

THE URGENCE OF INSTITUTIONAL ARRANGEMENT OF CITY ADMINISTRATION IN THE IMPLEMENTATION OF LOCAL GOVERNMENT IN DKI JAKARTA PROVINCE

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Abstract. The purpose of this study was to determine the urgency of the appropriate administrative city institutional arrangement in the administration of the DKI Jakarta Province regional government. The research method used is qualitative research with an analytical descriptive approach. The results of the study show that the dynamics of local government administration in the Central Jakarta Administrative City shows its own complexity. This causes the administrative city institutions to be unable to run fast to provide quick responses to the increasingly complex problems of the administrative city community. In addition, based on the results of the research, the bureaucratic hierarchical structure tends to be unnecessary, especially the sub-district structure. In addition, Ward which has a hierarchy of subordinates than the mayor has the potential to be further strengthened as front-line bureaucrats (street level bureaucracy). This is especially the case with the provision of public services and community development at the grassroots level. The challenge of such institutional arrangement is great, especially in the political will of the central government. The asymmetric decentralization embedded in DKI Jakarta which has implications for the institutional form of the Central Jakarta Administrative City requires strong advocacy to encourage the Central Government to revise and form regulations governing institutions in DKI Jakarta.

Keywords: Urgency, City Administration, Local Government, Jakarta.

INTRODUCTION

Changes in Indonesia's political system occurred during the fall of the New Order regime, marked by a change from a centralized authoritarian political system to a political system of decentralization of central and regional power. The decentralized system is expected in the future to be able to provide convenience for the central government in obtaining information related to regional conditions in program or activity planning activities to be more effective and on target. The existence of the decentralization policy is a basis for changes in the administration of government in the regions, which include central, provincial, district or city governments which have implications for changes in the task load and organizational structure in the implementation of their authority, thus demanding a structuring of government institutions in the regions (Cheema and Rondinelli, 2010).

The formation of an administrative unit in an autonomous region as a consequence of the decentralization policy in the city is expected to be able to bring power closer to the community and guarantee more of the ability to detect the real needs that exist in the community (Norton, 1993). The institutional arrangement of the administrative city is different from the organizational arrangement of the autonomous city, especially when viewed from the source of authority, institutional form and financial management. In the institutional arrangement of the administrative city, all affairs have been divided into regional institutions, the administrative city as a regional-based regional apparatus also has an institutional form so that specifically for administrative city institutions it has a different form, because it carries out general government affairs, although in the context of organizing general government affairs at the provincial level assisted by the Provincial National Unity Agency, while in the city districts a district/city National Unity Agency is also formed.

One of the areas that practice the administrative city institutional model is DKI Jakarta. DKI Jakarta Province is not only domiciled as an autonomous region but also serves as the State Capital. As an autonomous region, DKI Jakarta has a different governance format from provincial regional governments in general because the granting of autonomy is only placed at the provincial level, as stated in Article 9 of Law Number 29 of 2007 concerning Provincial Government of the Special Capital City Region of Jakarta as the State Capital.

The arrangement of city institutions cannot be separated from the decentralization policies that apply in the regions. Administrative city institutions experience a dilemma between constitutional demands in the form of autonomous cities/districts under the province in the form of local democracy or administrative in nature while still using the form of an efficient structure model by delegating the authority of some government affairs to bring services closer to the needs of the local community in accordance with the very development of the city quickly so as not to be fragmented in each development program, so that the administrative city institutional model has room for analysis related to the existence of these institutions in supporting public services in the context of regional government administration that adheres to the principle of single autonomy.

The institutional arrangement of DKI Jakarta cannot be separated from the division of government affairs, both general government affairs and concurrent affairs that must be carried out and accountable for its implementation by autonomous regions to the center which is the first element of regional government, after the clarity of government affairs

according to regional authority, to carry out these affairs institutionalized. The source of the city's administrative authority comes from the DKI Jakarta province as the sole recipient of authority to carry out government affairs from the center and is an inseparable part of the DKI Jakarta Province institution and status as a regional apparatus of the DKI Jakarta Province. Referring to the conclusion above, it is legally impossible to form an autonomous region at the sub-district level or in DKI Jakarta at the administrative city level because the existence of an administrative city/regency is a regional apparatus of a province. Most likely rationally that can be implemented is by delegating some of the authority and affairs or sub-government affairs to the mayor or administrative regent. This is in line with what is regulated in Law number 29 of 2007 article 26 paragraph (9) The Regional Government of DKI Jakarta Province delegates some of its authority and government affairs to the city/district administration, sub-district and village administrations in order to improve services to the community.

