

“The Role of Local Government on Human Rights
City and SDGs through Post-NPM Perspective:
Best Practice of Bandar Lampung City of
Indonesia”

Khaidarmansyah

Head of Local Development Planning Agency of
Bandar Lampung City, Indonesia

**Iwan Sulisty, Indra Jaya Wiranata,
and Unang Mulkhan**

Lecturers at the Faculty of Social and Political
Sciences, the University of Lampung, Indonesia

Abstract

The Role of Local Government on Human Rights City and SDGs through Post-NPM Perspective: Best Practice of Bandar Lampung City of Indonesia

Local governments play an important role on the global policies and practices of Human Rights City (HRC) and Sustainable Development Goals (SDGs) 2030 through administering local programs. In the context of new democratic countries and in the era of decentralisation, people's expectation on the government's performance on public management has gained more attention. This includes how local government play a role in fulfilling human rights at the local level. Thus, the implementation and achievement of HRC and SDGs are not only measured by the effectiveness of local programs but also by collaborative work where all units under local government offices work together through coordination, cooperation and partnership. It is also necessary to understand how public sector and other actors engage together to implement human rights and sustainable development at the city level. This paper, therefore, aims to discuss the vertical and horizontal coordination of public sector and at the same time also to explain coordination between the public sector and other actors such as NGOs and private sector on HRC and SDGs in new democratic countries.

Qualitative data through Focus Group Discussion (FGD) technique with 30 governmental departments of the City of Bandar Lampung was collected. Bandar Lampung city is a multi-ethnic city where there are at least 5 different tribes living together in the city, making the city is more complex. Data was analyzed by using Post New Public Management (Post-NPM) perspective (Christensen & Læg Reid, 2011; Christensen, 2012) in order to understand challenges that exist as a consequence of larger vertical and horizontal specialization which are exposed in implementing HRC and SDGs. This study found that the vertical relationship between political executives and their constituencies is essential to see how the political control and top-down approach works and pursue consistent policies across level; and how horizontal relationships of cross-sectoral coordination and projects among the bodies are the key success of collaboration and partnership. Through Post-NPM perspective, phenomenon of working on silo for HRC and SDGs can be avoided. This study, therefore, provides best practice for other cities in strengthening the role of local governments as network managers and partnership leaders on the implementation and the achievement of HR and SDGs at the local level.

Keywords: Local governments, human rights, human rights city, sustainable development, SDGs, Post-NPM, Bandar Lampung, Indonesia

The Role of Local Government on Human Rights City and SDGs through Post-NPM Perspective: Best Practice of Bandar Lampung City of Indonesia

Khaidarmansyah

Head of Local Development Planning Agency of Bandar Lampung City, Indonesia

Iwan Sulistyو, Indra Jaya Wiranata, and Unang Mulkhan

Lecturers at the Faculty of Social and Political Sciences, the University of Lampung, Indonesia

- **Introduction**

Global, National, and Local Challenges in the 21st Century

World citizens living in the 21st Century are facing problems and challenges on social, economic, and environmental issues. With its approximately 7.7 billion people of population in 2019 (The United Nations, 2019), the world has been much more complex than centuries before in terms of problems on those three issues. The major problems faced by the world citizens focus primarily on satisfying unlimited basic human needs while having limited available resources on the globe. It bears broadest scope of problems that must immediately be recognized and resolved.

The global community responded these contemporary world problems by formulating so-called *Millennium Development Goals* (MDGs) of 2000-2015 and it is directly continued by *Sustainable Development Goals* (SDGs) of 2016-2030. While MDGs had 8 goals, SDGs has recently 17 goals and 169 targets followed by SDGs indicators. SDGs are the global agenda to gradually solve the problems covering almost all aspects that are faced by people across the continents. As a common agenda, it needs robust and sustainable partnership among actors both at global, national, and down to local level.

Efforts in solving diverse problems must continuously be attached by defending human rights values encompassing civil, political, economic, social, and cultural dimensions that all, as human rights characteristics, are “universal, inalienable, interrelated, interdependent, and indivisible”. In this context, it is basically important to enforce *The Gwangju Declaration on*

Human Rights City that was adopted at The World Human Rights Cities Forum 2011 and *The Gwangju Guiding Principles for a Human Rights City* that was adopted on 17 May 2014. It obviously emphasizes the impotence of an open and participatory procedure where all actors are involved with the basic leadership and usage procedure to improve the quality of life in the urban setting.

