

Amanda Rizky

HOW TO MAKE CHANGES IN BOJONEGORO REGENCY FOR THE 2008-2018 PERIOD

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HOW TO MAKE CHANGES IN BOJONEGORO REGENCY FOR THE 2008-2018 PERIOD

Amanda Setiorini*, Tuty Sariwulan, Saparuddin Mukhtar

Universitas Negeri Jakarta, Jakarta, Indonesia

Email: amandaswid@gmail.com*

Abstract

Bojonegoro Regency Government able to make various breakthroughs in a public organization that is difficult to change. This study aims to find out how they make changes. The case study approach found ten ways to make changes: communication, community empowerment, professionalism, building trust, financial management, being a mediator, understanding community culture/social/customs, synergizing, precise regulation, and walk-the-talk. These methods are not implemented separately but are interrelated to provide maximum impact for people with a long history of endemic poverty. Some of these methods are related to new public management and reinventing government. However, the local government of Bojonegoro itself is not familiar with these concepts. By making the organization a learning organization, local governments that tend to be static will become more agile in carrying out their duties.

Keywords: change agent; change management; leadership; bureaucracy; public sector organization

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INTRODUCTION

Indonesia's current entrepreneurial Change Management is a systematic process of applying the knowledge, tools, and resources needed to influence change in the people affected by the process (Potts & LaMarsh, 2004). In many cases, change management is complex in the public sector because of its bureaucratic nature—that is, it tends to be slow and static. In contrast, change requires organizations to move swiftly and swiftly. These two very contradictory conditions make it challenging to change bureaucratic institutions.

Although bureaucracy is an effective way to solve problems at first, over time, this becomes no longer appropriate and becomes a burden on the government. This change occurs because many well-intentioned plans have slowly turned into irresponsible, bloated bureaucracies that fail to solve the problems

they were supposed to deal with (Andrisani, Hakim, & Savas, 2002). William Hudnut, mayor of Indianapolis, in a 1986 speech, explained that common government tendencies are to protect the "wet places," resist change, build empires, increase one's sphere of control, and protect projects and programs, whether they are still needed or not. Meanwhile, entrepreneurial governments will seek more effective and efficient ways to manage their work—including abandoning old programs and methods (Osborne & Gaebler, 2003).

To make changes to the bureaucracy, the ten principles of Reinventing Government emerged from David Osborne (Osborne & Gaebler, 2003), which include: catalyzed government, community-owned government, competitive government, mission-driven government, results-oriented government, government-oriented to customers,

entrepreneurial governance, anticipatory governance, decentralized governance, and market-oriented governance. Moreover, reforming the bureaucracy is a crucial step in empowering and enhancing the national apparatus' capacity to carry out government tasks and promote national development (Wekke & Hajar, 2015).

Another concept in bureaucratic change is New Public Management. New Public Management is a conceptual framework that refers to the private sector notion of disaggregated operations with market-based controls to produce efficient and effective results in the public sector (Marshall & Abresch, 2016). New Public Management is an administrative reform doctrine known for more than 30 years (DeJonge, 2010). It is a public administration model that promotes the professionalization of public service managers to reform the bureaucracy and emphasize efficiency, cost control, and service quality (Erbacci & Catalano, 2019).

The eight essential elements in New Public Management (Andrisani et al., 2002) are as follows: return to core functions; carry out decentralization and delegation of authority; limiting the size and scope of government—in the sense of deciding on the right size; restore civil society; adopt market principles; managing results, satisfying citizens, and holding government accountable; empowering employees, citizens, and communities; and introduce e-government and modern technology.

Government is not the same as a private organization or business. However, the methods used can be imitated to get a more effective and efficient function. The concept of change in government can be summarized as follows:

- 1) The government becomes a facilitator that allows cooperation between various parties in society, communities, private parties, and public institutions. This means that the government returns to its core

function, which is to provide the services people need.