If we take a deeper critique regarding the position of the administrative city which is juridically as a regional apparatus for DKI Jakarta Province, it still causes serious debate, especially as seen from the preparation of the academic text on changes to the law on the capital which was carried out by the Election Advocacy Study Institute (LKAP) (2005) stating that the existence of A non-autonomous city/administrative district is an act that contradicts and is not in accordance with the provisions of Article 18 of the 1945 Constitution. However, if viewed from the characteristics of very fast urban development, it is still considered relevant, especially in the structure of urban areas which are developing very rapidly and the phenomenon tends to occur in urban sprawl areas that requires space beyond the jurisdictional limits of each local government's jurisdiction. It is conceivable that if the city of DKI Jakarta is autonomous, then political fragmentation within the limited area of DKI Jakarta can certainly cause new problems that are increasingly complex because the handling of urban problems cannot be done partially but prioritizes the integration of regional-based programs. The problem of program integration in intervening in regional structuring is collided with regulations in the management of separate assets between each regional apparatus, especially the organizational arrangement of regional apparatus, one of which is based on government affairs in accordance with regional authority which has the potential for sector ego in the administration of government affairs.

This condition is a serious concern, especially if it is associated with the position of an administrative city that has the same characteristics and urban interests so that it is not politically fragmented so that the position of the city of DKI Jakarta is administrative as an apparatus of the DKI Jakarta province which is still considered relevant (Ramses & Bakry, 2010). Based on the explanation of the background described above, the purpose of this study is to determine the urgency of implementing city administration institutional arrangements in the administration of regional government in DKI Jakarta Province.

MATERIALS AND METHODS

This research uses qualitative research with analytical descriptive approach. Qualitative research intends to understand the phenomena of what is experienced by research subjects holistically, and by means of descriptions in the form of words and language, in a special natural context and by utilizing various scientific methods (Moleong, 2007).

The location of this research was carried out in DKI Jakarta Province, which became the object of this dissertation research was the institutional arrangement of city administration as a regional apparatus in DKI Jakarta Province. This is because the administrative city institution is the only administrative city institutional model as a regional apparatus for the DKI Jakarta Province which is not owned by other provincial regions, which include the administrative cities of South Jakarta, Central Jakarta and North Jakarta which have slightly different characteristics and tend to represent other administrative city characteristics.

The data sources of this research consist of primary data and secondary data. Primary data is data obtained directly from research subjects, both individuals and groups. The statement is intended that researchers will obtain data or information directly by using pre-defined instruments. Primary data is specifically used by researchers to answer research questions. Sources of data from primary data include informants, data sourced from informants recorded through written notes or through video/audio tapes recording, taking photos or films; Events or incidents related to the arrangement of administrative city institutions as regional apparatus in the DKI Jakarta Province. While secondary is data obtained by researchers through intermediary media. Secondary data consists of data in the form of evidence, records or historical reports that have been stored as archives or documentary data, both published and unpublished.

The data collection techniques used in this study as revealed by Kothari are interviews, documentation and field observations (Kothari, 2004) by combining the data collection techniques which will then be analyzed to the next stage. While the data analysis process followed the Interactive data analysis model from Rashid (2005), namely the analysis was carried out continuously during data collection in the field until data collection was completed. This analysis includes several activities, namely reviewing data, grouping data, finding what is important according to the research focus and studying and deciding what to report. Thus the data analysis process runs simultaneously or continuously during the research process. For example, researchers collect data to collect documents on Laws, Minister of Home Affairs Regulation, Regional Regulations, Governor Regulations related to the Implementation of City Administration Institutional Arrangements, to then sort them out and present their descriptions in research reports. This process is repeated for other data collection, according to what is in the research focus, so that all research problems can be answered.

