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DISHARMONIZATION IN MANAGING GOVERNMENT AFFAIRS IN BATAM CITY, RIAU ISLANDS PROVINCE

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ABSTRACT

26 *This study aims to find out and explain how the dualism of government affairs management occurs in Batam City, Riau Islands Province and the efforts of the Central Government in overcoming this dualism of authority as well as formulating an ideal model for managing government affairs in Batam City, Riau Islands Province. This study used a qualitative approach with a descriptive type and in the form of field research (field research). Using management theories in government as well as several other supporting theories in explaining the picture of dualism and overlaps that occur in the management of government affairs in Batam City. The fact that the main problem in government management in Batam City is the occurrence of disputes in terms of authority between the City Government and the Batam Concession Agency such as HPL (Land Management Rights), taxation, licensing, management of state vital assets, tourism and staffing; The efforts of the Central Government in dealing with this problem is to issue Government Regulation Number 62 of 2019 which states that the Mayor of Batam becomes the ex-officio Head of BP Batam with the aim of eliminating disputes over authority that have occurred, but in its journey there are still authorities which are in principle the same but still carried out and issued by the Batam City Government and the Batam Concession Agency. The model produced in this study is the TDM Special Autonomy model, namely Totality, Decentralization, and Monetization as a frame of reference in implementing special autonomy.*

INTRODUCTION

Realizing a prosperous society is one of the common goals in statehood. Rasyid (2000) explains that the Government is not held to serve itself, but to serve the community, creating conditions that allow each member of society to develop his abilities and creativity in order to achieve common progress. Rasyid's (2000) view emphasizes that welfare, which is a common goal in statehood, must be pursued in such a way by the Government as a form of government responsibility to provide services to the community. The government should not focus solely on self-serving and overriding the provision of services to the community.

One of the strategies carried out by the government to improve people's welfare is to improve the national economy. With the increase in the national economy, it is expected that people's income will increase (Hayati et al., 2021; Londa, 2017). With the increase in income, the community is more prosperous because it is able to meet its basic needs independently (Ras, 2013; Sumarto & Dwiantara, 2019). In this regard, the Government has established various policies to improve the national economy, both implemented domestically and foreign policies.

On the other hand, the economy also has an important position in statehood because the economy can influence structural and institutional transformations related to the overall political,

cultural and economic processes (Todaro & Smith, 2020). With strong economic conditions, the country will be stronger (Kader, 2018). On the other hand, when the economy begins to weaken, it will pose a threat to the life of the nation and state (Romarina, 2016).

¹⁰ One of the ¹⁷ strategic steps taken by the Government to improve national commerce is the establishment of Presidential Decree Number 74 of 1971 concerning the Development of Batam Island Development. Batam, which is geographically located in a very strategic position (because it faces the Malacca Strait and the Singapore Strait which are the most populous international shipping and trade routes in the world) is expected to be able to boost the national economy. In addition, Presidential Decree No. 74 of 1971 is also an entry point to take advantage of the economy and even compete with Singapore. Because at that time the electronics industry in Singapore was developing very rapidly while the land area and labor owned by Singapore were very limited (Damuri et al., 2015), so it was hoped that with the establishment and development of the Batam Island Industry, it could take advantage and even compete for the progress of Singapore.

In Batam and Bintan, there is a mutual attraction of authority in terms of the implementation of government affairs that have the potential to generate income. An example is the provision of licensing services, taxes, and so on. In addition, in Bintan Regency there is an exclusive Lagoi tourist area where the Bintan Regency Government has almost no authority in terms of supervision so that the effectiveness of services cannot be realized.

¹⁶ Unlike Batam and Bintan, there is a horizontal conflict between Karimun Regency and the Karimun Free Trade Area and Free Port Management Agency due to the unclear boundaries of the Free Trade Area and Free Port because it is ²⁰ located on one island in Karimun Regency. In addition, there was also ³ weakening of control over the administration of government affairs carried out by the Karimun Free Trade Area and Free Port Management Agency because ⁹ the Regional Council was directly held by the Governor without the involvement of the Karimun regional government. This also causes the karimun regency government to feel neglected in its own area.

