WAY TO CREATE CHANGE AGENTS IN BOJONEGORO REGENCY

[a]Amanda Setiorini, [b]Siwi Nur Indriani, [c]Wiwik Rachmarwi, [d]Ike Irawati, [e]Siti Latifa

ABSTRACT

Purpose: This research explores the development of change agents within the public sector of Bojonegoro Regency, a region that has undergone significant transformation from one of the poorest regencies in Jawa Timur Province to being recognized for its Sustainable Development Initiative by The United Nations Sustainable Development Solutions Network in 2013. The study aims to understand the process of cultivating change agents in the district government of Bojonegoro.

Theoretical Reference: The research adopts a qualitative methodology with a phenomenological paradigm to capture the universal essences of the individual experiences of change agent phenomena. The focus is on identifying key themes such as willingness to learn, distribution of authority/duties/roles, willingness to improve, and attention to the younger generation. A foundational aspect is emphasized— the role of a learning organization cultivated through a holistic leadership approach.

Method: The research utilizes NVivo coding to analyze qualitative data, uncovering themes related to the development of change agents. The qualitative methodology and phenomenological paradigm are chosen to provide a deeper understanding of the unique experiences and essential elements in fostering change agents within public sector organizations.

Results and Conclusion: Contrary to expectations, the findings reveal that change agents are not developed directly; instead, a prerequisite is the establishment of a fertile ground through holistic leadership. The emphasis on themes such as willingness to learn, distribution of authority, commitment to improvement, and attention to the younger generation underscores the importance of a conducive environment for change agent development.

Implications of Research: The research suggests that the success of developing change agents in public sector organizations is intricately linked to the establishment of a learning organization nurtured by a holistic leadership approach. The findings highlight the need for tailoring strategies to the unique context and environmental factors of each district, recognizing that the success of Bojonegoro may not be directly replicable elsewhere.

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Originality/Value: This study contributes to the understanding of change agent development in public sector organizations, emphasizing the significance of a learning organization and holistic leadership. The uniqueness of Bojonegoro's case underscores the importance of considering environmental specialties and district-specific factors in crafting strategies for change agent cultivation across diverse regions in Indonesia.

ORGANIZAÇÃO DE APRENDIZAGEM COMO UMA FORMA DE CRIAR AGENTES DE MUDANÇA NA REGÊNCIA DE BOJONEGORO

RESUMO

Propósito: Esta pesquisa explora o desenvolvimento de agentes de mudança dentro do setor público da Regência de Bojonegoro, uma região que passou por uma transformação significativa de uma das regências mais pobres na província de Jawa Timur para ser reconhecida por sua Iniciativa de Desenvolvimento Sustentável pela Rede de Soluções para o Desenvolvimento Sustentável das Nações Unidas em 2013. O estudo tem como objetivo compreender o processo de cultivo de agentes de mudança no governo distrital de Bojonegoro.

Referência Teórica: A pesquisa adota uma metodologia qualitativa com um paradigma fenomenológico para capturar as essências universais das experiências individuais de fenômenos agentes de mudança. O foco está na identificação de temas-chave, como a disposição para aprender, distribuição de autoridade/deveres/papéis, disposição para melhorar e atenção para a geração mais jovem. Um aspecto fundamental é enfatizado — o papel de uma organização de aprendizagem cultivada por meio de uma abordagem holística de liderança.

Método: A pesquisa utiliza codificação NVivo para analisar dados qualitativos, revelando temas relacionados ao desenvolvimento de agentes de mudança. A metodologia qualitativa e o paradigma fenomenológico são escolhidos para fornecer uma compreensão mais profunda das experiências únicas e elementos essenciais na promoção de agentes de mudança dentro das organizações do setor público.

Resultados e Conclusão: Ao contrário das expectativas, os achados revelam que os agentes de mudança não são desenvolvidos diretamente; em vez disso, um pré-requisito é o estabelecimento de um terreno fértil através da liderança holística. A ênfase em temas como a vontade de aprender, a distribuição de autoridade, o compromisso com a melhoria e a atenção à geração mais jovem sublinha a importância de um ambiente propício ao desenvolvimento de agentes de mudança.

Implicações da pesquisa: A pesquisa sugere que o sucesso do desenvolvimento de agentes de mudança em organizações do setor público está intrinsecamente ligado ao estabelecimento de uma organização de aprendizagem alimentada por uma abordagem holística de liderança. Os resultados destacam a necessidade de adaptar estratégias ao contexto único e aos fatores ambientais de cada distrito, reconhecendo que o sucesso de Bojonegoro pode não ser diretamente replicável em outros lugares.

Originalidade/valor: este estudo contribui para a compreensão do desenvolvimento de agentes de mudança em organizações do setor público, enfatizando a importância de uma organização de aprendizagem e liderança holística. A singularidade do caso de Bojonegoro ressalta a importância de considerar as especialidades ambientais e os fatores específicos do distrito na

elaboração de estratégias para o cultivo de agentes de mudança em diversas regiões da Indonésia.

Palavras-chave: agente de mudança, gestão de mudança, liderança, burocracia, organização do setor público.

1 INTRODUCTION

Before 2008, nobody knows about Bojonegoro. Even the people of Bojonegoro were not proud of who they were. Many of them were working as household assistants in big cities, for example, Surabaya, and it was nothing to be proud of being a household assistant.

