

Implementation of Local Government and Decentralization within City: A Qualitative Study in Jakarta, Indonesia

Dr. (Can). Dhany Sukma, S.Sos, M.AP^{1*}.Prof. Dr. Sumartono, MS.², Dr. Choirul Saleh. M.Si.³ Fadilah Amin. Ph.D⁴, Assoc. Prof Dr.in Law., Dr. in Criminolog, Drs. Bambang Slamet Riyadi. SH.MH. MM⁵

¹Universitas Brawijaya. Faculty of Administrative Sciences. Program of Doctoral of Public Policy. Jalan MT, Haryono No. 163 Malang City, East Java, Indonesia; E-mal: dhany.sukma.pda.ub@gmail.com

^{2,3,4}Universitas Brawijaya. Faculty of Administrative Sciences. Jalan MT, Haryono No. 163 Malang City, East Java, Indonesia.

⁵Universitas Nasional, Faculty of Law. Jakarta and Lecturer in Program of Doctoral of Law. Universitas Jayabaya Jakarta. Indonesia.

Abstracts: This study aims to understand the institutional arrangement of city administration at the local government level based on a public policy perspective. This research is very significant for policy improvement at the ontological and sociological levels and is very interesting to study by conducting qualitative research methods. Data was collected through in-depth interview, documentation and observation. Data analysis used data reduction, data display, and data verification and was supported by triangulation. The results are categorized into several themes. Based on these results, they are ontologically and sociologically useful for improving policies and practices as well as providing information to relevant stakeholders as input for making better regulations.

Keywords: Public Policy, Institutional, Local Government, Decentralization within City.

1. INTRODUCTION

Issues and problems regarding the arrangement of city institutions in the administration of local government are unique. This study aims to explore the meaning and understanding of the institutional arrangement of city administration at the local government level based on a public policy perspective. Decentralization system is expected to be able to provide convenience for the central government in obtaining information related to regional conditions for program planning activities to be more effective and on target.

Decentralization policy is a basis for changes in the administration of government in the regions, which include the central, provincial, district, or city governments which have implications for changes in the task load and organizational structure in the implementation of their authorities so that there is a need for structuring government institutions in the regions. The novelty in this study is related to the institutional arrangement of city administration in the local government which is expected to fill the gap of previous research.

1.1. Background

Indonesia recognizes and respects various specialties or privileges for regional government units. The state recognizes and respects special or special regional government units which are regulated by law. Juridically, there are 5 provincial areas that are given specialties or privileges, namely: Jakarta, Yogyakarta, Nangroe Aceh Darussalam, Papua and West Papua.

In a unitary state, although the regions and the central government have the same political relationship, the diversity is something that cannot be avoided and rejected, in terms of history, culture, economy, and so on. As a result, several contextual asymmetries emerged, including asymmetry in the context of decentralization which was later known as asymmetric decentralization.

The regional government laws in Indonesia have been amended three times, namely Law Number 22 of 1999, Law Number 32 of 2004, and Law Number 23 of 2014 concerning Regional Government. This is inseparable from political, economic, social and cultural changes in Indonesian society. The law comprehensively regulates the relationship between the central government and the regions, fostering and monitoring, implementing and structuring regional government, regional government affairs and apparatus, as well as regional finance issues, and politically in the form of developing local democracy.

The implementation of decentralization based on Law Number 23 of 2014 concerning regional governments classifies government affairs into: a) absolute government affairs, are fully under the authority of the central government and are not related to the principles of decentralization or autonomy, but in further provisions, it is regulated that the central government can carry out these absolute affairs on its own or delegate it to local governments based on the principle of deconcentration; b) congruent government affairs, are divided into central government and local governments, at the levels of province and district or city. Congruent affairs that are handed over to the regional government become the basis for the implementation of regional autonomy; c) general government affairs, are affairs under the authority of the president as the head of government. The human resource management and its implication provides inputs for making better regulation and policy (Toruan, Gusti, & Riyadi, 2023). Implementation of performance accountability system for government institution provides inputs for making better regulation on implementation of performance accountability system for public officials and practitioners (Priyambodo, Wijaya, Wike, Sujarwoto, & Riyadi, 2023a). The Performance Accountability System For Government Agency provides inputs for making better regulation on performance accountability system for government institution policy (Priyambodo, Wijaya, Wike, Sujarwoto, & Riyadi, 2023b). Transformational Leadership, Technology Adoption, Public Service have significant positive effect on Job Competency (Purbiantari, Zauhar, Suryadi, Hermawan, & Riyadi, 2023b). The leadership and service are useful for improving policy and practice and providing information to stakeholders (Purbiantari, Zauhar, Suryadi, Hermawan, & Riyadi, 2023a). The user satisfaction has a positive and significant effect on organizational performance (Sinulingga et al., 2023). Public Private Partnership policy and practice provide information to stakeholders related (Syahrudin, Wijaya, Suryono, & Riyadi, 2023). The role of Workplace Spirituality mediates effect of Information Technology on Innovative Work Behavior and mediates effect of Transformational Leadership on Innovative Work Behavior (Susilo, Astuti, Arifin, Mawardi, & Riyadi, 2023). The collaboration have to be involved the related institutions and should be conducted for making better regulation on disaster management (Tjahjono, Suryono, Riyanto, Amin, & Riyadi, 2023). Managing conflict strategy and its implementation are needed for providing information to stakeholders to provides inputs for making better regulation and policy (Toruan, Riyadi, & Gusti, 2023). Improving policy are needed for providing information and produce a clear input for public officials in making better regulations (Rozikin, Wijaya, & Riyadi, 2023). The community empowerment positively affected production capacity and social capital (Nuraini, Saleh, Wike, & Riyadi, 2023). The Collaborative Governance in Digital Infrastructure Development and its implementation are needed for providing information to stakeholders (Rozikin, Sulisty, Saleh, Hermawan, & Riyadi, 2023). It was necessary to formulate and implement a policy as inputs for making a better regulation in managing the implementation of policy (Sipayung, Sumartono, Saleh, Rozikin, & Riyadi, 2023a). The Content of Policy and Context of Implementation are positively affected the Program. The Collaborative Governance positively affect the Program (Sipayung, Sumartono, Saleh, Rozikin, & Riyadi, 2023b).

