

The Role Of The Governor As A Representative Of The Central Government In Managing Mandatory Government Affairs Of Basic Services In The Field Of Security, Public Order, And Public Protection In Central Sulawesi Province

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ABSTRACT

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Governor as the Representative of the Central Government, Trantibumlinmas, governance, basic public services, governmental coordination, Central Sulawesi, human security, Kybernology.

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This study aims to analyze the role of the Governor as the Representative of the Central Government (GWPP) in managing mandatory governmental affairs related to public peace, public order, and community protection (Trantibumlinmas) in Central Sulawesi Province. The study is motivated by the increasing number of public order disturbances, low disaster mitigation capacity, weak population administration services, and significant regional development disparities in Central Sulawesi. This research employed a descriptive method with a qualitative approach. Data were collected through interviews, observations, documentation studies, and literature reviews involving the Civil Service Police Unit (Satpol PP), Regional Disaster Management Agency (BPBD), Population and Civil Registration Office (Dukcapil), and the Regional Secretariat of Central Sulawesi Province. Data analysis was conducted using the Miles and Huberman model through data reduction, data presentation, and conclusion drawing. The findings indicate that the Governor's role as GWPP has been implemented through guidance, supervision, coordination, and facilitation functions in accordance with Law Number 23 of 2014 and Government Regulation Number 33 of 2018. However, its implementation has not yet been optimal due to budget limitations, extensive and archipelagic geographical conditions, sectoral ego among regions, and the complexity of social conflicts and disasters. This study also proposes an ideal model for sustainable Trantibumlinmas management through the "3-Layer GWPP Pyramid Model," which emphasizes a risk-based preventive approach, integrated command-based coordination, and supervision based on minimum service standards supported by an integrated digital system. This model is expected to strengthen human security, improve governance effectiveness, and create adaptive, responsive, and sustainable public services in Central Sulawesi Province.



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Introduction

Within the framework of the Unitary State of the Republic of Indonesia (NKRI), the Governor has a dual role: as head of the province and as Representative of the Central Government (GWPP). This second role is crucial in managing non-autonomous mandatory government affairs, including the areas of Public Order, Security, and Community Protection (Trantibumlinmas). Operationally, this includes handling disturbances, disaster management, and population administration services. However, in practice, this dual role often creates functional ambiguity, particularly when local interests clash with national policies. Previous research (e.g., Aspinall & Berenschot, 2019; Hadiz, 2020) tends to focus on regional autonomy or political decentralization, but offers little analysis of the role of GWPP in non-autonomous affairs, particularly Trantibumlinmas. Meanwhile, studies on multilevel *governance* (Marks & Hooghe, 2020) and

human protection (UNDP, 2022) demonstrate the importance of integrating human security *into* governance, but these have not yet been applied to the context of Indonesia's post-reform bureaucracy. Furthermore, Kybernology, as a new science of governance developed by Taliziduhu Ndraha (2011), offers an epistemological framework for understanding governance as a dynamic system based on values, ethics, and integrated functions. However, its application in empirical studies on the role of GWPP is still very limited. Therefore, this study aims to fill this research gap by analyzing the effectiveness of GWPP's role in managing *Trantibumlinmas* in Central Sulawesi through an integrative theoretical approach. The implementation of the GWPP role policy in Central Sulawesi Province faces many challenges such as the 2018 Palu earthquake, social conflicts, and the weak population administration system, demonstrating the need for effective vertical-horizontal coordination of the main functions of the GWPP according to Law No. 23/2014 in conjunction with Law No. 9/2015. The effectiveness of the role of the Governor of Central Sulawesi as WPP in coordinating these three domains shows signs of structural and functional weaknesses, which have a direct impact on the protection of citizens' basic rights.

1. The rise in public order disturbances

Public order disturbances in Central Sulawesi have continued to increase over the past five years. Data from the Central Sulawesi Public Order Agency (Satpol PP) in 2025 recorded 147 cases of public order violations throughout 2024, including:

- Social conflict between residents (32 cases),
- Illegal occupation of government land (41 cases),
- Thuggery and radical mass organization activities (28 cases),
- Security disturbances in post-disaster areas (19 cases).

Worryingly, only 38% of these cases were handled in a coordinated manner between provinces and districts/cities, the rest were handled sectorally and reactively (Satpol PP Sulteng, Annual Report 2024). This shows the minimal vertical-horizontal coordination function by GWPP, even though Law No. 23/2014 Article 253 paragraph (2) explicitly assigns the governor as the central representative to “carry out guidance and supervision” over the implementation of *Trantibumlinmas* in the region.

2. Low Post-Disaster Mitigation and Recovery Capacity

Central Sulawesi is one of the provinces with the highest disaster risk in Indonesia. The National Disaster Management Agency (BNPB) (2023) placed Central Sulawesi in the high-risk category for earthquakes, liquefaction, and flash floods. However, the 2025 Regional Resilience Index (IKD) shows that Central Sulawesi ranks 28th out of 34 provinces in terms of disaster preparedness (BNPB & Kemenko PMK, 2025).

Worse still, post-disaster recovery remains slow and uneven. A 2024 study by the Indonesian Institute of Sciences (LPEM UI) found that 42% of victims of the 2018 Palu-Donggala-Sigi earthquake were still living in temporary housing or lacking access to adequate basic services six years after the disaster. One root cause of the problem is weak coordination between the provincial and district BPBDs (Regional Disaster Management Agency) and central government agencies—a function that the GWPP, as a representative of national authorities in the regions, should facilitate.

As noted by Rianto (2020), “The role of the governor as a representative of the central government in disaster management is often merely ceremonial, without budgetary authority or effective control instruments” (*Journal of Public Administration*, 8(2), p. 153).

3. Weak Population Administration Services

Population administration—as the foundation for legal protection and access to public services—also faces serious challenges. Data from the Central Sulawesi Population and Civil Registration Service (2025) shows that:

- The level of e-KTP ownership is only 86.3% (below the national average of 92.1%),
- 23% of villages in remote areas are not yet fully served by mobile *adminduk* services,
- The average time for issuing population documents reaches 14 working days, far exceeding the maximum service standard of 3 days.

