



Analysis of Public Policy Implementation in the Decentralized System of Government in Indonesia

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Abstract. Indonesia's decentralized policy was introduced as a strategic reform to improve public service delivery, strengthen local democracy, and enhance government responsiveness to regional needs. However, the implementation of public policies within a decentralized governance system continues to face various challenges that affect policy effectiveness and development outcomes. This study aims to analyze the implementation of public policy within Indonesia's decentralized governmental system and identify the major obstacles encountered by local governments in carrying out policy mandates. The research employs a qualitative approach using a literature review method by examining academic journals, government regulations, and relevant scholarly publications related to decentralization and public policy implementation. The findings indicate that disparities in regional capacity, overlapping authority between central and local governments, limited bureaucratic resources, weak intergovernmental coordination, and governance issues remain significant barriers to effective policy implementation. While decentralization has provided greater opportunities for local innovation and community participation, its outcomes vary significantly across regions due to differences in institutional readiness and administrative capability. The study concludes that strengthening local government capacity, improving coordination mechanisms, enhancing accountability systems, and ensuring regulatory consistency are essential for achieving effective policy implementation in a decentralized governance framework. These measures are expected to support better public services and more equitable regional development throughout Indonesia.

Keywords: Decentralization; Governance; Local Government; Policy Implementation; Public Policy.

1. INTRODUCTION

Decentralization is one of the most fundamental reform agendas in the Indonesian government system (Suriadi et al., 2024). Through this policy, the central government gives broader authority to regional governments to regulate and manage government affairs according to the needs and characteristics of each region (Fadhil Rachmad et al., 2023). The implementation of decentralization is expected to increase the effectiveness of government administration, accelerate regional development, strengthen local democracy, and improve the quality of public services to the community (Sofiani et al., 2024). From a public administration perspective, decentralization is seen as an important instrument for bringing the decision-making process closer to the community so that the resulting policies are more responsive to local needs (Zulkenedi et al., 2023).

After more than two decades of implementation, decentralization has produced various positive achievements, such as increased community participation in development, the growth of innovation in regional public services, and increased independence of regional governments in managing their resources (Santi & Iskandar, 2021). However, various development indicators show that the implementation of public policies in the regions still exhibits

significant disparities. This indicates that the granting of broad authority to regions has not been fully accompanied by equitable capacity to manage and implement public policies effectively.

One indicator that can be used to see the impact of implementing public policy in a decentralized system is the level of poverty between regions (Pambudi et al., 2022). Although Indonesia's national poverty rate continues to decline, regional disparities remain quite evident. Data from the Central Statistics Agency (BPS) (Statistics, 2025). shows that by March 2025, the national poverty rate will be 8.47 percent, or approximately 23.85 million people. However, there is a significant difference between the provinces with the highest and lowest poverty rates in Indonesia.

Table 1. Comparison of National and Inter-Provincial Poverty Rates in 2025.

Indicator	Percentage (%)
National Poverty Rate	8.47
Province with the Highest Poverty Rate (Papua Mountains)	30.03
Province with the Lowest Poverty Rate (Bali)	3.72

Source: Central Statistics Agency (BPS), March 2025 (Statistics, 2025).

Table 1 shows that the poverty rate in Highlands Papua reaches 30.03 percent, while in Bali it is only 3.72 percent. This significant difference indicates that the success of development and public policy implementation has not been evenly distributed across all regions. This disparity reflects not only differences in economic conditions but also indicates variations in institutional capacity, governance quality, bureaucratic capabilities, and the effectiveness of policy implementation in each region.

Furthermore, Indonesia's Human Development Index (HDI) has shown a positive trend in recent years. In 2025, Indonesia's HDI reached 75.90, an increase compared to the previous year. However, the Statistics Indonesia (BPS) report also shows that disparities in human development persist between regions, although this trend is beginning to decline as development accelerates in several previously lagging regions. This situation indicates that the successful implementation of public policies within a decentralized system has not yet fully resulted in equal development quality across Indonesia (Statistics, 2025).