- 2) As a facilitator, the government does not intervene directly but is directive. Thus the government belongs to the community where the community recovers, does not depend on the government and becomes more empowered in solving problems in social life.
- 3) As a facilitator, the government delegates authority to other parties. This means decentralization and delegation of authority.
- 4) The purpose of governance is to provide services to the community. Thus, a government that provides services to the community's needs is a result-oriented government and its customers, namely the community. The results of the services provided must satisfy the community, and they must be able to hold the government accountable for their work.
- 5) Mission-driven, market-oriented, and run the concept of entrepreneurship. The government is results-oriented, and the customer is a competitive, anticipatory government. To be competitive, governments need to limit the size and scope of their work, adopt market principles, and introduce e-government and modern technologies. Everything done by the government needs to get feedback from the people it serves, namely assessing its suitability with the community's needs. Also, whether the community is helped by the services provided will result in a results-oriented government.

If freely translated, the concept of Reinventing Government means re-creating a government that is more in line with the demands of changing times. At the same time, New Public Management explains how public service organizations can be managed like private organizations. The local government of Bojonegoro Regency during Suyoto's tenure as regent seemed to have conformity with the concepts of Reinventing

Government and New Public Management. However, Suyoto stated that he was not familiar with these concepts. Thus, this study aims to find out how to manage change in regional leadership in Bojonegoro.

METHOD

This study is qualitative research with a case study perspective, focusing on the experience of the change process in the 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 phenomenon's essence (Merriam & Tisdell, 2016), in this case, changes in Bojonegoro Regency.

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

Interviews were conducted with 11 informants who are government employees of Bojonegoro Regency. They are closely related to the change process and people who experienced a change from 2008-2018. Interviews were primarily conducted via Zoom due to the pandemic.

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

Ten themes emerged to answer questions about how to make changes in Bojonegoro: communication, community empowerment, professionalism, fostering

trust, financial management, being a mediator, understanding culture/ customs/ initial conditions, synergizing, clear regulations, and walk the talk.

RESULTS AND DISCUSSION

A. Results

1) Communication

Communication is the process of sending and receiving messages. Therefore, communication is not only about talking but also listening. It takes skills to speak and formulate messages (to the sender) and skills to listen and decipher messages (to the recipient). There is still another component, namely the communication channel. If one of the three components is disrupted, the communication process is disrupted, or miscommunication occurs.

In Bojonegoro, Suyoto started by listening to the input and complaints of the community, what difficulties happened and made them fall into poverty. From the results of listening for several months, Suyoto formulated five problems faced by Bojonegoro. These findings are then communicated to the community to ensure that all complaints are represented.

Results-oriented governance determines the extent to which the results delivered by their programs match the community's needs (Osborne & Gaebler, 2003). This means prioritizing good performance. For the services to meet the community's needs, the local government must first listen to what the community needs. Without equal communication, local governments will only speculate and see problems from their point of view. Thus, the program implemented will only meet the "budget absorption" indicator and not

the "according to community needs" indicator.

Most government agencies generally rely on financing based on inputs, not outputs or outcomes. Hence, they tend not to pay attention to the results communicated to the public (Osborne & Gaebler, 2003).

This often causes problems when government-run programs do not touch the community's needs.

Andrisani et al. (2002, hal. 9–10)

state that the public can hold the government accountable in the New Public Management. This requires an open means of communication. With good communication, when there is a discrepancy, the community can immediately inform the District Government to handle it before it becomes a big problem. The Bojonegoro Regency Government did this—one them—with Public Dialogue.

2) Community Empowerment

In the Mata Najwa edition of Menatap Organizing, Suyoto was mentioned as a regional head who prioritizes the role of the community in the development process, which is also the primary key to his success in developing Bojonegoro Regency.

This is consistent with research findings which state that the primary way to make change is to empower the community. This means that the government is not the only party that must make improvements. With all the limitations, such as funds, the government cannot move on its own to improve people's lives.

In terms of repairing most of the damaged Bojonegoro roads using paving, the participation of the community is very much needed. The government of Bojonegoro Regency provides the paving, and the community carries out the installation. Even in some areas that can make their

paving, the Regency Government only provides the tools. Paving was chosen because the community can do it with a budget that is not too high.