RESULTS AND DISCUSSION

The implementation of the decentralization policy is a fundamental and normative basis which has implications for changes in governance at the regional level. Since the beginning of the reform until now there has been a fundamental trajectory, namely changes in the Regional Government Law from Law Number 22 of 1999, then Law Number 32 of 2004, and now Law Number 23 of 2014). All of these trajectories are logical as well as political consequences to respond to the pace of changing times and social, economic, political and cultural shifts in Indonesian society. All of these regulations contain substantive matters related to central and regional relations, implementation and division of regional government affairs, supervision and development, regional restructuring and arrangement, regional finances to efforts to develop local democracy.

The granting of special status to the Special Capital Region of Jakarta (DKI Jakarta) is more emphasized on its historical aspects. The existence of DKI Jakarta in the history of the struggle for independence of the Indonesian nation cannot be separated from the choice of Jakarta as the venue for major events of the Indonesian nation. Apart from being known as Batavia, Jakarta was also the center of movements such as the birth of Boedi Oetomo, the Youth Pledge, and the 1945 proclamation of independence. It was this concentration of government power that later made Jakarta the nation's capital. In its development, the granting of the privileged status of Jakarta has existed through Presidential Decree No. 2 of 1961 concerning the Government of the Special Capital Region of Greater Jakarta by President Soekarno.

Historically, the basis for this gift was: "1. Jakarta as the nation's capital should be used as an indoctrination, an exemplary city and a city of ideals for all Indonesians; 2. as the nation's capital, the Greater Jakarta area needs to meet the minimum requirements of an international city in the shortest possible time; 3. To create the above objectives, Greater Jakarta must be given a special position as an area directly controlled by the President or the Great Leader of the Revolution."

DKI Jakarta does not need to conduct elections to the city-level regions. The mayoral election in DKI Jakarta is chosen by the Governor on the consideration of the Provincial DPRD from the State Civil Apparatus (ASN) who meet the requirements and have competence. So through such a system, the Mayor is responsible to the Governor with authority in the form of a line of command. The implementation of asymmetric decentralization in DKI Jakarta is more of a historical aspect. In terms of the welfare and territorial integrity of the Republic of Indonesia, DKI Jakarta is seen as not having any worrying potential so that these reasons are irrelevant.

Law Number 29 of 2007 concerning the Provincial Government of DKI Jakarta specifically regulates autonomy which is different from autonomy in other regions, namely as follows: (a) the implementation of regional autonomy is centered in the province, and the existence of the City and District under it are domiciled as Regional Apparatus; (b) legislators or members of DPRD DKI Jakarta Province amounting to a maximum of 125% (one hundred and twenty five percent) of the maximum number for the category of population of DKI Jakarta; (c) The Governor of DKI Jakarta Province has a dual role as the Head of the State Capital Region and the Representative of the Central Government in the Region; (d) there are 2 (two) sub-districts in the Thousand Islands Administrative District, namely the North Thousand Islands District and the South Thousand Islands District.

There are consequences related to the implementation of autonomy covering the DKI Jakarta province, so the position of the city/regency is hierarchically administrative in nature and is the working area of the Governor. Within the scope of the Province, so that the Governor of DKI Jakarta has a dual position in addition to being the Head of the Region as well as the representative of the Central Government in the Region in carrying out government affairs. Responding to increasingly complex public issues requires efficient, effective and agile Regional Apparatuses. Then the position of this Regional Apparatus is as an auxiliary element of the Governor in the administration of government affairs which is the authority of the region. If referring to Government Regulation Number 18 of 2016 concerning Regional

Apparatus, Government Affairs consist of Mandatory Government Affairs and Preferred Government Affairs. The government affairs in question consist of (Smith, 2012):

1. Government affairs must be relevant to the most basic affairs of every society, namely: (a) mandatory affairs related to basic services, including: health; education, infrastructure; housing and residential areas; public order and social protection of the community; (b) compulsory affairs not related to basic services, including: manpower; women's empowerment and child protection; food; land; environment; population administration and civil registration; community empowerment; population control and family planning; communication; communication and informatics; cooperatives, small and medium enterprises; capital investment; youth and sports; statistics; cipher; culture; library; and archives.

2. Elective government affairs consist of the marine and fishery sector; tourist; Agriculture; forestry; energy and Mineral Resources; trading; industry; and transmigration.

