

Rethinking Integrated Urban Governance In Jakarta: An Institutional Approach

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ABSTRACT

DKI Jakarta is now a megapolitan area that has complex problems. The existence of regional autonomy has made it difficult to regulate and manage several sources of problems occurring in DKI Jakarta today such as Flooding, Water Resources Quality, Green Open Space, and Waste Management. The Government Cooperation Coordinating Board (BKSP) as a policy of synchronizing and coordinating development in DKI Jakarta and its satellite regions has proven ineffective in overcoming the problem. There are several models in urban governance such as the formation of coordinating bodies, special bodies, and metropolitan governance. this paper tries to provide recommendations for urban institutional governance in DKI Jakarta along with their implications for finance, functional assignment and government systems.

Key words: *Urban Governance; Megapolitan Areas; Integrating of Authorities; Local Government*

INTRODUCTION

Managing a large city is an increasingly complex and real challenge. Two groups of stakeholders have an important role, namely the community and government administrators. Regarding community interests, the aim of City management is to improve the quality of life of citizens by providing innovative services and optimizing the daily activities of citizens (Pierre, 1999). For government administrators, the megapolitan structuring towards smart cities aims to integrate transportation facilities, the presence of security operators and the maximum public services, the megapolitan institutional arrangement regulating information systems as a network to make green operations, services that are cheaper and more efficient (Hoessein, 1999). By optimizing how government administrators manage the urban environment and offering a wider choice of new services, local governments are also trying to attract new business to drive economic growth.

The increasing need for space to settle into one of the challenges faced by big cities in Indonesia. To overcome this, new city development is considered the best strategy because of its relatively independent nature (Sujamto, 1993) (Meijer & Bolívar, 2016). New city development means building a “new” large-scale residential area aimed at easing the burden on the parent city through planned spatial design, population decentralization,

distribution of business opportunities, and also the provision of complete infrastructure (Batty et al., 2012) (Prud’HOMme, 1995).

In Indonesia, the development of new cities has been found in several big cities, one of which is Megapolitan Jakarta. In this urban area, new city development is carried out in various ways, both in terms of concepts, objectives, area size, and also the location of the development. Since the 1980s, the construction of new cities in Jakarta began to be established by many private housing developers, both in and in suburban areas (Kurniawan, 2006). Some of the new cities that have grown, including Bumi Serpong Damai (1989), Sentul City (1997), Lippo Cikarang (1990), Harapan Indah City (1990), and Tourism City (1997) (Yunus, 2006). DKI Jakarta as the Capital of the Republic of Indonesia and is one of the Megapolitan cities that has a high population density with a high level of mobility also seen from economic activities and government. Jakarta is a city that has many functions that cause high attractiveness in creating jobs. The implication of this attraction has led to Jakarta becoming a city that has grown into an unstructured megapolitan without a plan (Hoessein, 2002).

The number of residents in the city of Jakarta is different between day and night, at night there are 10 million inhabitants, but it increases during the day, reaching 12 million (*Manual Otonomi Daerah*, 2014). This is due to a large number of workers

coming from outside the DKI Jakarta area. The eight functions owned by Jakarta make this city has a lot of magnets to become a destination for many people, so it is not surprising that the urbanization that occurs every year drains 200,000-250,000 people from various regions to Jakarta, not to mention the daily commuter flow reaching 4,094,359 inhabitants (*Manual Otonomi Daerah*, 2014). The high population causes the volume of waste to increase. The Head of DKI Jakarta Sanitation Department stated that DKI Jakarta is a city with a waste volume of 6,500 -7,000 tons per day. The volume is very high when compared to big cities in Europe which only produces 1,500-2,000 tons of waste per day (N, 1992).

In addition, the high mobilization of motor vehicles every day has made Jakarta a very busy city, with around 600,000 motorized vehicles entering every day. Center for settlements, offices, trade, industry, green open space, government center, recreation areas and various public facilities, such as bus terminals, train stations and airports (Hoessein, 2002). This condition causes the population density in Jakarta which impacts on various problems that must be faced, such as pollution, waste management, transportation, crime, scarcity of land for housing. Problems in DKI Jakarta need special attention, among others, the development of areas that are developing are still out of control, garbage disposal systems that are still primitive, air pollution, flooding, growth gaps, congestion due to lack of orderly traffic, not yet optimal community participation in development and limited power support land and the environment (Hoessein, 2002).