Indonesia, in general, and the city of Bandar Lampung, in particular, have also been part of the entities facing those various unresolved global problems. The uniqueness is that Indonesia is the 4th largest population in the world, while the city of Bandar Lampung represents Indonesia's multicultural characteristic simply because of its multicultural society.

Thus, this paper is set up to answer the question: **How do public sectors engage together to implement Human Rights City and SDGs at the local level?**

- **Perspective**

Post-NPM

Completing the previous notion of New Public Management (NPM), the concept of post-NPM emphasizes the importance of horizontal (and also vertical) coordination, connection, team building, the involvement of entities/organizations, and also integration (inter-agency collaboration) of the whole governance among public service organizations/units (Halligan, 2010; Christensen & Lægreid, 2011). Thus, post-NPM perspective is employed to explore and understand the complexities within fragmented government and centralized governance (Halligan, 2010; Christensen & Lægreid, 2011). Moreover, actions taken by the political leadership become the significant encouragement which have developed the new change endeavors (Christensen, 2012). However, it does not mean that there is no challenges on using post-NPM in its implementation. As reminded by Christensen and Lægreid (2011), that there is no one size fits all, so that post-NPM could consider as specific context, for instance, social and political background of local governments and society.

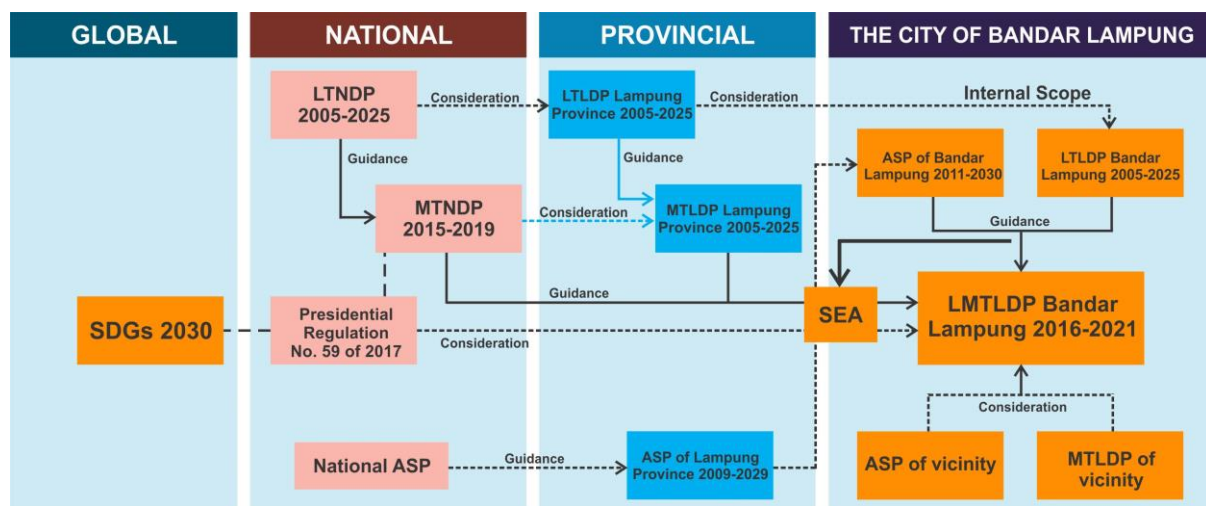
- **Discussion**

Adoption of the Global Policy Innovation of SDGs by Local Government

At the national level, realizing various problems both domestic and global, Indonesia, like other countries in the world, has also consistently been adopting and performing SDGs 2030 which can be explain as follows. Indonesia's serious political commitment is legally reflected

from publishing the national (and local) regulations on SDGs. It was initially started from *The Presidential Regulation Number 59 the Year of 2017 concerning Implementing SDGs*. Mentioning the document of *Transforming Our World: The 2030 Agenda for Sustainable Development* in the beginning part, the presidential regulation reflects the adoption of the global agenda to the Indonesia's *Long-Term (and Medium-Term) National Development Plan*. It, therefore, mandates to all level of governmental (and non governmental) institutions, namely at national, provincial, and down to local (city/regency) level to embed SDGs into their local programs and activities. Consequently, most or even all programs at all level of governments have been formally in line with SDGs (see Figure 1).

