# Improving Sustainable Regional Asset Management Capacity Through Organizational Learning Innovation In Southeast Sulawesi, Indonesia

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## Abstract

Local governments in Indonesia are facing challenges in effectively and efficiently managing their assets. The lack of asset management capacity in many local governments is a major issue, characterized by ineffective asset tracking, suboptimal asset strategy development, ineffective control, asset misuse, and the underutilization of government assets that fail to stimulate the economy and community welfare. This research aims to enhance sustainable regional asset management capacity through organizational learning innovation in Southeast Sulawesi, Indonesia. Qualitative research methods were employed, including interviews and document studies. Key findings indicate that innovation in organizational learning, with a focus on critical reflection on knowledge and experience, collective adaptability, and a combination of coaching/mentoring methods with self-learning programs, can effectively enhance sustainable regional asset management capacity. The implications of this research underscore the need for local governments to adopt innovative organizational learning approaches to address asset management challenges, improve the effectiveness of public asset management, and ultimately support quality public services, regional development, and community welfare.

*Keywords: Asset Management Capacity, Innovation, Organizational Learning, Regional Asset Management.*

## INTRODUCTION

Local governments have become the largest asset holders in the past three decades. Most of these assets were acquired through procurement funded by public money. Consequently, there is a need for effective and efficient local asset management (Kusnawati et al., 2019). In general, asset management is the coordinated activity aimed at realizing value from assets, both present and future. Effective local asset management, besides involving the efficient use of resources, also supports quality public services, regional development, and long-term community welfare improvement (Almeida et al., 2022; Detter, 2020; Msongole et al., 2022). However, despite its recognized importance, asset management in many local governments has not been effective (Masdjojo & Dewi, 2018). Ineffective local asset management is characterized by, among other things, ineffective asset tracking processes and practices (Theophil et al., 2017), suboptimal asset strategy development and planning (Msongole et al., 2022), ineffective control (Masdjojo & Dewi, 2018), misuse of assets practice (Tajudin et al., 2021), and the utilization of local government assets that do not drive the economy and community welfare (Nama et al., 2020).

The lack of capacity in asset management is recognized as a primary factor contributing to the ineffectiveness of asset management in many local governments. Asset management capacity refers to an entity's ability to generate, utilize, and maintain the excellence of its assets (Too, 2011). Asset management capacity in local governments involves elements such as strategy and planning; processes and practices; and information and data (Rail, 2023). These capacity elements ensure that local assets are managed in a planned and systematic manner, best practices are applied in the management processes, and decisions are based on accurate and up-to-date data, thereby enhancing the efficiency and effectiveness of local asset management. However, possessing these capacities remains a serious challenge in many local governments. Many local governments still struggle to develop effective strategies, implement optimal management practices, and manage data accurately and up-to-date. This is due to resource constraints and low technology adoption, all of which hinder the ability to manage assets efficiently and effectively (Hanis et al., 2010; Kusnawati et al., 2019; Masdjojo & Dewi, 2018; Msongole et al., 2022; Parwoto & Halim, 2020; Tajudin et al., 2017).

Local governments need to adopt a holistic and innovative approach to address the challenges in asset management capacity. One approach that is gaining increasing attention to enhance asset management

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capacity in this modern era full of challenges and rapid changes is innovation in organizational learning (Lenart-Gansiniec & Sułkowski, 2020). Organizational learning refers to the transformation of individual and collective thinking and behavior, influenced by and rooted in the organizational structure (Cangelosi & Dill, 2015; Lenart-Gansiniec & Sułkowski, 2020). In addition to value creation, organizational learning enables public organizations, especially local governments, to address contemporary challenges (Olejarski et al., 2019).

