

# Institutional Relationship Between Provincial Governments with District/City Government in Indonesia

Muh. Hasrul  
Faculty of Law, Hasanuddin University, Makassar

## Abstract

This article purpose to know the relationship pattern between governor and regent/mayor related with the conduct of good governance and to know the institutional relationship that able to synergy it relationship with the authority of the provincial government and district/city government. From the research result it is found that the pattern of relationship between governor and regent/mayor in relation to good governance implementation that in the implementation of governor role as representative of central government, hence relationship between governor with regent/mayor is stratified where governor can do the role of mentoring and supervision to the implementation of local government. Further more, the regent/mayor should always coordinate in the implementation of the local government, including in the relationship between government with district/city government.

**Keywords:** Institutional Relationship, Government, Province, Regent and District, City

## I. Introduction

Based on the article 18 of the Republic of Indonesia Constitution 1945 stated that the Unitary State of the Republic of Indonesia divided into severe provinces and the Province divided into regent and city in each of the province. The regent and city have their own local government that regulated by the law. Republic Indonesia is a Unitary State in order to conduct the government uses the decentralization principle, deconcentration and Co Administration task. The implementation of the Deconcentration Principle shall be placed on the Provincial Region in its capacity as the Administration Area to exercise certain governmental authorities delegated to the Governor as the Deputy of the Central Government in the regions.

Indonesia Government local system regarding by the Constitution 1945 Cleary mentioned the dividing field with the government level, which is autonomy and determined by the law. This autonomous term gives the local government the ability to organize, manage and organize its own governmental affairs according to the principle of decentralization, deconcentration and co-administration (*medebewind*). This is emphasized on the acceleration of the realization of the welfare of society through the improvement of services, empowerment and participation with taking into account the principles of democracy, equity, justice, privilege and specificity and potential and regional diversity within the framework of the Unitary State of the Republic of Indonesia.

Autonomy Given to the local government is the implementation from article 18 of the Republic of Indonesia Constitution 1945, which is implemented into the Law of the Republic of Indonesia Number 22 Year 1999 about the local Government which is replaced into the Law of the Republic of Indonesia Number 32 Year 2004 of the Local Government. Basic value that contained under the Law of the Republic of Indonesia Number 32 year 2004, under the article 10 about the division of the local government authority, point (1) which is the local government conduct the government business that become under its authority except the government affairs that regulated by law is authorize the center of government, Point (2) under the implementation the government affairs that become authority of local government, the local government should be manage and conduct by itself according to the autonomy principle and co administration task, point (3) The governmental affairs which are the affairs of the Government are the authorities in the field of (a) foreign policy, (b) defense, (c) security, (d) regulation, (e) monetary and fiscal, (f) as well as religion which is still the authority of the government center.

Regional construction regulated in Law of the Republic of Indonesia Number 23 Year 2014 on Regional Government places the Province and Regency/City as autonomous regions as well as the Administrative Region. Such arrangement means that between the Province and the Regency and the City have linkages and hierarchical relationships with each other, both in terms of territorial status and in systems and procedures of governance.

The idea that the Provinces with the City Districts apart from each other have rejected the principles of the Unitary State of the Republic of Indonesia and the 1945 Constitution, which has clearly regulated systematically between each level of government. Recognizing this, in the framework of the principles of the Unitary State of the Republic of Indonesia, the Governor as the representative of the Government receives the delegation of authority in the field of Public Administration and the delegation of the technical affairs of the Department.

The Province has the position as the autonomy area as well as the administration is which is field of work of the governor to conduct the authority function that delegated to it. Governor is beside as the conductor of the decentralization principles also conducts the deconcentration principle. The quantity and content of deconcentration must have a close nature to the interests of the people and meaningful as an effort to maintain

and strengthen the unity of the nation and the unity of the territory of the Unitary State of the Republic of Indonesia and increase empowerment, cultivate initiative, and creativity of society and national awareness. Therefore, the Governor plays an important role as an adhesive element of the Unitary State of the Republic of Indonesia

In the framework of implementation of the principle of broad autonomy, real and responsible, the Division of Governmental Affairs between the Government, Provincial Governments and Local Government of Regency/Municipality experience the change of pattern of governance system in Indonesia from centralized to decentralization pattern is expected to give many benefits to regional progress that is given freedom and independence to the regions to organize and manage their domestic affairs in accordance with their authority, in addition to their obligations to respect the rights and the origin of the region and the values of regional culture in accordance with the mandate of the constitution.

