THE IMPLEMENTATION OF ADMINISTRATION CITY GOVERNMENT ORGANIZATIONAL POLICY AND WORKING PROCEDURES IN DKI JAKARTA PROVINCE

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Abstract

The phenomenon used as research object is the implementation of administration city organizational policy and working procedures in DKI Jakarta Province. The objectives of the research are (1) to discuss implementation of city government administration policy in DKI Jakarta Province; and (2) Obtained a new concept from the discussion of the administration city government policy implementation in DKI Jakarta Province. The research used qualitative research approach. Determination of 16 (sixteen) informant research using porpusive technique. Data collection using literature study, interview technique. Data analysis using descriptive analysis developed by triangulation analysis method. The conclusions gained from the discussion of research results are the following:

Implementation of city government administration policy in DKI Jakarta Province is in accordance with principles and practice of asymmetric decentralization policy; but the implementation of the policy has not optimized the authority and leadership of the Mayor in carrying out government affairs in the Administration City.

The new concept derived from the discussion of the city government administration policy implementation in DKI Jakarta Province is about the authority of the Mayor in the implementation of the asymmetric decentralization policy which is conceptualized as a change in the format of the asymmetric authority covering the authority over the entire provincial UKPD in the Administration City which is restricted only to the implementation of activities that become derivatives policies, programs or SKPD province activities. Structurally UKPD are under and responsible to the Mayor. The change in the format of the mayor Asemetris authority are requires Administration City management functions change covering the functions of planning, organizing, coordination, implementation, supervisory, and performance accountability reporting function by positioning the choice of district or sub district as the spearhead of the Provincial UKPD activities implementation; Thus there is no

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more district or sub district in the administration of the city administration.

Keywords: Authority, Leadership, Mayor of Administration City

I. BACKGROUND

The Special Capital Province of Jakarta as a special government unit in its position as the Capital of the Unitary State of the Republic of Indonesia, is also an autonomous region has important functions and roles in supporting the administration of the Unitary State of the Republic of Indonesia based on the 1945 Constitution of the State of the Republic of Indonesia.

From the beginning, Jakarta is a Municipal City headed by a Mayor as stipulated in the Emergency Law of the Republic of Indonesia Number 20 of 1950 on the Government of Greater Jakarta, which Article 1 paragraph 1 states that "... the City Government of Jakarta, as a unit of government, which environment stipulated in the President Decree of the United States of Indonesia Republic No. 125, 1950, carried on behalf of the United States of Indonesia Republic Government by a Mayor. "The further provisions of Article 2 mention"

The Municipal Government of Jakarta, as the state unit which cares for its own household, whose territory is determined only by Presidential Decree No. 125/1950 called Municipal City of Greater Jakarta, is run according to the rules set forth in the following chapters. 

The City of Jakarta as the Capital of the State was first governed through Presidential Decree No. 2 of 1961 on the Special Capital Region Government of Greater Jakarta. This Presidential Decree was issued with the consideration that Greater Jakarta as the Capital of the State should be a city of indoctrination of exemplary city and city of ideals for all Indonesian nation. Besides, it is also intended to accelerate the fulfillment of minimum requirements of international cities. Therefore, the City of Jakarta is given a special position as a region directly controlled by the President / Great Leader of the Revolution through the First Minister.

In particular, the Government of the Special Capital Region of Jakarta is regulated through Law Number 11 Year 1990 on the Composition of the Government of the Special Capital Region of the Republic of Indonesia Jakarta. The rapid growth of Jakarta City and attention to the spirit of decentralization with the issuance of Law Number 22 of 1999 on Regional Government, the special arrangement of Jakarta City is regulated through Law Number 34 Year 1999 regarding Provincial Government of the Special Capital Region of the Republic of Indonesia. Currently, the implementation of DKI Jakarta Provincial Government is regulated in Law Number 29 Year 2007.
regarding Provincial Government of the Special Capital Region of Jakarta as the Capital of the Unitary State of the Republic of Indonesia.

The consideration of the Law Number 29 Year 2007 background is a). that the Province of the Special Capital Region of Jakarta with its position as the Capital of the Unitary State of the Republic of Indonesia has an important function and role in supporting the implementation of the government of the Unitary State of the Republic of Indonesia pursuant to the 1945 Constitution of the State of the Republic of Indonesia; b). that the Province of the Special Capital Region of Jakarta as an autonomous region domiciled as the Capital of the Unitary State of the Republic of Indonesia should be given the specificity of duties, rights, obligations and responsibilities in the implementation of local government.

Article 156 of Law Number 29 Year 2007 states that the Administration City is the executing element of the Regional Government task in the area of Administration City and therefore referred to as one of the Regional Devices. Municipal Administration is headed by a Mayor who is under and responsible to the Governor through the Regional Secretary. The provisions are then re-published in Article 2 of Governor Regulation No. 253 of 2014.

Article 4 Governor Regulation No. 253 of 2014 states that the composition of Municipal Administration Organizations, consisting of: Mayor; Vice Mayor; City Secretariat; Government Assistant; Assistant for Economy and Administration; Assistant for Development and the Environment; Assistant for People's Welfare; and Functional Position Groups.

Unlike the city / regency in other provinces, the city in the Province of DKI Jakarta is an administrative city. Autonomy and authority of government affairs are at the provincial level. Therefore, the authority of the Mayor of Municipal Administration comes from the delegation of authority from the Governor. This condition resulted in the limitations of authority possessed by a Mayor. The function of the Mayor of Administration City is to coordinate the existing UKPD in its territory.

On one side the Mayor face to face with the community with all the problems, but side by another Administration City Mayor has limited authority. The condition is closely related to the organization and administration of the Administration City.

Based on the evaluation of the bureaucracy reform implementation 2016 in DKI Jakarta Province conducted by the Ministry of Administrative Reform and Bureaucratic Reform through Letter Number B / 14 / M.RB.06 / 2017 dated February 16, 2017, Bureaucratic Reform Index of DKI Jakarta is 63.75 with the category "B". The results of internal surveys of organizational integrity show an index of 3.48 on a scale of 0-4; The index of organizational integrity is to describe the perceptions of
employees in the DKI Jakarta environment on the quality of internal integrity applicability. Ideal integrity index in accordance with PERMENPANRB No. 52 years 2014 is 3.6. The result of perception survey of service shows index 3.18 in scale 0-4. The element with the lowest level of satisfaction is the element of service time;

In 2016, Jakarta Provincial Inspectorate has conducted evaluation on 40 SKPD including 5 Mayor of Administration City, with value as follows:

Table: Administration City LKIP Value 2015

<table>
<thead>
<tr>
<th>NO</th>
<th>SKPD</th>
<th>VALUE</th>
<th>PREDICATE</th>
<th>RANKING</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Mayor of Central Jakarta</td>
<td>62.91</td>
<td>B</td>
<td>4</td>
</tr>
<tr>
<td>2.</td>
<td>Mayor of East Jakarta</td>
<td>61.99</td>
<td>B</td>
<td>8</td>
</tr>
<tr>
<td>3.</td>
<td>Mayor of South Jakarta</td>
<td>61.97</td>
<td>B</td>
<td>9</td>
</tr>
<tr>
<td>4.</td>
<td>Mayor of West Jakarta</td>
<td>60.81</td>
<td>B</td>
<td>13</td>
</tr>
<tr>
<td>5.</td>
<td>Mayor of North Jakarta</td>
<td>58.88</td>
<td>CC</td>
<td>28</td>
</tr>
</tbody>
</table>

Source: LKIP DKI Jakarta Province 2016

Data from Jakarta Smart City (JSC) revealed the number of public complaints through the Qlue channel in 2017, which is very significant as the following table:

Table: public complaints 2017

<table>
<thead>
<tr>
<th>Bulan</th>
<th>Wait</th>
<th>Process</th>
<th>Disposisi</th>
<th>Coordination</th>
<th>Complete</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Jan-16</td>
<td>3267</td>
<td>3914</td>
<td>0</td>
<td>0</td>
<td>12490</td>
<td>19671</td>
</tr>
<tr>
<td>Feb-16</td>
<td>4912</td>
<td>11646</td>
<td>0</td>
<td>0</td>
<td>11728</td>
<td>28286</td>
</tr>
<tr>
<td>Mar-16</td>
<td>10099</td>
<td>19975</td>
<td>0</td>
<td>0</td>
<td>13335</td>
<td>43409</td>
</tr>
<tr>
<td>Apr-16</td>
<td>13301</td>
<td>23370</td>
<td>0</td>
<td>0</td>
<td>18994</td>
<td>55665</td>
</tr>
<tr>
<td>Mei-16</td>
<td>10956</td>
<td>21146</td>
<td>0</td>
<td>0</td>
<td>16376</td>
<td>48478</td>
</tr>
<tr>
<td>Jun-16</td>
<td>8017</td>
<td>24961</td>
<td>0</td>
<td>0</td>
<td>23133</td>
<td>56111</td>
</tr>
<tr>
<td>Jul-16</td>
<td>2886</td>
<td>14452</td>
<td>0</td>
<td>0</td>
<td>33387</td>
<td>50725</td>
</tr>
<tr>
<td>Agt-16</td>
<td>10601</td>
<td>21399</td>
<td>0</td>
<td>0</td>
<td>23151</td>
<td>55151</td>
</tr>
<tr>
<td>Sep-16</td>
<td>9120</td>
<td>17238</td>
<td>0</td>
<td>0</td>
<td>19015</td>
<td>45373</td>
</tr>
<tr>
<td>Okt-16</td>
<td>7179</td>
<td>18964</td>
<td>0</td>
<td>0</td>
<td>24269</td>
<td>50412</td>
</tr>
<tr>
<td>Nov-16</td>
<td>6432</td>
<td>14743</td>
<td>0</td>
<td>0</td>
<td>14883</td>
<td>36058</td>
</tr>
<tr>
<td>Des-16</td>
<td>4680</td>
<td>11453</td>
<td>0</td>
<td>0</td>
<td>12768</td>
<td>28901</td>
</tr>
</tbody>
</table>