Bojonegoro is one of the regencies in East Java province with an area of 230.706 hectares, bordering Tuban Regency in the north; Madiun, Nganjuk, and Ngawi Regencies in the south, Blora Regency in the west, and Lamongan Regency in the east. Bojonegoro Regency has a population of about 1,3 million people spread over 28 sub-districts and 430 villages. Bojonegoro has natural resources in the form of forests (more than 45 percent of its area is forest), oil and gas, and agricultural commodities. However, Bojonegoro also has natural challenges because it has a movable soil structure that cannot hold water. When the rainy season overflows the Bengawan Solo River, Bojonegoro will be flooded. Meanwhile, during the dry season, Bojonegoro experienced a drought. In addition, history records that Bojonegoro is a district with severe endemic poverty, as well as a long history of social conflict.

When he took office as Regent of Bojonegoro in 2008, Suyoto encountered many problems, among others: poverty, corruption, low quality of infrastructure, low quality of public services, huge debt, and lack of public communication space. In government, money politics was very pronounced, the budget was limited, public participation was very low, as well as public satisfaction. Suyoto found this out after months of listening to the complaints of people from various regions of Bojonegoro. When he was inaugurated, Suyoto briefly stated that the problems they have to face were infrastructures—such as damaged roads, neglected agriculture, and low levels of education—which resulted in low quality of human resources, poor health services, and a bureaucracy that was not popular and considered corrupt.

But in 2018, at the end of Suyoto's tenure, things had changed a lot. Public satisfaction increased by more than 80%, economic growth strengthened, road infrastructure improved by 80% thereby opening up links with previously "remote" areas,

floods and droughts were better handled, public trust in government was increased—and the public participation as well, the exploitation of oil and gas is no longer causing social friction, and there is less corruption.

Another achievement is that Bojonegoro has received several awards, including the Innovative Government Award Nationwide 2012, Sustainable Development Initiative Award 2013, and Region Committed to Using Local National Products 2014. Bojonegoro is also the only district free from the trap of the 10 poorest districts in East Java Province. Suyoto himself was elected as the model regional head of Tempo Magazine in 2017.

Table 1 compares the SDGs indices in 2008 and 2017 to show developments in Bojonegoro.

Indicators	2008	2017
Percentage of the poor people	28%	14,34%
Desired food pattern	51%	78,8%
Children malnutrition	14,22%	5,24%
Life expectancy	68,5 years	70,51 years
The high school enrolment rate	53,86%	86,26%
Gender development indeks	53,57	89,24
Access to clean water	57,85%	80,64%
ODF villages	0	308 villages
Families harnessing solar cells	0	921 families
Open unemployment rate	5,02%	3,10%
Good road condition	20%	89,57%
Good bridge condition	41%	89,59%
Gini ratio	0,32	024
Availability of food energy	---	5.706 kcal/cap/day
Geospatial villages	0	28 villages
Environmental quality index	---	63,97 SI
Green open space	19,71 Ha	30,74 Ha
Handling of social conflict	27%	98,1 %

Source: Suyoto

Seeing the changes that occurred in Bojonegoro during that period, of course, there were change agents who played a major role in it. One of the change agents is Suyoto himself because as a leader he has various reform ideas and made significant changes in district government governance. However, the change agent is never just one person. The purpose of this study was to determine the formation of change agents in Bojonegoro. Therefore, the research question posed is: how does the Bojonegoro district government form an agent of change?

Research on agents of change in the bureaucracy is important because the bureaucracy in Indonesia is an institution that tends to be inflexible so it is difficult to make changes, let alone create agents of change. Several studies on NPM have been conducted in Indonesia, but have not yet targeted regional heads and agents of change.

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2 LITERATURE REVIEW

Some important characteristics for a change agent are the necessity to have the drive to change from the 'inside' as a constant intrapersonal factor (Fullan, 1993); willingness to learn and change from the 'inside' (i.e. internal drive to reflect and understand things) and from the 'outside' (i.e. meeting external demands), both individually and in collaboration with others (van der Heijden et al., 2015); lifelong learners—who are systematically reflected in the daily practice of teaching and are always looking for new information and ideas, mastering an ability (mastery), which means a change agent is an expert with comprehensive knowledge and skills, is responsible for taking risks, making decisions, and motivate co-workers in the process of change in their organization, and have the ability to collaborate with others (van der Heijden et al., 2015).

Another characteristics include feel the ownership of their own professional development and favorable organizational qualities and want their work to remain interesting and challenging (van der Heijden et al., 2015); has the characteristics of an artist (Kiesler in Tichy & Nisberg, 1976); focus on intrinsic motivation and motivation to benefit others (Allen, 2003); have a tendency to engage in interesting and challenging tasks—meaning having an interest in the task, and having autonomy (Deci et al., 1989); highly passionate at work (Fritz et al., 2011), care about their work (Richard & Oldham, 1976), and will responsibly strive to achieve their goals by demonstrating persistence and resourcefulness, leading to high performance (Fritz et al., 2011; Yi et al., 2015); desire to benefit others (Allen, 2003); invest time and effort for the good of the community (COLLINS, 1993); identify them through perceived ownership (Ashforth & Mael, 1989; Baumeister & Leary, 1995); have certain personalities, skills, and knowledge (Cawsey et al., 2015).