Figure 1. Relation between *Medium-Term of Local Development Plan* and Others Planning Documents



Abbreviations:

- SDGs (Sustainable Development Goals)
- LTNDP (Long-Term National Development Plan)
- MTNDP (Medium-Term National Development Plan)
- LTLDP (Long-Term Local Development Plan)
- MTLDP (Medium-Term Local Development Plan)
- LMTLDP (Long and Medium-Term Local Development Plan)
- SEA (Strategic Environmental Assessment)
- ASP (Area Spatial Plan)

Source: The City Government of Bandar Lampung (2018)

Another central government regulation which is bolstering the implementation of SDGs is *The Regulation of The Minister of National Development Planning/Head of National Development Planning Agency of The Republic of Indonesia Number 7 of The Year 2018 concerning Coordination, Planning, Monitoring, Evaluation, and Reporting Implementation of SDGs*. This resolution becomes the most detailed and operational

regulation containing the guidance for implementing SDGs at the national layer that is referred to all governmental entities: central and local government. *The National Action Plan of SDGs* also espouses the national objectives holding 5-year work plans about programs and activities related to performing the global agenda; the same document goes and downs to *The Local (Provincial) Action Plan of SDGs* that also contains 5-year work plans.

At the state level, The Minister of National Development Planning/Head of National Development Planning Agency of The Republic of Indonesia (*Bappenas*) plays his role in coordinating “the assistance for the preparation of 5-year The Local (Provincial) Action Plan of SDGs”; “monitoring, evaluating and reporting national and local SDGs’ achievements”; and “funding sources originating from the government as well as other legal and non-binding sources” (The Presidential Regulation Number 59 the Year of 2017 on Implementing SDGs).

Horizontal and Vertical Coordination among Public Sectors at the City Level

In terms of vertical and horizontal cooperation and coordination among units in local governments on implementing SDGs, certain related regulations must be legally referred and enforced. In addition to particular regulations mentioned before, they are also *The Law of the Republic Indonesia Number 23 of The Year 2014 about Local Government* and *The Law of the Republic Indonesia Number 25 of The Year 2004 concerning National Development Planning System*.

The Presidential Regulation Number 59 of The Year 2017 is also supported by *a roadmap* for implementing SDGs. Working together with various stakeholders, a roadmap will help local governments to plan and eventually evaluate the programs related to 17 goals and 169 targets. In this sense, the heads of local development planning agency play their essential roles in developing the roadmap. Yet, not all SDGs targets will be subsumed to the activities for every area/region/district. It depends on and will adjust to their geographical, societal, social, and demographic context; meaning that, for instance, the land-lock areas are totally different from the cities that have access to the sea.

Historically, *the 1998 Reform* in Indonesia significantly influenced all aspects of nation-state because some central government’s authorities, which had for almost 30 years been owned by the central government in Jakarta, have been officially transferred to local governments. Yet, several key authorities, like defence and security, foreign affairs, monetary and fiscal policy,

and justice and religious affairs – are still under the central government’s authorities. Therefore, after 1998, the governors, mayors, regents, and the head of districts/villages followed by their apparatus possess many essential authorities in governing their own province, district, city, and village.

In the context of Bandar Lampung City, the City Government of Bandar Lampung has integrated SDGs to its *Medium-Term of Local Development Plan of 2016-2021* (The City Government of Bandar Lampung, 2018) following the *Medium-Term of Local Development Plan of 2014-2019 of the Lampung Province*. Based on the presidential regulation, implementations of SDGs are financed by national and local budgets and other legal financial resources.

The Medium-Term of Local Development Plan of The Bandar Lampung City of 2016-2021 is actually the details or translation of the vision and missions formulated by the candidate mayor when he was on the election campaign events and eventually was democratically elected by direct local election. The elected mayor then consulted his vision and mission, through a *technocratic manuscript*, to a ‘Public Consultation Forum’ inviting all stakeholders involved in city development. After receiving the inputs from the forum, the final draft was then proceeded to so-called a ‘*Development Planning Deliberation*’ (*Musyawarah Perencanaan Pembangunan, Musrenbang*). Finally, the draft became a *Local Regulation*. Thus, this is the political process actively involving public stakeholders in the broadest spectrum to guarantee that the mayor has implicated residents and, for the next 5-year to govern, the mayor will be ideally on track in governing the city respected good and clean governance principles.

By having vision of "*Bandar Lampung Healthy, Intelligent, Religious, Cultured, Excellent, and Competitive based on People-Centred Economy*" (The City Government of Bandar Lampung, 2018), the Mayor formulated his own mission that all are deliberately parallel with 17 goals in SDGs (Tabel 1). The mayor even seriously provides all free programs: healthcare services and free medicines, access to ambulance service, access to education from elementary until senior high school (*Bina Lingkungan, ‘Biling’*), building infrastructures such as underpass and flyover in several locations, access to clean water by connecting 60.000 pipes for households, community-based sanitation (*Program Sanimas*), city without slums (*Program Kotaku*), guaranteeing security for the citizens, and good public services in administrative affairs.