The same problem also occurs at the Riau Islands Province level. Although the governor as the regional council does not have full authority in following up on every problem because he has to wait for instructions from the Central Government so that the handling of the problem becomes very ¹ slow, moreover the high sectoral ego and political proximity between the Central Government and the Free Trade Area and Free Port Management Agency.

The horizontal and vertical conflicts that occurred between the Regional Governments (⁸ Riau Islands Province, Batam City, Bintan Regency, Tanjung Pinang City and Karimun Regency) and the Free Trade and Free Port Area Business Agency (Batam, Bintan and Karimun) greatly disrupted the investment climate in free trade areas and free ports. Loss income occurs even greater due to prolonged conflicts. The rampant granting of permits and conflicts of authority have made investors not feel at home to increase their investment. If this is not followed up immediately, it is not impossible for Riau Islands Province to be further left behind by other regions. As proof that based on Bank Indonesia data in 2017, the economic growth of Riau Islands Province was only 2%, which is the worst and lowest in history in the Sumatra region.

Based on this description, researchers are interested in conducting research related to the good government management model to be applied in the Riau Islands Province. This is related to the various specificities of the Riau Islands Province when compared to other provinces in Indonesia. Besides, the researcher decided to choose the topic since it is barely discussed and the closest might be one from Arianto et al. (2022) which states that policies overlapping indeed can trigger conflict. Hence, the research would like to surface a system model to solve this issue.

⁴⁵
METHOD

The research design used in this study is qualitative. The qualitative design was chosen by the researcher because the problem to be studied is still unclear, very complex, and requires a deep understanding. This research was conducted in the Riau Islands Province. Meanwhile, the time for the implementation of research activities began in October 2019 until March 2021. As for the data source that the researcher uses, it is listed in the following table.

Table 1. Research Data Sources

Required Data	Data Sources	
	Primary	Secondary
Interviews through informants of relevant officials and academics, practitioners	Yes	
The group of legal regulations that are still in force		Yes
Literacy and references related to the theory are used		Yes
Studies from previous research		Yes
Information and news roundups, academic seminars		Yes

Source: Processed by the Researcher

As implied in the previous table, researchers collected data through interviews and documentation from various media. As for data analysis, researchers apply triangulation techniques and interactive model data analysis techniques.

RESULT AND DISCUSSION

Central Government Efforts in Overcoming Disputes over Management of Government Affairs in Batam City, Riau Islands Province

The problem of disputes over the management of government affairs which led to the overlapping of authority in Batam City began to show a settlement point after the issuance of Presidential Decree No. 8 of 2016 concerning the Batam PBPB Area Council as the government's commitment to solving Batam problems, and also the plan to change the status from a free trade zone to a special economic zone.

According to the results of interviews with speakers, the conflict of authority that occurred in Batam City between the Batam Entrepreneurial Agency and the Batam City Government was caused by one of them being the absence of rules that technically regulate the working relationship

between the Batam City Government and BP Batam. Stakeholders in Batam City believe that this conflict of authority can be resolved by the discretion between the heads of these institutions, but in reality conflicts of interest between these two institutions cannot be avoided. So it needs an innovation and a solution that is able to stop disputes in authority that occur in Batam City. This is the need for government policy in terms of law and order or the function of regulation, it is carried out to achieve common goals and prevent conflicts between the Batam City Government and the Batam Entrepreneurs Agency, the central government must carry out discipline or act as a stabilizer, then by making policies on the welfare state system which prioritizes the community with education that meets the provisions and income of the community above UMR (Regional Minimum Salary). A well-run policy process is needed from the preparation of agendas, policy formulation and legitimacy, policy implementation, evaluation of policy implementation, performance and impact of new policies and policies.

Related to the above problems, it can be straightened out based on information from experts, one of which comes from Dr. Razaki Persada, M.Si (Dean of FISIP Universitas Raja Ali Haji Tj Pinang), who explained that: "Government affairs for public services are left to the Batam City Government. Government matters but those related to investment are handed over to BP Batam. BP Batam is continued to be managed by professionals from the Riau Islands and is independent of certain interests both at the center and in the regions. Furthermore, there must be a derivative Regulation to not continue the Regulation on it".