The decentralization policy is implemented with broad autonomy principles, real and accountable to the regions by promoting the quality of democracy in the regions, increasing community participation, equity and justice with due regard to the potential and diversity of the region. The principle of broad autonomy is the granting of authority to the regions to administer and regulate all government affairs outside, which is the government affairs, established by law. The authority possessed by this region is to establish, run and implement local policies in order to provide services, increase participation, initiatives, and community empowerment aimed at improving people's welfare.

Furthermore, in some areas, problems arise within the framework of the relationship between the Regent and the Mayor with the Governor. On the one hand the Regents and Mayors consider no need to coordinate with the governor because there is no hierarchical relationship between them. While on the Governor feel that the Law of the Republic of Indonesia Number 32 Year 2004 concerning Regional Government to reduce their power to the Region. Problems and tension relations raised between the Governor with the Regents and Mayors in some Regions is caused more by differences perceptions of the position and relationships among them as regulated by Law of the Republic of Indonesia Number 32 Year 2004 on Regional Government.

## II. Legal State Concept

According to the Indonesia Literary, the name of Legal State is directly translation from *rechtsstaat*. Beside that, under the academic framework is used also rule of law as purpose as Legal State. Moreover, the Third name are (legal State, *rechtsstaat* and rule of law) have a same and different perceptive to but the third concept is have one purpose which is to prevent the abuse of power by the authority in order to protect Human Rights

The history of the development of the ideals of the law state originated from Plato's concept of thought (427-347 BC) which was then followed by Aristoteles (384-322 BC). Plato in his book *Politeia* responded to the state of concern because people on the basis of arbitrariness led it. Aristoteles further developed the idea of Plato. In his point of view, a good State is a state governed by a constitution and a rule of law. This point of view is contained in his work entitled *politica*. He also suggests that there are three elements of constitutional government, namely: (1) government is carried out in the public interest, (2) the government is carried out in accordance with the law based on the general provisions, not the arbitrary law which rules out the convention and the constitution, (3) the government is co-sponsored, meaning that the government is implemented at the will of the people, compulsion-pressure as the despotic government did.

Furthermore the Legal State Theory from Rosenthal<sup>1</sup>, stated that there is a financial decentralization, there there is a balance in politic, there is an open minded in the government about the interest of people in each of government decision.

While according Albert Venn Dicey, the Characteristic of rule of law, have covered: (1) supremacy of law, means there is no authority arbitrary so the person only be detained when he violence the law; (2) equality before the law, equal position before the law; (3) human rights, which is the guarantee of Human Rights by the Laws and the Court Decision.

Legal state concept also mentioned by Berman<sup>2</sup>, The Rule Under Law is to provide the Laws under the authority or make the change as regulated by : Rule of Law have covered the separation power, checks and balances, and equality before the law.

The affirmation of Indonesia as a state law which has been regulated in the explanation of the 1945 Constitution of the Republic of Indonesia, in the third amendment of the 1945 Constitution Article 1 Paragraph (3), which states that "the State of Indonesia is a State of Law". The consequence of this provision is that every attitude, policy, and behavior of the instruments of the State and the population must be lawful and grounded. At the same time this provision prevents the arbitrariness and arrogance of power, whether by means of state or resident instruments. The most fundamental difference of the State Indonesian law lies only on the basis of the

<sup>1</sup> M.A.P. Bovens (*et.al*), 1987, *Rechts Staaten Sturing*, W.E.J. Tjeenk Willing, Zwolle, p.54

<sup>2</sup> *Ibid.*, p.6

balance of the relationship between the government and the people.