Innovation embodies the freshness of ideas as well as actions or practices (Castaneda & Cuellar, 2020), aiming to achieve positive outcomes (Kaur et al., 2022). In the context of the public sector, innovation in organizational learning involves consistently focusing on critical reflection of knowledge and experience (Olejarski et al., 2019) and collective adaptability (Kim & Kim, 2022), unlike conventional organizational learning, which is often non-contextual and less adaptive. Innovation in organizational learning also involves a combination of coaching/mentoring methods with self-learning programs delivered in the form of e-learning or internet-based learning (Sarder, 2016), unlike conventional learning methods that rely more on on-the-job training and formal studies. The main idea of this paper is that organizational learning innovation, emphasizing the reflection of knowledge and experience as well as collective adaptability, using innovative methods, is crucial for enhancing capacity in strategy and planning, processes and practices, and information and data in asset management at the local government level.

To the best of our knowledge, there has been no research specifically addressing the correlation between organizational learning innovation and the enhancement of sustainable asset management capacity in local governments. Several studies have explored the relationship between organizational learning and innovation with management performance in general, including studies conducted in the private sector (Jiménez-Jiménez & Sanz-Valle, 2011; Peralta et al., 2020; Rahadi et al., 2024; Werlang & Rossetto, 2019). These studies can provide insights into how innovative organizational learning can influence overall management performance, which in turn can be applied in the context of asset management in local governments. This study attempts to fill the gap in research on enhancing local asset management capacity through organizational learning innovation in local governments, highlighting the importance of organizational learning focused on knowledge and experience reflection as well as adaptability, and the use of innovative learning methods. Although some research has linked organizational learning to management performance in general, including in the private sector, there has been no specific research exploring this correlation in the context of asset management in local governments. Moreover, as emphasized by Yu et al. (2017), organizational learning innovation depends on specific contexts or situations. This suggests that effective innovative learning approaches or strategies in one context may not always be suitable or successful in other contexts.

Therefore, this study has the potential to offer fresh insights into how continuous innovative organizational learning can enhance asset management capacity in local governments, drawing on relevant findings from research in the private sector. The potential benefits of this research for local governments are increased effectiveness in asset management through the adoption of innovative organizational learning models. With this model, local governments can develop better capabilities to respond to environmental changes, enhance operational efficiency, and maximize the value of their assets for the benefit of the community. The findings of this research provide a basis for policymakers in the field of local asset management to develop new policies, enhance employee training, and allocate resources more efficiently to support the use of innovative organizational learning models.

## METHODS

To achieve the objective of this paper, the chosen data collection strategy is a case study. This case study was conducted in two local governments in Southeast Sulawesi, Indonesia, namely South Konawe Regency and Konawe Regency. South Konawe Regency is a relatively new autonomous region with a 20-year history, while Konawe Regency has been established for 60 years and has undergone several territorial expansions. Although the ages of the two regions differ, both have the same fiscal capacity according to the evaluation of the Ministry of Finance of the Republic of Indonesia in 2022, categorized as Low.

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The low fiscal capacity category, as found in South Konawe Regency and Konawe Regency, may reflect suboptimal functionality of local assets. The case study in South Konawe Regency was conducted in 2023, involving the main institutions managing local assets and two institutions with the largest asset values. The case study in Konawe Regency was conducted in early 2024 at the main institution managing local assets.

Data was collected through semi-structured interviews with structural and functional officials responsible for managing assets, purposively selected based on authority and formal duties. The informants included the Goods Administration Officer (Ofcr-1), Goods Users (Ofcr-2, 3, 4), Goods User Deputies (Ofcr-5, 6, 7), Goods User Administration Officer (Ofcr-8, 9, 10), Goods Treasurer (Ofcr-11, 12), and Assistant Goods Managers (Ofcr-13). The interview questions used included:

1. How does your institution integrate innovative organizational learning ideas into asset management practices in local government?
2. What is your evaluation of the level of change in individual and group thinking and behavior, and the implementation of innovative learning methods in the context of local asset management?
3. What is your assessment of sustainability in the ability to formulate strategies and planning, implementation, as well as information and data management as a result of reflection on knowledge/experience and collective adaptability in your institution?