Therefore, at the same time, the harmony between the global agendas in SDGs and the vision and mission framed by the mayor has clearly reflected the strong commitment defending and promoting *The Gwangju Guiding Principles for Human Rights City* (HRC), particularly Principle 1 (The Rights to the City), 4 (Participatory Democracy and Accountable Governance), 5 (Social Justice, Solidarity and Sustainability), 6 (Political Leadership and Institutionalization), and 8 (Effective Institutions and Policy Coordination). But, unfortunately, the City of Bandar Lampung has not formally proclaimed itself as human right city yet.

Table 1. The Medium-Term of Local Development Plan of the City of Bandar Lampung 2016-2021 and SDGs

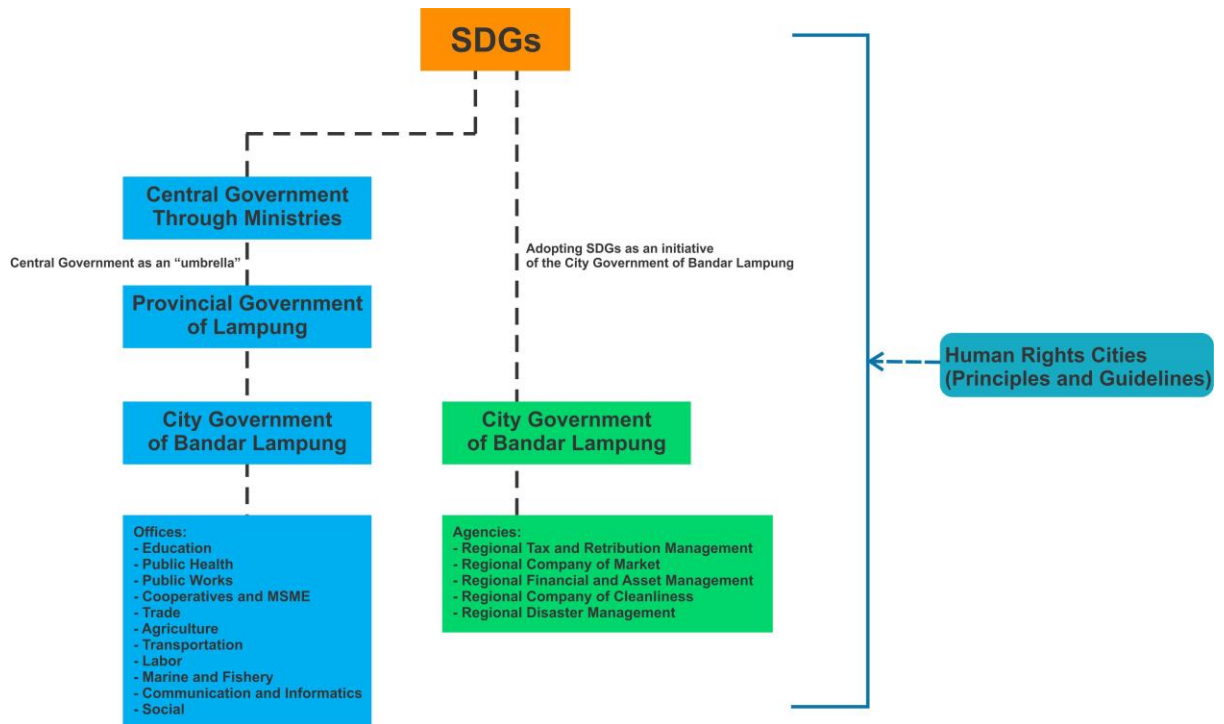
Medium-Term Local Development Plan of the City of Bandar Lampung 2016-2021	Goals in SDGs
Mission 1 Improve the quality of public health services	Goal 3: <i>Ensure healthy lives and promote well-being for all at all ages</i> Goal 5: <i>Achieve gender equality and empower all women and girls</i>
Mission 2 Improve the quality of communities' educational services	Goal 4: <i>Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all</i>
Mission 3 Increase the carrying capacity of infrastructure on a robust scale to support economic development and social services	Goal 6: <i>Ensure availability and sustainable management of water and sanitation for all</i> Goal 9: <i>Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation</i> Goal 11: <i>Make cities and human settlements inclusive, safe, resilient and sustainable</i> Goal 13: <i>Take urgent action to combat climate change and its impacts</i> Goal 15: <i>Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss</i>
Mission 4 Develop and strengthen the regional	Goal 1: <i>End Poverty in all its forms everywhere</i> Goal 2: <i>End hunger, achieve food security and</i>