As a result, thousands of residents, especially disaster victims and vulnerable groups, lose access to social assistance, education, and healthcare services due to a lack of official identification. Law No. 24/2013 concerning Population Administration stipulates that provincial governments are obligated to guarantee universal access. However, no active oversight mechanism has been found by the GWPP regarding population administration achievements at the district/city level, as mandated by Home Affairs Ministerial Regulation No. 76 of 2020.

4. Evidence of the Weak Institutional Role of GWPP

The Ministry of Home Affairs' Bureaucratic Reform Evaluation (2024) showed that the GWPP's performance in non-autonomous affairs in Central Sulawesi was only 62.4 on a scale of 100, below the national average of 68.7. The lowest indicators were:

- Cross-sector coordination (58.1),
- Supervision of districts/cities (55.3),
- Response to multidimensional crisis (60.2).

This finding aligns with a study by Aspinall and Berenschot (2019), which states that in Indonesia's decentralized system, "the governor's deconcentrated role is often sacrificed for the sake of local political autonomy" (*Democracy for Sale*, p. 178). As a result, the GWPP fails to serve as an *institutional bridge* between national policy and local realities. The Ministry of Home Affairs' Bureaucratic Reform Evaluation (2024) showed that the GWPP's performance in non-autonomous affairs in Central Sulawesi was only 62.4 on a scale of 100, below the national average of 68.7. The lowest indicators were cross-sectoral coordination (58.1) and supervision of districts/cities (55.3). As Aspinall & Berenschot (2019) noted, "the governor's deconcentrated role is often sacrificed for the sake of local political autonomy." In addition to widespread disturbances of public order, low disaster preparedness, and weak civil registration services, disparities in development between regions in Central Sulawesi further exacerbate social vulnerability and weaken the foundations of community protection. Recent data shows that the disparity between urban areas (such as Palu) and rural areas (such as Poso, Tojo Una-Una, or Morowali) is significant:

1. Human Development Index (HDI)

According to the Central Sulawesi Province BPS (2025):

- Palu City: HDI = 76.8 (high category)
- Tojo Una-Una Regency: HDI = 63.2
- Morowali Regency: HDI = 64.1
- Poso Regency: HDI = **65.7**

The difference between the highest and lowest HDI reached 13.6 points, greater than the national average (the maximum difference between districts/cities in Indonesia is ~11 points). This indicates unequal access to basic services (health, education, and identity), even though these matters are largely under the supervision of the GWPP.

2. Village Development Index (IDM)

Data from the Ministry of Villages, Disadvantaged Regions and Transmigration (2024) shows:

- Underdeveloped villages in Central Sulawesi : 198 villages (28.4% of the total 697 villages)
- Independent villages : only 12 villages (1.7%)
- Districts with the highest proportion of underdeveloped villages :
 - Banggai Islands (67% of underdeveloped villages)
 - North Morowali (61%)
 - Tojo Una-Una (58%)

Underdeveloped villages generally do not have access to regular civil administration services, active community security units, or disaster early warning systems. whereas Law Number 6 of 2014 concerning Villages guarantees the integration of villages in the national public protection system.

3. Inequality of Basic Service Infrastructure

- Mobile adminduk service ratio :
 - a. Palu City: 1 unit per 3 sub-districts
 - b. Sigi Regency: 1 unit per 12 sub-districts
 - c. Donggala Regency: 1 unit per 15 sub-districts
 (Source: Central Sulawesi Population and Civil Registration Service, 2025)
- Availability of active Satlinmas posts :
 - a. Palu: 47 of 51 sub-districts (92%)
 - b. Poso: 68 of 187 villages (36%)
 - c. Morowali: 41 of 162 villages (25%)
 (Source: Central Sulawesi Satpol PP, 2024)
- Internet access for SPBE (Electronic-Based Government System) :
 - a. Palu: 98% of OPDs connected
 - b. Remote districts: <30% of OPDs connected
 (Source: Central Sulawesi Communication and Information Service, 2025)

The development disparity between districts/cities in Central Sulawesi in 2025 will still be very high, as shown in the following table.

Table 1
Development Disparities Between Regencies/Cities in Central Sulawesi 2025

Indicator	Palu City	Donggala	Sigi	Poso	Tojo Una-Una	Morowali
HDI	76.8	67.3	68.1	65.7	63.2	64.1
% of Underdeveloped Villages	12%	49%	44%	52%	58%	61%
Ownership of e-KTP (%)	94.2	82.1	83.5	79.8	76.3	77.4
Active Satlinmas (%)	92%	38%	41%	36%	30%	25%
Mobile Adminduk (unit/district)	1/3	1/15	1/14	1/16	1/18	1/17

Source: BPS Central Sulawesi (2025), Ministry of Village Development, Disadvantaged Regions and Transmigration (2024), Civil Registration and Civil Service Police Department of Central Sulawesi (2025)

This data also indicates the effectiveness of the GWPP's role in Central Sulawesi Province. The greater the development disparity between regions, the less effective the GWPP's performance. This occurs because the person responsible for governance, development, and community development in a region is the regional head. The government's role in regulatory, service, empowerment, and development functions, as well as community protection functions, or primary and secondary functions, all depend heavily on the role of the Governor as the representative of the central government in the region (GWPP) and the role of the Governor and Regent/Mayor as Heads of Autonomous Regions (KDH). Thus, the GWPP's role is very strategic in managing various government affairs, both mandatory basic and non-basic services, as well as optional and general government affairs.