Overall, there were thirteen interviews consisting of seven interviews in South Konawe Regency and six interviews in Konawe Regency. Most of the interviews were conducted in the context of asset management work to allow for the collection of data directly related to the situations and challenges faced by stakeholders. This makes the obtained data more relevant and meaningful for the research. Document studies were applied by identifying relevant document sources, collecting key documents from various sources, conducting careful analysis to find relevant information, recording key findings, verifying with relevant parties, and integrating findings into the final research analysis.

Verbatim information from interviews and document study results were analyzed using the interactive model of qualitative analysis, which includes data reduction, data presentation, and simultaneous and iterative conclusion/verification drawn throughout the research. In addition to applying triangulation, the method of member checking was also used by involving participants to obtain confirmation or corrections, both of which are important to ensure the validity and reliability of the qualitative data collected and interpreted.

## RESULTS AND DISCUSSION

The interviews were recorded and coded, following several steps outlined by Miles et al. (2014). The main themes and sub-themes were then extracted from the study findings.

**Integration of innovative organizational learning ideas in regional asset management**

Data gathered from participants regarding the integration of innovative organizational learning ideas in regional asset management resulted in the following four sub-themes:

1. Strategic planning without capacity development

   All participants, including Officers in Charge of Asset Management, Asset Users, and Authorized Asset Users, stated that their institutions lacked formal programs for enhancing asset management capacity. While all annual programs and activities of the institutions referred to the strategic plan, they did not explicitly include capacity development programs for staff. Nevertheless, there are existing formal procedures to accommodate capacity-building activities, namely: "Allocating budgets and implementing activities first, then incorporating them into the amended budget". [Ofcr-4].

2. The human resources institution coordinates, and the asset management institution seizes opportunities through deliberation.

   Two responses from two participants are: "The regional human resources institution coordinates employee capacity development programs, while other institutions have the opportunity to convey through unit-level planning deliberations" [Ofcr-2]; and "Proposals for employee capacity development for asset managers conveyed through unit-level planning deliberations often go unanswered due to mismatch with the institution's personnel priorities and budget constraints" [Ofcr-3].

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3. Engagement in external training is regulated through asset institution coordination.

   Three different responses from three participants are: "In my 4 years responsible for asset management, I have never received relevant training" [Ofcr-5]; "I attended asset management competency training through asset management information system training and accountability training for operational education assistance fund management at the Education Quality Assurance Agency of the Ministry of Education, upon the recommendation of the regional asset institution leadership" [Ofcr-6]; and "In the last 2 years, the regional asset institution has included 4 employees in asset management workshops in the Province, and another 4 employees in asset valuation training for Government Appraiser category at the Central Financial Supervisory Authority training institution" [Ofcr-7].

4. Regional asset institutions provide incidental technical guidance related to new policies.

   Two participants provided consistent responses, namely: "Capacity gaps are addressed through incidental technical guidance when there are new policies from the central government, such as the regional planning information system policy, and regional asset management" [Ofcr-1]; and "I attended technical guidance on the regional planning information system application in 2022 coordinated by the regional planning institution, as well as technical guidance on regional asset management in 2023 coordinated by the regional asset institution" [Ofcr-8].

   Content analysis of institutional performance report documents revealed that in 2022-2023, asset institutions in the two regions coordinated various technical guidance activities involving officials responsible for asset user management, asset treasurers, and assistant asset managers, including: 1) inventory management and software use for asset usage data; 2) reporting on asset usage; 3) asset management systems and procedures; 4) maintenance and care of assets; and 5) organization of asset storage.