Source:Open Data, Jakarta Smart City (JSC) (processed)

The issues of organization and city administration working procedures as mentioned above are also indicated from the final report of the results of a single autonomy implementation study in DKI Jakarta
Province by a Team formed by the Governance Bureau which recognizes that one of the problems faced in the implementation of a single autonomy which is rooted in the relationship construction between DKI Jakarta Province and City / Regency Administration under it is the unclear implementation of the division of authority. Even the results of the study explicitly state that overall issues that are priorities for review and action are the authority and coordination (related to the management of authority / SOP), especially at the level of the City Government and Administrative districts. (2013: 66-75).

Recommendations from the Governance Bureau review results of DKI Jakarta Province are:

a. It is necessary to violate the authority at each level, especially to avoid overlapping between levels and with elements of the Province SKPD structure and the authority at each level to coordinate (as the coordinator, for example in the Municipal Administration to coordinate and direct the agenciesdistrict level coordinates and directs the Agency Section) of government affairs, so that the needs and problems that occur in the community can be handled immediately.

b. Reformulation of Regency / City Administrative, District and Sub-District roles are directed as front officers and based on Citizen Charter.

c. Alternative pattern of delegation of authority through delegation of affairs to the level of City / Regency Administration, District and Village followed by the mechanism of planning, budgeting, supervision and accountability by including the carrying capacity of human resources, infrastructure and funding.

Considering the evaluation result above (category "B"), it is seen that the index of bureaucracy reformation of DKI Jakarta Province has not been satisfactory and even close to category "C". This condition is worrisome, and needs to get attention for the acceleration of bureaucracy reform in Jakarta. The results of the evaluation prove that the predetermined target of LKIP predicate for 2016, "BB" and government financial statements opinion of Fair Without Exception, is not achieved.

Ermaya Suradinata (2013: 21), reform of government organizations should be able to make changes: 1) regional leadership; 2) regional institutions, institutional restrictions at the regional level that
are ineffective and efficient, it is necessary to establish standards of organization and spatial formation that allow for certain areas, the need for certain institutions due to geography, political and socio-cultural factors and other regional needs; 3) regional finance requires a greater percentage of the financial division between the central and regional governments, as well as the types of receipts; 4) integrated resource and personnel apparatus; 5) regional authority, restructuring of central and regional authorities and districts / municipalities; 6) executive and local legislative relations.
II. THEORETICAL FRAMEWORK

Ermaya Suradinata (1998: 10) argues that government science is a knowledge that studies the process of the public institutions activities in its function to achieve the goals of the state, where knowledge is obtained through a scientific methodology and apply universally. Furthermore, it is argued that conceptually, governmental science is the study of how the arrangement of public institutions and how the institutions are functioned, both internal and external intended for the interests of the state.

According to U. Rosenthal (in Syafiie, 2011: 21): De bestuurwetenschap is de wetenschap die zich uitsluitend bezighoudt met de studie van interne en externe werking van de structuren en prosessen. (Governmental science is a science that writes the study of the appointment of work into and out of the structure and general governance process). According to H.A. Brasz (in Syafiie, 2011: 21): De bestuurswetenschap waaronder het verstaat de wetenschap die zich bezighoudt met de wijze waarop de openbare dienst is ingericht en functioneert, intern en naar tegenover de burgers. (Governmental science can be interpreted as a science that studies on how public institutions are organized and functioned inwardly and outwardly to its citizens)

Judging from the object of the form, according to Sadu Wasistiono (2017: 61), governmental science covers aspects:

1. The relationship between government institutions as a representation of the State and its people in different circumstances in accordance with the form of the State, political system, and the system of government it embraces.
2. What the government does is the authority, the legitimate power that has been legitimized through legislation
3. The main task of the government is to provide services to the public in order to achieve the common prosperity.

That the implementation of local government can not be separated from the concept of decentralization. According to Rondineli and Cheema (2007: 1) “Decentralization was defined as the transfer of authority, responsibility, and resources through deconcentration, delegation, or devolution from the center to lower levels of administration.”

For special areas, it is possible to apply the concept of asymmetric decentralization with the consideration that it is a necessity for a country that has a wide variety of local, socio-cultural and all its potentials. The condition of diversity will distinguish an area with other areas. This condition also encourages the central government not to
generalize its policies for regions that have special specificities.

The political scientist who first initiated the discourse on asymmetric decentralization, Charles Tarlton in Jaweng (2013: 107) suggests that the main differentiator between symmetrical and asymmetrical patterns is at the level of conformity and communality in the relationship of a governmental level (State / Region) with the general government system, central government as well as between states / regions. The symmetrical pattern is characterized by "the level of comformity and communality in the relations of the ech of the political unit of the system to both systems as a whole and to the other component units". The existence of symmetric relations between each state / region with the central government is based on the number and weight of the same authority. While in an asymmetrical pattern, one or more local government units possessed of varying degrees of autonomy and power. The differing degree of autonomy and power marked by uniform arrangement of authority charges formed different degrees of relationship between asymmetric states / regions with units politics / other government either horizontally (state / region symmetric) or vertical (national).

Related to the implementation of public policy, Hill and Hupe (2002: 7) says:

*Implementation is the carrying out of basic policy decision, usually incorporated in a statute but which can also take the form of important executive orders or court decisions. Ideally, that decision identifies the problem(s) to be addressed, stipulates the objective(s) to be pursued, and in a variety of ways, ‘structures’ the implementation process. The process normally runs through a number of stage beginning with passage of basic statute, followed by the policy outputs (decisions) of the implementing agencies, the compliance of target groups with those decisions, the actual impact – both intended and unintended – of those outputs, the perceived impacts of agency decisions, and finally, important revisions (or attempted revisions) in the basic statute.*

From the above opinion, ideally, policy implementation is seen as a decision that identifies the problem to be searched for various ways of completion by showing the structure of policy implementation that can be followed by the policy implementers. With this view, then the implementation of the policy is a process of problem solving done in certain ways into the process of policy implementation. Thus policy implementation requires a comprehensive understanding of the perspectives of issues that need to be addressed, addressed or anticipated through a series of actions or activities. In this case Ripley and Franklin (1990: 4) says:

*Implementation is what happens after laws are passed authorizing a program, a policy, a benefit, or some kind of tangible
output. The term refers to the set of activities that follow statements of intent about program goals and desired results by government official. Implementation encompasses action (and no action) by a variety of actor, especially bureaucrats, designed to put program in to effect, ostensibly in such an away to achieve goals.

For the discussion concerning the implementation of organization policy and City working procedures Administration, the author uses the theoretical basis of public policy implementation of Van Horn Van Meter and organization theory from Henry Mintzberg as the theory to analyze it.

Van Meter and Van Horn (1975: 462) devised a policy implementation model by saying that there are six variables that make up the relationship between policy and performance. The policy implementation model proposed by Van Meter and Van Horn not only determines the relationship between independent variables and the main dependent variable, but also makes explicit the relationship between independent variables. The linkage is an empirically testable hypothesis, assuming that indicators can be established and appropriate data can be collected. The problem Approach in this way, there is a greater opportunity to explain the process in which the policy decision is made compared to the linking.

Hill and Hupe (2002: 45) describes the implementation policy model according to Van Meter and Van Horn follows:

Van Meter and Van Horn go on to suggest a model in which six variables are linked dynamically to the production of an outcome ‘performance’. The six variables (surely are in fact clusters of variables) are:

1. Policy standard and objective, which elaborate on the overall goals of the policy decision ... to provide concrete and more specific standards for assessing performance;
2. The resources and incentives made available;
3. The quality of inter-organizational relationships (we find in their discussions of this, as in so much of the American literature on implementation, an extensive discussion of aspects of federalism);
4. The characteristics of the implementation agencies, including issues like organizational control but also, going back surely to inter-organizational issues, the agency’s formal and informal linkages with the “policy-making” or “policy-enforcing” body;
5. The economic, social and political environment; and
6. The disposition or response of the implementers, involving three elements: their cognition (comprehension, understanding) of the policy, the direction of their response to it (acceptance, neutrality, rejection) and the intensity of that response.