### III. Local Autonomy Concept

The Understanding of autonomy come from the Latin Language or words “*autos*” means “*alone*” and “*nomos*” means “*Rule*”. Based on etymology the word of autonomy means *zelwetgeving* or set by Law itself or arranged it own government. According to Law of the Republic of Indonesia Number 22 Year 1999 about the local government the replaced into Law of the Republic of Indonesia Number 32 Year 2004 about the Local Government placed to the authority to handle and carry on the government affairs and for the best interest of the people according to to Van der Pot<sup>1</sup> the meaning of autonomy is the managing aspect and also the conduct (*bestuur*) the own affirms.

Gie States that the autonomy is the authority to conduct the interest of some people who live in the certain areas. The authority to conduct as mentioned by Gie is under the autonomy which is the authority to handle, arrange, carry on and develop several thins according to the needs of residents living interest.

The same thing is also contained in Article 1 Sub-Article 5 of Law of the Republic of Indonesia Number 32 Year 2004 that regional autonomy is the right, authority and obligation of autonomous regions to regulate and manage their own government affairs and the interests of local communities in accordance with the legislation. Normatively, regional autonomy means more rights and authority to manage their own regional interests

Operationalization of this autonomy includes 2 (two) major components of autonomy. First, the component of authority to establish and implement the policy as a component that refers to the concept of governance contained in the sense of autonomy. Second, the component of independence as a component that refers to the word “*by*”, from and for the people. This independence encourages the growth of activities as stated Moh. Hatta as “*own initiative and activity*”.

### IV. Government Authority

#### A. Authority Concept

According to Bagir Manan<sup>2</sup>, authority in legal language is not the same as power. Power only describes the right to do or not to do. In the law of authority means rights and duties. Authority in relation to regional autonomy is a right which has a self-regulating (*zelfregelen*) self-governing and self-managing (*zelfbesturen*).

Tonnaer also mentioned<sup>3</sup> that the government authority is the ability to implemented the positive Law, so the government and citizens. While, Marbun<sup>4</sup> to give a different understanding between authority and authority. According to him authority (authority/*gezag*) is the power that is formalized both to a certain group of people and to a certain field of government unanimously. While the authority (competence/*bevoegdheid*) only on certain areas, it means a collection of authority (*rechtsbevoegdheden*). According to him, authority is the ability to engage in a public legal act or acting capacity, which is given legislation to establish a legal relationship.

Conceptually, the term authority can not be equated with the term governmental affairs, because authority can be defined as the right or obligation to carry out one or more management functions (arrangement, planning, organizing, management, supervision) of a particular object handled by the government. Rondinelli (1983) states that authority is more correctly interpreted with authority, while Hans Antlov (1998) uses the term Power.

Authority is one of the core conceptions in the Law of State Administration. Authority is what is called formal power, power derived from legislative power (granted by law) or from executive administrative powers.

The established of Law of the Republic of Indonesia Number 32 Year 2004 of Local Government is new era for existing the local government. Connecting with the meaning of distribution of power, local government has given the authority to handle and arrange their own government. Hums IV explained that the basic of distribution power between the center and local government is divided I to approach: they are, first distribution of power, based on territory; and second, based on functional. While on power territory is to conduct the local business, which is, distribute to the state local government and for the self-local government. On functional based, the power is to conduct the local business to the center ministries which is specifically and the agents which place out of the center office as the authorities conductor.

The existence of the granting and or the division of authority from the central government to the regional government either in the form of attribution or delegation, is intended for local governments to take care of their own business affairs. Including in it the authority to establish their own rules in the area in the implementation of local business affairs known as Regional Regulation

#### B. The Authority of Center and Local Government

In the constitution and government system Indonesia, the local government is subsystem from the State

<sup>1</sup> See Bhenyamin Hoessein, *Kebijakan Desentralisasi*, Jurnal Administrasi Negara Vol. 1 No. 02 Year 2002.

<sup>2</sup> Ridwan HR., 2002, *Hukum Administrasi Negara*, UII Press, Yogyakarta. p.74

<sup>3</sup> *Ibid.* 27

<sup>4</sup> S.F. Marbun, et.al., 2001, *Dimensi-Dimensi Pemikiran Hukum Administrasi Negara*, UII Press, Yogyakarta, p.122.