**Evaluation of organizational learning innovation in the context of regional asset management**

Data collected from participants regarding organizational learning innovation in the context of regional asset management yielded several sub-themes as follows:

1. Institutions have adopted technology applications and information systems for efficient regional asset management.

   The majority of participants provided consistent responses, namely: "All institutions have adopted technology applications and information systems that can facilitate efficient regional asset management, namely the Regional Asset Management Information System (SIMDA-BMD) since 2015 and the Local Government Information System (SIPD) since 2021" [Ofcr-1]; "To meet different yet supportive needs, we still use the SIMDA-BMD application alongside SIPD, but we are gradually preparing for a transition to fully adopt SIPD" [Ofcr-10]; "The implementation of SIMDA-BMD and SIPD supports the process of planning, usage, management, and maintenance of regional assets by providing integrated data, facilitating decision-making and performance monitoring, and ensuring transparency and compliance with applicable regulations. However, both have not fully reflected real issues and regional needs" [Ofcr-4]; and "The implementation of SIMDA-BMD or SIPD has not fully addressed individual interests in asset planning, asset usage beyond official duties, and asset tracking" [Ofcr-5].

2. Asset management training lacks focus on critical reflection and adaptability

   Four responses were provided by different participants, namely: "Incidental technical guidance related to the implementation of technology applications and information systems following new policies from the central government overall focused on practical application" [Ofcr-12]; "Training on asset management information systems and accountability training for the management of operational aid funds for education in external institutions that I attended focused on practical application without reflection on knowledge and experience" [Ofcr-6]; "The asset management workshop in the Province that I attended included critical reflection through group discussions and individual reflection sessions. However, limited time made the results less optimal" [Ofcr-8]; and

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"Asset assessment training for Government Assessors in external institutions facilitated critical reflection through group discussions and supported collective adaptability through the formation of cross-functional teams and simulation training for change scenarios" [Ofcr-9].

3. Limitations in innovating learning methods

Four participants provided five different responses: "Incidental technical guidance that I attended took the form of direct knowledge and skills impartation to employees through scheduled face-to-face meetings" [Ofcr-12]; "The training I attended on asset management information systems and accountability training for the management of operational aid funds for education provided learning materials in printed form distributed directly" [Ofcr-6]; "In the storage organization training I attended, the learning method relied on conventional face-to-face instruction without involving e-learning technology" [Ofcr-13]; and "Training in external institutions that I attended introduced innovation in learning methods by combining mentoring methods and self-learning programs through e-learning platforms" [Ofcr-9].

4. Limited learning outputs

Participants expressed that there are measurable outputs from organizational learning. "There is an increase in specific knowledge and skills acquired by employees as a result of incidental technical guidance, including software usage skills, asset maintenance and care skills, and understanding of asset management and inventory procedures" [Ofcr-12]; "I gained a deeper understanding of current concepts and best practices in asset management and evaluation" [Ofcr-8]; "I have skills in technology application and understanding of asset management or evaluation practices, and skills in creative thinking and finding innovative solutions" [Ofcr-5]; and "There is an improvement in the reliability of asset needs planning and asset reporting" [Ofcr-4].

**Evaluation of Sustainable Asset Management Capacity**

Information gathered from participants regarding the sustainable asset management capacity of local governments revealed the following sub-themes:

1. Low financial sustainability

Three different responses from participants include: "Overall, operational and maintenance costs of assets are not yet efficient; all institutions have not been able to maintain and repair their assets at a low cost" [Ofcr-1]; "Institutions have not been able to maintain and repair their assets at a low cost" [Ofcr-4]; and "Procurement of certain assets, such as official vehicles, is still budget-oriented rather than meeting the standards of task requirements" [Ofcr-7].

2. Low compliance with conservation standards

Two responses from different participants include: "The level of compliance with routine maintenance procedures and environmental monitoring is low, especially for land assets, most of which still do not have the necessary certification" [Ofcr-10]; and "Some official vehicles cannot be clearly tracked in terms of their storage location or the official responsible for the vehicle. Likewise, there are cases where official vehicles are used outside their designated locations, yet their maintenance costs are still covered by the regional budget" [Ofcr-5].

3. Processes and practices less focused on creating public value

Four responses were provided by different informants, namely: "The alignment between asset management processes and practices with institutional strategies and goals is improving" [Ofcr-2]; "There has been relatively little change in the integrity to execute processes and practices with efficiency and effectiveness. The lack of consistency in reviewing asset needs plans, repeated delays in completing processes, and improving data recording accuracy reflect this" [Ofcr-1]; "Significant progress has been made in the application of regional asset valuation. This includes assessing physical condition, market value, maintenance, risk management, and social and environmental impacts. Previously, the region relied on less competent Asset Users who were often self-interested" [Ofcr-3]; and "Bureaucratic priorities in the procurement and use of regional assets still lean more towards internal interests rather than the economic and welfare interests of the public" [Ofcr-6].