Based on the description above, it is known that there is still no clarity regarding public services and laws and regulations as the legal umbrella in regulating city administration institutions in the administration of regional government based on a public policy perspective. Therefore, it is necessary to conduct in-depth research on the institutional arrangement of city administration at the local government level based on a public policy perspective. A deeper exploration is needed at the ontological and sociological levels, for this issue is very interesting to study.

1.2. Research Objectives

This research is useful for academics and practitioners in increasing knowledge about the institutional arrangement of city administration at the local government level based on a public policy perspective for policy improvement.

This research can also become a recommendation for the legislature and the executive as public officials to make revisions and detailed regulations on the arrangement of city administration institutions at the local government level.

1.3. Previous Research

There is a lack of clarity about the concept of decentralization. In practice in the Netherlands, Japan, USA, and Germany, decentralization is the management of affairs in specific fields by autonomous institutions whose working areas can be symmetrical (in conjunction). These autonomous institutions consist of political organs and (local) bureaucracies that are independent from territorial decentralization because of their authorities. Therefore, a special local government was created. If the government implements decentralization in a certain area, it is not possible to carry out territorial and functional decentralization at the same time (Cheema & Rondinelli, 2007).

In most cases, metropolitan areas have grown outwards from large international business centers which include important secondary and tertiary centers. Business centers and sub centers act as magnets for commercial activities and job seekers, generating large-scale residential settlements over increasing large areas. Authorities and affairs that should be delegated appear to follow the decentralization model within cities, especially the pattern that is said to be working towards a general pattern of decentralization of functions throughout the new area on the subsidiary principle (Schaffhauser, 1994).

This is in contrast to the principle of decentralization which emphasizes that decentralization brings the government closer to its people, facilitates and provides better services, develops freedom, equality and prosperity (Weiher & Smith, 1987).

The anatomy of abuse of power brings impacts to deviant actions in the form of depression of power and moral behavior of public officials (Riyadi, 2020b). The results of the research show that abuse of power due to conflicts of interest occurs to maintain power in the management of resources, so that a culture is formed (Riyadi, 2020a). The crime could even be called state organized crime that is based on individual interests, groups or political parties and retains the power (Riyadi, Wibowo, & Susanti, 2020).

Another study on land disputes were analyzed through conflict theory; and since it was related to public policy and ownership, then another approach used the public policy and ownership theory (Riyadi, 2017). The disposal of hazardous and toxic waste (still occurs, there are countless number of disasters happening in a day (Riyadi, Alhamda, et al., 2020). This is real to gain a better understanding of what disparities in criminal prosecution (Riyadi, Usman, & Sudarti, 2020).

The effectiveness and efficiency of city administration has received serious attention because it is a construction result of the autonomy status which is potential for long lines of government coordination starting from the sub-district to the city district levels which are part of the work unit of the provincial level apparatus. In the urban empirical level, the city faces the problem of low quality of life of its citizens. In fact, a city is a window to the world for the community. The issues related to institutions are currently important factors that cause a city fails to answer existing problems. Therefore, institutional breakthroughs must be made and change the business operations to be better.

In relation to the phenomenon of administrative cities in DKI Jakarta Province, the territorial structure starting from DKI Jakarta Province, administrative cities/districts, sub-districts and urban villages are considered to cause organizational spans and service distances from the autonomous center as policy makers with the implementation of policies causing distance away from the society.

The position of the mayor/regent can also be used as a semi-autonomous agency so that it has the authority to make decisions in overcoming certain problems. Thus, DKI Jakarta institution is given the authority to manage city/district problems in a semi-autonomous manner. To assist in the implementation of these tasks, the

Mayor/Regent is assisted by bureaucratic apparatus at the city/district level along with other requirements (personnel, finance, and infrastructure).

According to the regulation, Law No. 29 of 2007 has mandated that the Provincial Government of DKI Jakarta delegate some of the authority and government affairs of the city administration/regency administration, sub-districts, and urban villages in order to improve services to the community. The types of authority and affairs to be delegated, the scope and procedures for delegation, are regulated and stipulated in regional regulations. However, in practice, the administration of government to date has not been implemented. Broadly speaking, it can be assumed that the necessary conditions for supporting district and sub-district institutions are something that is considered important to be fulfilled as a carrying capacity in realizing the effectiveness of city administration.

The DKI Jakarta Provincial Government is faced with 2 major problems, external and internal problems. Externally, the development of the city demands expansion of services that go beyond the boundaries of government jurisdiction in dealing with its problems, such as transportation problems to overcome traffic congestion, waste management, handling river flows that are potential to cause flooding, commuter population mobility, expansion of residential areas, provision of clean water, and environmental impacts due to urban developments that demand cooperation and integration in managing urban areas involving cities and regencies in the hinterland areas of West Java Province and Banten Province which lead to metropolitan areas.

Internally, DKI Jakarta Province is faced with the problem of government management in providing services to the community in accordance with the constitutional mandate regarding the tiered government structure starting from the provincial, city/district administration, sub-district and village/ward levels which in fact, have the potential to cause problems of unresponsiveness to the demands of the needs of Jakarta citizens which are very complex, such as the provision of facilities and infrastructure, a conducive socio-cultural climate, and close social cohesion.

Another problem is the division of tasks and the working relationship between the Service Department, Sub-department and City administration/District Administration. In other words, the Service Department and its units carry out the same tasks/functions. They need to take into account the efficiency and optimization of performance results. The service department is directed more to formulate policies and supervise the government affairs, while the service unit is directed more to be the implementer of the technical policies prepared by the service.

The problem of service management is also seen when determining which level of government unit will be used as the basis for administrative services, whether it is village/ward, sub-district, or administrative city/district administration. With the establishment of the administrative service base, it is expected to increase the effectiveness and efficiency of services to the community.