Government. Refer to that, there is an inter relationship of the government that influenced each other in order to create the united of the state government. According to that, in the state government there are two subsystem, which is first is the center government that consist of President with get assistant from the ministries; while two, subsystem is local government consisted with the head of local government, local legislative and all the local staff that support the conducting of local government affairs, included the village government

The affairs submitted to the region accompanied by funding sources, the transfer of facilities and infrastructure, and personnel in accordance with decentralized affairs. While government affairs are delegated to the Governor accompanied by funding in accordance with the deconcentrated matter.

In order to carry out central affairs in the area implemented by the Head of Provincial Government or the Provincial Head of the Province which is called the Governor as the representative of the Central in the Region and the vertical agencies dealing with the Central affairs, which are not submitted, to the Regions. As the Deputy of Central in the Region in the context of "Integrated Prefectural System" The Governor has the authority to coordinate, supervise, supervise and facilitate so that his subordinates can conduct the autonomy optimally. The Governor also has a "Tutelage Power" that runs the Central Authority to invalidate the policy of its subordinate Region against the public interest or the higher legislation

#### **V. Government Authority Relationship Pattern Between The Governor and Regent/Major in Conducting with the Good Governance Affairs.**

The discussion on the pattern of relationship between Governor and Regent/Mayor in order to realize good governance cannot be separated on the discussion about the pattern of central relations with the region and the pattern of provincial relations with districts/city. Relationship pattern is certainly not being released in the framework the theory of state form and system of government of the Republic of Indonesia. The State of the Republic of Indonesia as defined in Article 1 paragraph (1) of the 1945 Constitution of the Republic of Indonesia is "Unitary State, which is Republic". Formulation in Article 1 Paragraph (1) of the 1945 Constitution of the Republic of Indonesia in establishing a state which is then reaffirmed in the amendment of the 1945 Constitution of the Republic of Indonesia in the provision of Article 37 Paragraph (5) which states that "Specifically the form of the Unitary State of the Republic of Indonesia can not be changed". While the system of government of Indonesia in relation to the relationship between the center and the region is as defined in Article 18, 18A, and 18B of the 1945 Constitution of the Republic of Indonesia, as in the following:

##### Article 18

- (1) The Unitary State of the Republic of Indonesia shall be divided into provinces and provinces divided into districts and municipalities, each of which the provinces, districts and municipalities have local government, which is regulated by law
- (2) The provincial, regency and municipal governments shall administer and manage their own governmental affairs according to the principle of autonomy and co-administration.
- (3) Provincial, district and municipal governments have a Regional People's Legislative Assembly whose members are elected through general elections.
- (4) The Governors, Regents and Mayors respectively as the Heads of Provincial, Regency and City Governments shall be elected democratically.
- (5) Local government conducts the autonomy widely, except for the government affairs that determine by the laws as the authority of the center of government.
- (6) The local government has a right to determine the local regulation and other regulation to conduct the autonomy and co administration task.
- (7) The structure and procedure of the administration of regional government shall be regulated in law

##### Article 18A

- (1) The authority relationship between the central government and provincial, district and municipal governments or between provinces and districts and municipalities shall be regulated by law with respect to the specificity and diversity of the regions
- (2) Financial relations, public services, utilization of natural resources and other resources between the central government and local government are regulated and implemented in a fair and harmonized manner based on law.

##### Article 18B

- (1) The State recognizes and respects local government units of a special or special nature regulated by law.
- (2) States recognize and respect customary law community units and their traditional rights as long as they are alive and in accordance with the development of society and the principle of the Unitary State of the Republic of Indonesia, regulated in law

Article 18, Article 18A, and Article 18B of the 1945 Constitution of the Republic of Indonesia mentioned above constitute the main basis in the formation of a regional government. In addition, the implementation of



Article 18 of the 1945 Constitution of the Republic of Indonesia is also a reflection of the democracy implemented in the decentralization process. Looking at the shape of the State of Indonesia, the unitary state with its vast territory and the large population, it does not allow the central government to effectively carry out government functions without the involvement of the regional apparatus. Therefore, the central government delegates some of its powers to the autonomous regions or to or organizational or vertical institutions in a particular region through the concept of decentralization and deconcentration. By running decentralization with this pattern of vertical power dissipation, a relationship between the central government and the local government creates a relationship