Hendry Mintzberg dalam bukunya “The Structure of Organizations, A Synthesis of the Research” suggests there are 5 (five) basic parts of an organization, to the five basic parts of the organization are:

1. The Operating Core, is employees who carry out basic work related to the production of goods and services.

2. The Strategic Apex, top-level manager, who is given overall responsibility for the organization. He guarantees that the organization runs the company's mission outlined.

3. The Middle Line, the Managers who connect the operating cores with strategic apex.

4. The Technostructure, included in this section are those who are tasked with analyzing and responsible for standardization within the organization.

5. The Support Staff is the people who fill the staff unit and is an indirect support services to the organization.

One of these five sections can dominate an organization. If controls under Operating Core then the decision will be decentralized, if Strategy Apex have dominant controls then the decentralized control is a simple structure, if The Middle Line is more dominant then it is found a group of autonomous units working in a divisional structure, if The Technostructure dominant control then the control is done through the standardization of structures that produce a structure machine.

III. IDEA FRAMEWORK

By describing the public policy implementation model of Von Meter and Von Horn and the organizational theory of Henry Mintzberg, the preparation of reconstruction of theory and reconceptualization can then be put forward the Framework of Thought with the following figure:
IV. RESEARCH DESIGN

The research on the implementation of organizational policy and Administration City working procedure in DKI Jakarta Province is intended to reveal the...
perceptions and experiences of informants, and their ways of interpreting various matters related to the implementation of organizational policy and administration city working procedure. Furthermore, the analysis of the research results is designed with the implementation of Van Meter and Van Horn and Henry Mintzberg public policy. Further research design can be displayed with the following picture:

V. ORGANIZATION AND ADMINISTRATION CITY WORKING PROCEDURE

Administration City Organization, consisting of: a. Mayor; b. Vice Mayor; c. City Secretariat; d. Government Assistant; e. Assistant for Economy and Administration; f. Assistant for Development and the Environment; g. Assistant for People's Welfare; and h. Functional Position Group.

The position, duties and functions of the Administration city as following: (1) The Administration City is the executing element of the Regional Government task in the area of Administration City. (2) The Administration City shall be headed by a Mayor domiciled under and accountable to the Governor through the Regional Secretary. (3) The mayor in performing his duties is assisted by a Vice Mayor who is under and responsible to the Mayor. (4) The mayor in carrying out his duties and functions shall be coordinated by the Government Assistant of the Regional Secretary. Article 3 states: (1) The Administration City has the duty of
the government and carry out part of the Regional Government duties delegated from the Governor and coordinate the implementation of governmental duties in the area of Administration City. (2) To carry out the tasks referred to, the Administration City performs the functions of: (a) the preparation of the strategic plan and work plan and budget of the Administration City; (b) implementation of the strategic plan and budget execution document of Administration City; (c) the determination of operational tactical decisions on the implementation of government tasks in the Administration City area: (d) operational control of tranquility and order and enforcement maintenance of Regional Regulation and Governor Regulation by Administrasi City civil service police; (e) coordinating, controlling and evaluating the preparation of work plans and budgets of Officials, Offices, Civil police Administrasi City, district and sub-district; (f) coordinating, controlling and evaluating the operational tactical execution of duties and functions of the Office, Office, Civil police Administrasi City, district and sub-district; (g) development of district and sub-district; (h) monitoring and mapping of the Administration city situations and conditions; (i) implementation and facilitation of the coordination forum of regional leaders at the municipal level of the Administration City; (j) the provision, administration, use, maintenance and maintenance of working infrastructure and facilities; (k) implementation of coordination with the City Council; (l) execution of government duties delegated by the Governor; (m) management of personnel, finances and goods of Municipal Administration; (n) administrative and municipal administration of the Administration City; (o) management of archives, data and information of City Administration; and (p) reporting and accountability of Administration City duties and function.
VI. DISCUSSION

In order to answer the research question "How is the implementation of Administration City organization policy and working procedures in DKI Jakarta Province?", And in accordance with the construction of analysis using Von Meter and Von Horn, public policy implementation model and organizational theory Henry Mintzberg, the following:

Regarding Policy Standards and Objectives variable, Van Meter and Van Horn (1975: 464) explain that identification of performance indicators is an important stage in the analysis. Basically, performance indicators assess the extent to which policy standards and objectives are realized. Complicated standards and goals on the overall goal. They move beyond the generalization of legislative documents to provide more specific standards for assessing program performance.

If the policy and objective standards are projected into the administration of the Administration city in 5 areas of DKI Jakarta, the policy standards and objectives referred to in Governor Regulation No. 253 of 2014 on the Organization and Administration of City Administration.

Unlike other provinces, DKI Jakarta Province gets special autonomy for provincial level. Thus, the 5 city areas in the Province of DKI Jakarta are declared as administrative city. This specificity certainly has certain consequences in the implementation of the democratic system and the system of government administration. In the implementation of the democratic system, the mayor in DKI Jakarta Province is not directly elected; but appointed and discharged by the Governor. So also in the administration of government administration system. All Mayor's policies in 5 areas of Administration City are derivatives of Jakarta Provincial Government policy, including government authority run by Mayor.

However, the Mayor directly faced the community, many problems and complaints submitted directly to the Mayor, while the Mayor can not be solved well this is due to the limited authority it has. Reveals the problem of overlapping execution of government affairs on bureaucratic work units. This necessarily requires a coordination and integration approach. This approach is the responsibility of the Mayor in controlling the implementation of policies, programs and or activities related to government affairs and elected government affairs. This obligation is certainly attached to the authority of the Mayor.

Special autonomy granted to the Provincial Government of DKI Jakarta is the embodiment of the asymmetric decentralization policy which refers to the position of Jakarta as the State Capital. This special autonomy applies at the provincial level. Therefore, in the Province of DKI Jakarta there is no autonomous city design such as Depok City, Bekasi or Tangerang.
City.
With the position as SKPD, then by itself the authority of the Mayor in DKI Jakarta is not like the authority of the Mayor in the autonomous city area where the mayor is elected directly by the community through the election of the regional head. This authority appears to be one of the problems of government bureaucracy in DKI Jakarta.

Vision and Mission of the DKI Jakarta Province Governor as stated in the Strategic Plan of DKI Jakarta Provincial Governor Year 2013-2017 is "New Jakarta, modern arranged neatly, become a decent and humane dwelling place, have a culture society and with government oriented service ".

To realize the vision of development, the mission is formulated as follows:

a. Realizing Jakarta as a modern city that is neat and consistent with the Spatial Plan of the Region.

b. Makes Jakarta a city free of chronic problems such as traffic jams, floods, slum settlers, garbage and others.

c. Ensure the availability of adequate and affordable housing and public space for the citizens of the city.

d. Building a culture of urban society that is tolerant, but also at the same time has awareness in maintaining the city.

From a descriptive analysis of standards policy and implementation objectives of the Administration City administration policy in DKI Jakarta Province, and referring again the explanation of Van Meter and Van Horn (1975: 464) on Policy Standards and Objectives variables, the identification of performance indicators assesses the extent of policy standards and the objectives are realized, then the stands point is obtained as follows: The policy standards and objectives of the Administration City administration implementation in the Province of DKI Jakarta form a phenomenon that the Mayor is structurally declared as SKPD with very limited authority; but culturally the Mayor is known to the people of Jakarta as the Mayor who has authority like the authority of the Mayor in the autonomous region. This has implications on Mayor's leadership behavior and functional relationships between work units of SKPD in the Administration City area. In the perspective of the implementation of asymmetric decentralization policy, these implications become the characteristics, patterns and characteristics of the administration of DKI Jakarta Province with its specificity as the State Capital. And therefore, the policy standards and implementation objectives of city administration administration policy in DKI Jakarta are special as well. Such specificity shall be stated, among others, by the position and authority of the Mayor in five areas of City Administration as the Head
of the Regional Work Unit of DKI Jakarta Province.

Referring to the opinion expressed by Henry Mintzberg, and taking into account the 16 (sixteen) functions of the Administration City, it can be argued that the functions of the Municipal Administration are a support function. Thus, the Administration City in DKI Jakarta Province is included and serves as "Support Staff." Implementation The function is limited to coordinating work units in the region.

The interesting thing is that its position as one of SKPD of DKI Jakarta Provincial Government has different with other SKPD which also serves as "support staff". The difference referred to is the unclarity of the field or affairs handled by the Municipal Administration. For example: Regional Personnel Board that has clarity of affairs that is the affairs of personnel, National Unity and Politics Agency which handles national and political affairs or Regional Development Planning Board that specifically performs its main duties and functions as a regional development planner of DKI Jakarta Province.

If we look at the Administration City organization itself, which acts as a "strategic apex" is the Mayor of the Administration City, while the City Secretary is in the "middle line" position and the parts with the staff are acting as "operating core", while the "technostructure" and "support staff" are not technical implementers responsible to the Mayor.