In terms of education, the Bojonegoro Regency Government also involves the community. Mainly so that parents encourage their children to go to school, the Bojonegoro Regency Government is trying to provide scholarships and other educational assistance, but if parents and the environment do not support their children to go to school, then the funds prepared will be in vain. Thus, everyone's participation—not only parents but also neighbors and schools—is needed to reduce dropout rates.

With empowerment, the community also has more bonds with what they build themselves. Osborne and Gaebler (2003) state that people will act more responsibly when they control their environment than when under the control of others. When they feel that they are giving something for the situation—money, energy, knowledge, etc.—there will be a higher bond and sense of belonging. Thus, the community will play a more significant role in caring for the situation because they are aware of their contribution.

Osborne & Gaebler (2003) also mention several reasons why it is necessary to involve the community in society, namely as follows: the community has a more significant commitment to its members than any other agency or institution, the community understands the problem better than any professional, Professionals and bureaucracies may provide services, but society itself solves problems, institutions and bureaucracies provide services, but communities offer care, communities are more flexible and creative than

bureaucracies which have extensive services, communities require less money than professionals, communities enforce standards of behavior are more effective than bureaucracies or professional services, and communities focus on capacity while bureaucracy focuses on deficiencies.

Andrisani et al. (2002) use the term civil society recovery, which means empowering community organizations such as environmental and civil associations, religious groups, charity groups, fraternity groups, and others. These organizations can perform many of the functions that the government has been trying to handle but have a low success rate, for example, in the matter of differences in understanding between Christians, which resulted in the difficulty of building the Bethany Church. The government of Bojonegoro Regency returns the groups involved as people who are empowered to solve their problems.

Empowerment does not only take place in the community but also for the employees of the Bojonegoro Regency Government. Every structural level and every individual is empowered to think and work, so they do not just wait for orders or policies from superiors. Andrisani et al. (2002) state that is empowering employees changes how organizations view people—both employees and customers—from the burden of the organization to becoming the most important asset. Empowerment means that the organization gives authority or authority to each human resource to provide judgment, creativity, and initiative to achieve organizational goals.

This is related to the formation of change agents, where one way is to divide the authority/tasks/roles so that

subordinates can play an active role in organizational activities. Every employee will become more empowered by becoming an essential part of the organization.

3) Professionalism

In the Big Indonesian Dictionary, professional means requiring special skills to run it or meet specific qualifications in a profession. Meanwhile, professionalism means quality, quality, and behavior that characterizes a profession or professional person. In other words, professionalism is based on competence, qualifications, performance, and transparency (Nurprojo, 2014). What does professionalism look like in a bureaucracy?

First, a professional bureaucracy must be under the expected competencies. For example, within the ranks of the Regency Government, the position occupied must be under the competencies possessed. If placed in the Department of Agriculture, it must have competence in agriculture. Therefore, in the placement of employees, a competency test is needed. Only those who pass the competency test can be placed in this position. The Bojonegoro Regency Government has conducted a placement test involving universities such as Airlangga University Surabaya. In contrast, other regions have not yet done so.

Second, a professional bureaucracy must have the required qualifications. According to the Big Indonesian Dictionary, qualification means getting special education or acquiring expertise to do something. The required qualifications must be under the required competencies.

Third, a professional bureaucracy must have good

performance. Suppose you already have the required competencies and required qualifications. In that case, the employee is expected to show good performance. The performance of Bojonegoro Regency Government employees is assessed through workload analysis.

The theme of professionalism is often tricky in terms of performance and transparency. Due to the lack of transparency, people generally do not know about measuring the performance of the State Civil Apparatus. So far, information that is accurate and can be easily obtained by the public regarding the performance of the public bureaucracy is not yet available in the community. In contrast to the private sector, whose performance indicators are relatively simple and available in the market, bureaucratic performance indicators are often very complex (Dwiyanto, 2021). Likewise, without transparency, it is vulnerable to fraud in the use of money, resulting in a work atmosphere that is not conducive and unprofessional.