In addition to the implementation of this duty, the Governor as the representative of the central government has the duty:

- a. To maintain the life of the nation, to maintain the unity of the Unitary State of the Republic of Indonesia;
- b. Maintain and practice the ideology of Pancasila and the life of democracy;
- c. Maintaining political stability;
- d. Maintaining ethics and norms of governance in the regions

The relationship between the center and the regions in the implementation of decentralization is inseparable in the discussion of the basic concept of regional autonomy. In accordance with the basic definition of autonomy that an autonomous region is given independence/independence in managing and managing its own household affairs, but independence or freedom is not absolute because area also still require central government intervention, especially in the field of supervision, finance, and authority. In addition to the areas of supervision, finance and authority, Law of the Republic of Indonesia Number 32 Year 2004 regarding Regional Government mentioned other areas in the pattern of relations between the central and regional governments, namely in the field of public services and also the utilization of natural resources. The interference of the central government to the autonomous regions is a link that cannot be separated from one another.

Further more Sedarmayanti classified the governance stakeholders into 3 categories, like nan the following:

- a. State/government: the government concept base on the state affairs, more to influenced the private sector and Civil Society Organization.
- b. Private sector: covered the private company, which is active to integrate in the market system, likes manufacturing, trading, banking, and cooperation also the informal sector activity.
- c. Civil Society: society group in state context based between or in the middle government and individual, included individual and civil society that have social, politic and economic interaction.<sup>1</sup>

According to Jimly Asshiddiqie in the modern state system based on supreme law and constitution, state, market and civil society must be in balance positing and have synergists link which is support each other Although the distinguish between those three is still important in order not to interrupt each other either.<sup>2</sup>

Robert Rainbow has mentioned that there are 2 main reasons from the government policy in local government. First, to develop the activity in order people used to decide their own interest. Second, to give the opportunity to each of the community that has several demanding to set the law and their own programs.<sup>3</sup>

The concept above, clearly stated that local autonomy concept is to create the good governance. The Good governance is for *zero corruption*. While Corruption is the beginning of local disaster due to the local government works is worst.

The pattern of relationships between levels of government, especially between provinces and districts/municipalities is considered important because it involves the effectiveness of government performance in serving the community. The governor is required to implement the Regional Medium Term Development Plan (RPJMD), especially regarding the targets set. Can be done without the support and cooperation of districts/municipalities. This can of course be realized if there is a condition of harmony (in-line) between the province and district/city in terms of implementation of development. In the process of planning, the normal flow is bottom up, but if in the case of development implementation, the process is top down. In other words, a hierarchical binding mechanism must be created concerning the implementation of development.

The central government set is small but basic and strategic, while the regional authority is set bigger. Regencies/municipalities are the recipients of the greatest authority, while the provinces receive the authority that is coordinating, supervising and coaching. The basic idea is that districts/municipalities are the units of government in direct contact with the community, i.e. directly serve the community. Therefore, the weight of authority should be focused on this unit of government, not on the province. Provincial governments are given the authority to coordinate between districts/cities under its coordination. In addition, as a representative of the

<sup>1</sup> Sedarmayanti. *Good Governance (Kepemerintahan Yang Baik)*, Bagian Kedua. Bandung: CV. Mandar Maju, 2004, p.38

<sup>2</sup> Jimly Asshiddiqie, *Format Kelembagaan Negara dan Pergeseran Kekuasaan Dalam UUD 1945*, Yogyakarta, FH UII Press, 2005, p.43

<sup>3</sup> *Ibid.*

central government in the region, the governor is also given the authority to supervise and foster the district/which is within the scope of its territory.

## **VI. Institutional Structuring That Can Synergize Effective Government Relationship Between Provincial Government With District/City Government**

The regional autonomy policy brought about many changes to the governance system in the Region. The relationship between the Provincial Government and the Regency/City Government is no longer a tiered hierarchical relationship, but each is an autonomous region. Similarly, in the distribution and allocation of authority between the Provincial and Regency/City Governments, previous provisions.