This research is related to the arrangement of administrative city institutions in the administration of DKI Jakarta regional government regarding the organizational structure, tasks and functions, human resource management and management of community participation. Arrangement of administrative city institutions in accordance with the principles of organizational design is regulated in the Regional Regulations based on the principles of efficiency, effectiveness, complete division of tasks, span of control, clear work procedures and flexibility, elements of Government under the authority of the Region, as well as the intensity of affairs and potential.

Based on the explanations and phenomena that have been described, there are problems in the concept of decentralization within city which are interesting to study in order to obtain a clear description of the administrative implementing unit for the city administration area in accordance with the applicable laws and regulations. The research problems are as follows: Why and how is the implementation of administrative city institutional arrangement in the administration of regional government of Jakarta Province?

2. LITERATURE REVIEW

2.1. PUBLIC POLICY

In the early 1990s, the New Public Management (NPM) paradigm was established, which called into question the government's dominance and allowed the private sector to participate in public services. The New Public Management (NPM) paradigm, which emphasizes human values and social justice, focuses on organizational design that emphasizes decentralization, democracy, responsiveness, involvement, and providing community-based services (Hood, 1991).

Most developed countries use a public sector reform paradigm known as New Public Management to implement government sector management reforms (NPM). NPM is a term that refers to a set of public-sector reform agendas that are based on technical ideas from the private sector and market mechanism systems that can help enhance the performance of government bureaucracy. Quantification, performance, accountability, market processes, and quality management are the components of NPM in the public sector. Due to the success that a number of NPM adopting countries have had, numerous components of NPM have been embraced as the core model for public sector administration reform projects all over the world, confirming NPM as a powerful paradigm (Maesschalck, 2004).

Public policy is a set of government-determined and implemented acts with specific goals for the benefit of the entire community. The corollary of this idea is that government action must not only be declared, but also must be carried out in a physical form based on its specific goals and objectives, which is primarily meant for the benefit of the community. Public policy is a complicated web of interconnected collective decisions, including those made by government departments and offices. Public policy analysis is an intellectual and practical activity that aims to create, critically evaluate, and communicate knowledge, as well as regarding the policy process. The processes of policy analysis are intertwined and comprise a complicated system (Dunn, 2012).

2.2. Institutional Capacity

Institutional capacity is the ability, skill, understanding, attitude, values, relationships, behavior, motivation, resources, and conditions that enable each individual, organization, network/sector, and wider system to carry out their functions and achieve the development goals that have been set from time to time. In a comprehensive manner, institutional capacity has three dimensions to put forward: First, the dimension of human resource development, with a focus on professional personnel and technical capabilities covering training, hands-on practice, working climate conditions, and recruitment; Second, the dimension of organizational strengthening, with a focus on management governance to improve the success of roles and functions including incentive systems, personnel equipment, leadership, work culture, communication, organizational structure; and Third, the dimensions of institutional reform with a focus on institutional and system aspects as well as macro structures covering economic and political rules, policy and regulatory changes (Grindle, 1997).

Institutional capacity development does not only consider the human resource factors, but also must focus on developing the management capacity of organizations and public institutions in a systemic sense. This means that the organization's ability to anticipate change, formulate relevant policies, design programs to implement policies, manage resources, and evaluate performance to guide future actions are important (Dill & Shera, 2015).

Organizational activity is the ability of an organization to define its mission, generate the tangible and intangible resources needed to advance that mission, and deploy these resources efficiently. Four organizational capacities significantly contribute to and maintain organizational effectiveness are: 1) Technical capacity to define, deliver, and evaluate programs that are consistent with the practice; 2) Management capacity to align policies, processes and resources with desired outcomes; 3) Capacity development of resources to collect adequate physical and human resources as well as a reliable and sustainable financial budget; 4) Leadership capacity to build support among diverse constituencies, participate in social and policy dialogue, organize the organization in such a way as to continuously update its position in the context of changing environment (Light, Hubbard, & Kibbe, 2004).

2.3. Decentralization Within City

The idea of Decentralization within City with the establishment of branches through suburban areas is in line

with the basic idea of the significance of decentralization (Cheema & Rondinelli, 2007). By decentralizing functions and reassigning central government officials to local level, these officials' knowledge and sensitivity to local problems and needs can be improved. Closer contact between government official and the local population would allow them to obtain better information to formulate more realistic and effective plans for government projects and programs. If one observes the concept of decentralization within the city, the formation of suburban branches is closer to the management decentralization in the form of deconcentration (Burns, D, Hambleton, R, Hoggett, 1995).

Thus, decentralization within the city is related to the formation of administrative cities that adhere to single autonomy or one-level regional government. The administrative city institutional model adheres to the efficiency structural model with the delegation of authority which is ultra vires doctrine, namely the authority that is delegated to carry out certain affairs or actions or provide certain services course which aims to ensure the creation of efficiency and economy, especially for uniformity and conformity (Aulich & Wettenhall, 2005).

In decentralization within a city, the formation of an administrative suburban is a consequence of the implementation of deconcentration principle, that is the transfer of a number of administrative authorities and responsibilities to lower branches of departments or government agencies (Cheema & Rondinelli, 2007) which has dimensions of (1) delegation of authority (2) decision-making, finance and management functions (3) different levels of government, and (4) in central jurisdiction (decentralization within the city). This deconcentration gave birth to an administration sector or administrative area. The administrative area is a decentralized environment within the city as a consequence of the decentralization policy of the formation of territorial sub-divisions of a country that has a measure of autonomy and self-governing through political institutions rooted in the region according to their jurisdictional boundaries, and these institutions are recruited democratically.

In the context of regional government administration that has urban characteristics, local government is called city government. To understand decentralization within city, it is necessary to understand the various approaches in the study of urban governance, from the political, managerial, economic, environmental to spatial approaches (Nurmandi, 2008). The study of urban governance is carried out through a managerial approach that focuses on the design of urban government organizations in dealing with urban problems that are urgent to be solved. The approach is taken from the managerial aspect that is related to the development of urban space which is growing so rapidly carried out by the city government as an actor who plays a vital role in urban management.