If this is allowed to drag on, then public services will have a bad impact. For example, if there are potential investors who still have difficulty managing licensing and find it difficult to get related data and are not solutive. This is important because policy decisions must go through mechanisms that have been regulated and moreover involve the public when in the preparation process. Previously, the role of public policy analysts was involved, which was still very rare, so it was not clear what the BNSP Qualification Standards were and were not fostered by AAKI. Based on this, Dr. Razaki Persada, M.Si also emphasized that: "BP Batam and the Batam City Government are strengthened by each masing according to their respective authorities. For Batam it is okay, for the Province it is still very bad. Therefore, the Regional Council should not be filled by the Centre but should also be a regional academic who has a good track record and has integrity."

In resolving disputes in authority/power between the Batam City Government and the Batam Entrepreneurs Agency can be accommodated, the State must resolve conflicts with a structural approach, namely by structural reorganization. According to Wijono, structural reorganization can be used to anticipate the occurrence of organizational conflicts, namely by means of an approach that can change the system to see the possibility of structural reorganization, to straighten out the differences in interests and goals to be achieved by both parties, such as forming a new forum in non-formal organizations to overcome conflicts that are protracted as a result of interdependence of tasks in achieving interests and goals. which is different so that the functions of the organization become blurred. The central government can carry out structural reorganization in the city of Batam in a continuous manner, by making Batam a city with special autonomy considering the

existence of the city of Batam as an Industrial city, the flow of goods and passenger traffic, and located in the Exclusive Economic Zone (EEZ).

Through Presidential Decree Number 41 of 1973, Batam was specially built by an agency called the Batam Authority or the Batam Island Industrial Development Authority. Then, the name of this authority was changed to the Batam Entrepreneurial Agency (BP). To accelerate the development of Batam, the government established the Batam, Bintan, and Karimun Free Trade Zones (FTZ) which refers to Law Number 36 of 2000 concerning Free Trade Areas and Free Ports (PBPP). Then presidential decree Number 8 of 2016 was issued concerning the Batam PBPP Regional Council on February 29, 2016. Not satisfied with the FTZ, the government planned the establishment of the Batam Special Economic Zone (SEZ). Initially, Batam was initiated to defeat or at least offset Singapore as an integrated industrial area. All infrastructure including airports, highways, and highways was built to attract investors. However, in its development, Batam remains far behind Singapore, even existing investors have left for other regions.

Batam lags behind other cities in countries in the East Asia and Southeast Asia regions. For example, the Iskandar Regional Development Authority in Malaysia which was established in late 2006. Then, it is the special economic zone in Shenzhen that has already contributed to China. In 2016, as much as 75% of Shenzhen region's revenue of US\$ 114.5 billion was contributed by the Shenzhen special economic zone.

From the results of the research, it was concluded that several policy alternatives that can be applied in Batam, including Batam being maintained as the center of industrial estates, implementing the Free Trade Zone (FTZ) policy in Batam, implementing the Special Economic Zone (SEZ) policy in Batam, making Batam a Tourism City, and implementing special autonomy in Batam. There is also the desire of some people to restore Batam's policies as in the 1970-1990s, managed by the Batam Authority (Batam City Government was disbanded) and there is a desire of some people to implement full autonomy by the Batam City Government like other regions in Indonesia (BP Batam was disbanded).

The dispute still occurs between the Batam City Government and BP Batam which is still unfinished, finally President Jokowi tried to resolve the dispute that occurred in the management of Batam Island as a Free Trade and Free Port area. Jokowi has signed Government Regulation (PP) Number 62 of 2019 concerning the Second Amendment to Government Regulation Number 46 of 2007 concerning the Batam Free Trade Area and Free Port.