Change agents should have self-efficacy (self-confidence), locus of control (control over the environment), core self-evaluation (positive self-concept), openness to experience, and personal resilience (Nikolaou et al., 2007); have integrity and honesty, openness to new ideas, risk taking, and creativity (Caldwell, 2003); have an above-average risk tolerance that allows them to change the status quo, persuasively influences others, shows strong enthusiasm and encourages the spirit of organizational members, is creative to find new and different ways to solve problems, is confident and believes in skills and abilities them, and can learn from their failures by reflecting and analyzing mistakes (Gilley, 2005); having the courage to fail—that is, trying something new,

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experimenting, and taking risks, interpersonal or emotional courage, and moral courage (Furnham, 2002); have integrity, honesty, and reliability as well as the ability to earn the trust and respect of employees, have patience, persistence and a sense of humor which is encapsulated in resilience, are willing to take risks and personal challenges, can recognize and deal with politics without getting involved in it, and confident, overall positive, and enthusiastic (Hutton, 2000);

Equally important, change agents must understanding one's own boundaries and being careful not to lead the group into inappropriate territory (Cameron & Green, 2019; Gilley, 2005); courageous and outspoken, trusting in others, open to lifelong learning, able to deal with complexity and uncertainty, and have a strong strategic vision, and able to act as a catalyst for change (Howell & Higgins, 1990; Ulrich, 1996); have flexibility, personal drive, desire to lead, honesty and integrity, cognitive ability, self-confidence, and business knowledge (Kirkpatick & Locke, 1991); take risks (Dulewicz & Herbert, 1999); and have hierarchical levels, current positions, tenure in management roles, professional status, and advantages in job networks, and have structural positions that affect their ability to introduce change in the organization (Battilana & Casciaro, 2012).

To become a change agent, it takes several skills and competencies such as the ability and desire to be a lifelong learner—that is, eager to learn and able to be reflective, mastery—that is, providing guidance, being accessible, positive, committed, confident, and entrepreneurial—that is, being able to be innovative and feeling responsible, and collaborative—that is, being collegial or peer-like) (van der Heijden et al., 2015); management of attention to himself (management of attention), management of meaning management of trust, and management of self (Bennis, 1984); knowledge of project management and updating technical and organizational knowledge while working in related fields and able to use various data sources and analytical methods to provide insight and balanced assessment (Dunphy in Gerwing, 2016).

Other must-have skills include strategic knowledge to align organizations with their long-term direction and vision, mission, values and goals, knowledge of the process of change and the complexity of change, human reactions to it, and the impact of change on each individual, knowledge of human nature and their need for feedback feedback, involvement, and decision-making during the change process, as well as knowledge of the business, meaning it is necessary to know the internal environment—such as company politics, prevailing practices, capabilities, strengths, and weaknesses, as well as the

external environment such as competition, legal constraints, societal pressures , and trends (Gilley in Gerwing, 2016); knowledge of organizational behavior—e.g. organizational culture, job design, interpersonal relationships, power and politics, ethics, individual psychology—including learning theory, motivation theory, perception theory, group dynamics—e.g. roles, communication processes, decision-making processes, stages of group development , management and organization theory—e.g. planning, organising, leading and controlling, systems theory, contingency theory, organizational structure, organizational and systems models, knowledge of research methods or statistics—e.g. measures of central tendency, measures of dispersion, basic sampling theory, and knowledge of project management and change theory and models (Cameron & Green, 2019).

Change agents should have networking skills (Cawsey et al., 2015; Buchanan and Boddy, Dunphy et al., in Gerwing, 2016; Hutton, 2000) through trust, credibility, and interpersonal skills, as well as through the value other members derive from them (Cawsey et al., 2015); the ability to be a team player and build a team (Caldwell, 2003; Buchanan & Boddy, Dunphy et al., Waddell et al., in Gerwing, 2016; Gilley, 2005; Hutton, 2000; Nikolaou et al., 2007); sensitivity, clarity, influencing skills, practical awareness, selling skills (Buchanan & Boddy in Gerwing, 2016); ability to influence, allocate resources, delegate (Dunphy et al. in Gerwing, 2016); commitment to improvement, determination (Cawsey et al., 2015); skills in decision making (Gilley, 2005); knowledge of content—i.e. competence with regard to the substance of change, control—i.e. competence in planning, monitoring, and delivery of project deadlines, processes—i.e. competence in communication, team building, negotiation, and influencing others (Caldwell, 2003); technical ability or people-oriented (Beatty & Lee, 1992); as well as being familiar with systems, norms, the intricacies of how things are done, and they have existing relationships that can prove useful (internal change agents) and possess and provide subject expertise, facilitate analysis, and provide guidance for a path forward (change external agents) (Cawsey et al., 2015).

Hao & Yazdanifard's (2015) research, which places leaders as change agents, emphasizes the importance of effective leadership skills to help leaders gain the trust of their members, and thus make it easier for them to direct change because they have earned trust.

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Caldwell's research (2003) places change agents not as individuals, but as teams, and performs their functions in four models, namely leadership, management, consulting, and team. The results of this study indicate that the role of change agents cannot be seen from only one dimension.

The research of Ionescu et al. (2014) on the role of managers in change management, stated that as change agents, managers should be able to: create real change, manage the technical side of change, work with the change management team, and be involved in plans to integrate change management projects.

There is quite a lot of literature on the definition of a change agent, the characteristics needed to become a change agent, the competencies and skills needed by a change agent, the duties of a change agent, and the classification of the types of change agents, but not much has been researched on how organizations form change agents and why. the individual is willing to be an agent of change. In the case of Indonesia, why can't many regions be like Bojonegoro? This gap is trying to be answered through this research.

3 METHODOLOGY

This is a qualitative study with a phenomenological perspective, where the focus is on the experience of the changes process in Bojonegoro Regency. The basic assumption of this perspective is the essence of sharing experiences, where the researcher's task is to describe the essence or basic structure of the experience. Experiences from various sources are collected, analyzed, and compared to identify the essence of the phenomenon (Merriam & Tisdell, 2016, hal. 26), in this case, changes in Bojonegoro Regency.