To ensure that organizational learning innovation is crucial for enhancing asset management capacity in

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local governments, this study investigates three main themes: the integration of innovative organizational learning ideas into regional asset management; the evaluation of organizational learning innovation in the context of regional asset management; and sustainable asset management capacity.

In the theme of integrating innovative organizational learning ideas, the study identifies four key points. First, strategic plans lack focus on asset management capacity development, even though there are annual programs that refer to it. Second, the human resources department is responsible for coordinating employee capacity development but is hindered by priorities and budget constraints. Proposals for developing the capacity of asset management employees often do not receive adequate responses. Third, involvement in external training is coordinated through the regional asset institutions but still faces challenges related to the availability of training that is relevant and responsive to the actual needs of asset management. Fourth, regional asset institutions provide technical guidance on new policies, but this is poorly coordinated, especially in inventory management, administration, reporting, maintenance, and storage of goods. Overall, findings related to this theme highlight a lack of focus on integrating innovative organizational learning ideas into the practice of asset management in local governments.

The findings of this study regarding the integration of innovative organizational learning ideas into capacity building do not fully align with the views of Lenart-Gansiniec & Sułkowski (2020) on the importance of innovation in organizational learning as a means to enhance asset management capacity in local governments. This study reveals that there are still deficiencies in capacity building and learning within current regional asset management practices, contrasting with the view that local governments have given significant attention to innovation in organizational learning for asset management. Therefore, the findings of this study do not fully support this perspective, but rather highlight a lack of focus on this aspect within regional asset management practices.

In the theme of evaluating organizational learning innovation, there are four crucial findings. First, the application of technology and information systems has been implemented by most institutions to manage

assets, although there are still challenges in implementation that do not fully meet local needs. Second, in terms of asset management training, a lack of focus on critical reflection and adaptability is evident, with a stronger emphasis on practical application without allowing for continuous learning. Third, limitations in learning methods are still apparent, with most still relying on conventional face-to-face instruction, although e-learning is beginning to be introduced in some training programs. Fourth, despite the limitations in learning methods, participants reported improvements in the knowledge and skills gained from training, as well as increased reliability in asset planning and reporting. Overall, there has been a change in mindset and behavior related to regional asset management, but it is not yet optimal. Training lacks focus on critical reflection and adaptability and is still limited to conventional learning methods.

The findings of this study support organizational learning theory, which emphasizes the transformation of individual and collective mindsets and behaviors influenced by organizational structure (Cangelosi & Dill, 2015; Lenart-Gansiniec & Sułkowski, 2020). Although institutions have adopted technology to manage assets, there are still challenges in local implementation. The lack of focus on critical reflection, as highlighted by Olejarski et al. (2019), and collective adaptability in training, as noted by Kim & Kim (2022), indicate the need for a more sustainable learning approach. While e-learning has begun to be introduced, the majority still rely on conventional face-to-face methods, contrasting with Sarder (2016) ideas on innovation in organizational learning. However, participants reported improvements in knowledge and skills, as well as the reliability of asset planning and reporting, demonstrating that organizational learning has led to positive changes in asset management practices. This underscores the importance of innovation in organizational learning to enhance asset management capacity in local government. These findings support Olejarski et al. (2019) in linking organizational learning to value creation and also align with Kaur et al. (2022) in asserting that organizational learning is key to achieving positive outcomes.