Some of the indicators that are usually used to measure the performance of the public bureaucracy are as follows (Dwiyanto, 2021):

1. Productivity, which measures the effectiveness and efficiency of services, is generally understood as the ratio between inputs and outputs.
2. Service quality can be seen in the community's satisfaction with the services received from public organizations.
3. The organization's ability to recognize community needs, develop service agendas and priorities, and develop public service programs by community needs and aspirations.

4. Responsibility is the extent to which correct administrative principles or organizational policies implement public organizations' activities.

5. Accountability refers to how much the policies and activities of public organizations are subject to political officials elected by the people. This is based on the assumption that because the people elect political officials, they will always represent the interests of the people.

The indicators are well-intentioned, but their measurement in the field can be problematic, mainly because they are not transparent. This transparency is difficult to find between appraisers and employees being assessed, especially among people who experience government services. The size of the professionalism of the state civil apparatus is difficult to determine because not many know the indicators of the assessment.

4) Cultivating trust

Growing public trust in the bureaucracy has never been an easy thing. So often faced with unprofessional bureaucracy so far, people do not expect much from the government. Moreover, in the Bojonegoro case, the previous official was convicted of corruption. So, Suyoto and the Bojonegoro Regency Government faced significant challenges from the very beginning of their inauguration.

Trust is also needed so that people want to participate in development. This is important because the District Government cannot do everything alone. In addition to human resources that have not been appropriately developed, financial problems are an obstacle due to the limited APBD.

Trust in the government is a response to the performance of the

3 president, parliament, and the economy (Keele, 2007). This seems to be the case in the district of Bojonegoro as well, where trust in local government is a response to the performance of the regent, the Regional People's Representative Council (DPRD), and the economy. The DPRD was involved from the start, and transparency was maintained so that neither party needed to suspect the other. The lack of disputes between the executive and legislative institutions in the Bojonegoro Regency has improved the local government's overall performance.

With both parties agreeing, government programs will also run more smoothly because funds are available when needed. Things that are often taken for granted have had a significant impact on the performance of local governments. Likewise, programs related to natural disasters are realized by mutual agreement so that they can minimize losses and the economy will not slump.

5) Financial management

3 The management of the Oil and Gas Revenue Sharing Fund is prone to become a problem in the future. Financial management is in the spotlight, especially when officials were previously convicted of corruption. In addition, in 2006, the Cepu Block management contract for 30 years was ratified. Based on the contract, the composition of the share investment is 45 percent for ExxonMobil and Pertamina and 10 percent for the local government, with details of 4.48 percent in Bojonegoro, 2.18 percent in Blora, 2.24 percent in East Java, and 1.09 percent in Central Java. Its working area—624.64 sq km out of a total of 919.19 sq km—is in Bojonegoro Regency (*What is the Cepu Block? and*

What is the History of the Cepu Block? 2019).

Osborne & Gaebler (2003, hal. 53) mention thirty-six ways to provide public services, ranging from traditional to avant-garde. These methods include changing the government's investment policy, preparing reserve money, and making capital investments. The Regent Suyoto has taken these methods by establishing a Rural Public Upan so that entrepreneurs want to invest in Bojonegoro villages, improving infrastructure to improve the economy, conducting training and certification for human resources, and creating a reserve fund for education. It also shows that the district government under the leadership of Suyoto is trying to apply entrepreneurial principles in government, such as the concept of government reform on entrepreneurial governance (Osborne & Gaebler, 2003).

6) Becoming a mediator

Being a mediator means that the District Government acts as an intermediary, liaison, and intermediary with parties outside Bojonegoro Regency. Unlike the facilitator, which means that the government plays a role in providing various facilities needed by the community, the role of the mediator is to connect the community with parties outside Bojonegoro. This is especially needed for the development of community activities themselves.

Become a mediator because the Regency Government has connections and insights into other areas. This role as a mediator can also be seen as part of the facilitator's role because it provides the necessary facilities in the form of a network needed to develop Bojonegoro community programs. With the openness implemented in Bojonegoro,

it is possible that the program idea came from the community. However, because local people find it challenging to connect with other parties, the role of the Bojonegoro Regency Government is needed as a liaison. Suyoto conveyed this since the beginning of his tenure as regent.