Jakarta, Depok, Bogor, Tangerang, Bekasi, Cianjur abbreviated as Jabodetabekjur is a functional regional unit, especially a unit in the aspect of very intensive economic interaction between Jabodetabekjur regions, with growth centers located in DKI Jakarta Province. In addition, the unity of aspects of the ecological governance area, the Jabodetabekjur region as one of the ecosystem areas, where components between regions have interdependence and influence each other. The unity of the region demands intercity cooperation to provide services to the community, overcome environmental problems, order and security and form a configuration of compe-

titiveness among regions (Prud'Homme, 1995). Problems that occur in the management of integrated megapolitan areas such as the difficulty of synergizing several autonomous regions in one Megapolitan area (Pinch, 1985). Things that must be synergized in managing the Megapolitan include, among others, transportation management, flooding, commercial area development, and so on (Niessen, 1999). In addition, in the Public Hearing Meeting with the Special Committee of the DPR which discussed the Draft Law on the Special Capital Region of the Republic of Indonesia, Jakarta, the Megapolitan concept was considered as a form of arrogance by the DKI Jakarta Regional Government (Hoessein, 1999). This concept aims to annex regional administration areas around Jakarta and is a form of annexation from Jakarta to the surrounding areas. This can be seen from the city of Bekasi precisely in Bantar Gebang which is used to accommodate the garbage of citizens of Jakarta.

METHODS

This research is using a qualitative approach with describing research type. All data are gathered by qualitative method i.e. interview, focus group discussion and documentation. FGD is done with inviting several key informants who understood about the urban governance institution in Jakarta such as Head of Government Bureau, Local Representatives of DKI Jakarta, Academicians, and Practitioners and also interest affected from Bekasi Regency, Depok Regency, Bogor Regency, Cianjur Regency, and Tangerang Regency. Then, data is analyzed with several methods there are data reductions, data displays, and data conclusions.

RESULT AND DISCUSSION

Urban Governance Model Analysis

As a regional entity that has a dependency on each other, Jakarta, Depok, Bogor, Tangerang, Bekasi, and Cianjur (Jabodetabekjur) can form a joint government management model for certain functions that affect not only ecologically, but also have an impact on the economy. That unity of the region interplay with high dependence can carry out several functions to be managed together. Some of the functions in question are functions that are cross regency/city and cross-provincial which cannot be completed with partial territorial mechanisms such

as waste management, transportation, flood control, and green open space. Therefore, the area referred to in this study is the functional area. A functional area is a geographical unit that is limited by the degree of interaction between regions, resulting in a unity of interdependent interaction.

When linked to functional areas, the Megapolitan area actually shows the existence of a unity of networks of several urban areas (large) and cities (small) so as to form a functional regional unit. Therefore, the approach taken is an economic approach, not a political approach (Prud'Homme, 1995) (Yunus, 2006). The result is that the sustainability of the functional area, in this case, the Megapolitan area depends on the direction of the vision and mission of developing the Megapolitan region.

The direction of developing functional areas in this case the Jabodetabekjur Megapolitan area is integrated management of transportation, river areas, rubbish, and green open space in the framework of developing the national economy with Jakarta as the center of government and the economy. In addition to aspects of national importance, the Jabodetabekjur region has long been fused into a regional entity. Infrastructure such as highways, toll roads, trains are the unifying aspects of the region. In addition to infrastructure, ecological aspects are also a unification of the area with the linkage of ecological functions between the Pasar Minggu, Depok, Bogor and Puncak areas as water catchment areas for the DKI Jakarta area.

Integration through infrastructure and ecology functions to unite economic linkages both sectoral and regional as well as a provider of environmental services both environmental support and life support. The implication of this dependency is that it requires a mega public policy which is related to stakeholders such as the regional government of DKI Jakarta, Banten province, and West Java province (by including districts/cities).

As explained earlier that the functions held by the Megapolitan area are functions that cannot be completed partially. So that the function should be the authority of the management of the Megapolitan area no longer the authority of the autonomous region. So that the authority of the Jabodetabek Megapolitan area management is to conduct

integrated spatial planning by involving stakeholders.

Before forming the institutional management of the Jabodetabekjur Megapolitan area, there were 4 (four) models of city governance, namely (Bird & Slack, 1986):

- a. One level of governance, this model mandates a single local government to be fully responsible for providing local services. This model can be applied in two types namely a number of fragmented small cities in a metropolitan area and; consolidated small cities into one big city in one area.
- b. Two-tiered governance, this model consists of a top-level governing body (usually an area, district or metropolitan area) that covers a large geographical area and governance of lower-level urban areas (such as cities or towns). Top-level governments provide services for a wide area and can benefit the region as a whole. While the lower-level regions are responsible for services with local characteristics or that provide benefits locally.
- c. Voluntary Cooperation is a minimal form of government restructuring in which there is a "body with an independent and non-permanent institutional status in a large area formed based on voluntary cooperation between local governments in the region".
- d. Special districts can be formed in metropolitan areas in the context of providing services that cross city boundaries. This particular district carries out a single function (joint authority between cities) that can provide services to a number of cities or manage regional services that have significant externalities.

