The Implementation of the Governor's Functions and Authorities in the Implementation of Government

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Abstract

This study uses a normative legal research method with legislative, conceptual, and historical approaches through library research, as well as qualitative analysis of primary, secondary, and tertiary legal materials. The research results indicate that the Governor's functions and authority as the head of the region and representative of the central government at the provincial level reflect a strategic role in managing government, administering regional affairs based on the principle of autonomy, and overseeing national policies in the region. The Governor must align national policies with local needs, ensure the effectiveness of development programs, and bridge conflicts between regions. However, challenges such as imbalance in roles, complexity in intergovernmental relationships, and limitations in institutional and regulatory frameworks require strengthening institutional capacity and regulatory harmonization. In building synergy between the central and regional governments, the Governor plays an important role in facilitating cross-regional coordination, resolving conflicts of interest between regions, and maintaining alignment between central and regional development planning, so the success of decentralization and regional autonomy heavily depends on the Governor's ability to build effective communication and collaboration across different levels of government

I. Introduction

In the unitary system of government of the Republic of Indonesia (NKRI), the execution of government affairs is carried out in a single integrated unit between the central government and local governments. In this context, the Governor plays a vital role as the head of the provincial government who also serves as the representative of the central government in the region. The Governor is not only responsible for running the government at the provincial level but also has the responsibility to ensure that all national policies are consistently implemented in his/her province.[1] This dual function makes the Governor's position highly strategic in harmonizing national interests with local needs. In the practice of government administration, the Governor's presence often determines the success of cross-sectoral and inter-governmental coordination.

The Governor's authority is regulated in various laws and regulations, providing formal legitimacy for the functions and responsibilities he/she holds. Law No. 23 of 2014 on Regional Government explicitly states that the Governor has two main functions: as the head of the provincial government who handles government affairs that are the authority of the region, and as the representative of the central government to coordinate the implementation of general government affairs in the province. This function is reinforced through various implementing regulations such as Government Regulation No. 33 of 2018 which regulates the implementation of the Governor's duties and authority as the representative of the central government.[2] Therefore, it can be said that the existence of the Governor in the Indonesian government system has a unique position, bridging two sides of government that often have different dynamics.

However, behind the legal construction regulating the Governor's functions and authority, in reality, the implementation of these authorities does not always run as it should. Various problems arise regarding the implementation of the Governor's coordinative function, both towards the district/city governments and towards vertical ministries/institutions in the regions. One of the main problems is the resistance from district/city heads who feel they have full independence in running their local government. In many cases, directives or policies issued by the Governor as the

[1] Ferizaldi, *Dinamika Otonomi Daerah Di Indonesia* (Lhokseumawe: Unimal Press, 2016).
[2] Abdul Rauf Alauddin Said, "PEMBAGIAN KEWENANGAN PEMERINTAH PUSAT-PEMERINTAH DAERAH DALAM OTONOMI SELUAS-LUASNYA MENURUT UUD 1945," *FIAT JUSTISIA:Jurnal Ilmu Hukum* 9, no. 4 (April 19, 2016), https://doi.org/10.25041/fiatjustisia.v9no4.613.

representative of the central government are considered a form of intervention that is inconsistent with the spirit of regional autonomy. This creates a conflict of authority that has the potential to disrupt the effectiveness of local government.

Furthermore, Governors often face dilemmas in determining policy priorities. On the one hand, Governors are required to be loyal to the national development agenda. On the other hand, Governors must also be able to respond to the aspirations of the local community, which sometimes do not align with central government policies. This situation requires Governors to have high political and administrative skills in formulating policies that can bridge these two interests. The ability to build effective political communication with actors in both central and local governments is the key to the success of the Governor's functions.[3]

The Governor's role as a link between the central and local governments also faces significant challenges in regional development coordination. Inter-district/city coordination, ideally the Governor's responsibility, is often hampered by differing development priorities among regions. The Governor must be able to formulate integrated and synchronized development planning across regions, but in reality, sectoral ego and narrow local interests often hinder this integration. On the other hand, the Governor also has limitations in directly intervening in policies at the district/city level due to the principle of regional autonomy, which grants extensive authority to regents/mayors.[4]

Indeed, the implementation of the Governor's functions and authorities in regional government is also influenced by external factors such as the national political climate, pressure from interest groups, and socio-economic dynamics within the community.[5] In some cases, Governors are pressured to make populist decisions to maintain their political legitimacy, especially in the run-up to elections. However, these decisions may not necessarily align with the principles of good governance and public accountability. On the other hand, pressure from local interest groups can also affect the Governor's independence in carrying out their duties, particularly in decision-making regarding budget allocation, development projects, and bureaucratic restructuring.

[3] Muhammad Sawir, *BIROKRASI PELAYANAN PUBLIK KONSEP, TEORI, DAN APLIKASI* (Yogyakarta: CV. Budi Utama, 2020).
[4] Anggito Yosua Kumendong, "Tinjauan Yuridis Jabatan Gubernur Sebagai Wakil Pemerintah Pusat Di Derah," *Lex Privatum* 11, no. 5 (2023).
[5] Muhammad, *PENGANTAR ILMU ADMINISTRASI NEGARA* (Lhokseumawe: Unimal Press, 2019).

The imbalance between the authority possessed and the burden of tasks borne by the Governor is also a crucial issue. The law places a great responsibility on the Governor to oversee the running of regional government, including the guidance and supervision of districts/cities. However, in reality, the Governor's authority in carrying out this guidance is still very limited. The supervision process is often merely administrative and lacks strong coercive power.[6] As a result, the Governor lacks adequate instruments to enforce government discipline at the lower levels, so the potential for maladministration and conflict of interest in the regions remains high.