Based on some information that has been successfully summarized, two years after the enactment of Presidential Decree No. 8 of 2016, the Central Government in a Limited Cabinet Meeting at the Palace on December 12, 2018 took several important decisions on disputes that occurred in Batam City. There are four decisions set by the government:

- 1) BP Batam was not disbanded;
- 2) The position of Head of BP Batam, held ex-officio by the Mayor of Batam;
- 3) The management of the Batam Free Trade and Free Port Area (KPBPB) is still carried out by BP Batam, which is led ex-officio by the Mayor of Batam; and

- 4) Rules or regulations are being prepared that will regulate the implementation of the concurrent position of the Head of BP Batam ex-officio by the Mayor of Batam.

Following up on this decision, the Government issued PP No. 62 of 2019 concerning the second amendment to PP No. 46 of 2007 concerning Free Trade Areas and Free Ports (KPBPB) established by President Joko Widodo on September 11, 2019 and promulgated in Jakarta on September 17, 2019 by the Minister of Law and Human Rights, Yasonna H. Laoly. The PP mandates the restructuring of the BP Batam organization. One point among them is the determination of the Mayor of Batam as ex officio Head of BP Batam.

Ten days after the enactment of PP No. 62 of 2019, Coordinating Minister for Economic Affairs Darmin Nasution as Chairman of the Batam Free Trade and Free Port Area Council (KPBPB) appointed Batam Mayor Muhammad Rudi as Head of BP Batam, on September 27, 2019. Since then the dualism of authority in Batam City began to be resolved.

With the PP, the Batam Free Trade Area and Free Port Business Agency (BP Batam) will be led by the mayor or concurrently serving as the head of government as well as the head of BP Batam. Previously, BP Batam was led by a special official, previously held by Edy Putra Irawady, who was a central government official who had led BP Batam since early 2019. So on September 29, 2019 the Head of the Batam Entrepreneurial Agency was held ex-officio by the Mayor of Batam, namely Muhammad Rudi, who was officially inaugurated by the Coordinating Minister for Economic Affairs. The regulation also implements the streamlining of SOTK, where there used to be five deputies, it is now reduced to four deputies which in principle aims at efficiency and in principle for sharpening the function of licensing services.

According to the observations of researchers in the field, there are still several types of licensing that are in principle the same but are carried out by two different agencies, but researchers get another perspective with the enactment of this regulation, namely there is a division of work areas according to the size, volume and workload which will affect the focus and success of agencies that precisely provide services and permits so that they become more effective and efficient. The main cause of the lack of attraction to Batam, FTZ, and SEZ in Indonesia is the lack of legal certainty due to management disputes. Various permits, ranging from IMB to business licenses. The enactment of two regulations in Batam city, decentralization law and port law and free trade makes the dualism of power between Batam city and BP Batam a conflict of interest in Batam City. Efforts to maintain authority with one another have an impact on public services in Batam City, especially the community and investment space.

One of the strategic decisions made by the Mayor of Batam concurrently as the head of BP Batam is to build an effective and efficient public service, where previously Batam had tried to implement one-stop integrated services (PTSP) located in the Sumatra Expo Batam Center Building. This is done to provide a forum for the community and entrepreneurs in managing licensing issues issued by BP Batam and the Batam City Government through a one-stop mechanism. The implementation of PTSP is based on the decree of the Mayor of Batam No. KPTS.315/HK/IX/2001 concerning the establishment of a Business Licensing Service Center (One Stop Service).

PTSP has accommodated all types of agreements in its work units, this is done as an effort to overcome the overlap that occurs in the city of Batam and also as an effort to realize good governance in carrying out licensing in Batam City, but in the process of implementing PTSP does not go well. There are many problems that occur related to PTSP where there are often illegal collections carried out by PTSP in managing investment permits in the city of Batam. So it can be said that the implementation of PTSP cannot be a solution to solve overlapping public services and healthy investment problems in Batam City. In its journey, PTSP has not been able to run well as what has been planned since the beginning of its creation, especially in the investment licensing process. Investors continue to license in BP Batam and in the Batam City Government. This is not an effective solution in reorganizing the authority structure, because regulations related to the Batam Entrepreneurs Agency and the Batam City Government still overlap. The need for concrete solutions for the reorganization of the authority structure in Batam City that bridges invests and economic interests in accordance with the mandate of the 1945 Constitution to realize local government to support the implementation of democracy in the regions and in Indonesia in creating people's welfare.