Regarding Policy Resources and Incentives variables, Van Meter and Van Horn (975: 465) explain that policies also require the provision of resources that facilitate the administration of policies. These resources may include funds or other incentives in programs that may encourage or facilitate effective implementation.

According to the authors, the resources that most determine the effectiveness of the execution of tasks and functions of administration city are the resources of the apparatus. The amount of budget allocated to each work unit of the bureaucracy certainly focused on the implementation of the authority, tasks and functions that are packaged into programs or activities. Each bureaucratic work unit certainly has its own institutional character

The greater delegation of authority accompanied by the allocation of larger budget allocations to the Mayor appears to be a structural problem and also an administrative problem in the administration City cadministration in DKI Jakarta province. In relation to activities and budget allocations, when considered by the City Government Administration budget, it can be argued that the budget follows its authority. The two municipal budgets finance only internal or coordinated activities, and there is no development-related budget directly related to the community, a budget that is a follow-
up of community aspirations and development budgets related to innovation or breakthroughs from a Mayor. Given the City Administration setting is the same then the process of determining activities and budgeting have similarities as well.

From the descriptive analysis of the policy resources and incentives of the implementation policy of the Administration City administration in DKI Jakarta Province, and recalling the opinion of Van Meter and Van Horn (1975: 465) who said that the policy also requires the provision of resources that facilitate the administration of policy, stands point as follows:

Policy resources and incentives of administration city administration implementation in DKI Jakarta Province are not yet optimal. The lack of optimum policy resources is revealed from the limited resources of the apparatus, limited financial resources, and regulatory resources that limit the authority of the Municipal Mayor of Administration. Nevertheless, the incentives given to RT / RW administrators in 5 areas of Administration City are optimal enough to stimulate public participation in administering administration city in DKI Jakarta Province. The limitation condition of such policy resources greatly affects the performance of the apparatus and performance of the Administration City as one of the Regional Devices Work Unit. Limitations of the policy resources in question also affect the behavior of the Mayor's leadership in coordinating the administration of the Administration City. Therefore, the Mayor's strategic role is not optimal in carrying out government leadership functions; and more than that the implementation of the functions of Municipal Administration also become not maximal in carrying out government affairs.

Limitations of budgetary and human resources owned by the Administration city government, closely related to the position of Administration City as "support staff". Development cost is allocated for Technical Implementation Unit Area (UKPD) that exist in the area of the Dinas Tribe as "technostructure" in the region.

In this Interorganizational Communication and Enforcement Activities, Van Meter and Van Horn (1975: 466) make it clear that effective policy implementation requires that program and objective standards need to be understood by those responsible for achieving them. Therefore, it is important to clarify standards and objectives, the accuracy of policy communication for implementers, and consistency (or uniformity) communicated through various information. Standards and objectives can not be performed unless the policy is stated with sufficient clarity so that the implementer can know what is expected from the policy. Communication within and between organizations is a complex and difficult process. In the transmission of messages into an organization, or
from one organization to another, communicators undoubtedly distort the policy - either intentionally or unintentionally. Furthermore, if different sources and communications provide inconsistent interpretations of standards and objectives or if the same source provides conflicting interpretations over time, then the implementer will find it difficult to implement the policy direction. Therefore, the prospects for effective implementation can be enhanced by clarity of standards and objectives expressed accurately and consistently with what is communicated. The effectiveness of inter-organizational communication activities may be correlated with organizational characteristics that serve to implement the policy.

Referring to the importance of communication among agencies / work units of bureaucracy in the implementation of government in 5 areas of Administration City, then there are at least 3 types of organizational communication activities, namely structural consultation, operational communication, and personal integration.

An interesting phrase is that personal integration starts from the planning process during Musrenbang, development implementation, monitoring and evaluation. Then it is said that the constraint faced is that the proposed activities carried out through Musrenbang City but decided in the Provincial Musrenbang. This fact causes not all proposals submitted to the City Government may be approved by the Provincial Government. Impact, position and authority of Administration City in front of the community can be considered not optimal. Moreover, this fact can also hamper the acceleration of development in five areas of administration city.

Ermaya Suradinata (2013: 46) suggests that communication in organizational processes is the spirit of organizational life. Organizations without communication mean organizations without life spirits. From some of the above opinions, it appears that the importance of communication within an organization.

The condition is very contrast when viewed from the position of a Mayor of Administration in communicating with the technical implementing units in the region. Considering that the technical implementing unit is responsible to the agency/ institution in the province, the Mayor will find obstacles in following up the demands of his community.

It is interesting to note here that some of the existing functions of the Technical Implementing Units in the region, some of which have been carried out by what is known as the highly significant Infrastructure and Equipment Management (PPSU) officers. Many obstacles in following up the problems in the region. This is due to the involvement of the UKPD in its implementation found a complicated procedure and slow and
not clear SOP handling. According to Edward III (2003: 146) said:

Even if sufficient resources to implement a policy exist and the implementors know what to do, implementation may still be prevented because of deficiencies in bureaucratic structures. Organizational fragmentation may hinder the necessary coordination to successfully implement a complex policy that requires the cooperation of many people and may also waste scarce resources, inhibit change, create chaos, lead to policies in cross-goal work, and produce improved functions. As organizational units conduct their policies developing standard operating procedures (SOPs for handling routine situations in patterned relationships, unfortunately, SOPs designed for future policies are often inappropriate for new policies and may cause hurdles to change, delays, waste or unwanted actions SOPs sometimes hinder not help policy implementation.

From a descriptive analysis of communication enforcement activities between organizations, and re-referring to the views of Van Meter and Van Horn (1975: 466) which says that effective policy implementation requires that program and objectives standards need to be understood by those responsible for achieving them. Therefore, it is important to clarify the standards and objectives, the accuracy of the policy communication for the implementer, and the consistency or uniformity communicated through various information, then the stands point is obtained as follows:

Communication Enforcement activities between agencies or Regional Work Unit (UKPD) in Administration City not yet optimal. The not yet optimal communication enforcement activity is revealed from the objectives and objectives of the communication undertaken to solve all problems, and all operational communications are built in an effort to improve the best service delivery to the community; but in many cases not all mayor's directions to UKPD through such communication activities are followed up by UKPD; because of the dual loyalty of UKPD that caused structural communication is constrained. While the integration of professional competence apparatus that become components of the implementation of a job or activity seems to be the dominant factor. If the dominant factor is reinforced with integrity and optimal personal capacity, then it is certain that the work or activity will be optimized. This shows how important the implementation of communication function in the implementation process of administration city administration policy in DKI Jakarta Province.

Taking note of it can be stated that in the implementation of the activities are more prominent is techno structure (tribe offices), and support staff (Agency, and office). They have a tendency to prioritize their responsibilities to the Head of
Agency or Head of Agency, when compared with the Mayor of Administration City.

Referring to the Characteristics of the Implementing Agencies as explained by Van Meter and Van Horn (1975: 470) that many characteristics of administrative institutions influence policy performance. For example, bureaucratic structures as people with "repetitive characteristics, norms, and patterns of relationships that have potential or actual relationships for what is done policy", then the question is how the implementation of the organizational structure of city government administration in carrying out government affairs; and what are the weaknesses or constraints of such structures and the effort that needs to be done.

Explicitly Article 68 paragraph (1) states that the Agencies is the unit of duty as the executor and the device in the city administration in the implementation of technical tasks and services to the community in accordance with the main duties and functions, led by a head of the agencies that technically and administratively domiciled and is responsible to the Head of each Service and is operationally domiciled under and responsible to the Mayor. Paragraph (2), reporting and accountability of duties and functions of the Sub-Office, technically and administratively submitted to the Head of each Office and operationally submitted to the Mayor. Paragraph (3), the Head of the Dinas is appointed and dismissed by the Governor upon the recommendation of the Head of each Service with the consideration of the Mayor.

The lack of clarity of government affairs carried by the Mayor increasingly more interesting when paying attention to the Key Performance Indicator (KPI) determined for Mayor City Administration in DKI Jakarta Province signed on April 15, 2016, between the Governor of DKI Jakarta Basuki Tjahaya Purnama with the Mayor, including the Deputy Mayor and Secretary, of the Administration City actually bind the activities in the existing Technical Unit in the region and not take from the activities of the Secretariat of Administration City. This fact is due to unclear government affairs delegated to the Mayor of Administration.

One of the problems between the central government, provincial and district / city governments according to Sadu Wasistiono & Polyando, (2017: 482-483) is the area of authority conflict sharing between government structures. The imbalance in political allocation of authority between the central, provincial and regency / city, will be the most sensitive areas of conflict, both allocation of authority to provinces and regency / city. Providing wide governmental authority to regency / city will result in protests from the province, and vice versa.
Similarly, Sumaryadi (2006: 96) argues that the centralization of authority, power, institutions and resources in the Jakarta Provincial Government bureaucracy has played a role as the cause of ineffective management of government affairs obtained within the framework of regional autonomy is true. The effectiveness of the government management affairs within the framework of regional autonomy can be improved through increasing the political and administrative capacities of government bureaucracy in the city / regency autonomous region of DKI Jakarta Province. Interpretation of the regional autonomy policy implementation low effectiveness in DKI Jakarta Province can be seen by the fact that the monopoly of bureaucratic power of DKI Jakarta province is obtained from the authority of the special region of the state capital as well as the authority coming from the autonomous region.