In addition to the above models, there are also other models that classify metropolitan governments into 3 (three) types, namely (OECD, 2001):

- a. The body in charge of ensuring coordination without having its own resources.
- b. Metropolitan Government (in a two-tier system), which manages basic collective services such as public transportation and urban planning. The budget used in the management of these services comes from fees and contributions from regional governments incorporated therein.

- c. An integrated or centralized body (either one or two levels) consists of representatives directly elected or assigned by the regional government incorporated therein.

The first type has a simple role, namely coordination. Therefore, it is not possible to have its own resources in the sense that the agency has a relatively small budget and low financial needs. The form of the institution is as implemented today, the Jabodetabekjur regional government communication forum. The second type gives authority to big cities (in this case Jakarta) to provide transportation services and several other matters with the consequence of the transfer of a number of authorities from the local government to the metropolis city government voluntarily in accordance with the needs accompanied by financial assistance from the surrounding local government (small town). This seems difficult to apply in the management of the Greater Jakarta Megapolitan area because small cities (Bodetabekjur) do not have the same fiscal capacity and are far smaller than Jakarta. While the third type is a body formed by the government because it fulfills national interests, in this case, the improvement of the national economy (centralization). The structure of the body consists of representatives who are directly elected or assigned by the local government incorporated therein. Related to funding, this agency has its own tax source and receives special grants from the State including grants intended as a financial balance between the existing regional governments (Pierre, 1999).

In determining the model and type of urban governance in the Megapolitan area according to the typology above, it is better to consider several aspects. First, urban governance must be able to meet the needs and demands of the people who are usually different (DiGaetano & Strom, 2003) (Pierre, 1999). Second, the fiscal and financial capabilities of small cities. Third, transparency and accountability in policymaking. Based on these considerations, policies regarding the Jabodetabekjur Megapolitan area should be able to take anticipatory action regarding these three considerations (Pierre, 1999). First, governance is more democratic and bottom-up and places the

community as the main actor. Second, integrating sectoral policies found in the regional governments involved in the Megapolitan area. Third, collaboration with the community by providing performance criteria that can be directly monitored by the community.

Based on the statement above, if seen from the characteristics of the region, the fiscal capability of Jakarta, Bogor, Depok, Tangerang, Bekasi and Cianjur, the three types can accommodate the implementation of the management of the Jabodetabekjur Megapolitan area development.

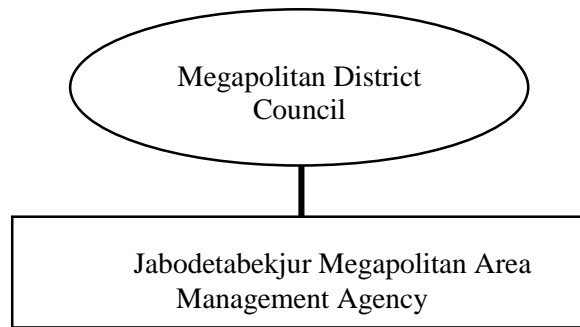
1. Special Agency Model for Managing Jabodetabekjur Megapolitan Areas

This model mandates the formation of a special Agency as an integrated bureaucratic institution to carry out the functions of regulation, planning and spatial planning of the Greater Jakarta Metropolitan Area. The structure of the bureaucracy includes representatives from local governments that are included in the Megapolitan area (Jakarta, Bogor, Depok, Tangerang, Bekasi, Cianjur).

Apart from managing the area, it is also intended to carry out integrated development, as well as to fulfill the interests of the national economy so that the institution should be formed by the government. As a form of participation of stakeholders in the operation of the Greater Jakarta Metropolitan Area, deliberative institutions/representatives of these stakeholders are formed whose main tasks, functions and authorities are regulated by government regulations. The structure of stakeholders can come from district/city representatives (preferably from the District / City Bappeda), representatives from the province (preferably from the Provincial Bappeda), Regional Heads or Deputy Regional Heads (District / city and Province), representatives from NGOs, representatives from Ministry of Public Works, and Coordinating Minister for the Economy as chair of the board where the structure of the membership of the board is determined by a Presidential Decree. The relationship model and arrangements for managing the Jabodetabekjur Megapolitan area can be seen in chart 1 below:

Chart.1

Model Formation of Jabodetabekjur Megapolitan Area Agency



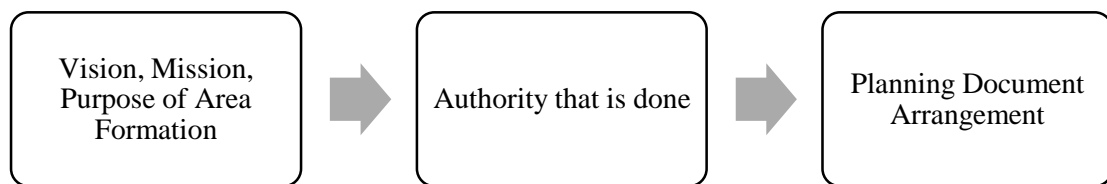
Source: Processed by researchers, 2019

In order to avoid overlapping authority with the government as the organizer of the regional government, voluntary handover of authorities is necessary for the sake of national interests that are managed across regencies/cities in the megapolitan area. The authority is derived from the vision, mission, and goals of the formation of the

megapolitan area and is expressed in the integrated management plan of the Megapolitan area. So outside of this, the authority of local governments. The mechanism for deriving authority to the preparation of the regional spatial master plan can be seen in Figure 1 below:

Figure 1

Mechanism of Declining Authority of Jabodetabekjur Megapolitan Area



Source: Processed by researchers, 2019.

For spatial authority, the formulation and formulation of the Jabodetabekjur area megapolitan area is included in the national spatial plan so that the formulation and drafting of the regional zones of the provinces of DKI Jakarta, Banten, and West Java refers to regional spatial planning (national spatial planning) so that there is no conflict in spatial planning room. This also applies to districts/cities that are included in the Greater Jakarta Megapolitan area, the district/city spatial layout must refer to the provincial spatial plan and national spatial plan.

2. Metropolitan and Megapolitan City Governments

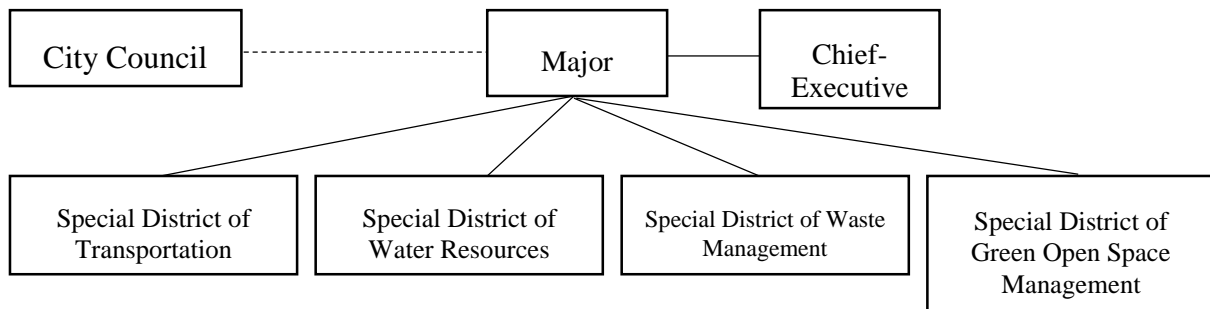
This model mandates the establishment of Metropolitan and Megapolitan governments that manage basic collective services such as public transportation and urban planning. The budget used comes from the fees and contributions of each local

government in it (provincial and district/city) (Pierre, 1999). In addition, there are transfers of some regional authorities specifically implemented by the Megapolitan City Government. Within the Megapolitan area, a special district was formed which held an authority that crossed regional boundaries or managed regional services that had significant externalities. The consequence of the formation of a special district is the existence of a deliberative institution at the city level that specifically supervises the performance of the special district. The representative institutions consist of service users, NGOs, special district parties. The deliberative institution is also included in the Megapolitan city council structure. While the structure of the city council consists of service users, NGOs, and special district parties, there are also representatives from the regional government in the Megapolitan area, the Ministry of Sector

Representative, and the Coordinating Minister for the Economy as chairman of the board as well as members (Meijer & Bolívar, 2016). The form of

the Megapolitan City government model can be seen in Chart 2 below:

Chart 2
Model of Jabodetabekjur City Megapolitan Government



Source: Processed by researchers, 2019

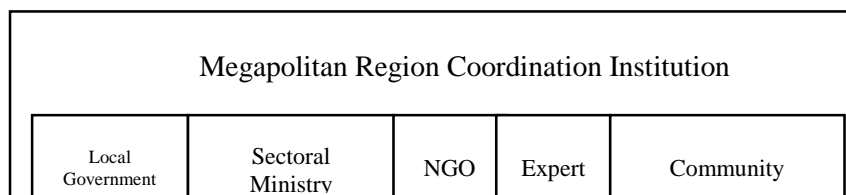
While looking at the chart above, there are mayors and chief executives. The mayor is the regional head of the city while the chief executive is appointed by the mayor to make administrative budgets and ensure proper management of funds coming from the central government. In general, this model is applied to the two-tier city government structure (Big City and Small City).