In the theme of sustainable asset management capacity, this study reveals four crucial findings. First, financial sustainability at the local government level remains a challenging issue due to difficulties in

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maintaining and repairing assets at low costs, caused by inefficient spending and budget target influences. Second, non-compliance with conservation standards persists, particularly in the maintenance of land assets and unclear tracking of official vehicles, while their maintenance costs are still covered by the local budget. Third, despite process adjustments, creating public value through asset management faces challenges because bureaucratic priorities are more internal. Overall, these findings highlight that asset management capacity is still not financially and operationally sustainable at the local government level. Issues remain with inefficient spending, non-compliance with conservation standards, and internal priorities that can hinder the creation of public value through local government asset management.

The findings related to this third theme are consistent with Too (2011) theory on asset management capacity. However, the challenges in creating and maintaining asset excellence at the local government level indicate that local asset institutions lack the complete elements of asset management capacity as proposed by Rail (2023). This includes strategic and planning capacity, implementation, and information and data management. Issues such as inefficient spending, non-compliance with conservation standards, and internal priorities hindering the creation of public value through asset management show that asset management capacity is not yet sustainable. This illustrates that local government entities need to improve their ability to generate, utilize, and maintain excellence in their assets.

Overall, the findings of this study indicate that while there are initiatives and improvements in the innovation of organizational learning within the context of regional asset management, significant challenges remain. This is consistent with previous research (Hanis et al., 2010; Kusnawati et al., 2019; Masdjojo & Dewi, 2018; Msongole et al., 2022; Parwoto & Halim, 2020; Tajudin et al., 2021; Theophil et al., 2017) that highlights the limitations of local capacity in managing assets efficiently and effectively. Innovations in organizational learning are evident in the focus on critical reflection and adaptability, the implementation of technology, and e-learning, although they are still limited. Despite the challenges, the findings show that innovation in organizational learning has had a positive impact on enhancing the capacity for asset management

at the regional level. To maximize the positive impact of organizational learning innovation on improving asset management capacity in local governments, it is necessary to increase access to and use of technology, develop learning programs focused on reflection and adaptability, address challenges, enhance participation, and continuously evaluate and adjust. These findings support Olejarski et al. (2019) in asserting that innovation in organizational learning can help local governments address contemporary challenges, such as achieving effective asset management.

The implications of this study's findings are that innovation in organizational learning has the potential to enhance asset management capacity at the regional level. These findings align with the theories of Lenart-Gansiniec & Suɫkowski (2020) and Olejarski et al. (2019). With proper preparation and improvements in various mentioned aspects, sustainable regional asset management capacity can be achieved and further enhanced. However, to reach maximum effectiveness, improvements are needed in areas such as strategic planning, budget coordination and allocation, training and technical guidance, technology implementation, learning methods, financial sustainability, adherence to standards, and public value. This includes revising strategic plans, allocating adequate budgets, identifying training needs, investing in technology, diversifying learning methods, developing financial strategies, and establishing mechanisms to ensure that asset management contributes to public value. These findings also align with the ideas of Cangelosi & Dill (2015) and Lenart-Gansiniec & Suɫkowski (2020) that organizational learning is influenced by and rooted in organizational structure.

## CONCLUSION

In facing the challenges of enhancing regional asset management capacity in a dynamic era, a comprehensive and creative approach is needed. An innovative approach to organizational learning, emphasizing reflection on knowledge and experience, as well as collective adaptability through the use of innovative methods, is considered a holistic solution to sustainably enhance asset management capacity in local governments. The findings of this study indicate that innovation in organizational learning in the context of regional asset management shows signs of initiative and improvement. Despite encountering some

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obstacles, innovation in organizational learning has positively contributed to the enhancement of regional asset management capacity. The implications of the research are that the improvement of regional asset management capacity can be achieved through organizational learning innovation, focusing on critical reflection on knowledge and experience, as well as adaptability, through various e-learning-based methods. With appropriate preparation and improvements in various mentioned aspects, sustainable regional asset management capacity can be achieved and further enhanced. However, to achieve maximum effectiveness, improvements are needed in organizational contexts, including revising strategic plans, allocating adequate budgets, identifying training needs, investing in technology, developing financial strategies, and mechanisms to ensure asset management contributes to public value.

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