In its journey, the Batam City Government finally made a new system that was better than the old system, namely by making the Batam Public Service Mall as a new step taken to reduce the dualism, the public service mall provided 413 licensing and non-licensing services for the entire community and investment. Through the Batam Public service mall, permit management is expected to be easier and faster, not a matter of months or days the licensing process is now completed in a matter of hours. Batam Public Service Mall which unites the management of hundreds of permits under one roof and many agencies are involved in its implementation. MPP is facilitated to improve and facilitate licensing services for the community in an integrative manner so that the community is no longer bothered by a long bureaucracy and takes a long time which has been considered convoluted.

In practice, the Public Service Mall has adopted Azerbaijan's Public Service Hall (PSH), namely "Asan Xidmet", where all agencies from the Batam City Government and BP Batam which in principle carry out services and permits are all carried out in one room besides that MPP Batam also implements transactions in a non-cash way, so that licensing has been truly transparent, this has also received full support by bank so that the public can find it easy to get things related to licensing so that it has impact on increasing public trust in the government (public trust) and the progress of Batam City in the Riau Islands Province. That way it avoids the occurrence of illegal levies that have been happening in Batam. The government's efforts to improve and improve public services including licensing have proven to have reaped results with the rise in the ranking of ease of doing business by the World Bank. Indonesia's ranking in Ease of Doing Business (EoDB) has leveled up in 2018 to 72nd from 91st in 2017. Indonesia managed to pass China which was ranked 78th.

In improving public services, Batam became one of the pilot projects for the implementation of public service malls in 2017 (Suryadi et al., 2022). The other four cities are DKI Jakarta, Surabaya, Denpasar, and Banyuwangi. After success in five cities, the government continued to

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implement public service malls in other cities throughout Indonesia. Public service malls are expected to provide convenience for every community and investor doing business in the country, improve the quality of public services as a whole and achieve a level of effectiveness and efficiency in the implementation of public service standards (Ristiani, 2020).

The presence and implementation of public service mall is in accordance with the ideals of government in accordance with the mandate of the law in realizing good governance (Klijn & Koppenjan, 2015). MPP also makes it easier for entrepreneurs, not just the public. However, the application of MPP is more about improving public services "one-stop service" only as a solution to integrated services that were not previously integrated between central and regional services as well as business services in one place. Thus, MPP cannot be said to be a solution in resolving authority disputes that occur between BP Batam and the Batam City government because the authority still exists in the two agencies. In order to create good public services, a deeper review of the laws related to the decentralization law between the Batam City Government and BP Batam is needed, as well as reaffirming which is stronger in its authority based on applicable law, with strong clarity in the division of authority legally, the MPP will be better and see again the effectiveness of its existence in real terms.

The researcher argues that this regulation succeeds in eliminating miscommunication and conflict of interest that occurs between the two heads of Batam Island management institutions, but there is still evidence that the authority is in principle the same but is still implemented by the two institutions as explained in the results of the discussion and research.

Special Autonomy Model in The Management of Government Affairs in Batam City, Riau Islands Province

Description of the Problem Situation regarding Disputes over the Management of Government Affairs in Batam City, Riau Islands Province

There are disputes in the management of government affairs in the Riau Islands Province, precisely in Batam City, inseparable from the historical series of the formation of Batam as an acceleration and acceleration area in the development of the Port Area and Free Trade Zone as well as economic-business and industrial centers so that based on existing regulations, a special agency that manages Batam known as the Batam Authority Agency was formed which later changed to Batam Entrepreneurial Agency (BP Batam) which is the overall manager of Batam.

There is often a euphoria of regional autonomy, so there is a clash of clashes in regional autonomy when Batam also gets its portion as one of the New Autonomous Regions (DOB) as a result of regional expansion along with other regions in Indonesia in the form of Regencies and Cities. The euphoria of regional autonomy continues to target many things, including in terms of management authorities that have been in BP Batam becoming ambiguous and biased with the authority of the Regional Government which is accommodated by the Regional Government Law Number 23 of 2014 concerning Regional Government in terms of government affairs.