The phenomenon studied is the changes that occur in Bojonegoro Regency by comparing the conditions before 2008 and throughout 2008-2018. The qualitative research method was chosen to find out how the Bojonegoro Regency Government carried out the change process, especially in forming change agents who would work in it.

At the initial stage, a grand tour was conducted by holding discussions with several parties, including the former Regent Suyoto. In addition, researchers were also provided with a visit to Bojonegoro in 2015, where researchers saw and recorded the existing conditions in the district. Based on the grand tour, a research plan was made involving Suyoto as the main informant. Meanwhile, the next informant will follow the results of the discussion with Suyoto. This method is known as snowball sampling.

Interviews were conducted with 11 sources who are government employees of Bojonegoro Regency and are closely related to the process of change, as well as people who feel the changes throughout the period 2008 to 2018. Interviews are mostly conducted via Zoom due to the pandemic.

Interview recordings were transcribed, then searched for themes that emerged from the informants' answers, using the NVivo program. The emerging themes were then categorized and analyzed. Initially there were six categories, but after several analyzes, the final 4 categories were determined.

The obstacle that generally occurs is the reluctance of informants because most of them are still active employees so they are worried that their information will sharpen the differences between the current regent and Suyoto. However, after it was explained that the comparisons were before and after being led by Suyoto, they were willing to provide information, although without revealing their identities.

Another obstacle is the internet connection in Bojonegoro which seems a bit difficult, so several interviews via Zoom need to be repeated. And, it is possible, that some words were not heard at the time of transcription. But so far it does not appear to have caused any significant disruption to the resulting transcript.

Other data also includes documents—including transcripts from interviews in 2015 and news about Bojonegoro—as well as photos. Many of the photos contributed by the informants themselves, can also be accessed on Suyoto's social media.

The questions asked include perceptions of change, perceived difficulties in making changes, who is responsible for changes, and reasons for making changes. After the interview results were transcribed, coding was carried out with the help of NVivo, so that six themes were found, namely: willingness to learn, division of authority/tasks/roles, willingness to be cleaner and better, paying attention to the younger generation, willingness to open up insights, and mark people who are non-change agents. When writing the discussion, several times had to return to NVivo to improve coding so that the final result was in the form of four themes, namely: willingness to learn, division of authority/tasks/roles, willingness to be cleaner/better, and paying attention to the younger generation.

One way that can be used to fulfill the element of credibility is triangulation (Lincoln et al., 1985, hal. 301). The triangulation method used is triangulation from different sources (O'Connor & Gibson, 2003, hal. 74). The source used for triangulation

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is the manager of a hotel who said that "The district administration runs more professionally and honestly... Everything is done professionally with accountable funding."

Dependability refers to the stability of the data over time and under different conditions (Elo et al., 2014). Some of the data were taken from the interview archives in 2015 and the results still show conformity with the most recent interviews. Since there is no validity without reliability (and thus no credibility without dependence), the demonstration of the former is sufficient to establish the latter (Lincoln et al., 1985, p. 316).

Transferability refers to the potential for extrapolation, and it relies on the rationale that findings can be generalized or transferred to other settings or groups (Elo et al., 2014). This research may not be generalizable to other districts because each district has specific conditions that must be considered when making changes.

4 RESULTS AND DISCUSSIONS

Several themes that emerged in the formation of change agents were willingness to learn, division of authority/tasks/roles, willingness to be cleaner or better, and paying attention to the younger generation.

Figure 1: The creation of change agents
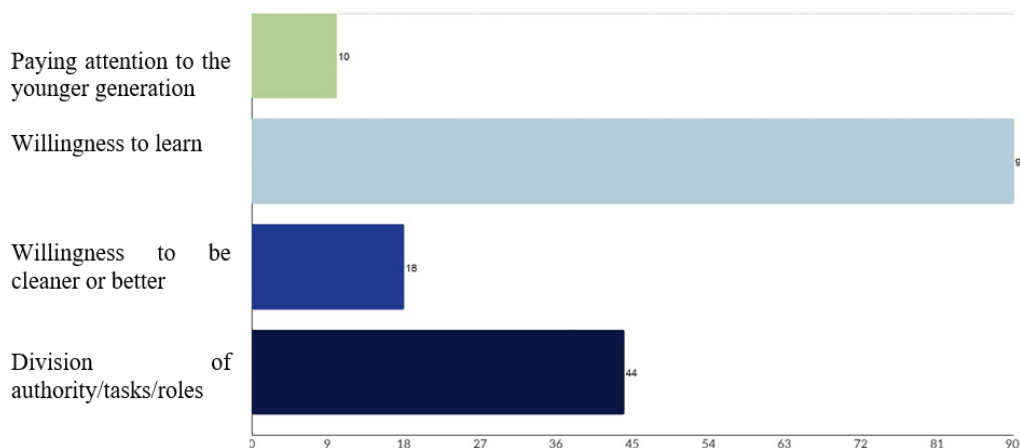
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4.1 WILLINGNESS TO LEARN

Willingness to learn is a person's readiness to learn something new, which is beyond his skills and abilities so far. With a willingness to learn, a person is not afraid to

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try new things or face challenges and thus broaden his horizons. Willingness to learn mainly grows from within, some people are supported by personalities who are open to learning something new.

This theme is one of the characteristics of change agents, namely having an internal drive to learn throughout time (being a lifelong learner) (Fullan, 1993; van der Heijden et al., 2015). This drive to learn is also correlated to self-development because a change agent needs to have certain skills, expertise, and knowledge (van der Heijden et al., 2015). In addition, it is also related to the internal drive to make life better, more challenging, or more meaningful (Deci et al., 1989; van der Heijden et al., 2015).