As one of the alternatives the division can be moored in the following table:

<table>
<thead>
<tr>
<th>PROVINCE</th>
<th>CITY / REGENCY</th>
<th>DISTRICT</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Policies Formulation Including NSPK, SOP, PKS</td>
<td>Operational Policy</td>
<td>implementation /Operational</td>
</tr>
<tr>
<td>2. Regional strategic program</td>
<td>Local Program</td>
<td></td>
</tr>
<tr>
<td>3. regency/city cross activity</td>
<td>district cross activity - transporting waste to landfill</td>
<td>Sub-district cross activity -watering plants -repairing lights</td>
</tr>
<tr>
<td>4. physical development</td>
<td>physical maintenance</td>
<td></td>
</tr>
<tr>
<td>5. provincial-scale objects maintenance (related to technical and heavy equipment)</td>
<td>regency/city-scale objects maintenance (semi heavy equipment)</td>
<td>light maintenance</td>
</tr>
<tr>
<td>6. heavy equipment procurement</td>
<td>light equipment procurement</td>
<td></td>
</tr>
</tbody>
</table>

Considering the foregoing, for the effectiveness of service and development, the division or delegation form of authority should have been delegated to the Mayor or the technical implementation unit in the field, but after a change of regulation concerning the organization and working procedures, it has not materialized. According to Hasibuan (1999: 26), a number of key issues involved in organizational understanding are that in an organization there is a goal to
be achieved; a structured cooperation system of a group of people; the division of labor and working relations between a group of people; the establishment and classification of integrated work; the existence of a formal attachment and order to be obeyed; the delegation of authority and coordination of duties; the existence of organizational elements and tools; and the placement of people who will do the work.

<table>
<thead>
<tr>
<th>No.</th>
<th>Work Unit</th>
<th>Position</th>
<th>Appointment</th>
<th>Responsibility</th>
<th>Authority</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Mayor</td>
<td>SKPD Province</td>
<td>Governor</td>
<td>Governor</td>
<td>Governor Delegation</td>
</tr>
<tr>
<td>2.</td>
<td>Sub department</td>
<td>UKPD department Province</td>
<td>Governor as</td>
<td>department chief</td>
<td>department chief Delegation</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>recommendation from</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>department chief</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.</td>
<td>Irbanko</td>
<td>UKPD Provisclal Inspectorate</td>
<td>Governor as</td>
<td>Province Inspector</td>
<td>Inspector Delegation</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>recommendation from</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Inspector</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.</td>
<td>Office</td>
<td>UKPD Province Agency</td>
<td>Governor as</td>
<td>agency chief.</td>
<td>agency chief Delegation</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>recommendation from</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>agency chief.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5.</td>
<td>District Chief</td>
<td>UKPD Province</td>
<td>Governor as</td>
<td>mayor</td>
<td>Governor Delegation</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>recommendation from</td>
<td></td>
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</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>mayor</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6.</td>
<td>Sub-District Chief</td>
<td>UKPD Province</td>
<td>Mayor as</td>
<td>District Chief</td>
<td>Governor Delegation</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Delegation from</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Governor</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

From a descriptive analysis of the characteristics of implementing agencies, and re-referring to the views of Van Meter and Van Horn (1975: 470) which says that many characteristics of administrative institutions affect policy performance. For example,
bureaucratic structures as people with "repetitive characteristics, norms, and patterns of relationships that have potential or actual relationships for what the policy is doing", can then stand as follows:

Institutional Characteristics of Administration City Government in DKI Jakarta Province shows the limitation of Mayor's authority that influences the behavior of Mayor's leadership and has wide impact on the implementation of Administration t City ask and function. Limitations of this authority arise from the determination of the Administration City as one SKPD, but the determination is not accompanied by clarity of government affairs such as government affairs that become the main tasks and functions of the Office, Agency or Office. Because of limited authority, the institutional characteristic of Administration City and Administration Mayor position can not be equated with institutional characteristic of autonomous City as regulated in Law Number 23 Year 2014. Institutional Characteristic The city administration and characteristic of the position of Mayor of Administration in DKI Jakarta Province is a logical consequence of the enactment asymmetric decentralization policy as stipulated in Law Number 29 Year 2007 regarding Provincial Government of DKI Jakarta as the Capital of the Unitary State of the Republic of Indonesia.

In connection with the organizational theory proposed by Henry Mintzberg, it is illustrated that the Administration City with the current structure does not have a technostructure directly under the control of a Mayor. The technical implementation unit is in other SKPD (Department). The same conditions also apply to staff support such as City Personnel, National Unity and Politics are units that are organizationally under the Provincial Board. The Administration city organization in accordance with Governor Regulation 253 of 2014 shows Mayor as strategic apex, City Secretary as the "middle line" and Parts as "operating core". Thus, this condition causes an Municipal Mayor to experience obstacles in increasing service to the public.

Referring to Economic, Social, and Political Conditions, Van Meter and Van Horn (1975: 472) explain that the impact of economic, social, and political conditions on public policy has been attention focus of many people over the last decade.

can be given a bigger role to the Mayor of Administration City. So far the role can not be implemented maximally, considering all the programs of poverty eradication activities are activities and programs of technical implementing units in the region. The same is true of efforts to solve the problems of social welfare problems (PMKS) is still quite high that is 18,387 person. From a descriptive analysis of the economic, social and political conditions of the environment, and recalling the views of Van Meter and Van Horn (1975: 472) which say that the impact of economic, social and political conditions on public policy has been the focus of many people, stand points as follow: The condition of the economic, social and political environment is dynamically correlated with the implementation of the Administration City government administration policy in DKI Jakarta Province. The correlation of the economic environment with implementation of the Administration City government administration policy includes relationships in the interest of the economic environment and according to the interests of the government. Conditional relations according to environmental economic interests require the Administration city to implement various government policies, programs and activities aimed at enhancing economic growth and broadening equity of economic development outcomes in various sectors and improving. Conditional relations according to the interests of the government require that the Municipal Administration is entitled to obtain sources of financing from the collection of various types of local taxes and user charges. With the financing source, then each city administration to implement various policies and government activities, among others, aims to overcome the problem of poverty, expand employment; increase business activities; and increase people's incomes.

Regarding the disposition of policy-makers, Van Meter and Van Horn (1975: 472) explain that each component of the model discussed must be screened through the executing perceptions within the jurisdiction in which the policy is implemented. Elements of the implementing response can affect the ability and willingness to implement the policy, ie the policy makers' understanding of the policy, the policy response direction (acceptance, neutrality, rejection), and the intensity of the response. Van Meter and Van Horn (1975: 473) say "The implementers understanding of the general intent, as well as the specific standards and objectives of the policy, are important." Van Meter and Van Horn also said that the direction of disposition of policy implementers against standards and goals is very important as well. Policy implementers may fail to implement the policy because they reject the goals contained in the policy. In
contrast, widespread acceptance of policy standards and objectives, to those responsible will increase the potential for successful implementation (Kaufman, 1960). At a minimum, it would seem that sharing attitudes will make implementation easier. Van Meter and Van Horn (1975: 474) caution that ultimately, the intensity of the disposition of the implementer may also affect the performance of the policy. Less intense attitudes can lead to the transfer of policy implementers to try passively and avoid a more general pattern. Under these circumstances we may have to look into the role of oversight and law enforcement to explain the variations in the effectiveness of policy implementation.

With a population of 10,187,595 million people in 2011, the province of DKI Jakarta appears to be a very dynamic area. If not well managed, this diversity can certainly lead to various urban problems such as the emergence of street vendors disturbing public order, littering, illegal parking, damaged roads and inadequate drainage.

With respect to such urban issues the Jakarta Provincial Government would need various approaches not only improve the performance of the apparatus but also to increase community participation in the maintenance of the environment. To that end, the Provincial Government of DKI Jakarta issued the Instruction of the Governor of DKI Jakart Province No. 3 of 2015 on Follow-up Evaluation of Public Opinion Response. In this instruction it is stated that in order to realize the vision of "New Jakarta, a modern, well-ordered city, a decent and humane dwelling place, possessing a cultivated society and with an oriented government of public service"

Henry Mintzberg’s theory argues that the executing officer is the operating core of an organization, which runs the organization to achieve its goals. Government policy has not yet given formation to receive new employees, so many work units complain about lack of employees. The current organization does not give the executors greater authority.