Not only in terms of authority, but institutional support and human resources within the provincial government are also determining factors in the effectiveness of the Governor's functions. A provincial government bureaucracy that is still rife with a rigid bureaucratic culture, not fully responsive to the needs of the community, and lacking optimal managerial capabilities, presents its own obstacles. In this regard, the Governor must be able to carry out internal bureaucratic reform so that the wheels of government can run more effectively and efficiently. Institutional transformation at the provincial level is a necessity so that the Governor does not merely become a symbol of administrative power, but can also become an innovative and progressive leader in managing the region.[7]

The context of globalization and the development of information technology also presents unique challenges for the Governor in carrying out their duties and functions. The digital era demands transparency of information, speed in decision-making, and the ability to adapt to change.[8] In this regard, the Governor can no longer rely on conventional methods in governing. The Governor is required to be technologically literate, able to utilize data in policy formulation, and able to create a digital-based government system that is transparent and accountable. This challenge requires readiness in terms of the Governor's personal capacity and the capacity of the provincial government institution.

The implementation of the Governor's functions and authorities is also inseparable from the participation of the community. Public participation is an

[6] Dina Susiani, *Hukum Administrasi Negara* (Jember: CV. Pustaka Abadi, 2019).
[7] Aditya Ramdhani, *EVALUASI KINERJA BIROKRASI MELALUI PELAKSANAAN SISTEM AKUNTABILITAS KINERJA INSTANSI PEMERINTAH (Studi Pada Sekretariat Daerah Kabupaten Ciamis)* (Malang: Universitas Brawijaya, 2018).
[8] Rahmat Hidayat and Abdillah, *Ilmu Pendidikan: Konsep, Teori Dan Aplikasinya* (Medan: Lembaga Peduli Pengembangan Pendidikan Indonesia (LPPPI), 2019).

important indicator of the success of governance. Therefore, the Governor must be able to build harmonious relations with the community, both through formal forums such as the Development Planning Deliberation (Musrenbang), and through informal, participatory approaches. The involvement of the community in the planning, implementation, and evaluation of policies will increase the accountability and legitimacy of regional government.[9] In this regard, the Governor has a responsibility to create inclusive and representative spaces for public participation.

Furthermore, in facing various crises such as pandemics, natural disasters, and disruptions to public order, the Governor's role as a regional coordinator becomes vital. The Governor must be able to take strategic and swift action in crisis management, while maintaining synergy with the central government and district/city governments.[10] In emergency situations, the Governor must demonstrate strong, responsive leadership and be able to make decisions based on data and the real needs of the community. The success of crisis management depends heavily on the effectiveness of coordination and the Governor's ability to mobilize all elements of regional government and the community.

From the various descriptions above, it can be concluded that the implementation of the Governor's functions and authorities in governance is a very complex and multidimensional issue. There is tension between legal norms and the empirical realities that occur in the field, which requires in-depth and comprehensive study. Therefore, the author is interested in conducting research entitled "The Implementation of the Governor's Functions and Authorities in Governance". The research problems are:

1. How is the implementation of the Governor's functions and authorities in governance at the provincial level as head of region and representative of the central government?
2. What is the Governor's role in building synergy between the central government and local governments in the era of regional autonomy?

[9] Angelius Henry Sigalingging and Warjio, "PARTISIPASI MASYARAKAT DALAM PERENCANAAN PEMBANGUNAN (STUDI KASUS PADA KECAMATAN SIDIKALANG KABUPATEN DAIRI)," *Jurnal Administrasi Publik (Publis Administrasion Journal)* 4, no. 2 (2014), https://doi.org/https://doi.org/10.31289/jap.v4i2.1383.

[10] Lalu Satria Utama and Abdul Rahman, *REPRESENTASI SOSIAL PENGENDALIAN COVID 19* (Banyumas: CV. Amerta Media, 2022).

Research by Untung Dwi Hananto and Fifiana Wisnaeni in the Diponegoro Law Journal discusses the implementation of the duties and authorities of the Governor of Central Java as a manifestation of the function of the central government representative and head of region. This study highlights the challenges of the transition from Law No. 32 of 2004 to Law No. 23 of 2014, especially in the changes in government affairs that create challenges in the implementation of the Governor's duties. This research recommends the formation of implementing regulations in the form of government regulations and regional regulations to clarify these changes.[11]

Wilda Prihatiningtyas, in the Airlangga Development Journal, examines the role of the governor in regional governance, focusing on their dual role as both the head of autonomous regions (desentralisasi) and a representative of the central government (dekonsentrasi). This research traces the evolution of the governor's role through various laws, from Law No. 1/1945 to Law No. 23/2014, and highlights the legal-political implications for the governor's function within Indonesia's governmental system.[12]

Esti Nuriani, in the Tadulako Master Law Journal, discusses the evaluation of regional regulation drafts (Raperda) by the governor as a representative of the central government. The research found that the regulation of evaluation based on the Minister of Home Affairs' regulation, which designates provincial regional apparatus to conduct the evaluation of Raperda, is inappropriate because the governor, as a representative of the central government, does not have a separate apparatus to carry out this evaluation. Other identified constraints include the short evaluation time and limited budget.[13]

Ni Komang Manik Sari Utami and Nyoman A. Martana, in Kertha Negara: Journal Ilmu Hukum, discuss the position and authority of the vice governor based on Bali Governor's Decision No. 307 of 1985. The research highlights the vice governor's role in assisting the governor in carrying out government and development tasks, and

[11] Bunga Lirvina Sori, Untung Dwi Hanantp, and Fifiana Wisnaeni, "PELAKSANAAN TUGAS DAN KEWENANGAN GUBERNUR SEBAGAI PERWUJUDAN FUNGSI WAKIL PEMERINTAH PUSAT DI DAERAH DAN KEPALA DAERAH PROVINSI JAWA TENGAH," *Diponegoro Law Journal* 5, no. 3 (2016), https://doi.org/https://doi.org/10.14710/dlj.2016.12173.

[12] Wilda Prihatiningtyas*, "Fungsi Gubernur Dalam Penyelenggaraan Pemerintahan Di Daerah," *Airlangga Development Journal* 1, no. 1 (March 4, 2020): 42, https://doi.org/10.20473/adj.v1i1.18011.