Another approach to city government can also be seen from the economic aspect that the city government is seen as one of the economic actors as a producer of goods and services for the city community. Fulfillment of public services carried out by the government as a producer of goods and services by using a public choice approach to understand urban public issues, especially those relating to individual preferences (Polski & Ostrom, 1999).

Therefore, the administrative city is a decentralized setting in the city that carries out deconcentration tasks within the scope of general government affairs which includes the aspect of peace and order, politics, coordination, supervision and other government affairs that are not included in the duties of certain agencies implemented by the administrative mayor (Nurmandi, 2008).

Decentralization within city is increasingly being introduced because it is considered to be able to scale up the city. Smaller organizations under it are expected to be able to play a central role in consolidating various opinions from citizens in the urban planning stage, for that it is necessary to fulfill the necessary elements of organizational support. The elements of necessary for supporting the institution consist of: 1) Legitimate authority; 2) Funding; 3) Human Resources; 4) Infrastructure.

2.4. Administrative City

The existence of an administrative unit that has a deconcentration pattern within the scope of decentralization in the city allows the administrative city to get the delegation of authority to carry out some government affairs within the scope of its working area to improve the quality of service for its citizens. Within the scope of the administrative city, there are lower community organizations that are formed voluntarily which are initiated and determined by the

government as part of the local sub-government to strengthen community participation through a neighboring organization as a form of the penetrated system approach (Ruland, 1988).

Neighborhood decentralization is an empowerment strategy as well as the introduction of market mechanisms in public services as the main form of decentralization and managerial approach in expanding community involvement in council decision-making. This is carried out as an effort to empower and to overcome weaknesses in market and in the representation system of political institutions, and how the society organizes itself (Burns, D, Hambleton, R, Hoggett, 1995).

Based on the opinion of Burns et al., (1995) above, the formation of an administrative unit that has a regional basis can be strengthened by giving it a greater authority, not only the authority to coordinate and consult in relation to general government duties, but also the authority to carry out affairs conducted in a coordinated manner. It is then integrated into a complete plan to improve the quality of service for city residents, meaning that the given authority is one of the strengthening administrative unit organization in making decisions regarding services provided in accordance with its jurisdictional limits. City administration is a form of decentralization within a city in the form of deconcentration which produces administration with 3 important aspects that are different from devolution, including the form of authority given to field officers that is more bureaucratic than political, while regional administrators are usually civil servants. Civil servant recruits are selected through normal recruitment. The third, areas where field officers are constrained by the administrative requirements of the functions they performed.

The size of the administrative units in the relationship between the level of perceived control and the area size is said to be that the larger the area, the smaller the level of supervision of the administrative units. The implementation of general government tasks by the administrative unit will coincide with functional administration tasks which have a single purpose, such as those carried out by regional offices. To address complex and multi-dimensional urban problems, program integration in a city planning is necessary to conduct. Program integration can be carried out by administrative units following the regional-based delegation of authority according to jurisdictional boundaries of the working area. Thus, it enables the implementation of government affairs to be carried out in an integrated manner with dual objectives beyond the political unit because if it is not integrated, while the service area only follows the existing sub-district jurisdiction and coordinated by the head of district and head of sub-district.

Regarding the relationship between the authority of the city government in carrying out decentralization within the city and the metropolitan authority, it concerns the distribution of responsibilities between the authorities by ensuring that the decisions have strong reasons that do not need to be handled at the metropolitan level. On the other hand, the common good needs to be taken at a level closer to the citizens. State and justification of the functioning of the metropolitan authorities in accordance with the principle of adequate subsidiarity need to be carried out at the metropolitan level or economically and effectively carried out for the area as a whole (Farnham, D., & Norton, 1993).

3. RESEARCH METHODS

This research used descriptive qualitative method. Qualitative research strategies can be used if past research must be followed up because previous theories or ideas are still not able to reflect the complexity of the problem being studied. The qualitative research approach produces descriptive data in the form of words or writings, as well as behavior, which can be observed on the subject and object of research. The qualitative method is chosen because it is most appropriate to the research objectives, that is to describe and understand events, events, social activities, attitudes, beliefs, and public perceptions (Creswell, 2013).

The data collection techniques in this research are in-depth interview, observation and documentation. In-depth interviews were conducted with key informants. Observations were made to obtain notes in the research field. Documentation related to data were taken from various sources such as the internet and libraries. Data analysis used 3 steps of data reduction, data presentation, and data verification, which refers to an interactive model. Data

reduction is sorting out the main data collected, displaying data is presenting data in tabulated and narrative forms, data verification is drawing interpretation and concluding the main themes of research results (Miles & Huberman, 1994).

Validity and reliability in qualitative research are to test credibility and objectivity by using triangulation based on observational analysis and documentation analysis to obtain valid and reliable data. Credibility is associated with the truth tested using triangulation to compare the results of interviews with the results of interviews with colleagues. Transferability indicates the applicability of research to other studies so that readers can understand the results of qualitative research. Reports are made in detail, clear, and systematic manner. Auditability means that it can be tested by examining the entire research process, from designing case studies, determining data sources, collecting data, analyzing data, drawing conclusions, being traceable and showing the process and results. Confirmability relates to objectivity that research results are approved and accepted (Creswell, 2009).

4. RESULTS AND DISCUSSION

The results of in-depth interview on data analysis to several key informants used 3 steps of data reduction, data presentation, and data verification, and supported by triangulation. The results and discussion are obtained as follows.