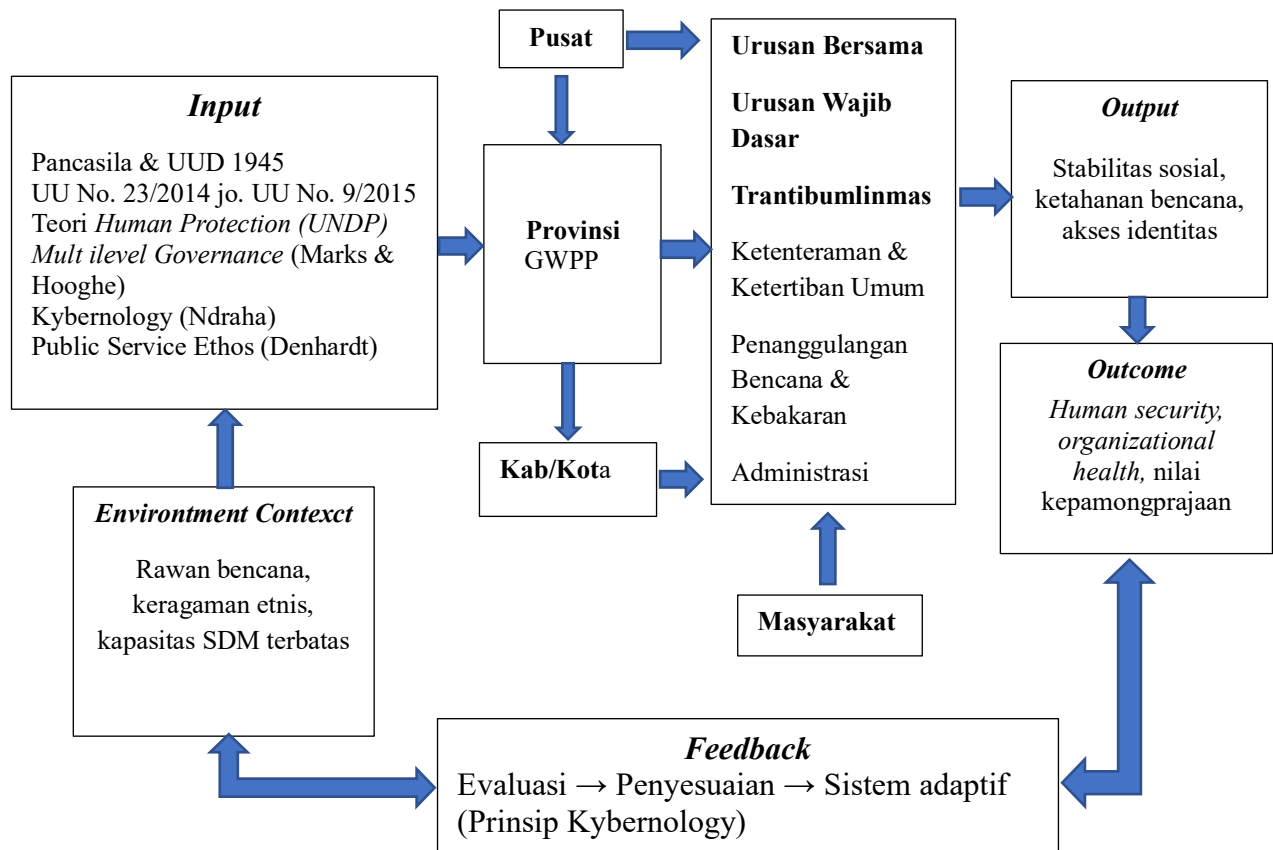
Literature Review

Table 2
Previous Related Research and Studies

NO	Researcher Name and Year of Research	Research Title	Methods and Theories	Similarities and Differences
1	Sandya Erlangga and Ryan Muthiara Wasti 2023	Problems of the Governor's Position as a Representative of the Central Government in National Strategic Programs	The research method used is doctrinal research or normative juridical research with a systems theory approach.	<i>The similarity</i> : analyzing the role of the Governor as a representative of the central government. <i>The difference</i> : The theoretical approaches used are different, and the research locations are different.
2	Yusuf Djabbar (2017)	Legal Review of the Position and Function of the Governor as a Representative of the Central Government". Analysis based on Law No. 23 of 2014 and Law No. 9 of 2015 concerning the role of the Governor in fostering and supervising districts/cities.	This research is intended to further examine the legal dimensions and philosophical differences.	<i>The similarity</i> : analyzing the role of the Governor as a representative of the central government. <i>The difference</i> : The theoretical approaches used are different, and the research locations are different.
3	Edy Sutrisno, 2015	<i>Governor as Representative of the Central Government in the Regional Government System in the Unitary State of the Republic of Indonesia"</i>	Qualitative research methods, descriptive data analysis techniques	<i>The similarity</i> : analyzing the role of the Governor as a representative of the central government. <i>The difference</i> : The theoretical approaches used are different, and the research locations are different.
4	<u>PKP2A I LAN Bandung 2012</u>	"Development of Asymmetric Decentralization in Indonesia" to evaluate the effectiveness of special autonomy	an asymmetric decentralization model and a specific sectoral scheme for provinces to address capacity imbalances between regions and overlapping central-regional authority	<i>The similarity</i> : analyzing the role of the Governor as a representative of the central government. <i>The difference</i> : The theoretical approaches used are different, and the research locations are different.
5	Yusrizal & Adisyahputra (2023)	" <i>The Governor as the Representative of the Central Government in the Regional Government System</i> "	<i>intermediate government</i> model that functions to represent the central government and its position is in the regions.	<i>The similarity</i> : analyzing the role of the Governor as a representative of the central government. <i>The difference</i> : The theoretical approaches used are different, and the research locations are different.

Framework

Integrative Conceptual Framework: The Role of the Governor as the Representative of the Central Government in the Sustainable Management of Public Order and Public Order in Central Sulawesi Province



Source: from all sources

Figure 1
Framework

The structure of this framework diagram explains the following things.