With the change in authority for the Provincial and Regency/City Region, in the next turn will be required to make changes or institutional restructuring in the Region. Good institutional structure, appropriate in accordance with the authority possessed and the existing workload. But in its application in the field is not as easy as imagined, bureaucratic mindset and the interests of bureaucrats are very prominent to produce institutions that have not been in accordance with the expected.

The number of inter-governmental authority issues occurring in the implementation of regional autonomy, especially between the governor and the regent/mayor, has led to the need for innovative thinking in restructuring the institutions in the implementation of regional autonomy to achieve good governance. As has been explained previously that regional autonomy is more charged to the districts/municipalities as autonomous regions, while the provinces are placed as administrative areas as well as autonomous regions. Provinces are positioned as intermediate governments, which are connectors and links of national and local interests and authorities with a local character. The Governor's seat in this context is placed as a representative of the central government in the region as well as the head of the autonomous region.

The discussion about the governor existence is cannot be separate from the whole concept of government. It must understand, the local government consisted from the whole of state government system, as motioned in article 4 paragraph (1) of the Republic of Indonesia Constitution 1945, which stated that President Republic Indonesia is held the power regarding to the Law. While in implementation, the center of government can be conduct with centralization or decentralization. Related to the government autonomy, decentralization is only cover the distribution power in autonomy. Governor position in this context as describe before, there are 2 position, which are as the head of local autonomy government which have the power to delegate<sup>1</sup> as the representative of the center government which is have power based on mandate clearly<sup>2</sup> since the power is represent the center of government and due to its position as the represent of center government, governor must take a responsibility to the President.

The position of the governor as the representative of the government in the region has the function of guidance, supervision and coordination of government affairs in the region and the task of assistance. From here it can be seen that in the implementation of regional autonomy Governor as representative of central government in the region have authority in conducting coaching, supervision and coordination of government affairs in area.

In the implementation of the role of the Governor as the representative of the central government, the relationship between the Governor and the Regent/Mayor is stratified where the Governor can perform the role of guidance and supervision over the implementation of local government. Instead the Regent/Mayor can report problems that occur in the implementation of government in the region, between districts/cities.

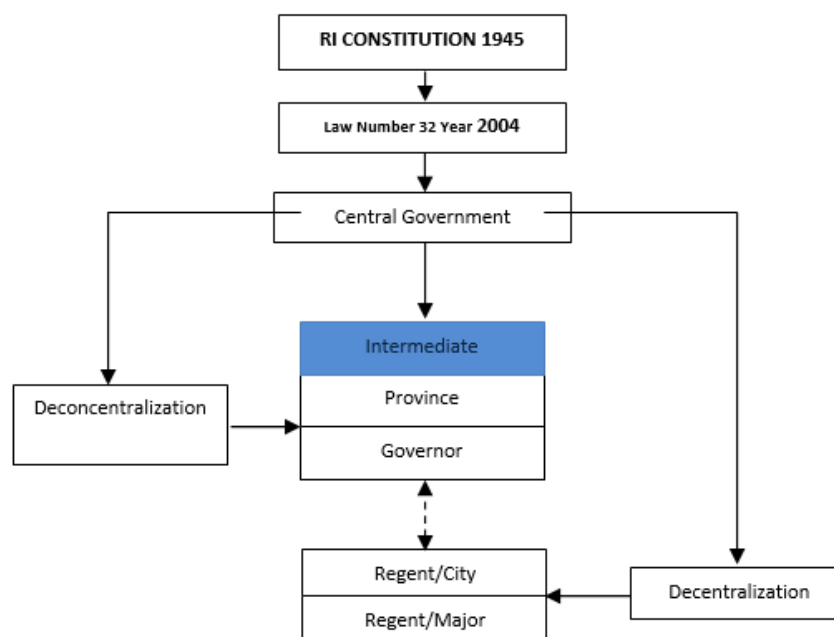
Based on the above understanding, it is very appropriate to then do the reconstruction of institutional arrangements in the context of implementation of regional autonomy to realize good governance. The institutional arrangements referred to here is the repositioning of the governor's position. Government Regulation of the Republic of Indonesia Number 23 Year 2011 has given an affirmation to the position of the governor so that the authors have the idea of constructing the institutional arrangements of local governments that can be described as follows:

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<sup>1</sup> Delegated authority is the authority that comes from the delegation of an organ of government to other organs on the basis of legislation. Unlike the authority of the mandate, within delegate authority responsibility and accountability turn to those who are given such authority or switch to the delegators. That way, the authority giver cannot use that authority anymore except after a retraction by adhering to the principle of *contrarius actus*. Therefore, in the delegate authority the basic rules of legislation are the foundation of the foundation, which led to the birth of the delegate authority. Without the laws and regulations governing the delegation of authority, there is no delegate authority. See Lutfi Effendi. *Pokok-Pokok Hukum Administrasi*. Malang: Bayumedia Publishing. 2004. p.77-79

<sup>2</sup> The authority of the Mandate is an authority derived from a process or procedure of delegation from a lower official or body. The authority of the mandate exists in the routine relations of superior subordinates, unless expressly prohibited. Then, at any time the authority may use the delegated authority itself. To know precisely the form of government action performed on the basis of mandate authority can be seen from the sign on behalf of (a.n.) or the sign for him (u.b.). See Lutfi Effendi. *Ibid*.

**Picture 1**  
**Construction of Structural Local Government Institution**



Based on the picture above, can be understand that between the province government with the regent/city is not hierarchy relationship, as same as between the governor as Intermediate Government where the governor is become the middle point between the central government worth the local government.

If the horizontal relations of the provinces and districts show the decentralized Indonesia's face, the vertical relations represent Indonesia in the form of a unitary state. This vertical subnational government relation occurs when the Governor plays his role as a representative of the central government. In this role the governor is none other than the central government in the province and in the districts/municipalities, so it is commonly referred to as the head of administrative territory to distinguish it from the autonomous regional head. Here the central government has its own agenda and development targets, which are then delegated, deconcentrated, or channeled as co-administration to the Governor. The governor then implements the vertical authoritative authority with a certain degree of commanding power.

Certainly the process of implementing the central government's agenda and the level of achievement of its targets in the region is determined by how far the governor is able to foster, supervise, and coordinate with regional and central agencies. In addition, the implementation of the agenda and the level of achievement of central government targets is also determined by how far the governor is able to monitor, evaluate, and provide recommendations on the process and interaction results between the central vertical agencies with the provincial and district-city governments, central vertical agencies operating in the regions, provincial and district/municipal governments, and between district/city governments in the context of deconcentration or co-administration. Therefore, the task of being a representative of the central government is none other than the task of managing the intersection of central and regional interests.

Further arrangements on this matter are needed, considering that Indonesia is now in a constellation of a decentralized regime that somehow demands the accentuation of regional agendas. It should also be noted that what is meant by the regional agendas themselves is not singular because it contains the respective district/city and province agenda as an autonomous region.

What is needed in such an arrangement is the balance between the two roles in order that decentralization remains a subtle imperial development of Indonesia. It is an important agenda to remove the impression that strengthening the governor as a representative of the central government or administrative head is a process of decentralization that places central government agenda and undermines provincial and district autonomy. Normative strengthening of the governor remains to be read in one breath, namely as a strengthening of the governor of the central government representative or head of administrative territory and once as head of the autonomous region, including the horizontal governor relation with the regent/mayor who is also the head of the autonomous region. This arrangement contains guiding principles and key elements about the constraints of the governor's role as the representative of the central government or the administrative head, as the head of the autonomous region, and in his horizontal relationship with the county-city, and most importantly the balance to be played between those double roles.

## VII. Conclusion

The relationship Pattern between governor and regent/mayor in relation to the implementation of good governance is that in the implementation of the role of the Governor as the representative of the central government, the relationship between the Governor with the Regent/Mayor is stratified where the Governor can perform the role of guidance and supervision over the administration area. On the other hand, the regent/major may report problems that occur in the implementation of local government, including in the relationship between districts/cities with the province. The pattern of relationships between levels of government, especially between provinces and districts/cities is considered important because it involves the effectiveness of government performance in serving its people.

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