[13] Esti Nuriani, "EVALUASI RANCANGAN PERATURAN DAERAH OLEH GUBERNUR SEBAGAI WAKIL PEMERINTAH PUSAT DI DAERAH," *Tadulako Master Law Journal* 3, no. 2 (2019), https://doi.org/https://doi.org/10.22487/tmlj.v3i2.182.

in providing input on the implementation of regional legislation. The research emphasizes the importance of cooperation and clear task division between the governor and the vice governor.[14]

A review of previous research shows that most studies focus on the legal-normative aspects and administrative constraints in the implementation of the governor's functions and authorities. However, there is a lack of research that integrates a legal perspective with a governmental management approach and public policy analysis. Furthermore, there has been little research evaluating the effectiveness of the governor's functions in the context of local political dynamics and inter-regional government relations. Therefore, this research offers novelty by integrating legal and governmental management approaches to analyze the implementation of the governor's functions and authorities, conducting an empirical study of the effectiveness of the implementation of these functions in the context of inter-regional government relations and local political dynamics, evaluating the implementation of implementing regulations such as Government Regulation Number 33 of 2018 in regional government practice, and developing a model or framework that can be used to improve the effectiveness of the implementation of the governor's functions and authorities more optimally.

2. Research Method

This research employs a normative legal research method. Normative legal research is an approach that emphasizes the study of applicable legal norms, both written and unwritten, with the aim of examining legal rules.[15] This method is highly relevant given the research's primary focus on analyzing legislation, legal theories, and legal principles related to the position and authority of the governor, both as head of region and as a representative of the central government.

The research approaches used in this study include a statutory approach, a conceptual approach, and a historical approach.[16] The statutory approach involves examining and analyzing relevant legislation, such as Law Number 23 of 2014 concerning Regional Government, Government Regulation Number 33 of 2018 concerning the Implementation of the Duties and Authorities of the Governor as a Representative of the Central Government, and other relevant legal regulations. The conceptual approach involves tracing and examining various legal views or theories

[14] Ni Komang Manik Sari Utami and Nyoman A Martana, "KEDUDUKAN WAKIL GUBERNUR DALAM MEMPERKUAT SISTEM PEMERINTAHAN DAERAH," *Kertha Negara : Journal Ilmu Hukum* 7, no. 6 (2019).
[15] Peter Mahmud Marzuki, *Penelitian Hukum: Edisi Revisi* (Jakarta: Kencana, 2021).
[16] Zainuddin Ali, *Metode Penelitian Hukum* (Jakarta: Sinar Grafika, 2010).

regarding the functions and authorities of regional heads, while the historical approach is used to examine the development of legal regulations related to the position of the governor over time.

Regarding legal material sources, this research uses three types of legal materials: primary, secondary, and tertiary legal materials.[17] Primary legal materials include relevant legislation related to the research topic, such as the 1945 Indonesian Constitution, Law No. 23 of 2014, Government Regulation No. 33 of 2018, and ministerial regulations and regional regulations directly related to the implementation of the Governor's functions and authorities. Secondary legal materials include legal literature, scientific books, law journals, articles, research results, and expert opinions that support the analysis of primary legal materials. Tertiary legal materials are used as additional support and consist of legal dictionaries, legal encyclopedias, and legal writing guides.

The technique for collecting legal materials in this normative research is carried out through library research.[18] Library research was conducted by accessing legal sources through both conventional and digital libraries, in university environments, government institutions, the national library, and official government websites and online academic journals. Through this technique, the researcher will systematically and structurally collect and organize the necessary legal data for further analysis.

The technique for analyzing legal materials in this research is qualitative.[19], This involves interpreting and examining the content of the collected legal materials. This analysis is done by examining and correlating existing legislation and observing the consistency of its application in the practice of implementing the functions and authorities of the governor in various regions. This qualitative analysis also allows the researcher to identify legal gaps, overlapping norms, or inconsistencies between theory and practice in regional governance. The analysis results are then systematically processed to produce legally sound conclusions that are academically justifiable.

With this systematic and in-depth normative method approach, it is hoped that it can provide a scientific contribution to the development of state law, especially in the field of regional government. In addition, the results of this research are also expected to provide practical input for policymakers and government officials in

[17] Muhaimin, *Metode Penelitian Hukum* (Mataram: Mataram University Press, 2020).
[18] Sugiyono, "Metode Penelitian Kuantitatif, Kualitatif, Dan R&D," *Bandung: CV. Alfabeta*, 2019.
[19] Lexy J. Moleong, *Metodologi Penelitian Kualitatif* (Bandung: PT Remaja Rosdakarya, 2017).

formulating and implementing policies related to optimizing the role of the governor as an important actor in the decentralized government system in Indonesia.

3. Results And Discussion

A. Implementation of the Governor's Functions and Authorities in Organizing Government at the Provincial Level as Regional Head and Representative of the Central Government

Indonesia, as a unitary state that adheres to the principle of decentralization, places local governments as an important component in the national government structure. The implementation of regional autonomy has placed provincial, regency, and city governments in a more autonomous position in managing their respective internal affairs.[20] In this context, the Governor holds a strategic position as both the head of the regional government and the central government's representative at the provincial level. This dual position makes the Governor the main actor in bridging and synergizing regional interests with national policies.

The Governor's dual role as head of the regional government and representative of the central government provides a complex dimension in governance. On the one hand, the Governor is obliged to manage government affairs that are the authority of the province in accordance with the principles of regional autonomy. On the other hand, the Governor also has the responsibility of carrying out the central government's functions in their region, including guidance and supervision of regencies/cities.[21]

In practice, the implementation of the Governor's functions and authorities cannot be separated from the legal framework that regulates them, namely Law Number 23 of 2014 concerning Regional Government and its various derivative regulations. Therefore, the discussion of the implementation of the Governor's functions and authorities is not only related to administrative aspects but also includes political, coordinative, and effective leadership aspects.[22]

As head of the regional government, the Governor is directly elected by the people through a general election. This democratic mandate provides strong political legitimacy in running the provincial government. In this capacity, the Governor is

[20] I Made Sugita, "Tinjauan Yuridis Terhadap Konsep Desentralisasi Yang Ideal Bagi Negara Kesatuan Republik Indonesia," *Belom Bahadat : Jurnal Hukum Agama Hindu* 14, no. 2 (2024), https://doi.org/https://doi.org/10.33363/bb.v14i2.1255.

[21] Prihatiningtyas*, "Fungsi Gubernur Dalam Penyelenggaraan Pemerintahan Di Daerah."