3. General government affairs are more concerned with aspects of national ideology related to fostering national insight and national resilience in the context of strengthening the practice of Pancasila, implementing the 1945 Constitution of the Republic of Indonesia, preserving Bhinneka Tunggal Ika and maintaining the integrity of the Unitary State of the Republic of Indonesia; fostering national unity and integrity; fostering inter-ethnic and intra-ethnic harmony, religious communities, races, and other groups in order to realize local, regional and national security stability; handling of social conflicts in accordance with the provisions of laws and regulations; coordination of the implementation of tasks between government agencies to resolve problems that arise by taking into account the principles of democracy, human rights, equity, justice, privileges and specificities, regional potential and diversity in accordance with the provisions of laws and regulations; development of democratic life based on Pancasila; and the implementation of all government affairs is not a regional authority and is not carried out by vertical agencies.

The urgency of regional institutions that are needed as institutions in charge of carrying out these authorities. Institutional reform in the context of institutional arrangement is important for strategic steps in adapting to various changes, not only from the internal side of existing institutions, but also in the external relations of these institutions. Post-reform based on Law Number 22 of 1999 to date, which refers to Law Number 23 of 2014, the DKI Jakarta Provincial Government has recorded 4 (four) revisions of Regional Regulations related to Regional Apparatus Organizations, which are described as following:

4. Regional Regulation Number 3 of 2001 concerning Forms of Organizational Structure and Work Procedures of Regional Apparatus and Secretariat of the Regional People's Representative Council of the Province of the Special Capital Region of Jakarta.

5. Regional Regulation Number 10 of 2008 concerning Regional Apparatus Organizations.

6. Regional Regulation Number 12 of 2014 concerning Regional Apparatus Organizations.

7. Regional Regulation Number 5 of 2016 concerning the Establishment and Composition of Regional Apparatuses for the Special Capital Region of Jakarta.

The implementation of institutional policies after Regional Regulation Number 5 of 2016 has not been optimal in its journey. Then since the enactment of Law Number 23 of 2014 concerning Regional Government and Government Regulation Number 18 of

2016 concerning Regional Apparatus, there has been a fundamental paradigm shift in the formation and arrangement of Regional Apparatuses which previously referred to the principle of poor structure, rich in functions, transformed into the principle of proper function (right function), right sizing, right process and right behaviour oriented to service reform, mainstreaming empowerment, and improving welfare for all elements of society with quality and sustainability based on appropriate workloads with the existing conditions in each Region which is implemented with the concept of a Regional Apparatus typology in the form of type A, type B, and type C (Silalahi & Syafri, 2015).

Regional Regulation Number 5 of 2016 concerning the Configuration of Regional Apparatuses in DKI Jakarta has become a reference for the institutional evaluation of 42 regional apparatuses within the DKI Jakarta Provincial Government in 2017. Institutional studies consider several things, including: (a) Opening up opportunities for the possibility of a relatively light workload at the institution. (B) It is possible to divide tasks and functions between and within regions. and/or (c) an unbalanced workload may occur in the internal work units of regional apparatus.

The Regional Medium-Term Development Plan (RPJMD) is prepared on the basis of containing the direction and development plans to be achieved. Here is an elaboration of the vision, mission, and program of the regional head which contains objectives, targets, strategies, policy directions for regional development and regional finance, as well as regional and cross regional apparatus programs with a funding framework for a period of 5 (five) years. Thus, the administration of government affairs is largely determined by the organizational arrangement of Regional Apparatuses that adjusts to the substance of the material in the 2017-2022 RPJMD document which aims to realize the vision and mission as well as the priority programs of the Governor of DKI Jakarta (Hoessein, 2011).

Evaluation of regional apparatus institutions must at least consider the following: the form, type, and number of regional apparatus institutions which are directed to be more proportional and focus on completing the Governor's priority programs as stated in the RPJMD document; and efficiency of Regional Apparatuses that are not directly related to the Governor's priority programs in the RPJMD document (Pritchett, 2013).

Furthermore, when referring to this matter, it is necessary to make arrangements in order to realize an ideal and agile Administrative City based on organizational principles and adjustments to the vision and mission of the Regional Head and able to carry out affairs based on regional characteristics and community needs and expectations. Regional apparatus organizations in the future are faced with increasingly complex phenomena so that they are expected to become well-established organizations and be able to act as a forum for implementing government functions as well as a process of interaction between the Government and other regional institutions and the community optimally by paying attention to the specialties of the DKI Jakarta Province. Through the organizational arrangement of Regional Apparatus, it is hoped that there will be no more overlapping of authorities and duplication of duties and functions of Regional Apparatuses, matters of political interest, overlapping or throwing of responsibilities on a particular matter among Regional Apparatuses in the future.