If in a bureaucratic unit or some bureaucratic work unit there is a dualism of mutual authority and lead to dualism of leadership that influence the implementation of a policy or activity, it will be difficult to overcome the dualism, if the problem of dualism arises from structural problems. Therefore, the issue of authority and leadership dualism in the administration city Administration in 5 areas of Administration City can only be overcome by structural changes. In addition to eliminating dualism of authority and dualism of structural leadership, structural changes in the administration of Municipal Administration can also be a starting point for developing effective bureaucratic leadership behaviors to prevent deviation from apparatus behavior.
No matter how great the performance of supervision is done with various approaches, but if the mental aspect of the apparatus does not improve, it may be very difficult to realize the work culture of an honest and trustful apparatus. Provision of Regional Performance Benefits (TKD) is very large when compared with the province and other blood, should have a very significant correlation to the performance of employees of the Provincial Government of DKI Jakarta. Provision of large regional performance allowance is intended as an effort to Provincial Government of DKI Jakarta to accelerate the performance of employees in order to accelerate services to the people of Jakarta. There is no more reason for employees to make behavioral deviations because financially it has been met by the Governor of DKI Jakarta Province. The evaluation result of bureaucracy reform in 2016 in DKI Jakarta Province conducted by Ministry of PAN and Bureaucratic Reform of RI as mentioned in Chapter I above where Jakarta Capital City Bureaucracy Reform Index is 63.75 with category “B”.

From a descriptive analysis of the dispositions and responses of policy implementers, and re-referring to the views of Van Meter and Van Horn (1975: 472) explaining that elements of the implementer’s response may affect the ability and willingness to implement the policy, ie policy makers’ understanding of policy, and the intensity of the response, then the stand points can be raised following:

The response of the administration city Government apparatus to public issues reported by citizens, especially those reported by citizens through the application of information technology, is quite high. However, the follow-up response of the apparatus is often constrained by the dualism of authority and dualism of leadership of UKPD in the administration city Administration. The issue of dualism of authority and dualism of leadership can only be overcome by structural changes. In addition to eliminating dualism of authority and dualism of structural leadership, structural changes in the administration city Administration can also be a starting point for developing effective bureaucratic leadership behaviors to prevent deviation from apparatus behavior.

The deviation of the apparatus's behavior is not limited to corrupt behavior alone; but includes also deviations from all departments of the apparatus that are contrary to the norms and work ethics. The three approaches needed to prevent the disposition or deviation of the apparatus in implementing the policy of administering the Municipal Administration are the inherent supervision approach, the functional supervision and the supervision of the community.

VII. New Concept
New concepts derived from the discussion of the organizational policies and Administration City working procedures implementation in DKI Jakarta Province are as follows:

1. Theoretical Basis

Van Meter and Van Horn (1975: 462) say that there are six variables that make up the relationship between policy and performance. The six variables are policy standards and objectives; policy resources and incentives; interorganizational communication and enforcement activities; the characteristic of the implementing agencies; social, economy and political conditions; the disposition of implementors. Henry Mintzberg (1979: 20) says that there are 5 (five) basic parts of the organization namely: The operating Core, The Strategic Apex, The middle line, The Technostructure, and The support staff. One of the five sections can dominate an organization that makes the creation of five configuration designs.

From the characteristic of the implementing agencies dan The operating Core, The Strategic Apex, The middle line, The Technostructure, dan The support staff variables. derived four dimensions of analysis there are authority dimensions, structure dimensions, main task, and function dimension.

Changes in the structure of government organizations usually take a long time or not an easy or fast process. Changes in organizational structure indirectly affect the process of individuals and groups interaction within the organization. Reducing the number of organizational units (downsizing) causes interaction between units will be more intensive than in organizations that have a large number of units. But the impact of organizational structure changes on this process is not single, but also influenced by other factors. These other factors are individuals and groups that exist in organizations organized by strong leadership. Individuals gain new knowledge.

Etzioni and Robbins in Patar Simatupang (2006: 3), argued that organizational effectiveness is an organizational ability to achieve goals, and understand organizational effectiveness as a achievement level of short-term goals and long-term goals of the organization. While Azhar Kasim in Simatupang (2005: 4), the measurement of the effectiveness of organization consists of various perspectives, models, or approaches. Organizational effectiveness includes both a macro perspective and a micro perspective. The effectiveness of organizations according to macro perspectives, among others, comes from the theory of population ecology, the theory of resource dependence, and institutional theory. Meanwhile, according to micro perspective, the theory of organizational effectiveness, among others, comes from the theory of hope, needs theory, role theory, social information management.
theory, social learning theory and system theory. Azahar Kasim also pointed out (Simatupang, 2005: 4-5) that the measurement of organizational effectiveness can be viewed from several approaches: goal achievement approach, human relationship approach, open system approach, internal process approach, competitive value approach, and constituency approach.

Ermaya Suradinata (2013: 67) suggests that there are 4 (four) kinds of problems that serve as the reason for transforming organizations in large numbers, namely:

1. The lack of sustainable organizational performance, major changes in legal, economic, politics and technological conditions that shift the basis of industrial competence.
2. Performance cycle shifts, changes, performance cycles that require different strategy changes.
3. Organizational internal dynamics, size changes and organizational strategy or performance degradation.
4. Change the vision and mission of the organization, due to environmental and internal influences of the organization.

Furthermore, Ermaya Suradinata (2013: 29) suggests that larger organizational sizes in general will have some consequences:

1. Increase the number of management levels (vertical complexity) and the number of positions and sections (horizontal complexity).
2. Enlarge the level of specialization (employee skill or functional specialization).
3. Enlarge the level of formulation.
4. Enlarge the decentralization level (can also enlarge sntralisasi).
5. Increase the percentage of technical and professional staff.

Based on the empirical findings on the implementation of Administration City organizational policy and working procedure in DKI Jakarta Province, it can be stated that the organization and working procedure of Administration City is a public institution whose function is to achieve state goals as the limits of governmental science proposed by Ermaya Suradinata (1998: 10). The institution should be able to realize the aspirations of urban society. The results showed that the existing organizational structure and working arrangement, has not been able to realize the intended expectations.

This condition is caused by many problems and findings in the field that show the truth of what
Sadu Wasistiono (2017: 482) says that there are 4 (four) areas that become conflict between central government and local government that is related to authority, financial resources, staffing and supervision. The fact that some changes to the organization and administration of the Administration City in DKI Jakarta, until now has not provided adequate role and authority to the Mayor of Administration City. The implementation of decentralization is intended to allow local people to take care of themselves. Decentralization is also intended to bring closer service to the community.

The organizational structure and working procedures of the Administration City have significant influence on the authority, human resources, budget resources and infrastructure resources. The results show that it is now a problem for the Administration City. Based on that also, the development of organization in the Administration City considered very important to make changes. The change of an organization is a number of pre-planned activities to achieve a common goal through the division of tasks and functions, powers and responsibilities as proposed by Schein (1991: 16).

Based on the discussion as mentioned above, it takes delegation of authority to the city government that includes (1) the planning field is to conduct urban planning based on community aspirations and can develop new innovations in the development of its territory. Stages of planning under the control of the Mayor since the consultation of development planning at the level of citizens Association, subdistrict, district, and city level until the provincial level development planning consultation. The mayor with his or her equipment must be able to convince the provincial authorities of the proposed plan. However, the proposed plan should be guided by the Grand Design of the DKI Jakarta Province development. (2) areas of financing and budget, in line with the planning then the Administration City should get adequate financing and budget. The proposed flagship programs need full support from the provinces. In this connection an Administrative Mayor has the authority of good budget management in the City Secretariat, Technical Implementation Unit, and District or Sub-District. (3) the field of human resource management, this field is closely related to the employment which will include the appointment in office, mutation, pensions and employee welfare. The mayor needs a wider delegation of authority, especially those with the placement of employees and promotion in certain positions. The perceived obstacle so far is that with the positioning of positions at the provincial level requires prolonged time and procedure, while the other side of the vacancy for such a long time has an impact on service to the community. (4) the field of accountability and reporting of performance accountability, a Mayor should be able to demonstrate better
organizational performance. Therefore accountability and accountability reporting functions will follow other functions.

2. Empirical Basis

From the four dimensions analysis above obtained the empirical findings from the expression of the research informants to be the basis for the preparation of new concepts. Empirical findings in question is the organizational structure and working pattern of Administrations City and the authority attached to the position of Administration City Mayor. Based on these empirical findings compiled new concepts as a result of the development theories used as the theoretical basis of preparing the concept of research.

3. New Concept

Definition

The Authority of the Mayor in the Implementation of Asymmetric Decentralization Policy is conceptualized as a change in the format of the mayor's authority asemetriz covering the authority over all the Provincial UKPD in the City of Administration which is limited only for the implementation of activities which become derivatives of the policy, program or activity of the Provincial SKPD structurally the UKPD is under and responsible to the Mayor of the Administration City. The change in the mayor authority format of the Asemeteris requires a change of management functions of the Administration City which includes the function of planning, financing function, human resource management function, supervisory function, and accountability function and reporting of performance accountability with new concept as follows: First alternative, positioning districts as the spearhead of the Provincial Government of DKI Jakarta activities implementation; and thus there is no subdistrict in the administration of Administration city. The second alternative is to position subdistrict as the spearhead of the Provincial Government of DKI Jakarta activities implementation; and thus there is no longer UKPD Subdistrict in the administration of the Administration City.