Having a better life also applies in the workplace, as an employee of the Bojonegoro Regency Government, to serve the community better, as well as a more meaningful life as a competent civil servant. In turn, this will create a more positive and meaningful self-image.

By having a learner personality, a change agent will always try to find a better way, even to do something that is routinely done. The urge to learn to find solutions and challenge oneself to be better is needed in Bojonegoro's condition, which is experiencing many difficulties. For years, the people of Bojonegoro have been in a minus condition, no one has yet succeeded in finding a way out. Even if there are educated Bojonegoro residents, they tend to choose to work outside, in a big city like Surabaya, instead of staying and improving Bojonegoro's conditions. Before 2008, it seemed that no one had taken the initiative to improve the situation and seek solutions to the problems that befell the community. Even if you want to improve the situation, you don't know where to start. No one has been able to formulate the problems faced by the community, let alone find a way out. People can only complain and finally try to accept floods and droughts, undeveloped human resources, and poor public services, as an unchangeable fate.

The theme of willingness to learn is also in the figure of Suyoto who is a lecturer. With his academic background and experience in managing higher education management as the rector of the University of Muhammadiyah Gresik, Suyoto's step is to open up the widest possible learning opportunities. Learning is not only through formal education which of course costs money, while district government funds are limited. Learning can be done informally from the surrounding environment which is relatively inexpensive. Bojonegoro district government employees can learn from the communities they serve through the Public Dialogue held every Friday afternoon or through direct

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interaction with the community through various possible communication channels: face-to-face interaction, SMS, social media, reporting applications, and others.

The Public Dialogue has become a memorable lesson for the employees of the Bojonegoro Regency Government. When they deal directly with the complaints of the people they serve, not a few are worried for several reasons. First, they were worried that they are not competent enough to solve the problems that the community complains about. Second, they were worried that their inability to solve problems will backfire and make them lose their current position. So, they were drawing to known traditional methods, such as putting incense to keep them out of trouble.

Figure 2: In Public Dialogue, anyone can complain about their problem.

Source: PMI Bojonegoro Facebook, 2017

In addition, learning can also occur between employees, regardless of rank level. The seniors are not ashamed to learn from their juniors, because Suyoto himself stated that he is not a know/good/true person and therefore needs to be helped by his staff to become know/good/true. If the person in the highest position in the district humbly says that he still needs to learn from others—in other words, his subordinates—the message is very clear: everyone must be willing to learn from others.

Learning between Bojonegoro Regency Government employees is also carried out through an activity known as Management Review, which is held every Friday morning, before meeting with the community in the afternoon in Public Dialogue. In Management Review, several Organisasi Perangkat Daerah (OPD, Regional Apparatus Organizations) presented their work and received input from their colleagues. In Management Review,

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professionals are often presented to share their knowledge with the employees of the Bojonegoro Regency Government, thus their knowledge continues to grow.

Management Review and Public Dialogue are also meant to control the work of OPD through the Lapor! application and supervision of the people who received the services of the district government. Suyoto always insisted that he alone would not be able to control all of his employees, therefore community participation was needed. The control mechanism is opened through various channels, including by providing the mobile numbers of all district government officials and employees so that the public can communicate directly. After no longer serving as regent, Suyoto himself wondered how he had previously been able to handle the hundreds of SMS that came in every day from the people of Bojonegoro.

Management Review and Public Dialogue are also ways to monitor and find potential young people. In Management Review, for example, it is not only the Head of OPD who speaks, but his subordinates can also provide input. Thus, new faces will appear that bring new enthusiasm and thoughts. The same thing goes in Public Dialogue. Through Management Review and Public Dialogue, individuals who are willing to learn and open their horizons, willing to be cleaner and better can be identified.

Willingness to learn can also be supported by providing learning opportunities from superiors and their environment. One way to make someone learn and open their horizons is to get some of the authority, duties, and roles from their superiors. For example, asking the head of service or head of section to represent the Regent at certain events. In this way, subordinates have the opportunity as well as challenges to learn new things related to the duties and responsibilities carried out while representing their superiors. This is related to the second main theme presented by the informants, namely the division of authority/tasks/roles which will be explained in the following section.

4.2 DIVISION OF AUTHORITY/TASKS/ROLES

The division of authority/tasks/roles is delegating some of the duties and responsibilities to the structures below. This is the way to avoid a single dominant figure in an organization so that each part and individual has and truly feels their respective roles in the organization.

This division of authority/tasks/roles has a major impact on increasing the competence and skills of change agents. By representing superiors, one learns to be

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positive, committed, confident, and entrepreneurial—that is, able to be innovative and feel responsible, and collaborative—that is, to be collegial or peer-like (van der Heijden et al., 2015). By carrying out certain authority, one must be able to manage attention (management of attention), meaning (management of meaning), trust (management of trust), and self (management of self) (Bennis, 1984). If the assigned task is related to the implementation of certain activities, then knowledge about project management and the use of various data sources and analytical methods for decision making is also honed (Dunphy in (Gerwing, 2016). In these tasks, of course, one needs to make collaboration with other people, thus developing knowledge about human nature and its needs (Gilley in Gerwing, 2016).

Since representing a superior means representing the organization, the employee concerned will learn about organizational behavior—such as organizational culture, job design, interpersonal relationships, power and politics, ethics, and individual psychology. This includes the communication process, decision-making process, and group development (Cameron & Green, 2019). Representing superiors also means forming networks (Cawsey et al., 2015; Buchanan and Boddy, Dunphy et al., in Gerwing, 2016; Hutton, 2000) with superior co-workers through trust, credibility, and interpersonal skills (Cawsey et al., 2015). Every employee needs to maintain the credibility of his superior and the organization represented, so this skill is very honed when representing superiors in various forums.