1. **Input (Normative & Theoretical Basis)**
 - 1) Pancasila & the 1945 Constitution
 - 2) UU no. 23/2014 jo. UU no. 9/2015
 - 3) Human Protection Theory (UNDP)
 - 4) Multilevel Governance (Marks & Hooghe)
 - 5) Kybernology (Ndraha)
 - 6) Public Service Ethos (Denhardt)
2. Main Actor in this conceptual framework the Governor is the Representative of the Central Government (GWPP) *with functions: coordination, supervision, facilitation, evaluation.*
3. Trantibumlinmas Affairs Domain (3 Subsystems):
 - 1) Public Order & Security (Satpol PP, Kesbangpol and handling of social conflicts)
 - 2) Disaster and Fire Management (BPBD, Fire Department, mitigation, emergency response)
 - 3) Population Administration (Dukcapil, legal identity, basic services)
4. Governance Mechanism (Process) :
 - 1) Vertical consists of GWPP elements that collaborate with the Ministry of Home Affairs and relevant central government ministries/agencies.

- 2) Horizontal consists of elements of synergy between GWPP and the Regent/Mayor, Forkopimda and all Regional Apparatus
 - 3) The diagonal consists of GWPP elements with the community, NGOs, volunteers
 5. *Output* the results include
 - 1) Social stability
 - 2) Disaster resilience
 - 3) Universal access to legal identity
 6. *Outcome* (Effectiveness) :
 - 1) *Human Security* Indicators (sense of security, legal protection, community resilience)
 - 2) Organizational Health Indicators (coordination, responsiveness, accountability)
 - 3) Civil Service Value Indicators (sincerity, integrity, universal service)
 7. Feedback *Loop* – Kybernology Principles :
 - 1) Performance evaluation → Policy adjustment → Capacity building → Adaptive governance system
 8. Specific Context :
 - 1) Geographical: Earthquake & flood prone areas (Palu, Donggala)
 - 2) Social: Ethnic diversity & potential for conflict
 - 3) Institutional: Limited human resource capacity of Satlinmas & Dukcapil
- Based on the conceptual framework above, answers to the research problems can be formulated theoretically and legally as follows.

1. Management of government affairs in the fields of Public Order, Public Order, and disaster management, and population administration services in Central Sulawesi Province

Based on Law Number 23 of 2014, Articles 247–253, these three matters, including mandatory non-basic service government affairs, fall under the authority of the central government and are carried out by the governor as its representative. However, in practice, incomplete delegation occurs:

- 1) BPBD and Dukcapil are under the control of the regent/mayor (autonomous),
- 2) Meanwhile, the provincial Satpol PP has operational limitations at the district level.

As a result, functional fragmentation and duplication of roles occur, which contradicts the principle of efficiency in *the public service ethos* (Denhardt & Denhardt, 2015) and the principle of integration in Kybernology .

2. The role of the Governor as a Representative of the Central Government in managing Trantibumlinmas affairs in Central Sulawesi Province

Theoretically, the role of the GWPP should be strategic and supervisory, not operational. However, in the post-disaster context of Central Sulawesi, this role tends to be reactive and symbolic because:

- 1) The lack of formal coordination mechanisms between GWPP and vertical levels (Ministry of Home Affairs, BNPB),
- 2) Weak human resource capacity in understanding the duality of roles (Rianto study, 2020).

Multilevel governance theory suggests that the effectiveness of the GWPP depends on de facto authority, not just de jure authority. Without budgetary support, data, and sanctioning authority, the GWPP becomes a " *hollow institution* ."

3. An Ideal Model of the Role of GWPP in Sustainable Trantibumlinmas Management

The ideal model of the role of GWPP was designed based on a synthesis of global theory and best practices, with adjustments to Indonesian civil service values, so that the name of the model was formulated as " *Integrated Guardian Model* " (IGM), where characterized by the Governor's role as an Integrated Guardian of Human Protection and Public Governance.

The basic principles of the IGM Model are:

1. *Human-Centered Governance* :

Public Order is not just about order, but also about protecting citizens' basic rights. including identity, physical safety, and social resilience.

2. *Multilevel Synergy* :

GWPP acts as a dynamic link between central-regional-community, not just a “command transmitter”.

3. *Cybernetic Responsiveness* :

The management system must have a *real-time* feedback mechanism (e.g., SPBE Trantibumlinmas dashboard) to adjust responses to new threats.

4. *Ethical Stewardship* :

The role of GWPP is inspired by the values of Asthabrata and civil service : humble, fair, visionary, and selfless service.

Method

This research design is designed to serve as a framework and overview for researchers to ensure efficient and effective research. This design encompasses aspects related to the research approach, data collection, analysis, and interpretation, as well as how researchers answer the research questions. This research design is essential to ensure that the research is conducted effectively. in a way systematic And valid, as well as can produce findings Which can be trusted And interpreted with Good. As objective made research design according to Nasution (2009), Design Study in study This useful for: 1) providing researchers with a clearer guide in conducting their research; 2) determining research boundaries related to research objectives; 3) providing a clear picture about the difficulties that researchers will face in conducting research, which difficulties may also be faced by other researchers. The method used in this research is a descriptive method with a qualitative approach, namely a method that combines descriptive and qualitative approaches. This method is used to describe phenomena, events, or circumstances comprehensively and in-depth. Research data sources are broadly divided into two: primary data and secondary data. Primary data is obtained through interviews, questionnaires, observations, or experiments. Secondary data is data collected by other people or institutions, which is used to supplement and support research, whether in the form of documents and archives, diaries, photographs, and so on.

According to Sugiyono, (2015:133), research instruments are tools chosen and used by researchers in carrying out their activities to collect data so that these activities become systematic and easier. In this study, researchers act as the main instrument in collecting data and information using observation techniques, documentation studies, literature and interviews. Data analysis used is a descriptive analytical method, namely describing in the form of words, pictures both from interviews and findings in the field so that it can provide clarity to reality. In accordance with the opinion of Miles and Huberman (2005:45) that there are three activity flows, namely data reduction, data presentation, and data verification or drawing conclusions. The research location was carried out in Palu City, Donggala Regency, Sigi Regency, Poso Regency.