"Central Jakarta Administrative City has the task of assisting the Governor in carrying out general government affairs in the Central Jakarta area, coordinating the implementation of the tasks of the apparatus in the Central Jakarta area, fostering sub-districts and urban villages and carrying out other tasks ordered by the Governor." (Informant Interview 1, 2022). Based on the results of the interview, the Mayor of Administration has the main task of carrying out general government affairs with an emphasis on the administrative area of Central Jakarta. In addition, it has main function in terms of carrying out the tasks of regional apparatus such as service units and agency units located in the Central Jakarta area. In line with the command line, the Mayor of Central Jakarta Administration acts as the supervisor for the Districts and Sub-Districts which are below the hierarchical line as illustrated in the figure of the Central Jakarta Administrative City chart.

The dynamics of governance in an administrative city are very strong, especially in the context of city institutions, where the authority and position of administrative cities, sub-districts and urban villages in terms of public service arrangements still confuse the public.

"I receive reports from the community that they are often a bit disappointed when looking for information about sub-district, district, and Administrative City government services. They are not wrong, but at the reality in Jakarta, all these services exist and happen to be handled by the respective Office or Sub-departments in a sectoral manner" (Informant Interview 2, 2022)

This fact has given rise to various problems of governance in DKI Jakarta Province. The unclear position and authority of the Administrative City, District and Urban Village within the DKI Jakarta provincial government has resulted in confusion in the arrangement of service work at the community level. People are often disappointed, when they seek information about the government services they need from the Village/Ward, Subdistrict and City governments. They do not get any useful information because the work is handled by the Office or Sub-Department. Basically, the village, sub-district and city governments are not wrong since the services needed by the community are indeed available in the sub-departmental service or in their respective offices.

One way that can be taken so that the sub-district and urban village governments within the DKI Jakarta Provincial Government shift from their old function that was only as a government area to a new function that is in accordance with the demands of the new normative rules, is establishing as a service area to organize the delegation of authority/tasks at the provincial government to sub-districts and villages.

Arranging the authority for all levels of government, in accordance with their position as regional apparatus carrying out service tasks, is not an easy job, for the arrangement of authority is related to the form of organization at the provincial level and various aspects related to the political will of the provincial government.

“Central Jakarta has its own characteristics and complexities in terms of fostering local democratic life and vulnerability to frictions from social conflicts. This is occurs due to the fact that the Administrative City of Central Jakarta has a very strong magnetic political sector, coupled with the diversity of society and dynamic social, economic and political structures” (Informant Interview 3, 2022)

According to the interview, it can be interpreted that the Central Jakarta Administrative City in terms of general government administration has dynamic problems that have high complexity. In addition, the political gravity is very strong because this city is similar to a miniature of Indonesia. Demonstrations almost always occur if there are policies of the Central Government that are deemed unfair.

“The change in the position or status of the Head of District (Camat) from regional head to become a regional apparatus with the main function of “handling some of the delegated regional autonomy affairs and carrying out general government tasks has very basic implications for the Head of District (Camat) and the subdistrict institutions themselves. Currently, the Head of District (Camat) perceives that formally, their authority and power is greatly reduced. In addition, the sub-district heads also stated that their authority and function are now unclear.” (Informant Interview 4, 2022)

As a regional apparatus, the sub-district obtains the delegation of authority in terms of public service matters. In addition, the sub-district will also carry out the implementation of general government tasks. The Head of District in carrying out his duties is assisted by the sub-district apparatus and is responsible to the Regent or Mayor through the Regional Secretary. The Head of District in carrying out his duties is assisted by the sub-district apparatus and is responsible to the Regent/Mayor through the District/City Regional Secretary. The sub-district apparatus is responsible to the Head of District.

The foundation and main value of decentralization is to change the excessive control of the central government to appropriate local freedom. Decentralization also demands defense in such a way that the regions do not exceed their right to change. In the Indonesian context, this process is always faced with problems related to regional capabilities. Therefore, not all sub-districts may be given the flexibility; only sub-districts with high capacity categories and assessments may be given broad authority, including in terms of handling social conflicts in the community.

“Building a strong government administration system must be centered on the city because cities tend to have stronger financial capabilities. However, in the past, the central government was too strong, resulting in the erosion of the decentralization process. This process should be maintained in relation to eroding the tendency for the Head of District to be confined by the position of the regent or mayor. Apart from that, this is also aimed at preventing the Head of District and his apparatus from asking for more than the existing rational allotment of power.” (Informant Interview 5, 2022)

The change in the status of the sub-district head from regional head to regional apparatus brought changes to the coordination relationship between the Head of Village and other agencies in the sub-district. This coordination includes coordination with the head of village as well as with technical agencies in the sub-district such as the agriculture, education, health, religion offices, etc.

The relationship between the executive and legislative bodies experienced ups and downs of dominance and did not provide a conducive climate in realizing regional autonomy in Indonesia. It is necessary to build the principles of balance, equality, and partnership and the spirit of checks and balances which are clearly formulated in the government regulations. The relationship between the executive and the legislature is an equal and partnership working relationship. An example of collaboration from this relationship pattern is that the

Mayor/Regent in the DKI Jakarta Province is appointed by the Governor on the consideration of the DKI Jakarta Provincial legislative from civil servants who meet the requirements area. One of the two cannot be subordinated.

There are several things that both of them have to know in building an ideal and harmonious relationship, namely: the legitimacy of power, their respective political positions, mutual understanding, and maintaining and building harmonious and mutually supportive working relationships. Legitimacy of power, that the legislative and executive institutions both have the legitimacy of the people, both are directly elected by the people. The legitimacy of the regional head/deputy regional head is greater than that of the legislative.

In terms of their respective political positions, the legislative and executive institutions are equal partners and administrators of the local government. This role must be directed at accelerating the community welfare through improvement, service, empowerment, and community participation, as well as increasing regional competitiveness by taking into account the principles of democracy, equity and justice. Understanding each other's duties, power, and obligations of the legislative and executive institutions when entering the political practice needs to pay attention to their functions as mandated by the law. They are equal and parallel positions in the sense that they do not supervise each other according to their respective duties and functions.