Representing superiors means having knowledge of the content to be delivered, being able to allocate resources, also building teams, negotiating, and influencing others (Caldwell, 2003). Of course, one must have certain technical abilities (Beatty & Lee, 1992); and get to know the system, norms, and intricacies of how something is done (Cawsey et al., 2015).

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Figure 2: Representing the Bojonegoro Regency Government at the SDGs Asia forum in 2016

Source: personal, 2016

Delegation of authority/tasks/roles like this will teach and open enormous learning opportunities for each assigned subordinate. Subordinates who are willing to learn will be happy and proud to get an opportunity like this. He will try his best to do the given task. Thus, his abilities and insight increased. Smart people like this will serve as valuable assets in the change process.

4.3 WILLINGNESS TO BE BETTER, CLEANER

This desire to be cleaner/better is related to the bureaucratic environment which is full of opportunities for corruption. This is evidenced by the corruption case that ensnared HM Santoso and Bambang Santoso, the Regent and Regional Secretary before 2008 (Surya, 2014). Most regional heads still use budget absorption as an indicator of success, not the outputs and outcomes received by the community. The will to be cleaner/better is a person's sincerity to avoid corruption, collusion, and nepotism, as well as all negative practices that accompany governance, to provide good service to the community.

Law No. 5 of 2014 concerning Aparatur Sipil Negara (ASN, State Civil Apparatus) article 10 states that ASN functions as an implementer of public policies, public servants, as well as unifying the nation. Through this law, the personnel management system was changed by prioritizing the principles of professionalism,

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qualifications, performance, transparency, objectivity, and freedom from political intervention and Korupi, Kolusi, Nepotisme (KKN; Corruption, Collusion, and Nepotism). However, a professional bureaucracy that is clean of collusion, corruption, and nepotism is still a big problem. Nurprojo (2014) states that civil servants as state apparatus still have low performance, based on the low competence and productivity of civil servants and rule-driven, paternalistic, and unprofessional behavior. In addition, the rules of the procedural democracy that are implemented, the condition of human resources in each region as well as the dynamics of the interests of local and central political elites also direct the implementation of the law in structuring human resources in the regions. This law encloses the bureaucracy so that it has the characteristics of organic-adaptive, harmonious, a-political, neutral, and oriented to public services and no longer has the bureaumania disease.

Rasyid (1997) states that the regional bureaucracy has a major role in the implementation of public affairs. First, providing routine public services to the community, such as licensing services, document creation, protection, maintenance of public facilities, health care, and the provision of security guarantees for the population. Second, empowering the community to achieve progress in a better life, such as mentoring, accompaniment, consulting, providing capital and business facilities, and implementing education. Third, carry out development, such as transportation infrastructure, telecommunications, trade, and so on.

In providing services, the most important question that must be answered is whether the community has felt the services provided by the government? Furthermore, has the service been satisfactory, and has met the needs of the community? Or just to show that the district government's budget has been spent to serve the community?

To be able to answer this question, the best way is to ask directly to the community. For that thing to happen, we need a line of communication. However, to create good communication, it is necessary to build mutual trust between the community and the district government. Therefore, it is necessary to build a mentality to support each other and synergize, not to point out each other's faults.

In his research, Suharyo (2011) states that the factors that affect the quality of the public service bureaucracy are the size of the bureaucratic structure, unprofessional bureaucratic behavior, and incompetent bureaucratic leadership behavior, while ethics has not become a priority in providing public services. Several efforts that can be made

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to improve the quality of public services are (a) improving the functions of local government agencies, including developing better systems and procedures, rearranging their organization and work procedures, and evaluating services, and (b) improving the quality of human resources. apparatus, including increasing competence, reward, and punishment, (c) improving service performance, including service ethics, service discipline, cost transparency, better handling of public complaints, and utilization of information technology, and (d) improving the supervisory function through the performance of service officers, including internal and external controls.

This theme is a strong characteristic of being an agent of change because being cleaner and better, being a professional bureaucrat, requires extraordinary efforts to get out of the habits and cultural traps that accompany local government bureaucratic organizations. Newly hired employees tend to quickly become accustomed to unprofessional behavior. Being late for a meeting is just a small example of this unprofessional way of working.

Professional bureaucracy was still a problem in the ranks of the Bojonegoro Regency Government in 2008. Money politics and the local government's lack of seriousness in serving the community resulted in the emergence of one big problem: a bureaucracy that is not popular and is considered corrupt. Other problems that arise, such as poor infrastructure and agriculture and low levels of education and health, are the impact of unprofessional bureaucracy. Bureaucratic Reform in the regions should change the state service into public service (Nurprojo, 2014). Thus, if any district government employee shows a desire to be cleaner and better, especially if the drive comes from within, it is a big step in changing the way the bureaucracy works.

To be able to bring up people who want to be cleaner and better, it is necessary to establish transparency that ensures that is cleaner and better can be proven to the people who are served. Public dialogue and the opening of various communication channels are forms of transparency, where the public can participate in supervising and providing control over the performance of ASN. Through this communication channel, the public can also submit complaints if there are problems in public services that have not been resolved properly.

The Public Dialogue is a breakthrough that was initiated by Suyoto with the simple idea that the community should be able to connect directly with the district government. In addition to the Public Dialogue, another form of open communication is

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to inform the mobile numbers of local government officials so that the public can make direct contact and take advantage of the LAPOR! (www.lapor.go.id). This connection turns out to have very many benefits. In addition to making the district government better understand the people it serves, it is also a learning platform for the district government, a form of community supervision to the district government, and fosters public trust in the district government.