In serious situations and conditions, based on the historical series of the formation of Batam as a Port Area and free trade zone carried out by BOB (now BP Batam), Human Resources (HR)

come from selected and qualified people in line with their duties, namely to shorten the range of control and break the chain of various permits and coordination from the center. Therefore, BP Batam is a comprehensive representation of the central organs present in Batam so that related parties no longer need to carry out tiered affairs up to the central government. ³³

The presence of autonomous regions supported by regional autonomy laws starting from Law Number 22 of 1999 concerning Regional Government gave rise to a dispute over authority in Batam City between the Batam City Government and the Batam Entrepreneurial Agency. From the various authorities and authorities of existing affairs, after the formation of the Batam City Government (City Government), there were various overlapping authorities that caused problems both in terms of taxation, permits, land so that in making development plans there were many distortions between BP Batam and the Batam City Government.

In addition, there are also other problems such as the management of national vital assets consisting of national assets related to industrial areas such as ports, airports and national assets related to socio-religious activities such as mosques in *haji* dormitories also need to be seated in an agreement so that they do not overlap. According to the results of field research and also based on studies there are several relationships until now there are still several government affairs that intersect between the Batam City Government and the Batam Entrepreneurial Agency

In addition to Batam City, disputes over the management of government affairs also occur in other areas of Riau Province such as Bintan Regency, Tanjung Pinang City, and Karimun Regency. Since the enactment of Government Regulation Number 47 of 2007 concerning the Bintan Free Trade Area and Free Port, part of the Bintan Regency and part of Tanjung Pinang City area have become part of the development of the Free Trade Area and free port. In its development, the hope of economic growth and development in Riau Islands Province was not achieved. On the contrary, it causes various new problems, especially those in the Batam City Government, Bintan Regency Government, Tanjung Pinang City Government and Karimun Regency Government.

The existence of a legal basis that both have the power of the Act in both bodies makes the emergence of sectoral egos in both. On the one hand, the Batam City Government feels as the "host" so that it is he who has the right to regulate everything in his area based on the Regional Autonomy Law. However, on the other hand, the Batam Entrepreneurial Agency feels that it also has rights because in Law Number 44 of 2007 concerning Free Trade Areas and Free Ports, it authorizes him to carry out applicable provisions and rules, especially those related to free areas and ports, including the island of Batam. The existence of Law No. 44 of 2007 is considered to clash with Law Number 25 of 2007 concerning Investment and Law Number 32 of 2004 and Law Number 23 of 2014 concerning Regional Government.

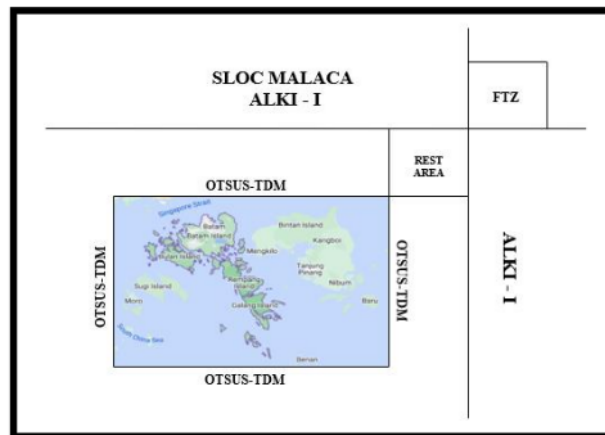
Thus, the Batam City Government and the Batam Entrepreneurial Agency both have a strong legal basis, namely the Law. This strong legal basis is what causes a regulatory clash between the Batam city government and the Batam Entrepreneurs Agency. Batam's management policy has also become disharmonious. Thus, the central government needs to make efforts to resolve the conflict of authority that occurs between the two Batam City management agencies because the dispute over authority between the Batam Entrepreneurial Agency and the Batam City

Government is also a result of the indecisiveness of regulations governing the relationship between agencies in the regions and the relationship between the central and regional governments.