economy based on the people's economy	<i>improved nutrition and promote sustainable agriculture</i>
	<i>Goal 7: Ensure access to affordable, reliable, sustainable and modern energy for all</i>
	<i>Goal 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all</i>
	<i>Goal 10: Reduce inequality within and among countries</i>
	<i>Goal 12: Ensure sustainable consumption and production patterns</i>
	<i>Goal 14: Conserve and sustainably use the oceans, seas and marine resources for sustainable development</i>
Mission 5 Develop Religious and Cultured Society, and Developing Local Culture	<i>Goal 17: Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development</i>
Mission 6 Realizing good and clean governance, as well as partnership-oriented with the community and business sectors	<i>Goal 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels</i>

Source: (The City Government of Bandar Lampung, 2018)

There was a diverse viewpoints within the apparatus of departments at city government, particularly at middle government officials, in seeing the problems and determining the problems that will be priority in regard to SDGs referring to their institutional and personal outlook. Nevertheless, although recognizing all issues in SDGs are important, most of them obviously revealed that the economic, healthcare, and environmental dimensions are crucial while less emphasis on social (FGD, 2019). Both top-down and bottom-up mechanisms helped the apparatus at all departments in the city government to coordinate and collaborate each other because the main data and supports were provided by the central government; while initiatives and creativities also came from the bottom (FGD, 2019).

Figure 2. The Coordination Line from Adopting SDGs to Hierarchical Units of Governments



Source: Formulated by the writers based on the Focus Group Discussion (2019)

Referring to The Law Number 23 of the Year 2014 concerning Local Government, all goals in SDGs are categorized to so-called “mandatory government affairs relating to basic services” and “mandatory government affairs that are not related to basic services”. Thus, it requires and constitutes solid coordination/collaboration in both vertical and horizontal among units in implementing SDGs.

Here, there are two types of coordination: bottom-up and top-down approach. In the context of coordination among the units/departments in the City Government of Bandar Lampung, as can be seen from Figure 2, there are certain agencies that directly adopted SDGs as an initiative from the City Government while others are not. Agencies shortly adopting global agendas initiative, without passing the ministerial and provincial levels, are the Regional Tax and Retribution Management, Regional Company of Market, Regional Financial and Assets Management, Regional Company of Cleanliness, and Regional Disaster Management (see Figure 2). Meanwhile, the other particular agencies must follow the central government in Jakarta.

However, this research found that there is still missing crucial point which is the HRC Framework and Principles the SDGs implementation. The central and local governments has to embed human rights principles on SDGs, and especially local government could employ HRC framework and principles at the local context.

- **Conclusion**

This paper has explained that public sectors, namely units in the City Government of Bandar Lampung, engage together with central government (vertical relationship) to set and implement SDGs at the local level. The authorities held by both central and local governments constitute the pattern of coordination and collaboration among them. It can be seen that best practice relating to implementation of SDGs was strengthened and supported by bureaucratic legal systems and procedures with the emphasis on coordination among central and local governments. In addition, this paper also highlights the best practice of horizontal relationship among units at the local government through the evidence of collaborative projects on SDGs related programs. However, this paper suggests that the central and local government should also embed HRC Framework and Principles into their bureaucratic legal system and procedures so that the pursuit of sustainable development could be effectively achieved.

References:

- Christensen, T. (2012). Post-NPM and Changing Public Governance . *Meiji Journal of Political Science and Economics* (Vol. 1).
- Christensen, T. and Lægreid, P. (2011), "Chapter 2 Post-NPM Reforms: Whole of Government Approaches as a New Trend", Groeneveld, S. and Van De Walle, S. (Ed.) *New Steering Concepts in Public Management* (Research in Public Policy Analysis and Management, Vol. 21), Emerald Group Publishing Limited, Bingley, pp. 11-24.
- Data Focus Group Discussion, Bandar Lampung, 2019.
- Halligan, J. (2010). Post-NPM Responses to Disaggregation Through Coordinating Horizontally and Integrating Governance. In P. Lægreid, & K. Verhoest, *Governance of Public Sector Organizations: Proliferation, Autonomy and Performance* (pp. 235-254). New York: Palgrave Macmillan.
- The City Government of Bandar Lampung. (2018). *The Revision of Medium-Term Development Planning of The Bandar Lampung City, the Year of 2016-2021*. Bandar Lampung: The City Government of Bandar Lampung.

The United Nations. (2019). *World Population Prospects 2019: Highlights*. New York: Department of Economic and Social Affairs, Population Division.