Legislative and executive institutions are obliged to maintain and build harmonious and mutually supportive working relationships, instead of as opponents or competitors. For this reason, it is necessary to regulate financial rights with the aim of increasing their roles and responsibilities in developing democratic life, guaranteeing people's representation, developing check and balance mechanisms between the executive and legislative institutions, improving quality, productivity, and performance for the realization of justice and public welfare. The executive authority is the Governor in the administration of government affairs which is the function of the Regional Head in the form of planning, fostering and supervising.

Planning is a process to determine appropriate future actions, through a sequence of choices, by taking into account available resources. Development planning consists of: Regional Long Term Development Plan is a planning document for a period of 20 years, Medium Term Development Plan, is a planning document for a period of 5 (five) years, and Regional Annual Development Plan or Regional Government Work Plan, is a regional planning document for a period of 1 year. The Head of the DKI Jakarta Provincial Development Planning Agency has attribution authority in the preparation. Likewise, the head of the regional work unit also gets attribution authority in the preparation of strategic plans.

Coaching is a popular concept in the bureaucratic organizational system in Indonesia. In fact, almost every statutory regulation contains coaching words, especially in the duties and functions of bureaucratic organizations, but the limits or definitions of coaching may vary. In general, coaching can be interpreted as an effort to provide direction and guidance in order to achieve a certain goal. Coaching is a common phenomenon to improve knowledge, attitude, and skills in education, economy, social, community, etc. Coaching emphasizes a practical approach, developing attitudes, abilities and skills. Coaching is an effort made by the government in order to realize the objectives of implementing regional autonomy. The scope of the coaching includes: (a) coordination; (b) provision of technical guidelines; (c) providing guidance and consultation; (d) education and training.

The term supervision is known in management and administration science as one of the elements in management activities. Supervision means controlling, which is translated as supervision and control. The term controlling is broader than supervision. Some management experts provide the same understanding of the notion of controlling with supervision. In this case, supervision includes control. The supervisory function is to assist management in 3 matters: (1) improving organizational performance; (2) provide an opinion on the performance of the organization; (3) directing management to make corrections to problems in achieving existing performance.

These three things are carried out by providing the information needed quickly and providing a level of confidence in the achievement of the plans that have been set. Supervision is the process of observing rather than carrying out all organizational activities to ensure that all works being carried out run according to the predetermined plan. The results of supervision become inputs in policy making, such as to: (a) stop errors; (b)

prevent the recurrence of errors; (c) find better ways. Supervision is followed by appropriate follow-up steps by the Head of Regional Apparatus, namely revising inappropriate policies that are urgently needed to be determined by the Governor.

Mayors and Regents in DKI Jakarta Province act as regional heads but do not have regional authority. The duties of the Mayor and Regent in the DKI Jakarta Province are to carry out general government tasks in the Administrative City area. For the Mayor and Regent in the Administrative Regency area, they carry out attributive tasks in the field of government coordination to all government agencies, both Regional Apparatus and vertical agencies in the Administrative City and Administrative District. They also conduct maintenance of peace and order, enforcement of laws and regulations, foster governance in sub-districts and sub-districts, and implement other government tasks that have not been carried out.

The coordination carried out by the Mayor and the Regent is aimed at achieving harmony, balance, synchronization, and integration of all government activities in the Administrative City, District, and Sub-District, in order to realize an effective and efficient government administration. The requirements are in accordance with the provisions of the legislation. The Head of Sub-District has the task of assisting the Head of District in: (a) carrying out government activities; (b) carrying out community empowerment; (c) carrying out community services; (d) maintaining peace and public order; (e) maintaining public service infrastructure and facilities; (f) carrying out other tasks assigned; (g) carrying out other duties in accordance with the provisions of laws and regulations.

Law Number 23 of 2014 on Regional Government has fundamental implications in the Indonesian government system. Sub-district is one of the institutions that has experienced a fundamental impact due to the enactment of Law Number 23 of 2014 on Regional Government. The sub-district is no longer a unit of government power, but as a working or service unit.

The Head of District is the head of the region, the representative of the central government, and the sole ruler in the sub-district area who can take all actions deemed necessary to ensure the smooth running of the governance. Although the Head of District is subordinate to the Mayor, the Head of District has considerable authority in his area. The Head of District is no longer the head of the region, but as a regional apparatus. Law Number 32 of 2004 on Regional Government states that district/city of regional apparatuses consist of regional secretariats, legislature secretariats, regional offices, regional technical institutions, sub-districts, and urban villages.

The Head of District is an extension of the regional head of the Regent/Mayor. The Head of District carries out general government duties including: a. coordinating community empowerment activities; b. coordinating efforts to maintain peace and public order; c. coordinating the implementation and enforcement of laws and regulations; coordinating the maintenance of public service infrastructure and facilities; d. coordinating the implementation of government activities at the sub-district level; e. fostering the administration of village and/or ward government; f. carrying out community services and the tasks which cannot be implemented by the village or sub-district government.

Law Number 23 of 2014 on Regional Government fully states that the authority, duties and obligations of regional heads are to foster peace and order in their regions in accordance with the policies set by the government; carry out all efforts and activities in fostering ideology, state and domestic politics as well as fostering national unity in accordance with the policies set by the government; coordinate the activities of vertical agencies and between vertical agencies and regional offices, both in planning and in implementation to achieve maximum efficiency and effectiveness; guide and supervise the administration of regional government; strive continuously so that all laws and regulations and regional regulations are carried out by government agencies and regional governments as well as officials assigned to it and to take all necessary actions to ensure the smooth running of the government; carry out all government duties which are assigned to him by or based on laws and regulations; carry out all government duties that are not included in the duties of any other agency.

CONCLUSIONS

Based on the results of the research, it can be concluded that it is necessary to break the coordination control span from the Mayor to the elements below him, namely the Head of District and the Head of Sub-District as providers of public services and community development with neo-managerialism approach. The village head as the key implementer must have the ability to plan, implement, and monitor the budget as well as be proficient in carrying out administrative tasks and have the ability to build relationships with the community using an effective approach. Neighborhood community institutions mainstream community participation in strengthening city institutions with support from the City Council. Strong advocacy is needed to encourage revision of regulations governing institutions. Digital Government platform as an effort to modernize public services and reform government administration through the adoption of digital technology provides a supporting factor for structuring city institutions towards institutions that are more agile, accountable, effective, and efficient in serving the public. In addition, public collaboration to serve the needs of the community is also required, which often called as the citizen-driven approach.