Referring to the Regulation of the Minister of Home Affairs of the Republic of Indonesia

Number 99 of 2018 concerning the Guidance and Control of Regional Apparatus Arrangements, the DKI Jakarta Province needs to conduct an in-depth review and adjust the organization of its regional apparatus as a form of simplifying government bureaucracy that leads to the right function principle., right sizing, right process and right behaviour oriented to service, empowerment, and improvement of welfare for quality and sustainable community based on workload in accordance with real conditions in each region in the context of realizing good local government that supports the acceleration of achieving the vision and mission of the Regional Head (Hankla & Downs, 2010).

As described in the description above, it is also very important to organize administrative city institutions because the institutional hierarchy is still very fat, so that it is less adaptive to changes in Jakarta society which increasingly shows massive digital mastery. This is intertwined with people's increasingly high expectations of the quality of government.

Government organizations are learning organizations so they need to increase their capacity to be able to respond to the will of the times. Organizations must have new strategies that are more agile to adapt to situations and conditions of society that often occur. The presence of Law 23 of 2014, Government Regulation Number 18 of 2016, and Regulation of the Minister of Home Affairs Number 99 of 2018 encourage adaptation to the pattern of institutional restructuring within the scope of Regional Apparatus organizations.

The institutional restructuring of the blood apparatus is a continuous and continuous process, thus requiring an adaptive restructuring of the institutions. In order to organize the harmonization system of Regional Government with the achievement of the vision and mission carried out by the Governor, the institutional arrangement policy is the right step. and careful The institutional or organizational arrangement must be balanced with the arrangement of the other main elements and elements of the system, including financial management, human resource management, arrangement of facilities and infrastructure needs and arrangement of work relations patterns between units within the organization. The normative and scientific bases become the basis for consideration for structuring Regional Government institutions, which include 3 (three) aspects, namely: normative juridical aspects, empirical needs aspects and academic aspects.

Juridically, the institutional arrangement of the Regional Government is based on Government Regulation Number 18 of 2016 and Regulation of the Minister of Home Affairs Number 99 of 2018 concerning the Guidance and Control of Regional Apparatus Arrangement. The division of Government Affairs between the Government, Provincial Governments and Regency/City Regional Governments, which affect changes to institutions in the Regions is contained in the Attachment of Law Number 23 of 2014.

In terms of structuring regional institutions, one of the institutional capacities is determined by the workload based on the size of the authority possessed by a region. However, above all, the issuance of these Laws, Government Regulations, Regulations of the Minister of Home Affairs is intended to encourage regions to create rational and objective regional apparatus organizations that can run fast according to the dynamics and potential of each region and in accordance with the principle of establishing regional apparatuses that are oriented towards effective, efficient and accountable protection, service, empowerment and welfare improvement (Prasojo et al., 2006).

With the issuance of Law Number 23 of 2014 concerning Regional Government, Government Regulation Number 18 of 2016 concerning Regional Apparatuses, and Minister of Home Affairs Regulation Number 99 of 2018 concerning Guidance and Control of Regional Apparatus Arrangements, Regional Governments must readjust regional apparatus institutions as a whole. Apart from being based on juridical aspects, the institutional arrangement of a region must also be based on empirical needs. This empirical need is a consequence of the dynamics of developments that occur in society along with the increasing demands of needs.

The needs that are currently part of the pattern of people's lives include the need for better public service provision, both in terms of quality and quantity, the need for information and communication, and other needs that are growing day by day. With the emergence of new needs and the development of existing needs, the government needs to facilitate and regulate the provision of these needs which to handle it requires a government institution.

In addition to the development of these various needs which in turn have implications for the institutional needs of regional apparatus, in empirical reality there are also problems that require immediate treatment. Therefore, it is necessary to have an organizational pattern that provides the possibility to take action quickly and precisely. Minister of Home Affairs Regulation Number 99 of 2018 encourages Regions to create institutions with the right size and function (rightsizing), so that the dynamics of changing needs as described above are faster to be handled and resolved by existing institutions. The difference in the paradigm of institutional arrangement with the right rules and proper functions must be based on measurable and accountable measurement of the workload of regional apparatus. It is hoped that with this provision, the Regional Apparatus Institutions in the future will be better able to overcome existing problems and problems that may arise. Ideally, Regional Apparatus institutions also adhere to these characteristics so that organizational effectiveness will increase.