[22] Anom Wahyu Asmorojati, *Hukum Pemerintahan Daerah Dan Daerah Istimewa Yogyakarta Dalam Bingkai NKRI* (Yogyakarta: UAD Press, 2020).

responsible for managing government affairs that are the authority of the province. Based on Article 65 of Law Number 23 of 2014, the Governor has the task of organizing regional government, implementing regional development, providing services to the community, and maintaining public order and security.[23]

As head of the regional government, the Governor has the authority to establish strategic policies, prepare and implement the Medium-Term Regional Development Plan (RPJMD), manage the Regional Revenue and Expenditure Budget (APBD), and evaluate the performance of regional apparatus. In its implementation, the Governor is assisted by the provincial regional apparatus consisting of the regional secretariat, service offices, agencies, and other work units established according to the needs and capabilities of the region.[24]

One important aspect of the head of the regional government's function is the Governor's role in regional development planning. The Governor, together with the Regional People's Representative Council (DPRD), formulates the direction of development, which is outlined in the RPJMD and the Regional Government Work Plan (RKPD). This planning must consider local potential and problems, but it must also be in line with national policies, especially the National Medium-Term Development Plan (RPJMN). In this regard, the Governor must have policy analysis skills and adaptive leadership to the socio-economic dynamics of the community.[25]

The Governor also has the authority to regulate the use of the regional budget. Through the APBD, the Governor determines the allocation of resources to support planned development programs.[26] Therefore, budget implementation reflects the orientation and priorities of regional development. Good budget management will create an effective government and have a direct impact on the welfare of the community.

In the function of public service, the Governor is responsible for improving the quality of service through bureaucratic reform, the use of information technology, and strengthening the supervision system. Education, health, employment, and infrastructure services are the main focus of provincial development. The Governor

[23] Azis Setyagama, *POLITIK HUKUM PENGATURAN PEMILIHAN KEPALA DAERAH BERBASIS PADA KONSTITUSI* (Malang: Universitas Brawijaya, 2013).
[24] Mintarti Indartini, Nurharibnu Wibisono, and Assistriadi Widjiseno, *PERAN DAN FUNGSI DPRD DALAM PERENCANAAN DAN PENGANGGARAN DAERAH* (Madiun: Penerbit Taujih, 2019).
[25] Indartini, Wibisono, and Widjiseno.
[26] Rosmery Elsye, *Alokasi Keuangan Daerah Berdasarkan Potensi Daerah* (Jatinagor: Alqaprint Jatinagor, 2020).

must ensure that every citizen has equal and fair access to public services.[27]

In addition to being the head of the regional government, the Governor also functions as the central government's representative in the region. This function is a form of the decentralization principle that gives authority to central officials (in this case, the Governor) to carry out certain tasks in the provincial area. According to Article 91 of Law Number 23 of 2014, the Governor, as the central government's representative, has the task of coordinating and fostering the management of government affairs by regencies/cities, aligning national policies with regional policies, and reporting to the President through the Minister of Home Affairs.[28]

In its implementation, the Governor carries out the function of guidance and supervision of the administration of regencies/cities. This function is not intended to intervene in the regional autonomy of regencies/cities, but rather to ensure that the implementation of regional government continues to run in accordance with the norms, standards, procedures, and criteria (NSPK) that have been established by the central government.[29] Thus, the Governor acts as a link that bridges central policies and their implementation at the local level.

One concrete example of this function is the implementation of strategic national programs in the region, such as poverty alleviation programs, stunting reduction, the provision of basic infrastructure, and disaster mitigation. The Governor is obliged to ensure that regencies/cities support and actively participate in the implementation of these programs. Cross-sectoral and cross-regional coordination is the key to the success of this function.

The Governor also plays a role in providing recommendations regarding the appointment and dismissal of regional officials, assessing the performance of the heads of regencies/cities, and evaluating regional regulations that have the potential to conflict with higher-level legislation. In this case, the Governor becomes a balance between the spirit of regional autonomy and compliance with the principles of the Unitary State of the Republic of Indonesia (NKRI).[30]

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[27] Ani Heryani, Ade ISkandar, and Malik, *Birokrasi Indonesia* (Solok: PT. Mafy Media Literasi Indonesia, 2023).

[28] Yuan Sasi Resmita, "Kedudukan Gubernur Sebagai Wakil Pemerintah Pusat Di Daerah Menurut Undang-Undang No. 23 Tahun 2014 Tentang Pemerintahan Daerah," *Legal Opinion* 5, no. 5 (2017).

[29] Jose T. P. Silitonga, Lalu Satria Utama, and Dwi Putri Yuliani, *KEPEMIMPINAN PEMERINTAHAN DALAM PENERAPAN DISKRESI INOVASI DAERAH* (Mataram: Amerta Media, 2022).

[30] Zainab Ompu Jainah et al., *PELAKSANAAN PEMBATALAN PERATURAN DAERAH DI INDONESIA*

In the dual capacity as head of the regional government and representative of the central government, the Governor is required to be able to carry out effective coordination functions. This coordination function includes policy alignment, facilitation of cross-regency/city programs, and handling problems involving more than one region. The Governor must ensure that development in their region runs in an integrated and sustainable manner.[31]

For example, in the development of transportation infrastructure such as provincial roads or inter-regency rail networks, the Governor must be able to mediate inter-regional interests and integrate regional planning with national policies. The Governor also needs to ensure that there is no program duplication or budget waste due to a lack of coordination between the regency/city governments.

In addition, the Governor also has a role as a mediator in resolving inter-regional conflicts or between regional governments and vertical central government institutions in the region. In this case, diplomacy and negotiation skills are important skills that the Governor must possess. The mediation carried out must be solution-oriented and maintain stability and unity within the framework of NKRI.[32]

Although legally the Governor has clear functions and authorities, their implementation in the field is not always smooth. One of the main challenges is the Governor's position, which is often in a coordinative dilemma. As the head of the region, the Governor is required to accommodate regional aspirations and maintain regional autonomy. However, as a representative of the central government, the Governor must carry out the central government's instructions, which sometimes do not fully align with local interests. The imbalance between these two functions can cause political and bureaucratic tensions that hinder government performance.