Results and Discussion

Management of mandatory government affairs in the field of Public Order and Public Order, including disaster management and population administration in Central Sulawesi Province.

Management of Mandatory Trantibumlinmas Affairs in Central Sulawesi Province Based on Law No. 23 of 2014 concerning Regional Government and Regulation of the Minister of Home Affairs No. 26/2020, the management of mandatory Trantibumlinmas affairs in Central Sulawesi is as follows:

1. **Legal Status**

Public Order and Public Order (Trantibumlinmas) are mandatory government affairs related to basic services. This means they must be implemented, must have a minimum standard of care (SPM), and are prioritized in the regional budget (APBD).

2. **Division of Affairs in Central Sulawesi**

A. **Provincial Level - Central Sulawesi Province Public Order Agency**

The Civil Service Police Unit (Satpol PP) of Central Sulawesi Province has a fundamental relationship with **Trantibumlinmas (Public Order, Public Order, and Community Protection)** because Satpol PP is a regional apparatus that carries out its main task, namely the implementation of Trantibumlinmas affairs, so that in its implementation duties it carries out the following affairs:

- Coaching, coordination, and facilitation for 13 districts/cities. This includes coaching for district/city Public Order Agency (Satpol PP) officers and village/sub-district Public Order Agency (Satlinmas).
- Disaster Management: Coordination with the Central Sulawesi Regional Disaster Management Agency (BPBD). The province plays a role in mitigation, preparedness, and cross-district/city coordination during major disasters.
- Population Administration: Provinces do not directly provide Civil Registration (Dukcapil) services. Their role is to provide technical guidance, supervision, and facilitation to district/city Civil Registration (Dukcapil). Civil Registration matters fall under the category of mandatory non-basic services.

B. District/City Level - District/City Satpol PP

- The Public Order Agency (Satpol PP) is tasked with carrying out some of the regional government's duties within the scope of Public Order and Public Order. This includes enforcing regional regulations (Perda), gubernatorial regulations, and maintaining public order and peace.
- Disaster management support: assisting BPBD, evacuation, security.
- Dukcapil Support: assisting with securing outreach operations, ensuring orderly administration.

C. Relationship between Satpol PP and Satlinmas at Village/Sub-district Level

The relationship between the Civil Service Police Unit (Satpol PP) and the Village Community Protection Unit (Satlinmas) is hierarchical-functional, where Satpol PP acts as a mentor, policy maker, and technical supervisor, while Satlinmas is the spearhead in the field at the village/sub-district level in maintaining security, peace, and public order. In the formation of Satlinmas, the Village Head/Lurah, the village head/sub-district formed Satlinmas at the Village/Sub-district level. With the main duties of Satlinmas Village/Sub-district, namely:

- a) Assisting in maintaining peace, public order and community protection within the scope of village/sub-district authority;
- b) Assisting in maintaining peace, public order and security in the implementation of village head elections, regional head elections and general elections;
- c) Assisting in disaster and fire management and prevention;
- d) Assisting in the implementation of community development and guidance;
- e) Helping in social activities.

3. The Relationship between Satpol and Disasters

Disaster management isn't solely the responsibility of the Public Order Agency (Trantibumlinmas). The division is as follows:

- *Public Order and Public Order Affairs* : Satpol PP assists with security, evacuation, and order during disasters.
- *Disaster Management* : Implemented by the Regional Disaster Management Agency (BPBD) in accordance with Law No. 24/2007. Regional governments are required to allocate funds for disaster management in the regional budget (APBD).

In Central Sulawesi, after the Palu earthquake in 2018, the Public Order Agency (Satpol PP) coordinated with the Regional Disaster Management Agency (BPBD) through an emergency command mechanism.

4. The Relationship between Satpol PP and Population Administration

Dukcapil = mandatory non-basic service matters.

The Role of Public Order and Public Order Agency (Trantibumlinmas): Public Order Agency (Satpol PP) and Public Order Agency (Satlinmas) assist in maintaining orderly population administration.

Examples include KTP operations, securing mobile civil registration services, and regulating non-permanent residents in vulnerable areas.

5. Coordination Mechanism in Central Sulawesi

Central Sulawesi Province usually implements the following coordination mechanisms:

- 1) The Trantibumlinmas Coordination Meeting is led by the Governor/Deputy Governor with the districts/cities every quarter.
- 2) Integrated Task Force when an incident occurs: Satpol PP + BPBD + Dukcapil + TNI/Polri.
- 3) Reporting of Minimum Service Standards to the Ministry of Home Affairs through the Regional Government Information System (SIPD). The Minimum Service Standards for Public Order and Public Order have indicators such as response time for public order and public order disruptions, coverage of public order and public order guidance, etc.

Implementation of the Governor's Role as Representative of the Central Government (GWPP)

The implementation of the role of the Governor of Central Sulawesi as the Representative of the Central Government (GWPP) is based on Law No. 23 of 2014 Article 91 and PP No. 33 of 2018, the form of implementation is as follows: The Central Sulawesi Governor's role as Representative of the Central Government (GWPP) focuses on fostering, supervising, and synchronizing policies between the central government, the province, and 13 districts/cities. This is realized through strengthening governance coordination, delegating some ministerial authority, and optimizing regulatory instruments to strengthen relationships between levels of government.

Main Implementation of GWPP Role in Central Sulawesi:

Guidance and Supervision: The Governor supervises the implementation of district/city government to ensure synchronization of regional policies with the central government.

Vertical Agency Coordination: The Governor coordinates the activities of central government agencies in the regions.

Implementation of General Affairs: Carrying out roles in general government affairs, including maintaining public order and peace.

Revision and Strengthening of Authority: The Governor of Central Sulawesi is actively pushing for a revision of the Regional Government Law to increase the effectiveness of public services by strengthening the role of the governor.

Coordination Meeting: Conducting a coordination meeting of the Governor's apparatus as a representative of the central government to ensure that the 46 duties and authorities (based on Law 23/2014 and PP 33/2018) are carried out effectively.