Several obstacles present to the arrangement of urban institutions, for example at the level of economic growth and the dynamics of political stability which affect the relationship between the community and the government.

The dynamics of city governance are in line with the model of decentralization within city that is to decentralizing institutional tasks into smaller units so that needs, responsibilities, and decision making are closer to the community, encouraging the formation of neighboring government cities and Mini City Halls.

It is suggested that in making policies and regulations, the legislature and executive bodies as public officials are involved in revising regulations on policies in Indonesia for better regulations that includes holistic public policy and management.

REFERENCES

- [1] Aulich, C., & Wettenhall, R. (2005). *Second and Third Governments*. UNSW Press.
- [2] Burns, D, Hambleton, R, Hoggett, P. (1995). *The politics of decentralisation. Revitalising local democracy*. Environment and Planning A (Vol. 27). Bloomsbury Publishing.
- [3] Cheema, S. G., & Rondinelli, D. a. (2007). From government decentralization to decentralized governance. In *Decentralizing Governance. Emerging Concepts and Practices* (pp. 1–20). Retrieved from <http://scholar.google.com/scholar?hl=en&btnG=Search&q=intitle:From+Government+Decentralization+to+Decentralized+Governance#0>
- [4] Creswell, J. W. (2009). *Research Design: Qualitative, Quantitative, and Mixed Methods Approaches* (3rd ed.). California, Thousand Oaks: Sage Publication.
- [5] Creswell, J. W. (2013). *Qualitative Inquiry and Research Design: Choosing Among Five Approaches* (3rd ed.). California, Thousand Oaks: Sage Publication.
- [6] Dill, K. A., & Shera, W. (2015). Empowering Human Services Organizations to Embrace Evidence-Informed Practice: International Best Practices. *Human Service Organizations Management, Leadership and Governance*, 39(4), 323–338. <https://doi.org/10.1080/23303131.2015.1050141>
- [7] .F., Syah, A. ., & ., S. (2023). Model of Revitalization of Local Wisdom Maja Labo Dahu in Saving the Environment in Bima Regency . *International Journal of Membrane Science and Technology*, 10(2), 1170-1179. <https://doi.org/10.15379/ijmst.v10i2.1485>.
- [8] Farnham, D., & Norton, S. (1993). *Managing in New Public Service*. Mc. Graw Hills.
- [9] Hood, C. (1991). *All Seasons? the Rise of New Public Management (Npm)*. Public Administration.
- [10] Light, P. C., Hubbard, E. T., & Kibbe, B. (2004). *The Capacity Building Challenge, PART I: A Research Perspective, PART II: A Funder's Response*, April.
- [11] Maesschalck, J. (2004). The impact of new public management reforms on public servants' ethics: Towards a theory. *Public Administration*, 82(2), 465–489. <https://doi.org/10.1111/j.0033-3298.2004.00403.x>
- [12] Miles, M. B., & Huberman, A. M. (1994). *Qualitative Data Analysis*. California, Thousand Oaks: Sage Publication.
- [13] Nuraini, N., Saleh, C., Wike, W., & Riyadi, B. S. (2023). The Relationship of Community Empowerment and Social Capital towards Production Capacity of Agricultural Product in Indonesia. *International Journal of Membrane Science and Technology*, 10(3 SE-), 435–448. <https://doi.org/10.15379/ijmst.v10i3.1552>
- [14] Nurmandi, A. (2008). *Manajemen Perkotaan: Aktor, Organisasi, Pengelolaan Daerah Perkotaan dan Metropolitan di Indonesia*. Yogyakarta: Sinergi Publishing. Sinergi Pub.
- [15] Polski, M. M., & Ostrom, E. (1999). *An institutional framework for policy analysis and design*.
- [16] Priyambodo, J. B., Wijaya, A. F., Wike, Sujarwoto, & Riyadi, B. S. (2023a). Implementation of Performance Accountability System for Government Institution: A Case Study in Indonesia. *International Journal of Membrane Science and Technology*, 10(2 SE-), 522–531. <https://doi.org/10.15379/ijmst.v10i2.1288>
- [17] Priyambodo, J. B., Wijaya, A. F., Wike, Sujarwoto, & Riyadi, B. S. (2023b). The Analysis of Performance Accountability System for Government Agency: A Punishment Theory Perspective. *International Journal of Membrane Science and Technology*, 10(2 SE-), 532–541.