Tension also arises when the Governor conducts guidance and supervision of regencies/cities, especially in the context of direct democracy where the heads of regencies/cities have equal political legitimacy because they are also directly elected

(Bandar Lampung: UBL Press, 2021).

[31] Wayan Dedy Juniawan, *SISTEM PERENCANAAN PEMBANGUNAN TERINTEGRASI MELALUI PENERAPAN E-PLANNING (Studi Kasus Pada Bappeda Dan Litbang Kabupaten Gianyar)* (Malang: Universitas Brawijaya, 2019).

[32] Muhadam Labolo, *Desentralisasi Asimetrik Di Indonesia (Peluang, Tantangan & Recovery)* (Jakarta: Wadi Press, 2014).

by the people.[33] In some cases, regional heads at the regency/city level show resistance to directions or coordination from the Governor, especially if they come from different political parties or have conflicting development visions. This shows that vertical coordination is not merely an administrative matter, but is also related to complex political dynamics.

In addition to political challenges, the Governor is also faced with limitations in human resources and institutions in supporting the performance of their functions. Many bureaucracies at the provincial level are not yet fully professional and adaptive to change. The quality of planning, budgeting, and supervision also still needs to be improved so that the Governor can make quick and accurate decisions in facing regional problems and national policies.[34]

Another limitation is the problem of overlapping and multi-interpretive regulations. Some regulations governing the relationship between the center and the regions, or between provinces and regencies/cities, are not yet fully synchronized. As a result, there is confusion in the implementation of authority and responsibility, especially in cross-sectoral and cross-regional programs. This lack of clarity in regulations risks weakening the authority of the Governor, both as head of the region and as a representative of the central government.[35]

Amidst these various challenges, the Governor is required to have strong, communicative, and solution-oriented leadership capacity. The key to a Governor's success lies in their ability to build public trust, foster good relations with the central government, and create synergy between regions to achieve common development goals.[36]

To ensure that the Governor's functions and authorities can run optimally, a series of strengthening efforts are needed, both institutionally, regulatively, and culturally. First, there needs to be a harmonization of regulations between laws,

[33] Theresia Joan Rindengan, Telly Sumbu, and Donna Okthalia Setiabudhi, "PERBANDINGAN KEWENANGAN KEPALA DAERAH DAN PENJABAT KEPALA DAERAH DALAM PENYELENGGARAAN OTONOMI DAERAH," *Lex Privatum* 15, no. 2 (2025).

[34] Muhammad Sawir, *BIROKRASI PELAYANAN PUBLIK Konsep, Teori, Dan Aplikasi* (Sleman: CV. Budi Utama, 2020).

[35] Fuqoha Fuqoha et al., "Harmonisasi Regulasi Pemerintah Pusat Dan Pemerintah Daerah Diantara Kesejahteraan Sosial Dan Kepentingan Nasional," *Jurnal Inovasi Dan Kreativitas (JIKa)* 3, no. 1 (March 17, 2023), https://doi.org/10.30656/jika.v3i1.6289.

[36] Hadi Prabowo, Dadang Suwanda, and Wirman Syafri, *INOVASI PELAYANAN PADA ORGANISASI PUBLIK* (Bandung: PT. Remaja Rosdakarya, 2022).

government regulations, and ministerial regulations that govern the relationship between the center, provinces, and regencies/cities. This harmonization is important to avoid overlapping authority and clarify the boundaries of responsibility for each level of government.

Second, capacity building of the bureaucracy at the provincial level is needed, including reform of regional governance. The Governor as head of the region must have professional, responsive, and technology-based support staff. In this way, the implementation of strategic functions, such as planning, evaluation, and reporting, can be carried out efficiently and accurately. Third, it is important for the central government to provide wider discretion for the Governor in making policies tailored to regional conditions. This discretion must remain within the legal framework, but flexible enough to allow adaptation to local needs. Thus, the Governor is not only an implementer of central government policies, but also a creative and solution-oriented regional leader.

Fourth, strengthening the Governor's role also needs to be done through improved communication and coordination between the center and the regions. Coordination forums such as Governor's Coordination Meetings (Rakor Gubernur), National Development Planning Meetings (Musrenbangnas), and sectoral coordination meetings must be truly utilized to align perceptions and formulate strategies together. In this forum, the Governor can voice regional aspirations while receiving direct instructions from the central government. Fifth, improving the Governor's personal leadership capacity must also be a concern. Leadership training, political education, and the development of government ethics can help create a Governor who is not only competent but also visionary, communicative, and of high integrity. Today's regional leaders are required to be able to bridge various interests and bring positive change to their communities.

The Governor's functions and authorities in the administration of regional government have a very strategic role in the context of the Unitary State of the Republic of Indonesia, which adheres to a decentralization system. As head of the region, the Governor has a great responsibility in managing provincial government affairs and improving the welfare of the community. As a representative of the central government, the Governor also has an obligation to maintain the implementation of national policies in the region and ensure harmony and alignment between regions.

This dual role makes the Governor's position not only important

administratively, but also politically and strategically. The success of governance at the provincial level depends heavily on the Governor's capacity to carry out both functions in a balanced and effective manner. Amidst complex challenges such as regulatory limitations, inter-level government resistance, and local political dynamics, the Governor is required to have strong, flexible, and solution-oriented leadership. Therefore, various strengthening measures need to continue to be carried out, from regulatory aspects, institutions, to improving leadership quality. Synergy between the central and regional governments can only be achieved if the Governor is able to play their role optimally, be an effective connector, and ensure that all development policies run in an integrated and sustainable manner. In this context, the Governor is a symbol and at the same time the main actor who bridges the center and the regions within the framework of a democratic and just Indonesia.