The bureaucracy is a device whose function is to facilitate services (Nurprojo, 2014). However, even though bureaucracy and service are two sides of the same coin, the long history of bureaucracy in Indonesia has kept them apart. The main task of the bureaucracy in the regions is to restore service functions and for that, local government that is willing to be better and cleaner in serving the community is needed. Bojonegoro Regency Government employees who are willing to follow these various communication channels show the characteristics of being ready to become agents of change because this is one way to be able to serve the community better and cleaner.

4.4 PAYING ATTENTION TO THE YOUNGER GENERATION

The juniors in the Bojonegoro Regency Government can be seen as individuals who have just finished their education and joined as employees. They tend to carry the spirit of the younger generation who may be naive at times but are often needed in the process of change. That enthusiasm can be in the form of a desire to try new things, a better understanding of technological developments, freedom from a complicated bureaucratic culture, and so on.

Unfortunately, these juniors usually do not occupy important positions in the government structure. Usually, they are still ordinary staff, even some with the status of contract workers. In the bureaucracy, their voices are hardly heard, because they are subordinate to the seniors. However, this condition also has a positive side. Because of their position at the bottom of the hierarchical structure, the younger generation usually has direct contact with the people they serve and knows well the problems that occur. They can be the most appropriate source of information and communication channels for dealing with problems in society.

On the other hand, bringing up the juniors could also be considered a threat to the seniors. The seniors who are usually respected and appreciated (often even excessively), in other words: getting the spotlight, do not want to be rivaled by "kids smelling kencur".

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The situation becomes more complicated when the seniors do not have sufficient skills in their work. They were very worried about high-potential juniors, as it was a threat to their very existence.

Battilana & Casciaro (2012) state that one of the characteristics of change agents is having a certain hierarchical level because the structural position of a change agent can affect their ability to introduce change. This becomes an obstacle when the structural position is occupied by seniors who are more difficult to change, perhaps even refusing to change because the comfort they have felt so far is at risk of being lost with change. For example, the comfort of being an official who always gets the public's attention will be lost when it is emphasized that the function of a professional bureaucracy is to serve the community, not be served by the community.

For seniors who are reluctant to change, juniors with potential competency are a potential threat to their careers. So seniors tend to inhibit their juniors from the opportunity to show their abilities. On the other hand, if seniors in their structural positions want to make changes, their juniors below are very likely to have the opportunity to develop. These juniors may not be able to immediately occupy structural positions, but their potential is used to support the older generation who are in structural positions. And with the empowerment carried out in Bojonegoro, even though they are only supporters, these juniors will soon receive attention for further career development.

This method has two advantages. First, seniors who are in structural positions feel helped by team members from juniors who have high skills and competencies. In this case, the juniors are not considered competitors but colleagues who have certain competencies. Second, the juniors who get the opportunity to show their abilities are immediately noticed, thereby facilitating promotion opportunities if needed. The openness to accept this bright young generation can occur for two reasons. First, seniors who occupy structural positions do have an open personality and are not worried about their position. Second, the example of Suyoto as the regent who always said that he was not the best person and invited everyone—no matter his subordinates or juniors—to be better together. Thus, what is exemplified is not good or great behavior, but the humility to always improve oneself. With such an example, when seniors find potential change agents at the lower levels of the bureaucracy, they don't mind opening the way for these potential juniors to demonstrate their abilities.

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To answer how the Bojonegoro Regency Government formed agents of change to improve lives and serve the community better, several dominant themes were found, namely the willingness to learn and broaden horizons, division of authority/duties/roles, willingness to be cleaner and better, and pay attention to the younger generation. These four conditions are then realized in various breakthroughs that have not been owned by other regions in Indonesia.

The first breakthrough is Management Review which is a learning tool for every employee of the Bojonegoro Regency Government regardless of position. Through Management Review, each OPD can learn and provide input to other OPDs, as well as maintain synergies with related works. This condition eliminates the silos created from the existing sixteen services, namely: the Authorities of Agriculture; Authorities of Manpower, Transmigration and Social Affairs; Authorities of Population and Civil Registration; Authorities of Public Works; Authorities of Irrigation; Authorities of Industry and Commerce; Authorities of Forestry and Plantations; Authorities of Animal Husbandry and Fisheries; Authorities of Revenue, Financial and Asset Management; Authorities of Education; Authorities of Transportation; Authorities of culture and tourism; Authorities of Public health; Authorities of Koperasi, Small and Medium Enterprises; Authorities of Communication and Information Technology; and the Authorities of Sanitation and Parks.

The second breakthrough is the Public Dialogue, which is a means for learning from the community being served, as well as a means of control. The Public Dialogue is held every Friday afternoon by opening the Pendopo Malowopati for the public. Anyone can come, they don't need to wear certain clothes, which means they don't have to be neat, and even flip-flops can attend. It is based on simple thinking. First, the district pavilion belongs to the community. So, there should be no prohibition for people to come there. The regent's official residence is also open to the public. Frequently Suyoto dined with government employees of Bojonegoro Regency and the community. Second, people, especially those living in villages, cannot be expected to dress neatly like the standard of dress in the city. Their difficulties in reaching the proper clothes, cannot be the reason for not joining Public Dialogue.