4. Concept description

Changes in organizational structure and working procedures must be able to follow the development of the demands of the times, because with it that an organization can be able to answer, serve and balance the developmental demands that occur in the midst of society, the condition can ultimately prosper the community and speed up the process of regional and national development implementation.

Position and role of Mayor in the implementation of asymmetric decentralization policy is very important and strategic to achieve the purpose of decentralization policy implementation in the Government administration system of the Republic of Indonesia is the realization of community welfare. To
that end, the implementation of local government is directed to accelerate the realization of the community welfare through the improvement of services, empowerment, and participation of the community, as well as enhancement of regional competitiveness by observing the principles of democracy, equity, justice and uniqueness of a region in the system of the Unitary State of the Republic of Indonesia. With the specificity or privileges that characterize and characterize the territorial integrity of a region, the specificity or privilege of the area in question becomes the basis for establishing the government's design in the area. The design of the administrative city government rests on the position, role and responsibilities of the Mayor.

To achieve this, the position, roles and responsibilities of the Mayor of Administration City need to be optimized. Optimizing the position, roles and responsibilities of the Mayor of the Administration City rests on the authority in administering the administration city administration. In this context, the authority of the Mayor in the implementation of the asymmetric decentralization policy is conceptualized as a change in the format of the authority of the asymmetric Mayor which covers the authority over all the provincial UKPD in the Administration City which is restricted only to the implementation of activities derived from the policy, program or activity of the Provincial SKPD structurally which is located UKPD under and responsible to the Mayor of the Administration City. Changes in the format of mayor asymmetric authority accompanied by changes in the organizational structure of the following administrative cities:
The first new concept is that the district is positioned as the spearhead of the implementation of the Provincial UKPD activities. Thus there is no longer the UKPD in the administration of the Administration City Administration. The current district Structure is district head, Deputy Head of district, Secretary of District and Section, executing staff and supported by Implementing Unit of PTSP and Implementation Unit of Population and Civil Registry as well as Task Unit of Civil Service Police.

The advantage of this concept is that the subdistrict is now supported by the relevant technical Section, so that the reinforcement of the district will be easier when compared with the subdistrict which has no technical implementation unit. Beside of that with the number of DKI Jakarta Administration City districts as as much as 42 Districts, then from the budget side of employees can be savings. Another advantage is that the district has been used to carry out urban duties and
heavier jobs that can not be completed by the district. The application of this concept is believed to be a solution to the problem of human resources shortage which until now can not be overcome. Subdistrict officers who are merged will be able to support the district to carry out their activities. To support District head in handling problems in the field, the position of Deputy Head of district who deliberately left empty in the period of Governor Basuki Tjahya Purnama, needs to be filled in

...the existing is needed. The synergy between district head and the Deputy Head of district will greatly support the acceleration of development and service in the district, while the Secretary of the District will concentrate more on the handling of personnel administration, budget and other office administration.

Comparison of the number of current employees with the needs of employees can be described in the following table:

Table: Administration City, City, District and Sub-District Secretariat
Employee Condition, February 2018

<table>
<thead>
<tr>
<th>NO</th>
<th>CITY</th>
<th>TOWN SECRETARIAT</th>
<th>DISTRICT</th>
<th>SUB-DISTRICT</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Central Jakarta</td>
<td>129</td>
<td>22</td>
<td>176</td>
</tr>
<tr>
<td>2.</td>
<td>West Jakarta</td>
<td>130</td>
<td>13</td>
<td>137</td>
</tr>
<tr>
<td>3.</td>
<td>South Jakarta</td>
<td>140</td>
<td>11</td>
<td>186</td>
</tr>
<tr>
<td>4.</td>
<td>East Jakarta</td>
<td>147</td>
<td>4</td>
<td>195</td>
</tr>
<tr>
<td>5.</td>
<td>North Jakarta</td>
<td>139</td>
<td>12</td>
<td>90</td>
</tr>
<tr>
<td></td>
<td>TOTAL</td>
<td>685</td>
<td>62</td>
<td>784</td>
</tr>
</tbody>
</table>

Source: Administration City Personnel Section, Management and Public Service (processed)

Reorganization of district organizations has an impact on the organization of human resources. The choice of this alternative will be a solution to the shortage of employees who have been complained about. The current number of urban staff is 3,377 Persons is large enough to be reorganized and can be placed in the District Office, City Secretariat or other Technical Implementation Units. Thus, the shortage of employees at the City Secretariat as many as 62 people and shortage of 175 subdistrict officials will be filled from the overflow of sub district employees. In addition to the Civil Servants, the sub-districts also received an abundance of honorary employees known as the Handling Officers of Infrastructure and Public Facilities (PPSU).

Likewise with the arrangement of the budget area of activity will be a very significant savings. This is because the urban budget is allocated in very large amounts as the data of 2017 amounted to Rp.
2,267,244,931,711, - (two trillion two hundred sixty seven billion nine hundred thirty one million seven hundred and eleven rupiah). Such a large amount can be reorganized for use as a support budget for district activities or other technical implementation units.

Complete comparison of sub-district and municipal budget in 5 (five) Administration City can be seen in the following table:

Table: Administration City District and Sub-District Budget Year 2017

<table>
<thead>
<tr>
<th>NO</th>
<th>ADMINISTRATION CITY</th>
<th>DISTRICT (Rp)</th>
<th>SUBDISTRICT (Rp)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Adm. City Central Jakarta</td>
<td>15,010,925,842,-</td>
<td>359,936,451,513,-</td>
</tr>
<tr>
<td>2.</td>
<td>Adm. City East Jakarta</td>
<td>17,231,231,693,-</td>
<td>601,319,066,688,-</td>
</tr>
<tr>
<td>3.</td>
<td>Adm. City South Jakarta</td>
<td>13,887,467,316,-</td>
<td>442,001,885,334,-</td>
</tr>
<tr>
<td>T O T A L</td>
<td></td>
<td>69,406,555,433,-</td>
<td>2,267,244,931,711,-</td>
</tr>
</tbody>
</table>

Source: E-monitoring and evaluation Information System of APBD Prov. DKI Jakarta

Similarly, the connection with facilities and infrastructure, need to be reorganized and can be used to support the activities of the district. With the delegation of facilities and infrastructure from the sub-district the district will get additional facilities and adequate infrastructure.

In line with the foregoing, Law No. 23 of 2014, encourages strengthening of District institutions with the stipulation; (2) coordinate community empowerment activities, (3) coordinate efforts to organize peace and public order (4) coordinate the implementation and enforcement of local regulations and decisions of regional heads, (5) coordinate the maintenance of public facilities and infrastructure (6) coordinate the implementation of government activities undertaken by regional apparatus, (7) foster and supervise village administration (8) perform other duties in accordance with the provisions of legislation. Secondly, the Sub-district head obtains a partial delegation of the authority of the Regent / Mayor to implement some governmental affairs that are within the authority of the district / city (Article 226).

In the future, the role of the community to participate in the development activities of the Administration City should be increased. The citizens of Jakarta should be given a greater role to be involved in all aspects of development and service. The City Government will be a driver and facilitator of need for its citizens. The problems that have been the priority of Jakarta Provincial Government are garbage problem. The involvement of Jakarta residents to be able to sort and process their household waste directly is believed to give outstanding contribution to cleanliness problems in Jakarta. So is
the active role of society to maintain order, structuring street vendors (PKL), traffic order. Participation and active participation of the community will be able to encourage the acceleration of Jakarta towards developed and independent City, equivalent to other international developed cities.

While the disadvantage is that people who have been accustomed to close service through the village, now have to travel a little bit further from where he lived. However, these weaknesses can be minimized by the many alternatives offered and available transpotation and developot changes in pro-active work patterns, shuttle ball and services that use information technology.

As the second alternative is the sub-district positioned as the spearhead of the implementation of the activities of the Provincial UKPD. Thus there is no longer the sub-district of UKPD in the administration city Administration. The current state of affairs are: Sub district head, Vice Head of sub district, Village Secretary, Section, and executive staff and supported by Implementing Unit of PTSP and Implementation Unit of Population and Civil Registry. To support field activities, each urban village is placed by the General Handling Officer (PPSU), whose numbers are adjusted to the area of urban village and work load. With the placement of Bleeding as the spearhead of government then its organizational structure will follow the structure of the City Government. This is intended to facilitate coordination and implementation in the field. Implementation of tasks in the field, Vice Head of sub-district previously deliberately not filled by the official, then as the spearhead of the lowest government, the existence of Vice Head of subdistrict is needed.

The advantage of this concept is that the service to the public can be maximized by the extent and workload that is not so heavy. All services and complaints from the community will be easy to implement, considering that the Subdistrict head office is close to where he lives. In addition, the emotional relationship that has been established between residents, RT and RW with the village will greatly assist the implementation of government and development in the subdistrict. The absence of the sub-district, will cut the level of bureaucracy long enough, is another advantage of this alternative.