Construction of the Concept and Model of Special Autonomy/SPECIAL AUTONOMY-TDM (Totality-Centralization-Monetization) in the Management of Government Affairs in the City of Riau Islands Province

Based on the situation and conditions that occur, the researcher proposes a concept (idea/idea) called "Totality, Decentralization, and Monetization" (TDM). The reasons and basis for the conception of TDM are of course also related to real conditions, namely the existence of disputes in the management of government affairs in the Riau Islands Province (Batam City) with the phrase "Bhinnêka Tunggal Ika (BTI) which means "Different one is also that, and Tan-hana Dharma Mangrwa (TDM)" which means "because there is no ambiguous truth".

Figure 1. Special Autonomy Totality-Decentralization-Monetization (OTSUS-TDM) Model



Source: Research Processing Results

- 1) Totality: As previously explained, that before the birth of the Batam City Government, Batam was formed based on a Presidential Decree in the New Order era in the form of the Batam Authority Agency which was initiated by BJ Habibie as the first Chairman of the Batam Authority Agency until Sri Soedardono in total made Batam an economic locomotive with very extraordinary results, reaching 42% or the highest national economic growth ever achieved by the Indonesian government in the development of new industrial areas. This makes many countries in Southeast Asia and other Asian regions learn a lot to Batam City. However, after the emergence of the New Autonomous Region where the Batam City Government was the driving force, it made the management and administration of government in the regions become like half-hearted (not total) because there were disputes in the management of government affairs and overlapping rights and authorities to regulate various services and permits in the regions. Therefore, the principle of Totality

in the form of Special Autonomy at the Riau Islands Province level, so that various problems of overlapping various authorities can be resolved not only in the city of Batam but in all regions in the Riau Islands Province as a whole.

- 2) Decentralization: The decentralization referred to in this model is Asymmetric Decentralization because in practice in Indonesia there are already 4 provinces that have implemented Asymmetric Decentralization, namely the Aceh Special Region, DKI Jakarta, Yogyakarta Special Region and Papua Special Autonomy. However, there is certainly a difference between the Asymmetric Decentralization of Special Autonomy for the Riau Islands Province and the areas mentioned above ²⁴ due to its geopolitical and historical privileges, while the Special Autonomy of the Riau Islands Province is based on geographical and economic conditions and this is certainly the first time in Indonesia. This is also related to the aspect of Totality as mentioned before, where we can also learn from Michael Porter's theory which says that when resources are limited then we must focus and total all the potential we have.
- 3) Monetization: As for what is meant by monetization in this model, more specifically monetizing locomotives. In general, the term monetization is a way to turn something into an income, namely money. The monetization in this model is specifically Monetizing locomotive, which is to restore the spirit and ideals of the formation of Batam, namely making Batam a locomotive of national economic ²³ growth, especially with Batam and Riau Islands Province as a whole including Natuna has natural wealth in the form of very fantastic oil and gas reserves, Alki I, as well as various other tourism potentials, of course it is a very money-making combination potential for Indonesia's economic growth nationally.

¹ The real implementation of the TDM model is, in terms of Totality, which so far the division of authority between the Batam City Government and BP Batam is still half-heartedly becoming total. The Batam City Government still has the authority as other autonomous regions in Indonesia, while BP Batam's position is pulled under the Governor of Special Autonomy by emphasizing its main duties and functions which only supervise ports, airports, and various other national assets related to investment and industry. In relation to the Free Trade Zone (FTZ) which has been the authority of BP Batam, with the special autonomy of the Riau Islands Province, researchers are of the view that FTZ and SEZ will each be able to run on track and even be interrelated with each other where researchers offer FTZ with an enclave area or bonded area which will be correlated with the SEZ so that the conflict of authority between BP Batam and the Batam City Government can be avoided.

Outside the industry area or FTZ enclave with the Port and airport system that has been managed by BP Batam, then in addition to that it is the authority of the Batam City Government. Meanwhile, Decentralization in the TDM model is special autonomy as a form of asymmetric decentralization which if this decentralization model is implemented will actually strengthen regional autonomy itself. The monetization referred to in this model is that Batam will stretch again, production opportunities for the domestic market will be wide open (not only exports) and

with the FTZ correlated with the SEZ will cause more incentives, and will be a stimulant for investors to invest in Indonesia.