7) Understanding culture, social, character, etc.

In strategic management, one step that should not be missed is a SWOT analysis—Strengths, Weaknesses, Opportunities, and Threats. In short, first, understand the current condition. This includes understanding culture, society, character, and others. The Bojonegoro people understand the culture, customs, and conditions they face daily. Even though they were born and raised in Bojonegoro, they do not necessarily do. It takes another person with a different point of view to be able to explain this condition.

Most informants generally distinguish between the characteristics of the residents of western and eastern Bojonegoro. However, the boundaries between the two are not very clear.

After months of discussion with the community, Suyoto found the root of the problems of the Bojonegoro people, which he called the Six Devils. The devil referred to here is a negative character that makes it difficult for the Bojonegoro people to develop. The six negative characteristics are fear of difficulties, irresponsibility, reluctance to proceed, envy for the success of others, believing gossip as truth, and mentality of asking. Suyoto also introduced these six demons so that people would know themselves. Understanding this character is considered essential to make changes at a deeper level, not just on the surface.

8) Able to synergize

In the Big Indonesian Dictionary, synergy means joint activities or operations. In the context of Bojonegoro, the cooperation of all parties is needed to build Bojonegoro. Not only the government or the community, but both must work together.

In carrying out development, the limited APBD of Bojonegoro Regency is often the reason for difficulties in carrying out various needs. However, when Suyoto and his staff openly informed the financial condition of Bojonegoro Regency and actively tried to build public trust, in the end, the community was encouraged to participate and jointly carry out development. For example, improving infrastructure from dirt roads to paving roads.

Synergy is also carried out with parties outside Bojonegoro, such as higher education, companies, ministries, etc. In essence, Bojonegoro is open to development, and the way is to build synergy with various parties inside and outside Bojonegoro. These public-private and government-to-government partnerships are innovative ways to deliver public services (Osborne & Gaebler, 2003).

To synergize, the foundation is the awareness that each party involved has the same goal, and each party has strengths that can be used as contributions to the joint effort. Thus, the position of the parties is equal. Because the community must also have the power to synergize, community empowerment is essential to this synergy effort. This follows the concept of Reinventing Government and New Public Management regarding community empowerment (Andrisani et al., 2002; Osborne & Gaebler, 2003).

9) Clear regulations

The number of breakthroughs and ideas issued in 2008-2018 requires a clear legal umbrella so that every actor understands the applicable limits. Regulations are also needed to rule out potential fraud and abuse.

Making regulations is one of the regent's powers, so Suyoto produced quite a several regulations during his 2 tenures as regent, both in the form of Regulations, Decrees, and Instructions.

Regulation is also essential because empowering subordinates allows each agency to disburse funds for its activities per established procedures. For that, they must be able to account for their expenses.

Burby et al. (1998) found that effective rule enforcement is a function of interrelated institutions' various activities and capabilities to prevent and correct violations. Effective rule enforcement is most likely to occur in institutions that adopt a facilitative philosophy with a sufficient number of technically competent staff, strong proactive leadership; adequate legal support; and consistently strong efforts to check plans, implement, and provide technical assistance. The facilitative philosophy emphasizes voluntary compliance, where members of the organization obey the rules not out of fear of punishment but awareness that the rules are necessary. This research also shows that several conditions can achieve the ideal of enforcement challenges, including economic pressures and corruption.

Suyoto seems to use a facilitative philosophy, thus equipping him with competent staff, clear legal rules, and control efforts from various parties, including the community. These three things, coupled with his proactive leadership, enable the

enforcement of the rules without coercion, namely by raising awareness that these rules need to be implemented to prevent negative things from happening.

10) Walk the talk

This theme appears as an embodiment of the adage "action speaks louder than words." The problem is trust. It is easy to say something nice but hard to do. The people of Bojonegoro need a person with integrity, that is, with words and actions that are in line. If you say "no nepotism," your family and relatives should not be involved in the work. Sirkin et al. (2011) stated that integrity is one of the challenging issues. However, Suyoto change management experts rarely consider that integrity is essential to pay attention to in change.