Implementation of public policy is a stage that determines the success of a policy (Tanjung et al., 2023). Edwards III in research (Adolph, 2023). explains that the success of policy implementation is influenced by communication, resources, implementer disposition, and bureaucratic structure. In the context of decentralization, these four factors become increasingly complex because they involve the relationship between the central government and regional governments, each with varying capacities, resources, and characteristics. As a

result, policies designed nationally often produce different outcomes when implemented at the regional level.

Various problems remain in the implementation of public policies in the era of decentralization. These include unequal capacity in regional governments, limited human resources, weak coordination between the central and regional governments, overlapping regulations, and low accountability in governance. These problems have the potential to hamper the effective implementation of development programs and public services, the primary objectives of decentralization (Mulyani & Fitra, 2023). Therefore, the implementation of public policy cannot be understood merely as an administrative process, but also as a governance process involving various actors and interests within the government system.

Previous research generally addresses public policy implementation within the context of specific sectors, such as education, health, public services, or regional financial management. Furthermore, most studies utilize a case study approach within specific regions, resulting in local findings. Meanwhile, studies that comprehensively analyze public policy implementation within Indonesia's decentralized system of government, integrating aspects of institutional capacity, governance, intergovernmental coordination, and regional development disparities, are still relatively limited. This situation constitutes a research gap in this study.

The urgency of this research lies in the importance of understanding the various factors influencing the successful implementation of public policies in a decentralized system. Although decentralization has been underway for over twenty years, various development indicators indicate that the quality of policy implementation still varies across regions. Therefore, a study is needed that can provide a comprehensive overview of the challenges and dynamics of public policy implementation in Indonesia's decentralized system of government.

Based on this description, this study aims to analyze the implementation of public policy within Indonesia's decentralized system of government and identify various factors influencing the success and obstacles to policy implementation at the local government level. The research findings are expected to provide theoretical contributions to the development of public administration studies and provide input for the government in strengthening the effectiveness of local governance.

2. THEORETICAL STUDY

Public Policy Implementation

Public policy implementation is an important stage in the policy process that determines the success or failure of a policy in achieving its stated objectives (Maharaksa et al., 2025).

Implementation is not only defined as the execution of formulated programs, but also encompasses the process of translating policy objectives into concrete actions involving various actors, resources, and coordination mechanisms. Thus, the success of a policy depends not only on the quality of its formulation but also on the effectiveness of its implementation.

According to George C. Edwards III in his research Zahra & Nugroho (2025) The success of policy implementation is influenced by four main variables: communication, resources, disposition, and bureaucratic structure. Communication relates to how policy information is conveyed clearly and consistently to policy implementers. Resources include the availability of human resources, budget, facilities, and information needed for policy implementation. Disposition refers to the commitment, attitude, and willingness of implementers to carry out the policy. Meanwhile, bureaucratic structure relates to organizational mechanisms, task allocation, and procedures that support policy implementation. These four factors are interrelated and determine the effectiveness of public policy implementation.

In addition to theory in research Syahrudin (2020) Edwards III, Merilee S. Grindle also explains that policy implementation is influenced by two main dimensions: policy content and implementation context. Policy content encompasses the goals, benefits, objectives, and resources contained within the policy, while the implementation context encompasses the political, social, and economic conditions, as well as the characteristics of the institutions implementing the policy. According to Grindle, policy implementation cannot be separated from the environment in which the policy is implemented because external factors often influence the success of policy implementation.

In the context of public administration, policy implementation is a crucial instrument for ensuring that formulated policies benefit the public. Therefore, policy implementation analysis is necessary to identify various factors that support and hinder the achievement of policy objectives, particularly in decentralized governance systems like Indonesia.

Decentralization of Government

Decentralization is the process of delegating part of the government's authority from the central government to regional governments to regulate and manage government affairs within the framework of the Unitary State of the Republic of Indonesia (Pratiwi Danda et al., 2023). Decentralization is implemented with the aim of increasing the efficiency of government administration, strengthening public participation, accelerating regional development, and improving the quality of public services. Through decentralization, regional governments are granted greater authority to formulate policies and manage resources according to the needs of their respective regions.