- <https://doi.org/10.15379/ijmst.v10i2.1289>
- [18] Purbiyantari, W., Zauhar, S., Suryadi, Hermawan, R., & Riyadi, B. S. (2023a). Leadership and Service in the Police Context_A Qualitative Study. *International Journal of Membrane Science and Technology*, 10(2 SE-), 846–856. <https://doi.org/10.15379/ijmst.v10i2.1390>
- [19] Purbiyantari, W., Zauhar, S., Suryadi, Hermawan, R., & Riyadi, B. S. (2023b). Transformational Leadership, Technology Adoption, and Public Service towards Job Competency. *International Journal of Membrane Science and Technology*, 10(2 SE-), 835–845. <https://doi.org/10.15379/ijmst.v10i2.1389>
- [20] Riyadi, B. S. (2017). Law of agrarian conflict and resolution effort: A claim dispute of Eigendom verponding Land. *International Journal of Law*, 3(80), 88. Retrieved from www.lawjournals.org
- [21] Riyadi, B. S. (2020a). Culture of abuse of power due to conflict of interest to corruption for too long on the management form resources of oil and gas in Indonesia. *International Journal of Criminology and Sociology*, 9(61), 247–254. <https://doi.org/10.6000/1929-4409.2020.09.23>
- [22] Riyadi, B. S. (2020b). Culture of abuse of power in Indonesia from the perspective of criminology and law. *International Journal of Criminology and Sociology*, 9(2008), 274–284. <https://doi.org/10.6000/1929-4409.2020.09.26>
- [23] Riyadi, B. S., Alhanda, S., Airlambang, S., Anggreiny, R., Anggara, A. T., & Sudaryat. (2020). Environmental damage due to hazardous and toxic pollution: A case study of citarum river, west java, Indonesia. *International Journal of Criminology and Sociology*, 9, 1844–1852. <https://doi.org/10.6000/1929-4409.2020.09.211>
- [24] Riyadi, B. S., Usman, & Sudarti, E. (2020). The disparity in criminal prosecution against acid attack on investigator of corruption eradication commission: "novel baswedan" case. *International Journal of Criminology and Sociology*, 9, 1676–1687. <https://doi.org/10.6000/1929-4409.2020.09.191>
- [25] Riyadi, B. S., Wibowo, B. R., & Susanti, V. (2020). Culture of corruption politicians' behavior in parliament and state official during reform government Indonesia. *International Journal of Criminology and Sociology*, 9, 52–62. <https://doi.org/10.6000/1929-4409.2020.09.06>
- [26] Rozikin, M., Sulisty, A. B., Saleh, C., Hermawan, H., & Riyadi, B. S. (2023). The Collaborative Governance in Digital Infrastructure Development in Indonesia: A Public Policy Perspective. *International Journal of Membrane Science and Technology*, 10(3 SE-), 449–459. <https://doi.org/10.15379/ijmst.v10i3.1553>
- [27] Rozikin, M., Wijaya, A. F., & Riyadi, B. S. (2023). Sustainable Development: Disaster Risk Reduction of Forest and Land Fire in Indonesia. *International Journal of Membrane Science and Technology*, 10(3 SE-), 329–339. <https://doi.org/10.15379/ijmst.v10i3.1538>
- [28] Schaffhauser, R. (1994). *International handbook of local and regional government: a comparative analysis of advanced democracies*. Choice Reviews Online (Vol. 32). Cheltenham UK. <https://doi.org/10.5860/choice.32-2371>
- [29] Sinulingga, M., Pantja Djati, SuyonoThamrin, Harlina Juni Risma Saragi, Bambang Slamet Riyadi, & Tri Ubayanto. (2023). Antecedents and Consequences of Smart Management Information System for Supervision to Improve Organizational Performance. *International Journal of Membrane Science and Technology*, 10(2 SE-), 816–824. <https://doi.org/10.15379/ijmst.v10i2.1262>
- [30] Sipayung, A., Sumartono, S., Saleh, C., Rozikin, M., & Riyadi, B. S. (2023a). Implementation of Deradicalization Policy to Reduce Criminal Acts of Terrorism. *International Journal of Membrane Science and Technology*, 10(3 SE-), 576–589. <https://doi.org/10.15379/ijmst.v10i3.1574>
- [31] Sipayung, A., Sumartono, S., Saleh, C., Rozikin, M., & Riyadi, B. S. (2023b). The Relationship between Content of Policy and Context of Implementation towards the Deradicalization Program Mediated by Collaborative Governance: A Proposed Model. *International Journal of Membrane Science and Technology*, 10(3 SE-), 590–606. <https://doi.org/10.15379/ijmst.v10i3.1575>
- [32] Susilo, H., Astuti, E. S., Arifin, Z., Mawardi, M. K., & Riyadi, B. S. (2023). The Antecedents of Innovative Work Behavior in Village Owned Enterprises at East Java Indonesia. *International Journal of Membrane Science and Technology*, 10(2 SE-), 879–891. <https://doi.org/10.15379/ijmst.v10i2.1318>
- [33] Syahrudin, Wijaya, A. F., Suryono, A., & Riyadi, B. S. (2023). A Qualitative Study : Critical Success Factors of Public Private Partnerships in Indonesia. *International Journal of Membrane Science and Technology*, 10(2 SE-), 511–521. <https://doi.org/10.15379/ijmst.v10i2.1263>
- [34] Tjahjono, B., Suryono, A., Riyanto, R., Amin, F., & Riyadi, B. S. (2023). The Dynamics and Governance of Civil-Military Collaboration on Disaster Management in Indonesia. *International Journal of Membrane Science and Technology*, 10(2 SE-), 825–834. <https://doi.org/10.15379/ijmst.v10i2.1363>
- [35] Toruan, T. S. L., Gusti, D. P., & Riyadi, B. S. (2023). Human Resource Management of the Army Program in Indonesia. *International Journal of Membrane Science and Technology*, 10(2 SE-), 808–815. <https://doi.org/10.15379/ijmst.v10i2.1261>
- [36] Toruan, T. S. L., Riyadi, B. S., & Gusti, D. P. (2023). Conflict Management and Strategy Management at the State Borders of Indonesia. *International Journal of Membrane Science and Technology*, 10(3 SE-), 319–328. <https://doi.org/10.15379/ijmst.v10i3.1537>
- [37] Weiher, G. R., & Smith, B. C. (1987). The Territorial Dimension of the State. *Decentralization* (Vol. 17). <https://doi.org/10.2307/3330033>
- [38] Jam, F. A. (2019). CRYPTO CURRENCY—A NEW PHENOMENON IN MONETARY CIRCULATION. *Central Asian Journal of Social Sciences and Humanities*, 4(1), 39-46.
- [39] Jam, F. A., Singh, S. K. G., Ng, B., & Aziz, N. (2016). Effects of Uncertainty Avoidance on Leadership Styles in Malaysian Culture, , *International Journal of Advance Business and Economics Research*, 14(8), 7029-7045.

DOI: <https://doi.org/10.15379/ijmst.v10i3.1646>

This is an open access article licensed under the terms of the Creative Commons Attribution Non-Commercial License (<http://creativecommons.org/licenses/by-nc/3.0/>), which permits unrestricted, non-commercial use, distribution and reproduction in any medium, provided the work is properly cited.