The role of the Governor of Central Sulawesi in managing mandatory government affairs in the field of Public Order and Public Order, including disaster management and population administration in Central Sulawesi Province.

The results of the interview on Monday, April 20, 2026 with the Provincial Satpol PP Service, BPBD Service, Dukcapil Service, Regional Secretary of Central Sulawesi Province can be concluded as follows: The role of the Governor of Central Sulawesi as GWPP in Mandatory Trantibumlinmas, Disaster, & Adminduk Affairs. These 3 fields are included in the Mandatory Basic Service Government Affairs Article 12 of Law 23/2014. This means that it is mandatory to be implemented & there are Minimum Service Standards (SPM). The Governor as GWPP has 4 main roles: Guidance, Supervision, Coordination, Facilitation according to PP 33/2018.

Public Order, Security & Community Protection Division (Trantibumlinmas)

GWPP Duties:

- 1) *About Guidance* : Guidance for Satpol PP districts/cities throughout Central Sulawesi, both: Routine coordination meetings, PPNS technical guidance, uniform & infrastructure standardization. The Governor has implemented guidance through routine coordination meetings, PPNS technical guidance, but there is still one obstacle related to uniform & infrastructure standardization due to the

regional budget cut efficiency program. The region experienced a reduction in Transfers to Regions (TKD) of up to 60% so that this becomes an obstacle and will impact the related basic service obligations (Trantbumlinmas) and the operationalization of Satpol PP activities in the field.

- 2) *Supervision*: The Governor has been monitoring the implementation of the enforcement of Regional Regulations & Regional Head Regulations in the Regency/City of Central Sulawesi, and if there are areas where the implementation of the enforcement of Regional Regulations & Regional Head Regulations does not comply with the applicable regulations, the Governor can reprimand the Regent/Mayor.
- 3) *Coordination* : The Central Sulawesi Provincial Leadership Communication Forum (Forkopimda) frequently coordinates to anticipate potential conflicts, such as the Poso conflict, the Morowali mining land dispute, and fishing conflicts.
- 4) *Facilitation* : The Central Sulawesi Provincial Government is seeking decentralization funds to support the implementation of Public Order Agency (Satpol PP) duties and to support village community protection training. A minimum of five community protection officers are required per village, as per Home Affairs Ministerial Regulation 26/2020.

Case study: During the 2024 elections, the Governor issued a circular to strengthen early detection for all district/city Satpol PP and Kesbangpol heads to prevent horizontal conflict.

Disaster Affairs / Disaster Sub-Affairs

GWPP Duties:

- 1) *Development* : Develop BPBD districts/cities. Ensure all regions have RPB, RAK, and contingency documents.
- 2) *Supervision* : Evaluate disaster SPM. Response target <24 hours, logistics <3x24 hours. Check whether Palu, Sigi, and Donggala have recovered post-2018.
- 3) *Coordination* : This is most challenging in Central Sulawesi. The governor serves as the commander during the provincial emergency response status. Coordination involves the National Disaster Management Agency (BNPB), Basarnas (National Search and Rescue Agency), the Indonesian National Armed Forces (TNI), and the Indonesian National Police (Polri), as well as volunteers.
- 4) *Facilitation*: Lobbying for central government assistance. Example: BNPB DSP funds for bridge rehabilitation following the 2023 Sigi flash flood.

Example of Central Sulawesi case: 2018 earthquake-tsunami-liquefaction. The Governor at that time as GWPP immediately determined the emergency response status, coordinated 34 ministries/institutions that were involved, and divided the work zones into districts/cities vs. provinces vs. central government.

Population Administration Division (Adminduk)

GWPP Duties:

- a) *Development* : Development of the Regency/City Population and Civil Registration Office. Target: 100% e-KTP recording, 100% birth certificates for children aged 0-18 years.
- b) *Supervision* : Monitoring via Centralized SIAK. If the birth certificate rate in Banggai Kepulauan is low, the Governor will write to the Regent.
- c) *Coordination* : Resolve the problem of duplicate NIK, anomalous data, or refugees without identity after the 2018 disaster.
- d) *Facilitation* : Assisting with outreach for e-KTP recording in 3T areas. The provincial government is lending a mobile service vehicle to Tojo Una-Una, North Morowali.

Case in point: Thousands of refugees from the 2018 disaster lost their documents. The governor coordinated with the central Civil Registration Agency to expedite the free printing of e-KTPs and family cards at evacuation posts.

Table 3
Summarizing the Role of GWPP Central Sulawesi

Affairs	Form of Coaching	Forms of Supervision	Form of Coordination	Form of Facilitation
Trantibumlinmas	Satpol PP Coordination Meeting, PPNS Technical Guidance	Evaluation of the Alcoholic Beverages Bylaw, Linmas report	Poso Conflict Regional Leadership Communication Forum	Firefighting equipment grant
Disaster	Earthquake simulation exercise for Central Sulawesi	BPBD logistics check, warehouse audit	Emergency response command 2018	BNPB Ready-to-Use Funds Lobby
Civil Administration	IKD socialization, target 100%	SIAM monitoring, low achievement warning	Resolve refugee double NIK	3T mobile service car

Source: Regional Secretary of Central Sulawesi Province 2026

The role of the Governor as a Representative of the Central Government in managing Trantibumlinmas affairs in Central Sulawesi Province.

The role of the Governor of Central Sulawesi as the Representative of the Central Government (GWPP) in Trantibumlinmas Affairs, from the results of interviews and FGD on Tuesday, April 21, 2026 in the Central Sulawesi Province Satpol PP meeting room attended by:

- 1) Satpol PP & Fire Department of Central Sulawesi Province;
- 2) BPBD of Central Sulawesi Province;
- 3) Population and Civil Registration Office of Central Sulawesi Province;
- 4) Staff. Regional Secretary of Central Sulawesi Province. Can be explained as follows:

Main legal basis: Law 23/2014 Article 91 + PP 33/2018 Article 9. Trantibumlinmas is included in the Basic Service Mandatory Affairs Article 12 paragraph 1 letter e of Law 23/2014, so there is a Minimum Service Standard.