Conceptually, decentralization consists of several forms, namely political decentralization, administrative decentralization, and fiscal decentralization. Political decentralization provides space for local communities to participate in political and governmental processes. Administrative decentralization relates to the delegation of administrative authority to local governments in the provision of public services. Meanwhile, fiscal decentralization grants regions the authority to manage financial resources to support development and public service delivery (Roziqin et al., 2024).

Despite its positive objectives, the implementation of decentralization in Indonesia still faces various challenges. Some of the issues that frequently arise include capacity imbalances between regions, conflicts of authority between the central and regional governments, poor governance, and imbalances in regional fiscal capacity. These conditions mean that decentralization has not yet fully achieved equitable development and improved public service quality across Indonesia.

Policy Implementation in a Decentralized System

In a decentralized system, public policy implementation becomes more complex because it involves the relationship between the central government and regional governments. Policies formulated by the central government often require adjustments in their implementation at the regional level due to differences in social, economic, and cultural characteristics, as well as institutional capacity (Sofiani et al., 2024). Therefore, the success of policy implementation is greatly influenced by the local government's ability to translate policies into programs and activities that meet the needs of the local community.

The success of policy implementation in a decentralized system is not only determined by internal factors within local government organizations but also by the quality of coordination between the central and regional governments. Weak coordination can lead to overlapping policies, misaligned development programs, and inefficient resource use. Conversely, effective coordination can strengthen synergy between levels of government, thus optimally achieving policy objectives (Azmi, 2025).

Previous Research

Several previous studies have shown that the implementation of public policy is a factor that greatly determines the success of governance (Anta Kusuma & Simanungkalit, 2022). explains that Edwards III and Grindle's policy implementation theory is still relevant for analyzing various policy implementation problems because it is able to explain internal and external factors that influence the success of policy implementation.

Srisaparmi Research, Kholik (2022) A study on the problems of decentralization in Indonesia found that the implementation of decentralization still faces various challenges, including conflicts over authority, gaps in regional capacity, and governance issues. The study emphasized that the success of decentralization depends heavily on the ability of local governments to manage the authority granted by the central government.

Next, research Zulkarnaini et al., (2024) Research on the implementation of fiscal decentralization shows that issues of public administration, regional financial management, public services, and the relationship between the central and regional governments remain major challenges in implementing decentralization in Indonesia. These research findings demonstrate that regional institutional capacity plays a crucial role in determining the success of public policy implementation.

Based on various previous studies, it can be concluded that public policy implementation in a decentralized system still faces various challenges related to institutional capacity, intergovernmental coordination, bureaucratic resources, and governance. Therefore, this study seeks to provide a more comprehensive analysis of public policy implementation in Indonesia's decentralized system of government by integrating these various factors into a single analytical framework.

3. RESEARCH METHODS

This research uses a qualitative approach with a library research method (Aini, 2024). This approach was chosen because the research focuses on analyzing public policy implementation within Indonesia's decentralized government system through a review of various relevant literature sources. Literature review allows researchers to gain a comprehensive understanding of concepts, theories, and empirical findings related to public policy implementation and government decentralization.

The research design used is descriptive-analytical. Descriptive research aims to describe the phenomena of public policy implementation in a decentralized system, while an analytical approach is used to identify various factors influencing the success and obstacles of policy implementation at the local government level. Through this approach, the research not only describes the phenomena that occur but also provides an interpretation of the various dynamics found in the literature (Sugiono, 2016).

The data sources used in this study consist of secondary data obtained from various scientific sources and official documents. This data includes national and international journal articles, public administration books, research reports, laws and regulations, government

documents, and official publications from relevant institutions such as the Central Statistics Agency and the Ministry of Home Affairs. The literature used was prioritized from publications within the last five to ten years to ensure the relevance and timeliness of the data analyzed (Sugiono, 2016).

The data collection technique was conducted through a documentary study. Researchers identified, collected, and reviewed various documents related to the implementation of public policy and government decentralization in Indonesia. Next, the collected data was selected based on relevance, source credibility, and suitability to the research focus. This process was carried out to ensure that the data used had adequate academic validity and could support the research analysis (Sugiono, 2016).