The increasingly widespread demands of various parties to carry out bureaucratic reforms also have an impact on institutional arrangements that tend to be effective and efficient. This is in line with the development of the paradigm of government in developed countries which today have abandoned the concept of government/bureaucracy which emphasizes the concept of mechanistic and rigid government administration. This concept was later known as the Parkinson's bureaucracy, which is a bureaucracy that is increasingly moving away from professional work practices, efficiency and service. In this form of bureaucracy, the development of community needs tends to be underserved. In addition, the Parkinson's bureaucracy also causes inefficiency and low productivity, while what stands out is formalism and rigidity so that effectiveness in implementing services and development cannot run as expected. With the disappointment with the results obtained from the feudal bureaucracy, there was an impetus to create new innovations in the practice of administering the bureaucracy.

Law Number 23 of 2014 brought significant changes to the formation of regional apparatus, with the principle of proper function and proper size (rightsizing) based on workloads that are in accordance with the real conditions in each region. This is also in line with the principle of rational, proportional, effective and efficient regional apparatus organization

arrangement. Based on the results of the evaluation of 42 (forty two) regional apparatus in the DKI Jakarta Province with reference to the Regulation of the Minister of Home Affairs Number 99 of 2018 and adjusting to the need to accelerate the achievement of the vision and mission of the Governor and Deputy Governor as stated in the 2018-2022 RPJMD, there are several Regional Apparatuses that have complied with the provisions of laws and regulations, Regional Apparatuses have been disbanded, Regional Apparatuses have undergone new formation, and several Regional Apparatuses have undergone nomenclature adjustments (Muluk & Danar, 2021).

This evaluation should also target the administrative city institutional buildings in order to balance the increasingly complex development of urban society in Jakarta. In addition, this finds the right moment when the plan to move the State Capital (IKN) to East Kalimantan. This momentum must be taken advantage of because after all the institutional design of the city administration is also a central point in the administration of government at the city level in Jakarta. Based on the data and analysis, it is necessary to restructure the institutions of the DKI Jakarta Provincial Apparatus in order to realize the right function and right sizing organization with the application of good governance principles.

CONCLUSIONS

The dynamics of local government administration in the Central Jakarta Administrative City shows its own complexity. The existing problem in the form of a fat institutional structure from the city secretariat to the sub-district to the Ward causes a very long bureaucratic span. This causes the administrative city institutions to be unable to run fast to provide quick responses to the increasingly complex problems of the administrative city community. In addition, based on the results of the research, the bureaucratic hierarchical structure tends to be unnecessary, especially the sub-district structure. This aims to break the coordination control span from the mayor to the elements under him. In addition, the results of the study also show that Ward which has a hierarchy of subordinates than the mayor has the potential to be further strengthened as front-line bureaucrats (street level beaucracy). This is especially the case with the provision of public services and community development at the grassroots level. Administratively, the position of the Province as an autonomous region, the Administrative City and the Administrative District as the Regional Apparatus of the Province, the Subdistrict and the Ward as the Administrative City Work Unit, the structure of governance in the DKI Jakarta Province is based on the division of the administrative area.

The challenge of such institutional arrangement is great, especially in the political will of the central government. The asymmetric decentralization embedded in DKI Jakarta which has implications for the institutional form of the Central Jakarta Administrative City requires strong advocacy to encourage the Central Government to revise and form regulations that regulate institutions in DKI Jakarta. In addition, there are layers of dimensions that can become obstacles to the institutional arrangement of the administrative city of Central Jakarta, for example the environmental action where the level of economic growth or the dynamics of the political stability of a country can affect the relationship between the community and the government, especially with regard to legitimacy and aspects of trust. Next is the institutional context of the public sector, where government institutions are now faced with complex problems that encourage agile institutions and mainstream collaboration

across actors. The collaboration is then related to the dimension of the task network, namely the extent to which this network can encourage cooperation and coordination of the organization's individuals so that it can run effectively.

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