B. The Role of the Governor in Building Synergy between the Central Government and Regional Governments in the Era of Regional Autonomy

Since the enactment of Law Number 22 of 1999 concerning Regional Government and its subsequent revision into Law Number 23 of 2014, Indonesia has entered a new chapter in the implementation of its government system: the era of regional autonomy. Regional autonomy grants broad authority to regional governments to manage and govern their own governmental affairs in accordance with the principles of democracy and decentralization. The main objective of granting regional autonomy is to improve the welfare of the community through public services that are more effective, efficient, and responsive to local needs.[37]

In Indonesia's governmental structure, provinces hold a strategic position because they act as intermediaries between the central government and the regency/city governments. The Governor, as the head of the provincial government, plays a crucial role in this context. As both a representative of the central government in the region and the head of the provincial government, the Governor is uniquely positioned to bridge two interests: the implementation of national policies and the execution of regional autonomy.[38] In other words, the Governor not only acts as a manager of regional government but also as a facilitator of communication and coordination between the central government and the regions. This role becomes

[37] Rahyunir Rauf, *Katalog Dalam Terbitan (KDT) ASAS PENYELENGGARAAN PEMERINTAH DAERAH (Dekonsentrasi, Desentralisasi, Dan Tugas Pembantunya)* (Riau: Zanafa Publishing, 2018).
[38] Prihatiningtyas*, "Fungsi Gubernur Dalam Penyelenggaraan Pemerintahan Di Daerah."

increasingly complex and important amid the ever-evolving political, economic, and social dynamics. In practice, Governors face many challenges in balancing the interests of the center and the regions, ranging from sectoral egoism between institutions, regulatory disharmony, budget limitations, to technical problems in cross-regional coordination.[39]

One of the main roles of the Governor in the era of regional autonomy is as an extension of the central government at the regional level. This function is explicitly regulated in Article 91 paragraph (1) of Law Number 23 of 2014, which states that the Governor, as a representative of the central government, is obliged to guide and supervise the administration of regency/city governments.[40] In this capacity, the Governor is responsible for ensuring that national policies and programs formulated by the central government are implemented optimally at the local level.

For example, when the central government launches national priority programs such as infrastructure development, poverty alleviation, improvements in the quality of education, or bureaucratic reform, the Governor has the task of coordinating and monitoring their implementation in their respective regions. The Governor also plays a role in channeling information from the center to regents and mayors, and providing periodic reports on the implementation of regional policies to the central government.

In practice, this role is very important to maintain the consistency of policy implementation throughout Indonesia. Without good coordination from the Governor, there is the potential for fragmentation in the implementation of central government policies, which can have an impact on development disparities between regions.[41] Therefore, the Governor acts not only as an implementer but also as a controller, facilitator, and evaluator of policies at the regional level.

In addition to being an extension of the central government, the Governor is also the head of the provincial government, directly elected by the people. In this capacity, the Governor has the authority to set regional policies, formulate medium-term and long-term development plans, manage regional budgets, and lead the

[39] Hendrikus Triwibawanto Gedeona, "BIROKRASI DALAM PRAKTIKNYA DI INDONESIA: NETRALITAS ATAU PARTISAN?," *Jurnal Ilmu Administrasi* 10, no. 2 (2013), https://doi.org/https://doi.org/10.31113/jia.v10i2.155.

[40] Rauf, *Katalog Dalam Terbitan (KDT) ASAS PENYELENGGARAAN PEMERINTAH DAERAH (Dekonsentrasi, Desentralisasi, Dan Tugas Pembantunya)*.

[41] Joko Pramono, *IMPLEMENTASI DAN EVALUASI KEBIJAKANPUBLIK* (Solo: UNISRI Press, 2020).

implementation of various government affairs that are the authority of the province.[42]

The Governor is responsible for ensuring that regional development aligns with the vision and mission that have been jointly agreed upon through a democratic political process. However, in its implementation, regional policies must remain in sync with national direction and policies to avoid overlap or even contradictions between central and regional policies.[43] In this regard, the Governor acts as a link between national development planning and local needs and priorities.

As the head of the regional government, the Governor also has a coordinating function with regard to regents and mayors in their respective regions. This function includes the alignment of development programs between regencies/cities, the facilitation of the resolution of cross-regional conflicts, and the implementation of government affairs that are cross-regency/city in nature. Examples include the management of cross-regional water resources, the development of inter-regional transportation infrastructure, and disaster control.[44] In this context, the Governor must be able to be a visionary, inclusive regional leader capable of embracing all stakeholders.

Synergy between the center and the regions can only be achieved through a good mechanism of coordination and communication. In this regard, the Governor has an important role in ensuring that the central government understands the realities and needs of the regions, while guaranteeing that the regions comply with central policies that are of national strategic importance.[45] This coordination can be done through various forums such as technical coordination meetings, Regional Development Planning Conferences (Musrenbang), regional consultation forums, and informal communication mechanisms.

For example, in the process of drafting the Regional Medium-Term Development Plan (RPJMD), the Governor must ensure that the plan is in line with the National Medium-Term Development Plan (RPJMN) prepared by the central

[42] Resmita, "Kedudukan Gubernur Sebagai Wakil Pemerintah Pusat Di Daerah Menurut Undang-Undang No. 23 Tahun 2014 Tentang Pemerintahan Daerah."
[43] Muhammad Idris Patarai, *Kebijakan Publik Daerah Posisi Dan Dimensinya Dalam Perspektif Desentralisasi Kebijakan* (Makassar: De La Macca (Anggota IKAPI), 2020).
[44] Prihatiningtyas*, "Fungsi Gubernur Dalam Penyelenggaraan Pemerintahan Di Daerah."
[45] Suparnyo, *REKONSTRUKSI REGULASI PENGAWASAN SEBAGAI EKSISTENSI REPUTASI DEWAN PERWAKILAN RAKYAT DAERAH DALAM PELAKSANAAN GOOD GOVERNANCE AND CLEAN GOVERNMENT BERBASIS NILAI KEADILAN* (Semarang: Universitas Islam Sultan Agung, 2023).

government. Not only that, the Governor must also ensure that the RPJMD of the districts/cities in his/her region is in line with the provincial RPJMD. In this way, there will be continuity in development planning from the central to the local level.