Data analysis was conducted using content analysis techniques. This technique is used to identify, classify, and interpret information contained in various literature sources. The analysis was conducted through three main stages: data reduction, data presentation, and conclusion drawing. In the data reduction stage, researchers selected information relevant to the research focus. The data presentation stage was carried out by organizing the findings into specific themes, such as regional institutional capacity, central and regional coordination, bureaucratic resources, and governance. Furthermore, the conclusion drawing stage was conducted to gain a comprehensive understanding of public policy implementation within the decentralized system of government in Indonesia (Sugiono, 2016).

The research analysis model is built based on the integration of policy implementation theory put forward by George C. Edwards III (III, 2021) with the concept of government decentralization. In this model, public policy implementation is influenced by four main factors: communication, resources, implementer disposition, and bureaucratic structure. These four factors are analyzed within the context of a decentralized system characterized by regional institutional capacity, the relationship between central and regional governments, and the quality of governance. Through this analytical model, this study seeks to explain the various challenges and opportunities for public policy implementation in realizing the goals of decentralization in Indonesia.

4. RESULTS AND DISCUSSION

This research was conducted through a library research approach by collecting various relevant literature sources, including national and international journal articles, academic books, government documents, and regulations related to the implementation of public policy and government decentralization in Indonesia. The data collection process was conducted from

May to August 2026 through searches of various scientific databases and official government documents. Because this research uses a library research method, the research does not focus on a specific location, but rather on the phenomenon of public policy implementation within the system of government decentralization in Indonesia at a national level.

The study's findings indicate that the implementation of public policy under Indonesia's decentralized system still faces various challenges related to regional institutional capacity, intergovernmental coordination, the quality of bureaucratic resources, and governance. Although decentralization has provided greater scope for regional governments to manage government affairs, the success of policy implementation still shows significant variation across regions.

Implementation of Public Policy in a Decentralized System

Public policy implementation is the process of translating policy objectives into concrete actions by policy implementers. In a decentralized system, policy implementation involves not only the central government but also regional governments, which have the authority to manage various government affairs according to the needs of their respective regions.

The granting of broad authority to regions has created opportunities for local governments to develop various policy and public service innovations. Several regions have successfully utilized this authority to improve the quality of public services through the use of information technology, streamlined service procedures, and strengthened community participation in regional development.

However, policy implementation does not always proceed according to established objectives. Differences in institutional capacity and resources available in each region result in varying degrees of policy implementation success. This situation demonstrates that decentralization does not automatically guarantee effective governance if it is not supported by adequate institutional capacity.

Table 2. Factors Influencing the Implementation of Public Policy in a Decentralized System.

Factor	Impact on Implementation
Communication	Determining information clarity and policy coordination
Resource	Determining program implementation capabilities
Disposition of the Executor	Determining bureaucratic commitment and support
Bureaucratic Structure	Determining the effectiveness of the implementing organization
Regional Capacity	Determining the adaptability of policies in the region

Source: Processed by the author based on Edwards III (1980) and various related literature, 2026.

Table 2 shows that the success of policy implementation in a decentralized system is influenced by a combination of internal bureaucratic factors and external factors in the form of

regional capacity. Therefore, policy implementation cannot be separated from the institutional conditions and government environment in which the policy is implemented.

Challenges of Policy Implementation in a Decentralized System

Institutional Capacity of Local Government

One of the main challenges to public policy implementation is the disparity in institutional capacity between regions. Local governments with qualified human resources, sound administrative systems, and adequate fiscal capacity tend to be more capable of implementing policies effectively than regions facing capacity constraints.

These capacity differences result in uneven distribution of the quality of public services and the success of development programs across Indonesia. Some regions have been able to develop various public service innovations, while others still face obstacles in implementing basic government programs.

This finding aligns with research by Srisaparmi et al. (2024), which states that institutional capacity is a key factor in determining the success of decentralization in Indonesia. Regions with strong institutional capacity tend to have better governance performance than those with limited capacity.

Coordination between Central and Regional Governments

The next challenge is coordination between the central and regional governments. In practice, various problems persist, including overlapping authority, differing interpretations of regulations, and lack of synchronization of development programs.

Ineffective coordination can result in policies designed by the central government not being implemented optimally in the regions. Consequently, policy objectives are often not fully achieved due to differing priorities and needs between the central and regional governments.