While the weakness is the urban village lack of human resources is a lot of 1099 people, while to date, the addition of civil servants have not been as expected. When we appeal from the budgetary side of employees, then this alternative still requires a large cost. This is because in DKI Jakarta there are 261 subdistrict. Another thing is the handling of problems that have been coordinated or implemented by the kecamatan, then by itself must be handled by the village or ask directly to the City Government assistance.

Giving roles and greater authority to a Mayor led to the
increased responsibility of a Mayor. Responsibility which originally only on the scope of Administration City Secreatriat, increased with the scope of districts, sub district and other technical UKPD. Development of the City Administration organization, requires the figure of a Mayor who has competent manejerial competence and a visoner. The same is true for a Deputy Mayor, City Secretary and Assistant Secretary of the City. The need is very reasonable considering the different from other SKPD Head, then the organization led by a Mayor is much larger.

The change of organizational structure and working procedure of Administration City has been in line with the mandate of Law Number 23 Year 2014 which adheres to the right principle of function and right size (rightsizing) which consider the workload and the condition of the region and also in line with the principle of rational, proportional, effective and efficient.

Organizational changes and work procedures as the authors pointed out must have an impact on the behavior of employees and society. Nevertheless, in order to address the greater challenges being faced, as well as greater challenges in the future, the organization and administration City Administration must be able to adapt to the times. Therefore, the application of the new concept as discussed above requires commitment and strong will from decision-makers for its implementation. The decision in question concerns not only the changes to the organization and administration of the Administration City, but includes changes and other regulatory synchronization. The adoption of a policy, of course, will be followed by subsequent policy making.

VIII. CONCLUSIONS AND SUGGESTION

1. Conclusions

To answer the following three questions: (1) How is the implementation of the administration city organizational policy and working procedures in DKI Jakarta Province; (2) how the position, duties and functions and standard operating procedures of the Mayor of Administration City in DKI Jakarta Province and (3) what new concept will be obtained from the discussion of the implementation of organizational policy and administration of administration city in DKI Jakarta Province; the following conclusions can be put forward:

1). Implementation of organization policy and working procedure of Administration City in DKI Jakarta Province is in accordance with the principles and practice of asymmetric decentralization policy; but the implementation of the policy has not optimized the authority and leadership of the Mayor in carrying out government affairs in the Administration City. This is due to the organization and administration of the administration City, has not been able to answer the development
faced in the Administration City. According to the approach of public policy implementation model of Von Meter and Von Horn, and organizational theory of Henry Mintzberg, the optimum authority and application of the organization and administration of the Administration City is due to the following matters:

Firstly, the standard policies and objectives identified from the administration of the Administration city in DKI Jakarta are different from the implementation of the City Government in the autonomous region, because the Administration City is declared as the Regional Device Work Unit (SKPD) of DKI Jakarta Province. Therefore, the authority of Administration City Mayor and performance indicators of Administration City formed from the implementation of the 16 functions of Administration City as stipulated in the Regulation of the Governor of DKI Jakarta Province No. 253 of 2014 on Organization and Administration City Administration.

Secondly, the policy resources and incentives for administration city administration in DKI Jakarta Province have not been optimal yet. The lack of optimum policy resources is revealed from the limited resources of the apparatus, limited financial resources, and regulatory resources that limit the authority of the Administration city mayor. Nevertheless, the incentives given to RT / RW administrators in 5 areas of City Administration are optimal enough to stimulate public participation in administering city administration in DKI Jakarta Province. The condition of the limitation of such policy resources greatly affects the performance of the apparatus and performance of the Administration City as one of the Regional Devices Work Unit. Limitations of the policy resources in question also affect the behavior of the Mayor's leadership in coordinating the administration of the City Administration. Therefore, the Mayor's strategic role is not optimal in carrying out government leadership functions; and more than that the implementation of the functions of Municipal Administration also become not maximal in carrying out government affairs.

Third, the enforcement of communication activities between agencies or Unit Work Regional (UKPD) in Administration City not yet optimal. The not yet optimal communication enforcement activity is revealed from the objectives and target of the communication undertaken to solve all problems, and all operational communications are built in an effort to improve the best service delivery to the community; but in many cases not all mayor's directions to UKPD through such communication activities are
followed up by UKPD; because of the dual loyalty of UKPD that caused structural communication is constrained. While the integration of professional competence apparatus that become components of the implementation of a job or activity seems to be the dominant factor. If the dominant factor is reinforced with integrity and optimal personal capacity, then it is certain that the work or activity will be optimized. This shows how important the implementation of communication function in the implementation process of administration city administration policy in DKI Jakarta Province.

*Fourth*, the administrative characteristics of the Administration city in DKI Jakarta Province shows the limited authority of the Mayor that influences the leadership behavior of the Mayor and has a wide impact on the implementation of the tasks and functions of the Administration City. Limitations of this authority arise from the determination of the Administration City as one SKPD, but the determination is not accompanied by clarity of government affairs such as government affairs that become the main tasks and functions of the department, Agency or Office. Because of the limitation of authority, the institutional characteristics of Administration City and Administration Mayor positions can not be equated with the autonomous characteristics of the City Government as regulated in Law Number 23 Year 2014 on Regional Government. Institutional Characteristics The administration city and characteristic of the position of Mayor of Administration in DKI Jakarta Province is a logical consequence of the enactment of asymmetric decentralization policy as regulated in Law Number 29 Year 2007 regarding Provincial Government of Jakarta Capital Special Region as the Capital of the Unitary State of the Republic of Indonesia.

*Fifth*, the economic, social and political environment is dynamically correlated with the implementation of the Administration City administration policy in DKI Jakarta Province. The correlation of the economic environment with the implementation of the policy of the administration city Administration includes relationships in the interest of the economic environment and according to the interests of the government. Conditional relations according to environmental economic interests require the Municipal Administration is entitled to obtain sources of financing from the collection of various types of local taxes and user charges. With the financing source, then each city administration to implement various
policies and government activities, among others, aims to overcome the problem of poverty, expand employment; increase business activities; and increase people's incomes.

Sixth, the response of the Administration City Government apparatus to public issues reported by citizens, especially those reported by citizens through the application of information technology can be quite high. However, the follow-up response of the apparatus is often constrained by the dualism of authority and dualism of leadership of UKPD in the administration of Municipal Administration. The issue of dualism of authority and dualism of leadership can only be overcome by structural changes. In addition to eliminating dualism of authority and dualism of leadership, the change of structure in the administration of Municipal Administration can also be a starting point to develop effective bureaucratic leadership behavior to prevent deviation of apparatus behavior. The deviation of the apparatus's behavior is not limited only to corrupt behavior; but includes all deviations of the apparatus against the norms and work ethics. Three approaches needed to prevent the disposition or deviation of the apparatus in the administration of the Administration city is an inherent supervision approach, functional supervision and community oversight.

2). The new concept derived from the discussion of the implementation of administration city government organizational policy and working procedures in DKI jakarta province is a new concept of the Mayor's Authority in the Implementation of Asymmetric Decentralization Policy which is conceptualized as a change in the format of authority of the mayor of asemetriss covering authority over all Provincial UKPD in Administration City which is limited only to the implementation of activities that become derivatives of the policy, program or activity of the Provincial SKPD structurally that UKPD is under and responsible to the Mayor of City Administration. The change in the format of the authority of the mayor of Asemtris requires a change of management functions of the Administration City which includes the function of planning, organizing, coordination, implementation, supervisory, and reporting of performance accountability by eliminating one level of government that is the first alternative to position the district head as the spearhead and eliminating the sub-district or, second alternative, by positioning the Village Head as the spearhead and eliminating it by removing the district office.

1. Suggestions
Based on the conclusion of the research results discussion, can be put forward suggestions as follows:

1). Practical Suggestion
Practical advice to the Provincial Government of DKI Jakarta is the adaptation of the
Administration City organizational and administrative policy not only comply with the principles and practice of asymmetric decentralization policy; but can also optimize the authority and leadership of the Mayor in organizing government affairs in the Administration City. Adjustment of the policy of the administration of the Administration City in question is done by: (1) Increasing authority and leadership of the Mayor of Administration by means of delegation of authority (2) Increasing the support of policy resources and incentives for the administration of Administration city; (3) Eliminate the duality of loyalty with clarity of responsibility of Local Government Work Unit (UKPD) in City Administration only to Mayor of City administration. (4) Making changes and development of administration city organization in DKI Jakarta Province in accordance with the findings of the author.

2). Theoretical Suggestion

Based on the research findings developed into new concepts, it is advisable to researchers concentrated on the same or similarly similar research objects in order to be pleased to develop a NEW CONCEPT of the Mayor's Authority in the Implementation of Asymmetric Decentralization Policy which is conceptualized as a change in the format of the authority of an ascetic mayor which includes the authority over all provincial UKPD in City Administration which is limited only for the implementation of activities which become derivative of policy, program or activity of Province SKPD which structurally UKPD is under and responsible to Mayor of Administration City. Provinces; and thus no more SKPD district in the administration of Administration City.

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