In the Public Dialogue, the public can convey various complaints, such as unfinished excavation work, damage to public facilities, flood and drought management, and so on. Suyoto emphasized "3 don'ts" to his staff, namely: don't complain, don't say

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"no money", and don't say "it's not my job". First, don't complain, because essentially the task of the district government is to serve the community. Complaining is a sign that someone does not have the ability to complete their work. If you don't know how to solve a problem, learn from those who are smarter or more experienced. That's why one of the important themes raised by the speakers was the willingness to learn, to broaden their horizons.

Second, don't tell people, "That's not my job." In dealing with the community, it is not uncommon for things to be complained about that are not the assets of the district government. For example, damage to roads that are asset of the East Java Province Government. Of course, the responsibility to repair that road was held by the government of East Java Province. The public is not very able to distinguish between the assets of the Bojonegoro Regency Government, the assets of the East Java Provincial Government, and the assets of the national government. People only know one word, namely government, and the closest to them is the Bojonegoro Regency Government. So, whichever asset is in trouble, the Bojonegoro Regency Government must address the problem. Of course, this does not mean that the burden will be transferred to the Bojonegoro Regency Government. But it is the Bojonegoro Regency Government that must settle with the asset owner and not wait until the asset owner pays attention to the complaint. Indonesia is a big nation, the central government can't know the details of conditions in the regions not closer to the capital if I is not conveyed by the regional government. And, there is no need to wait for the owner of the asset to repair it, the local government can do it first by taking into account all the costs incurred. However, the most important thing has been accomplished: solving the problems of the people of Bojonegoro.

Third, don't say, "The Bojonegoro Regency government has no money." Even though it is. From the Anggaran Pendapatan dan Belanja Negara (APBD, state budget) of Rp 840 billion, Rp 350 billion had to pay off the previous project debt, then Rp. 600 billion has been budgeted to pay the salaries of 12 thousand employees (Ariefana, 2016). From these figures alone, it is clear that Bojonegoro's financial condition is negative. Not to mention repairing damaged roads, which reached 80% in 2008. However, don't say that you don't have money.

The solution was using social capital, which is the power of the people of Bojonegoro itself. Indeed, their condition is poor, but that does not mean they have

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nothing. It is proven that the community is willing to cooperate, for example in paving work to open access to remote areas or give their land to be made into water reservoirs.

The third breakthrough is transparency which is done in various ways. Management Review and Public Dialogue are two ways that are considered spectacular because it is not found anywhere else. In addition, transparency is also carried out by opening lines of communication through various media, such as SMS, radio, and what we know today as "blusukan"—the regent comes directly to his people in their life situation.

These three breakthroughs—Management Review, Public Dialogue, and transparency—in turn, created a learning organization. In a learning organization, employees continuously create, acquire, and disseminate knowledge to help the organization adapt to the unpredictable (Garvin et al., 2008). This study also mentions the three pillars needed to create a learning organization, namely: a supportive environment, a concrete learning process, and leadership that strengthens learning. These three pillars were built with the breakthroughs made by Suyoto.

Thus, the first change made by Suyoto was to change the organization of the Bojonegoro Regency Government, from a bureaucracy that tends to be formal, to a learning organization that allows each member to develop themselves. Learning organizations allow the emergence of people with a willingness to learn and develop insight, a willingness to be better and cleaner, as well as people who dare to take responsibility for a task or role, as well as open up the way for potential young people. From the members of the organization that have developed, then emerge agents of change, even though they do not claim to be agents of change. This shows that in the Bojonegoro Regency Government organization, agents of change are grown through learning organizations.

5 CONCLUSION

When leading Bojonegoro, Suyoto wanted to improve the condition of the people of Bojonegoro, not thinking about forming agents of change. However, without realizing it, the way he did it made him an agent of change and formed another change agent for the employees of the Bojonegoro Regency Government.

The five problems encountered when he became regent were infrastructure problems—such as damaged roads, neglected agriculture, and low education levels—

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which resulted in low quality of human resources, poor health services, and a bureaucracy that was not popular and considered corrupt. When looking for solutions to the five problems, Suyoto made various breakthroughs described in this research, namely transparency or openness, Management Review, and Public Dialogue. From the three breakthroughs, various ways were found to solve problems in infrastructure, education, health, agriculture, and bureaucracy.

These three breakthroughs also contributed to creating a learning organization, which turned out to be fertile ground for growing agents of change, because they met the four themes which are the essence of change agents. The four themes are willingness to learn and broaden horizons, division of authority/tasks/roles, willingness to be cleaner and better, and pay attention to the younger generation.

Bureaucracy has a unique culture. Whoever the leader is, his subordinates will follow. In the bureaucracy, it is almost impossible for the subordinates to be different from the leader. When the leader is an agent of change like Suyoto, the formation of change agents at lower levels will be easier. Especially if they have conformity with the values developed by Suyoto, such as openness and professionalism. If the values turn out to be inconsistent, the employee may find it difficult, but in the end, they will have to follow the leader anyway.

The dynamics of change agents in the bureaucracy are largely determined by the leader. If the leader is passive or does not prioritize improving people's lives, then his/her staffs of bureaucracy tend to be passive as well. Conversely, leaders who actively seek solutions will encourage their subordinates to also seek solutions for the community. Difficulties will arise when the leader only pursues power or certain interests and ignores the role of the bureaucracy as a public servant.

The results of this study are expected to contribute to helping other regions form agents of change that are in accordance with existing conditions, considering that each region has a uniqueness that needs to be considered in making changes. This is also a limitation of this research, which means that with this uniqueness, this research cannot be directly applied to other areas without adjusting to the uniqueness of the area. The theoretical implication contributed by this research is the knowledge that change agents are not chosen or assigned by others, but grow through an environment conducive to learning, because an important characteristic of change agents is the desire to continue learning.

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