This condition shows that the success of policy implementation is not only determined by the quality of the policy itself, but also by the government's ability to build synergy between levels of government.

Quality of Human Resources

Human resources within the civil service play a crucial role in determining the success of policy implementation. Competent civil servants are better able to understand policy objectives, manage programs effectively, and provide quality services to the public.

Conversely, low civil service competency can hamper policy implementation, particularly in the face of demands for digital government and improved public service delivery. Therefore, enhancing civil service capacity through education and training is crucial to supporting policy implementation in the era of decentralization.

Governance and Accountability

Accountability in Policy Implementation

Accountability is a key principle of good governance. Accountable policy implementation enables the public to obtain information about the use of public resources and the achievements of government programs.

The study results show that levels of local government accountability vary. Some regions have implemented robust monitoring and reporting systems, while others still face various obstacles in achieving government transparency and accountability.

Community Participation in Policy Implementation

Public participation is a crucial factor in supporting the successful implementation of public policies. Through public participation, the government can obtain more accurate input regarding public needs and increase the legitimacy of implemented policies.

In a decentralized system, public participation plays a strategic role because local governments are closer to the people. Therefore, public involvement in policy planning, implementation, and evaluation needs to be continuously strengthened to improve the effectiveness of government administration.

Research Implications

Theoretical Implications

This research strengthens Edwards III's theory of policy implementation by demonstrating that communication, resources, disposition, and bureaucratic structure remain crucial factors in determining the success of public policy implementation. Furthermore, this research demonstrates that, in the context of decentralization, regional institutional capacity and intergovernmental coordination also play a significant role.

Practical Implications

Practically, this research demonstrates the need to strengthen local government capacity by enhancing human resource quality, improving governance, and strengthening coordination between the central and regional governments. The government also needs to strengthen its evaluation and monitoring system for policy implementation to achieve decentralization goals more effectively.

Based on the analysis, it is clear that the implementation of public policy within Indonesia's decentralized system of government still faces various complex challenges. However, by strengthening institutional capacity, enhancing bureaucratic quality, and improving governance, public policy implementation has the potential to become more effective in supporting regional development and improving public welfare.

5. CONCLUSION AND SUGGESTIONS

Based on the research results, it can be concluded that the implementation of public policy in the decentralized system of government in Indonesia still faces various challenges that affect the effectiveness of regional governance. Although decentralization has granted broader authority to regional governments in managing government affairs and public services, the success of policy implementation shows varying levels of achievement across regions. These differences are influenced by the institutional capacity of regional governments, the quality of human resources of the apparatus, coordination between the central and regional governments, and the quality of governance implemented. The research results also indicate that communication, resources, disposition of implementers, and bureaucratic structure factors, as explained in policy implementation theory, remain important factors in determining the success of public policy implementation in the era of decentralization.

This study found that regional capacity imbalances are a major obstacle to public policy implementation. Regions with better resources and institutional capacity tend to be able to implement policies more effectively than regions facing administrative, fiscal, and human resource limitations. Furthermore, suboptimal coordination between the central and regional governments also has the potential to lead to overlapping authority and a lack of synchronization in the implementation of development programs. These conditions demonstrate that the success of decentralization is determined not only by the granting of authority to regions, but also by the government's ability to build an effective and collaborative governance system.

Based on research findings, the government needs to strengthen regional institutional capacity by improving the competence of civil servants, strengthening government administration systems, and optimizing the use of technology in public service delivery. Furthermore, coordination and harmonization of policies between the central and regional governments are needed to ensure more effective policy implementation and alignment with national development goals. Efforts to increase transparency, accountability, and public participation also need to be continuously encouraged to create more responsive governance that is oriented toward the public interest.

This study has limitations due to its use of a desk study approach that relies on secondary data from various literature sources. Therefore, it does not directly describe the conditions of policy implementation at the regional level. Therefore, further research is recommended to use an empirical approach through case studies, surveys, or interviews with local governments to

gain a more in-depth understanding of the dynamics of public policy implementation in a decentralized system. Future research could also examine the influence of digital government transformation, public service innovation, and inter-institutional collaboration on the effectiveness of policy implementation in the era of decentralization in Indonesia.

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