The Governor, as the GWPP, is tasked with ensuring that the Regents/Mayors throughout Central Sulawesi implement Trantibumlinmas (public order and public order) affairs in accordance with central government standards. The Governor of Central Sulawesi implements four aspects, namely:

1. *Development Aspects* ;

Basis: PP 33/2018 Article 9 letter a

The goal is for districts/cities to have the same capacity. The format is as follows:

- 1) Trantibumlinmas Coordination Meeting: The Governor led a coordination meeting with the Head of the Public Order Agency (Satpol PP), the Head of the National Unity and Politics Agency (Kesbangpol), and the Head of the Regional Disaster Management Agency (BPBD) throughout Central Sulawesi. Strategic issues were discussed: enforcing the liquor regulation, anticipating the Poso conflict, and securing the Morowali mine.
- 2) Technical Guidance & Training: Facilitating training for Civil Service Police Unit (Satpol PP) personnel and increasing the capacity of firefighters. The provincial government frequently collaborates with the Directorate General of Regional Administrative Development, Ministry of Home Affairs.
- 3) NSPK Preparation: Socialization of Home Affairs Ministerial Regulation 16/2023 concerning Fire and Rescue Standards. The target response time of <15 minutes must be understood by all districts/cities.
- 4) Circular: Issue a Governor's Circular ahead of major holidays/Christmas/New Year/Election for early detection of public order disturbances.

2. ***Supervision Aspects ;***

Basis: PP 33/2018 Article 9 letter b

overseeing the achievement of Trantibumlinmas SPM. The form is:

- 1) LPPD & SPM Evaluation: Score district/city reports. Firefighter SPM indicators: rescue services <15 minutes, minimal infrastructure, number of personnel. If North Morowali's achievement is still 40%, the Governor is required to provide recommendations for improvement.
- 2) Regional Regulation Monitoring: Check whether district/city Public Order and Public Order Regulations (Perda Trantibum) are in conflict with the law. For example, a Regional Regulation on Alcoholic Beverages that is too lax can be reprimanded.
- 3) Inspection & Monitoring and Evaluation Team: A team from the Provincial Secretariat's Government Bureau went to Poso, Tolitoli, and Banggai to check the readiness of the Public Order Agency (Satpol PP) and Fire Department.
- 4) Report to the Minister of Home Affairs: Governors report to the central government if any regents/mayors neglect mandatory matters. Sanctions can include delays in DAU/DAK allocations.

3. ***Coordination Aspects ;***

Basis: PP 33/2018 Article 9 letter c

This is the most important role in Central Sulawesi because the character of the region is prone to conflict and disaster, the form is:

- 1) Lead the Provincial Forkopimda: The Governor coordinates with the Central Sulawesi Regional Police Chief, the Commander of Military District 132/Tadulako, and the High Prosecutor's Office, to handle horizontal conflicts in Poso, secure national vital objects in Morowali, or disturbances to public order and security across districts/cities.
- 2) Conflict Management: When there is potential for SARA conflict or mining land disputes, the Governor immediately activates the Integrated Social Conflict Management Team at the provincial level.
- 3) Large-scale Fire Emergency Response Command: For large-scale forest/urban fires requiring assistance across districts/cities, the Governor, as the GWPP, takes command. For example, the forest and land fires in Morowali, whose smoke reached Palu City.
- 4) Central-Regional Synergy: Acting as a bridge between central government programs. For example, the Ministry of Home Affairs' 1 Village 1 Community Protection Program (Linmas) ensures that all villages in Central Sulawesi establish and fund Community Protection (Linmas).

4. ***Facilitation Aspects .***

Basis: PP 33/2018 Article 9 letter d

Help districts/cities that cannot do it themselves. The form is:

- 1) Infrastructure Assistance: Grants for fire trucks, Satpol PP patrol motorbikes, communication equipment to 3T areas such as Banggai Laut & Tojo Una-Una using the Provincial APBD or deconcentration funds.
- 2) Dispute Mediation: Facilitating boundary disputes between districts/cities that trigger public order disruptions. For example, boundary disputes that cause friction among residents.
- 3) Advocacy to the Center: Propose to the Ministry of Home Affairs/BNPB for additional Satpol PP & Damkar P3K formations, or request assistance with heavy equipment during disasters.
- 4) Cross-Regional Problem Solving: Example: Controlling illegal mining on the Parigi-Sigi border which requires the strength of 2 districts.

There are several obstacles faced by the Governor of Central Sulawesi as (GWPP), including the following:

- 1) *Geography* : Large area + archipelago. Monitoring and evaluation costs in the Banggai Islands are expensive, resulting in slow response.
- 2) *Sectoral Ego* : The Regent feels that "the Governor is interfering in his household affairs" even though that is the mandate of the GWPP.

- 3) *Small GWPP Budget* : Deconcentration funds from the Ministry of Home Affairs to carry out these 4 roles are limited, so coaching cannot be intensive.
- 4) *Conflict Characteristics* : Central Sulawesi has a history of conflict in Poso, as well as natural resource conflicts in Morowali. This requires extra coordination.

The ideal model of GWPP's role in sustainable Trantibumlinmas management in Central Sulawesi Province.

An Ideal Model of the GWPP's Role in Sustainable Public Order Management in Central Sulawesi Province. "Sustainable" here means not just reacting to conflicts or fires, but maintaining a continuous system, including prevention. The results of the interviews and FGD implementation on Monday, April 20, 2026, which were attended by:

- 1) Satpol PP & Fire Department of Central Sulawesi Province;
- 2) BPBD of Central Sulawesi Province;
- 3) Population and Civil Registration Office of Central Sulawesi Province;
- 4) Staff. Regional Secretary of Central Sulawesi Province. Can be explained as follows:

The ideal model for the role of GWPP in Central Sulawesi Province should address 3 main problems typical of Central Sulawesi:

- (1) Prone to conflict & disaster;
- (2) Large-island area;
- (3) The capacity of districts/cities is uneven.