Walk the talk requires tangible evidence and consistency. Objective evidence needs to be seen by the community as a manifestation of the things discussed. While consistency is seen from the passage of time, the extent to which the figure carries out what he says. Therefore, open communication is needed to prove this manifestation and consistency in daily behavior.

Research by Majeed et al. (2019) mentions that the leader's walk-the-talk approach empowers employees to engage in the work thoroughly and rewards the organization by showing morale. This approach can only be made if the leader has an egalitarian attitude, not arrogance. For a leader like this, a position is a mandate that must be used for the benefit of the community.

B. Discussion

From the ten themes that emerged, three interrelated groups could be made. The first group is

communication, professionalism, fostering trust, financial management, transparent regulations, and walk the talk. The second group is community empowerment, being a mediator, and synergizing. Moreover, the third group understands the culture/customs/ initial conditions.

The first group is ways that can be done to foster trust. As is well known, the previous government was trapped in corruption, so the people of Bojonegoro tended to experience a crisis of confidence in their local government. The meager public participation shreds of evidence this. Thus, the primary homework of the Bojonegoro Regency Government at that time was to foster a sense of trust. With this trust, it is hoped that the community will be willing to help the district government make changes.

To gain public trust, the Bojonegoro Regency Government needs to be "billed" for its work by the community. This means that the community needs to be able to ask about the development process that is taking place in their area. Even if there are obstacles, the public has the right to know about them. For this reason, intense and open communication is needed. The Bojonegoro Regency Government informs people of their cell phone numbers so they can communicate via SMS. In addition, it is also live via radio and comes directly to the Malowopati Pendopo every Friday afternoon.

In addition, district government employees must also work professionally. For example, people who occupy positions as officials must have competence in that field. The trick is to open the selection process and involve independent assessors. Thus the public knows exactly why a person occupies a particular position, thereby minimizing the suspicion and suspicion of rumors behind the position. Another way is to do a management review every Friday morning, where each department reports on the

progress of work and the accompanying obstacles. In this way, the ranks of the Bojonegoro Regency Government continue to learn from their colleagues and the community they serve. This will hone professionalism in the field they are involved in.

Next is good financial management to prove that the government of this period is not the same as the previous period, which committed acts of corruption. For this reason, transparency is carried out on each budget, including the Village Fund Budget, which is reported openly at every village hall. Still not enough, the regent's income was conveyed to the public as a form of goodwill to fix the past corruption problem.

Clear regulations also aim to foster public trust. During his 10 years of leadership, Suyoto has made 463 Regent Regulations, 675 Regent Decrees, and 9 Regent Instructions. This is quite a large number, aiming that the Bojonegoro Regency Government ranks can work safely and not get caught in a legal case. Clear regulation is also supported by equality in the eyes of the law, which means that leaders must set an example to comply with applicable laws with concrete actions.

This is related to another theme, namely, walk the talk. Loosely speaking, this is understood as talking and doing what is said. For example, when the regent says, "don't be corrupt, " he is also not allowed to cheat on the mandate given, in the form of money or otherwise.

These five methods must be carried out simultaneously to grow public trust in the government. Only then can the community be invited to make changes. Armed with this trust, the community voluntarily provides the necessary assistance to realize community empowerment.

Thus the concept of trust in the first group is related to the concept of community empowerment in the second group. In addition to community empowerment, the second group also contains the concept of local government as a mediator and synergy between local government and the community.

The role of local government as a mediator shows that the community still needs other resources to make changes, for example, for people who live on livestock. So far, how they manage livestock has not changed because it is still handed down from generation to generation. With the help of the district government, which collaborated with various higher education institutions, several People's Animal Husbandry Schools were formed so that we could increase the knowledge and competence of farmers. The result is an improvement in the farming community's standard of living because they have managed their farms better.

Another role of a mediator is exemplified by MSME actors, whom they want to get guidance to advance their business. The Bojonegoro Regency Government applied to the Head of the Creative Economy Agency (*BEKRAF*), Triawan Munaf, who then sent his team to assist Bojonegoro SMEs for several months.