3. Coordinating Board

This model upholds the principle of decentralization in the administration of government. Entrust local governments in carrying out their authority to provide public services (Pierre, 1999) (Meijer & Bolívar, 2016). Practically, this body is only a temporary coordinating body of regional government that has jurisdictional authority. In terms of funding, this

agency is funded by the regional government in the Megapolitan area and the central government. At present, there is a coordinating body between the Greater Jakarta area called the Jabodetabekjur Development Cooperation Agency (BKSP). But BKSP is currently only as a facilitator from the three existing provinces. To support the smooth and development of the Jabodetabekjur Megapolitan area without losing the spirit of regional autonomy owned by each local government, it is necessary to strengthen the authority of the BKSP. BKSP needs to carry out the function of spatial planning and it is stated in the regional development master plan and included in the national spatial plan. So that each regency/city and province that draws up its regional spatial plan must refer to the Greater Jakarta Metropolitan Area Spatial Plan. The chart of the relationship between the coordinating institution and the regional government can be seen in the following chart 3:

Chart 3
Model of the relationship between coordinating institutions and stakeholders



Source: Processed by researchers, 2019

Institutional Construction Management Jakarta Megapolitan Area

Based on several models above, there are weaknesses and strengths that are owned by each

model. So that the construction of an institutional model for managing the Greater Jakarta area does not only accommodate regional interests but must prioritize national interests, in this case, the national economy. So that the functions that should

be implemented require that the institutions formed by the government are no longer formed by the regional government like the BKSP established by the provincial government of DKI Jakarta.

Increasing institutional coordination institutions formed by the regions into national coordination institutions will facilitate the process of coordination between regions. The structure of the coordinating agency members is at least from representatives of the sector ministries, regional governments, NGOs, the community, spatial planning experts and coordinated by a coordinating minister for the economy. The institution formed is no longer a coordinating forum, but an institution that has the authority to carry out an integrated management plan for the Megapolitan area whose formation mechanism is determined by government regulations. In addition, in order to carry out cross-regional functions found in the Megapolitan area such as transportation, waste management, water resources management (Neto, 2016), and the provision of Green Open Space (RTH), this institution can form an organization to manage the intended function.

The membership structure of this institution consists of district/city regional representatives (Bappeda), provincial representatives (Bappeda), regional heads (regents/mayors and governors), NGOs, private parties, sectoral ministry representatives and the Coordinating Minister for Economic Affairs as chairman as well as members. The structure is determined by Presidential Decree. In the aspect of funding, the management agency of the Megapolitan area comes from the APBN, while the management funding can be sourced from the APBN, Provincial APBD, Regency / City APBD, Grants, and from third parties (Kearns & Paddison, 2000). While in the aspect of institutional authority in planning the Jabodetabekjur Megapolitan area, the Coordinating Minister for the Economy has the authority to coordinate the implementation of the Megapolitan area planning coordination. In addition, the community, third parties, and NGOs can channel their aspirations through this institution by appointing representatives in the process of preparing the Megapolitan area management plan.

CLOSING

Bearing in mind the local wisdom and authority of each Regional Government in regional autonomy, the Cooperation Model B and C, according to the researchers, is worthy to be outlined in the Law, namely the Megapolitan Regional Government where each Jabodetabekjur Regional Government gives its authority to the government above it, namely the Megapolitan Regional Government to regulate transportation, water handling issues, trash and green open spaces. This body has a higher authority under the command of the Law governing the geographical area of the city/district below to provide services with a wider scope of territory and can benefit the region as a whole. While the lower-level regions, namely the Jabodetabekjur Regional Government, are responsible for providing services with local characteristics or that provide benefits locally. As a combination of Model B is Model C with budget sharing that has been integrated into planning since before the collaboration began. This budget comes from the Greater Jakarta Regional Government and the support of the Central Government which has been accompanied by a clear division of authority and responsibilities. This Megapolitan government comes from the representatives of each Jabodetabekjur Regional Government which are directly elected and assigned by the Regional Government incorporated therein.

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