The arrangement of the management of government affairs in Batam City is very important and urgent considering that Indonesia is one of the countries that become the Silk Road route where this route is a series of distribution routes and cultural interactions throughout the Asian region.

Based on the concept of the TDM model above, this is explicitly a proposal to the Central Government in granting total power based on Asymmetric Decentralization from the Economic and Geographical aspects, precisely strengthening regional autonomy by making Riau Islands Province a "Special Autonomy of Riau Islands Province", where BP Batam remains, but is under the control of the Governor of Special Autonomy of Riau Islands whose duties and authorities are regulated in the Autonomy Law specifically and furthermore, the Central Government needs to issue a Government Regulation on the revocation of authority over BP Batam, including harmonizing the authority between BP Batam and the City Government, where in the end BP Batam only acts technically on the authority over industrial estates, main infrastructure, ports and airports, besides that it is the full authority of the Batam City Government.

CONCLUSION

The results of the study showed the fact that the main problem in government management in Batam City is the occurrence of disputes in the management of government management to the point of overlapping authority between the Batam City Government and the Batam Entrepreneurial Agency is due to the existence of the two institutions supported by different legal structures and substances that cause management policies in the land sector. Spatial planning and licensing became disharmonious. In addition, staffing problems such as weak synergy between institutions, legal uncertainty, the occurrence of Batam's economic slowdown, the emergence of several social problems in Batam, as well as the decline in Batam's economic competitiveness.

The Central Government's efforts in dealing with the aforementioned problems are to issue Government Regulation Number 62 of 2019 concerning the Second Amendment to Government Regulation Number 46 of 2007 concerning FTZ and Batam Free Port which contains that the Mayor of Batam became the ex-officio Head of BP Batam with the aim of eliminating authority disputes that occurred, but in his journey there is still authority that is in principle the same but is still being carried out and issued by the Batam City Government and the Batam Entrepreneurial Agency of Riau Islands Province.

A new ideal model that can be constructed from the results of the analysis of problems related to disputes in the management of government affairs in Batam City, Riau Province is the Special Autonomy / OTSUS-TDM model, namely Special Autonomy with the principles of Totality, Decentralization (asymmetry), and Monetization.

The Batam City Government and BP Batam should further increase the intensity of communication and improve coordination and efforts to eliminate conflicts of interest between two stakeholder institutions so as to be able to bring progress in the development of the city of Batam City in particular and in the Riau Islands Province in general.

With the issuance of Government Regulation Number 62 of 2019 as an effort by the Central Government to eliminate disputes and overlapping authorities have not been able to resolve problems comprehensively due to the existence of authority which is in principle the same but is still carried out and issued by the Batam City Government and the Batam Entrepreneurial Agency, the recommendations in the context of resolving disputes are more explicit and congruent, this study proposes to establish special autonomy at the Riau Islands Province level through the Law as a form of geographically and economically based asymmetric decentralization that is the first in Indonesia; BP Batam was disbanded and made into a state-owned enterprise (Provincial Level) in order to do business in total. SOEs in this case are SOEs at the Provincial level such as KBN (National Bonded Area) in DKI Jakarta Province; BP Batam is used as a pure "Executor" in the form of Provincial SOEs in order to be total in doing business with investors. Meanwhile, the Batam City Government in this case remains the "Regulator"; In relation to the permits that must be issued by BP Batam which are converted into SOEs, this can be stated in the Presidential Regulation on the Appointment of the Governor of Riau Islands Province as Special Governor whose authority is expanded including in the issuance of permits within the working area of Provincial SOEs.

The conceptual model of OTSUS-TDM Special Autonomy, namely Totality, Decentralization, and Monetization, which is the result of academic theoretical constructs as a frame of reference in the application of special autonomy in Riau Kepulauan Province, is considered very appropriate and in accordance with real conditions in the field. Therefore, future research are expected to study the model, along with its component, further to conduct a more optimal implementation.

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