The examples above show that the community needs government assistance collaborating with external parties to develop Bojonegoro. This means that the community cannot access specific resources without the assistance of the local government. This is where the role of the mediator becomes indispensable for change to occur.

By becoming a mediator and empowering communities, local governments and communities can work together. In other words, synergize because both parties have resources that

the other party lacks. This condition is an excellent example of explaining New Public Management, where the community has the capacity and empowerment so that the role of local government is as a facilitator. In this case, the mediator is part of the facilitator's role because the facilities provided are connections or relationships with parties outside Bojonegoro.

The third group, where local governments need to understand the community's culture/customs/conditions, is a single theme. This group has no other themes, as these are the underlying themes for the other nine themes in this category.

Before planning further to do something, local governments need to understand the situation and conditions in their area properly. It seems that this is often taken for granted. The people of Bojonegoro do not know that their area is prone to floods and droughts. Because if the people have lived there for some time, it is automatically considered familiar with the area. However, the way to make changes needs to be adapted to the conditions of the people who at that time were lagging in many ways, including in education. In short, engaging less educated people requires a different way than more educated people.

In addition, it is also necessary to recognize the characteristics of the Bojonegoro community. That is why Suyoto formulated the term 6 Satan, a defeatist mentality inherent in the people of Bojonegoro. The formulation of 6 Satan is not only based on observations as a native of Bojonegoro but also through discussions with various parties. This knowledge is then shared with the ranks of the Bojonegoro Regency Government in order to formulate the most appropriate way to educate the community—in their terms: "Enlightening," referring to one of the 5Ms.

By understanding the community's culture, habits, and conditions, the Bojonegoro Regency Government can invite the community to make improvements and changes through the methods mentioned in this study. Without understanding the culture, habits, and conditions of the community, the Bojonegoro Regency Government will have difficulty communicating with the community, let alone driving change and making the community more empowered.

Understanding the community's culture, habits, and conditions make this research unique because other regions cannot immediately imitate it. In other words, if a region wants to replicate this research in terms of making changes, then the biggest challenge is understanding the uniqueness of its region. They must be able to formulate conditions in their area in a way that is easily understood by the ranks of their local government so that it can be applied in daily interactions with the community.

CONCLUSION

Social change in the community is a goal that the Bojonegoro Regency Government wants to achieve by improving life and getting out of poverty. Several ways have been mentioned to make these changes, and the researcher grouped the ten ways starting from the most basic way, namely understanding the culture/customs/initial conditions of society.

This step is important because although most district government employees are Bojonegoro people or have lived in Bojonegoro for a long time, not many understand the condition of the community and how to improve it. This is evidenced by their condition, which has not changed for decades and only got better after Suyoto firmly said that what had to be faced was the various negative mentalities that thrived in the community.

In addition, to be accepted in the community, the district government needs to do various ways to the conditions of the community. For example, participating in the *tayub* dance has received a lot of negative views because the art of *tayub* itself is often associated with the *abangan* community. Understanding the communities it serves is critical if a local government is to emulate the changes in Bojonegoro. Of course, the results of this community's introduction will differ according to the area's characteristics.

The next level is building trust, which can be done in several ways, starting with building open communication, working professionally in financial and regulatory management, and doing the walk the talk. The six methods used here need to be carried out simultaneously, given the low level of public trust, which leads to their low level of participation. For example, communicating alone is not enough to make people believe. Therefore it needs to be supported by walking the talk so that people understand that the district government is not just talking ("talking"). At this level, if other regions want to emulate the changes that occurred in Bojonegoro, the methods needed may no longer be the same, depending on the situation and conditions in their respective regions.

Bojonegoro. After understanding the community and getting a relationship based on trust, changes can be made in a "higher" way, namely by synergizing and empowering the community - where a more significant portion of the district government acts as a mediator connecting the community with outside parties. This is necessary because historical evidence suggests that relying solely on conditions within Bojonegoro itself will not make any significant changes. More massive efforts need to be made by utilizing parties outside Bojonegoro.

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