The basis remains PP 33/2018 Article 9: Guidance, Supervision, Coordination, and Facilitation. The ideal model for these four roles is integrated and data-driven.

"3-Layer GWPP Pyramid" Model for Trantibumlinmas Central Sulawesi

Table 4

The "3-Layer GWPP Pyramid" Model for Trantibumlinmas Central Sulawesi

Layers	GWPP Focus	Sustainable Output	Concrete Examples of Central Sulawesi
Layer 1: Pre-emptive Risk-Based Coaching	Map vulnerable areas using data. Develop districts/cities according to their risk levels.	Each district/city has a "Transportation Risk Profile" & annual Action Plan	Risk Map : Poso = high conflict risk → intensive early detection training. Banggai Laut = high disaster risk → focus on evacuation and disaster preparedness training.
Layer 2: Responsive One Command Coordination	Build a command system that is active before the incident, not when it happens	There is a 24/7 GWPP Trantibum Post at the provincial level which is connected to 13 districts/cities	Command Center : Integration of Palu CCTV, Morowali Fire Department radio, and Poso intelligence reports into the provincial government control room. The governor can view them in real time.
Layer 3: Evaluative SPM-Based Supervision + Reward-Punishment	Monitor using SPM indicators + resilience index. There are clear incentives and sanctions.	The SPM achievement increases every year. Good regions receive additional DAK.	SPM Dashboard : Publishes the Fire Department's SPM achievement ranking. Tolitoli receives an additional fire truck for a response time of <10 minutes. Those with a red light for two consecutive years receive

			a warning from the Minister of Home Affairs.
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Source: Regional Secretary of Central Sulawesi Province 2026

5 Pillars of Strengthening the Sustainable Role of GWPP.

Pillar 1: Integrated Data = Targeted Development

Current problem: One-size-fits-all development means not differentiating what each island's needs are.

The ideal model: The governor has Sulteng Trantibum One Data. Its contents include:

- 1) Real-time SPM achievement of 13 districts/cities;
- 2) Map of conflicts, forest and land fires, crime in the last 5 years;
- 3) Data on infrastructure and human resources for Satpol PP/Damkar/Linmas per region
→ Based on this data, decentralization funds are spent in areas most in need, not distributed equally.

Pillar 2: Forkopimda Plus = Coordination without Sectoral Ego

Current problem: Forkopimda coordination meetings only take place when an incident occurs.

Ideal Model: "Forkopimda Plus Preventif" (Regional Leadership Communication Forum Plus Preventive) meetings every quarter. "Plus" means involving Poso traditional leaders, religious leaders, the head of the Morowali Chamber of Commerce and Industry (Kadin), and WALHI (Indonesian Forum for the Environment).

→ Mining issues and land disputes should be addressed before they escalate into conflict. The Governor, as the GWPP, should be a mediator, not a firefighter.

Pillar 3: Fiscal Reserves GWPP = Rapid Facilitation

Current problem: always waiting for APBD-P or lobbying the center takes too long.

Ideal Model: The Provincial Government must allocate 1-2% of the Regional Budget as "GWPP Trantibumlinmas Contingency Fund".

→ The governor could immediately donate rubber boats to Tolitoli during the floods without waiting months. This is a form of responsive facilitation.

Pillar 4: Digital Oversight + Public = Transparent

Current problem: Supervision via paper reports which can be late/manipulated.

The ideal model: the Central Sulawesi GWPP Report application. District/city Satpol PP/Damkar are required to input daily activities. The public can report extortion and public order violations.

→ The Governor and Minister of Home Affairs can conduct audits at any time. Regions that are lazy will be found out.

Pillar 5: Linmas & Volunteer Cadre Development = Sustainable Human Resources

Current problems: Linmas is only active during elections. Firefighters are short on personnel.

Ideal Model: GWPP establishes a "Central Sulawesi Linmas & Damkar Field School" in collaboration with Untad and the Ministry of Home Affairs. Graduates receive certificates and village incentives.

→ no longer dependent on the regional budget. So each village has a public order and public order cadre on standby.

The conditions for this model to run well are:

- 1) Regulatory Revision: A Governor's Regulation detailing the four roles of the GWPP plus the allocation of Contingency Funds. PP No. 33/2018 remains general in nature.
- 2) Budget Commitment: Without money, it's just talk. The allocation of GWPP deconcentration funds from the center must increase.
- 3) Government Bureau HR: The GWPP team at the Central Sulawesi Provincial Secretariat only has three people. Data analysts and conflict analysts are required.
- 4) Political Will: The Governor must have the courage to "change his mind" and reprimand stubborn Regents, even if they are from the same party.

Conclusion

1. The management of mandatory public order and public order affairs in Central Sulawesi Province is carried out in a structured and hierarchical manner, with the Central Sulawesi Provincial Public Order Agency (Satpol PP) acting as the supervisor and coordinator, the Regency/City as the technical implementer, and the Village/Sub-district, through the Satlinmas, as the field implementer. This division is in accordance with the mandate of Law No. 23/2014 and Home Affairs Ministerial Regulation No. 26/2020.
2. The Central Sulawesi Governor's role as the GWPP in the field of Trantibumlinmas (Community Protection and Public Order) has been implemented in accordance with the mandate of Government Regulation 33/2018, encompassing four aspects: guidance, supervision, coordination, and facilitation. However, sustainable Trantibumlinmas management has not been optimal due to geographical constraints, sectoral egos, limited budgets, and the complexities of conflicts unique to Central Sulawesi.
3. The ideal model for the GWPP Trantibumlinmas in Central Sulawesi Province is to transform a reactive bureaucracy into a proactive, data-driven risk manager. The benchmark is not the number of meetings, but rather: 1) Minimum Service Standards (SPM) increase annually, 2) The number of conflicts decreases, 3) Disaster response times increase, 4) Districts/cities no longer depend on the province.

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