Effective communication is also very important in managing crises. For example, during the COVID-19 pandemic, the Governor played a central role in aligning central government policies with implementation in the field. Policies such as Large-Scale Social Restrictions (PSBB) or Community Activity Restrictions (PPKM) require effective cross-sectoral and cross-regional coordination. Without the active role of the Governor, central government policies may face obstacles in their implementation due to differences in conditions and capacities in each region.[46]

The text highlights a key challenge in regional autonomy: the disharmony between central and local regulations. It emphasizes the Governor's crucial role in harmonizing these regulations to prevent legal conflicts and policy implementation confusion.[47] In this regard, the Governor must ensure that local regulations (Perda) enacted by districts/cities do not conflict with provincial regulations or national regulations.

As a facilitator of regulatory harmonization, the Governor can also provide recommendations on draft local regulations before they are enacted. In this context, the Governor acts as a "legal mediator" who maintains a balance between the spirit of regional autonomy and compliance with the national legal framework. If a Perda is found to be in conflict with higher-level regulations, the Governor can propose its annulment or revision to the relevant ministry at the central level.[48]

This passage emphasizes the importance of supervision and guidance as crucial instruments for maintaining synergy between the central government and local authorities. It highlights the Governor's role, as mandated by Law No. 23 of 2014, in overseeing and guiding local government administration. This function aims to ensure that local governance adheres to principles of good governance, efficiency, and

[46] Andre Noevi Rahmanto et al., "KRISIS DAN KOMUNIKASI KEPEMIMPINAN PUBLIK: ANALISIS FRAMING MEDIA SOSIAL KEPALA DAERAH DI INDONESIA PADA MASA PANDEMI COVID-19," *Interaksi: Jurnal Ilmu Komunikasi* 11, no. 2 (2022).

[47] Firman Freaddy Busroh, Fatria Khairo, and Putri Zhafirah, "HARMONISASI REGULASI DI INDONESIA: SIMPLIKASI DAN SINKRONISASI UNTUK PENINGKATAN EFEKTIVITAS HUKUM," *Jurnal Interpretasi Hukum* 4, no. 3 (2023), https://doi.org/https://doi.org/10.55637/juinhum.5.1.7997.699-711.

[48] Hendra Hendra and Arry Halbadika Fahlevi, "Implementation of Good Corporate Governance (GCG) Principles in PDAM Tirta Ogan, Ogan Ilir District," *Iapa Proceedings Conference*, October 31, 2024, 187, https://doi.org/10.30589/proceedings.2024.1052.

accountability.[49]

In practice, supervision is carried out through various mechanisms such as evaluation of regional government performance, financial audits, and inspection of the implementation of national strategic programs. In addition, the Governor can also impose administrative sanctions on regional heads who fail to fulfill their duties or commit violations. These sanctions can range from reprimands and warnings to recommendations for dismissal to the president through the Minister of Home Affairs.[50] This passage emphasizes the need for a balanced and nuanced approach to supervision, avoiding undue interference in regional autonomy. It advocates for a collaborative and educational approach based on dialogue and mutual support to foster trust and synergy between the central government and local authorities.

Beyond structural and administrative functions, the Governor plays a crucial role as an innovator and mediator in the dynamic relationship between the center and the regions. As an innovator, the Governor is expected to introduce policy breakthroughs that address regional challenges while inspiring national policy. Innovation in public service, governance, creative economy, and natural resource management are crucial for enhancing regional competitiveness and driving inclusive growth.[51]

The passage uses the example of successful provincial implementation of digital public service systems. These systems not only speed up service delivery but also increase transparency and accountability. The success of these provincial initiatives provides a model for national policy adoption in other regions.[52] This highlights the Governor's potential to drive nationwide change. The passage also emphasizes the Governor's mediating role in resolving inter-regional conflicts and disputes between regions and the central government. Inter-regional tensions often arise from competing interests, particularly concerning border disputes, resource allocation, or the implementation of national policies. The Governor's ability to mediate fairly and

[49] Resmita, "Kedudukan Gubernur Sebagai Wakil Pemerintah Pusat Di Daerah Menurut Undang-Undang No. 23 Tahun 2014 Tentang Pemerintahan Daerah."
[50] Suparnyo, *REKONSTRUKSI REGULASI PENGAWASAN SEBAGAI EKSISTENSI REPUTASI DEWAN PERWAKILAN RAKYAT DAERAH DALAM PELAKSANAAN GOOD GOVERNANCE AND CLEAN GOVERNMENT BERBASIS NILAI KEADILAN*.
[51] Prabowo, Suwanda, and Syafri, *INOVASI PELAYANAN PADA ORGANISASI PUBLIK*.
[52] Awal Khairi, "Reformasi Birokrasi Kabupaten Kerinci: Strategi Peningkatan Efisiensi Dan Kualitas Pelayanan Publik," *Parlementer : Jurnal Studi Hukum Dan Administrasi Publik* 1, no. 3 (September 23, 2024): 255–66, https://doi.org/10.62383/parlementer.v1i3.134.

find sustainable solutions is crucial for maintaining governmental stability and regional development.[53]

Despite the Governor's strategic position within regional government, the execution of their role isn't always seamless. A major challenge lies in the potential mismatch between the Governor's authority and their responsibilities.[54] Often, Governors are tasked with overseeing and coordinating activities across districts/cities, but lack sufficient legal and administrative tools to intervene effectively when violations or policy inconsistencies occur.

Another challenge is resistance from district/city heads who perceive their political legitimacy as equal to the Governor's, particularly because they are both directly elected. This can create tension in vertical coordination and ultimately weaken inter-regional development synergy.[55] Therefore, the Governor's role needs to be supported by regulations that strengthen their coordinating authority, coupled with a persuasive and collaborative leadership approach.

Another challenge is the limited capacity of human resources and institutions at the provincial level. Not all provincial governments have a professional bureaucracy that is adaptable to the dynamics of national policy. Weak inter-agency coordination and suboptimal use of information technology also hinder the Governor's effectiveness in building synergy between the central government and local regions.[56]

Furthermore, Governors face challenges stemming from regulatory uncertainty and overlapping policies across government agencies. In such situations, Governors need a more open dialogue with the central government to discuss policy issues substantively, rather than merely through formal reports or administrative bureaucracy.[57]

To optimize the Governor's role in building synergy between the central and

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[53] Agung Firmansyah and Kurnia Cahyaningrum Effendi, "Ekonomi Politik Penyelesaian Konflik Batas Daerah Antara Kota Cirebon Dan Kabupaten Cirebon," *JKAP (Jurnal Kebijakan Dan Administrasi Publik)* 18, no. 1 (2014), https://doi.org/https://doi.org/10.22146/jkap.6866.

[54] Pung Karnantohadi, *PRINSIP HUKUM PELAYANAN PERIZINAN TERPADU DI INDONESIA* (Jakarta: Kencana, 2020).

[55] Ihsan Hamid, "URGENSITAS UU NO. 32 TAHUN 2004 TERHADAP PILKADA SERTA IMPLIKASINYA DALAM PERUBAHAN SOSIAL KEMASYARAKATAN (Tinjauan Terhadap Pilkada NTB Tahun 2008)," *Politea : Jurnal Politik Islam* 1, no. 2 (April 11, 2019): 169–203, https://doi.org/10.20414/politea.v1i2.820.

[56] Tiara Tsani, Santi Marlina, and Anisa Kesuma Arum, "Systematic Literature Review: Pembelajaran Dari Reformasi Birokrasi Global Untuk Indonesia," *Publikauma : Jurnal Administrasi Publik Universitas Medan Area* 12, no. 2 (2024), https://doi.org/https://doi.org/10.31289/publika.v12i2.13053.

[57] Siti Marwiyah, *Kebijakan Publik Di Negara ASEAN Dalam Mengatasi Korupsi* (CV. Mitra Ilmu, 2023).

regional governments, several strengthening strategies are needed, encompassing institutional, regulatory, and individual capacity aspects.

Firstly, the central government needs to revisit regulations concerning the relationship between the central, provincial, and district/city governments, particularly regarding jurisdictional boundaries and coordination mechanisms. The Governor's authority in supervision and policy harmonization needs to be clearly defined to prevent overlaps or gaps in authority.

Secondly, strengthening the capacity of provincial bureaucracies is crucial to support the Governor's coordinating function. This includes enhancing civil servant competency, strengthening government management information systems, and improving policy implementation monitoring and evaluation mechanisms. With a robust bureaucratic capacity, the Governor can execute supervisory and development roles more effectively and efficiently.

Thirdly, the central government needs to provide political and fiscal support to Governors to fulfill their coordinating role. This includes allocating specific funds for inter-regional coordination activities, facilitating cross-district/city programs, and strengthening liaison institutions between provinces and ministries/agencies. Without adequate budgetary support, many strategic Governor initiatives may not be implemented optimally.

Fourthly, more intensive and regular communication and consultation forums between the central and regional governments should be developed. These forums would allow Governors to directly convey regional aspirations and issues to central policymakers, and serve as a platform for aligning policies across different levels of government. The Ministry of Home Affairs' role as coordinator of regional government development is crucial.

Fifthly, Governors need to develop participatory and communicative leadership styles. An authoritative approach is no longer relevant in the current democratic era. Governors must be able to engage various community elements and government actors, build trust, and foster constructive inter-regional cooperation. Visionary and inclusive leadership is key to creating sustainable synergy between the central and regional governments.

In the era of regional autonomy, the Governor plays a highly strategic role in ensuring alignment between national policies and local needs. As a representative of the central government, the Governor is responsible for ensuring the consistent and

efficient implementation of national policies in the region. Meanwhile, as the head of the provincial government, the Governor must also be able to design and implement development policies that align with the characteristics and potential of their region. These two roles must be performed in a balanced, synergistic, and adaptive manner to the social and political dynamics at play.

Building synergy between the central and regional governments requires not only clear structures and regulations but also strong leadership, high integrity, and excellent communication and coordination skills. The Governor is the key actor in ensuring that regional autonomy operates within the framework of a democratic, just, and prosperous Unitary State of the Republic of Indonesia (NKRI). Regulatory, institutional, bureaucratic capacity, and political commitment are key factors in ensuring the effectiveness and success of the Governor in bridging the interests of the central and regional governments. With well-established synergy, the goals of decentralization—a closer, more responsive, and more effective government—can truly be realized for the benefit of the Indonesian people.

4. Conclusion

The Governor's multifaceted role in provincial governance reflects their strategic position as both a regional leader and a representative of the central government. As the head of the region, the Governor is responsible for managing provincial affairs based on the principle of autonomy, including development planning, managing the provincial budget, and providing quality and equitable public services. In this capacity, the Governor holds democratic legitimacy through direct election by the people, strengthening their position in managing regional government.

On the other hand, as a representative of the central government, the Governor plays a role in implementing the principle of decentralization, which involves aligning and overseeing national policies in their region, guiding districts/cities, and acting as a liaison between the central and regional governments. This dual role requires the Governor to effectively coordinate various interests, resolve inter-regional conflicts, and ensure consistency between central and regional programs.

However, fulfilling these functions faces challenges such as an imbalance in roles, complex inter-governmental relationships, and institutional and regulatory limitations. Therefore, strengthening institutional capacity, harmonizing regulations, and enhancing leadership quality are key to enabling the Governor to optimally fulfill

their role as a driver of regional development and a guardian of national policy cohesion within the framework of the Unitary State of the Republic of Indonesia.

The Governor's role in building synergy between the central and regional governments in the era of regional autonomy is crucial because the Governor occupies a strategic position as the vertical link between national policy and local implementation. As the central government's representative in the region and the head of the provincial government, the Governor is responsible for ensuring that national programs are adapted and effectively implemented at the regional level, and for bridging regional needs to gain attention in national policy formulation.

In fulfilling this function, the Governor must guide and oversee the performance of district/city governments, facilitate cross-regional coordination, and maintain alignment between central and regional development planning. Moreover, the Governor is expected to be an innovative and adaptable leader to local dynamics, and to be able to resolve inter-regional conflicts of interest through a collaborative and participatory approach.

Amidst challenges such as regulatory disharmony, limited authority, and local political resistance, the Governor's role becomes crucial in maintaining the continuity of efficient governance that prioritizes public welfare. Therefore, the success of decentralization and regional autonomy within the framework of the NKRI heavily depends on the Governor's capacity to build communication, collaboration, and alignment between different levels of government.

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