

## Philosophy Of Division of Authority of Regional Heads and Deputy Regional Heads in The System of Regional Government Administration

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### ABSTRACT

The division of authority between regional heads and deputy regional heads in the system of local government administration is not only administrative, but also contains a deep philosophical dimension. The research method used is normative juridical with a philosophical approach. The results of the study show that, ontologically, the existence of the positions of regional head and deputy regional head is a manifestation of the principle of duality in leadership, where responsibility cannot be borne by one individual alone. Its epistemology reflects efforts to formulate a balanced and functional power structure, in order to achieve effectiveness in local government. Meanwhile, axiologically, this division of authority is based on the values of democracy, justice, and accountability, which aims to ensure that regional leadership can run collectively, not authoritarily, and remain within the corridor of public services. However, in practice, the unclear boundaries of authority often lead to conflicts, functional inequality, and even government stagnation. Therefore, a philosophical and normative reformulation of the relationship of authority between regional heads and deputy regional heads is needed in order to create harmonious, effective, and people-oriented regional governance.

**Keyword: Philosophy; Authority; Regional Head; Representative**

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## 1. INTRODUCTION

The implementation of local government is a tangible manifestation of the principle of regional autonomy in the Indonesian constitutional system. Through decentralization, regions are given the authority to regulate and manage their own government affairs in accordance with the principles of autonomy and assistance duties.

Regarding the Position of Regional Head and Deputy Regional Head before Direct Election Filling since the beginning of independence until now has always undergone changes in accordance with the dynamics of the political journey which is always colored by the tug of war between the interests of the political elite versus the will of the public, and even tug-of-war between the central and regional governments. Referring to Law Number 1 of 1945, regional heads are elected by the Council. However, detailed information related to the mechanism of appointment and dismissal, and the accountability of regional heads did not receive adequate information, including in the explanation of Law No. 1/1945 made by the Ministry of Home Affairs. Meanwhile, according to Law Number 22 of 1948, regional heads are elected by the central government from candidates submitted by the DPRD (Sirajuddin, Anis Ibrahim, Sinta Hadiyatina, Catur Wido Haruni, 2016).

In this context, regional heads and deputy regional heads hold a strategic role as holders of executive power at the local level who are responsible for the running of the wheels of local government. However, the division of authority between regional heads and deputy regional heads often raises conceptual and practical problems.

If the position of deputy regional head is maintained in the revision of the Regional Government Law, then the regulation of the duties and authority of the deputy regional head must be emphasized and detailed, not just to help the regional head and given the authority to make policies on certain matters, so that his position will be stronger and not just a "spare tire" if needed by the regional head. To avoid conflicts of interest and

politics, in the future the position of deputy regional head should be abolished or if it is maintained, it should be appointed from a bureaucrat (regional secretary) who better understands the working mechanism of government, the regional secretary can represent the interests of the regional head without any burden of political interests (Catur Wibowo, Herman Harefa, 2015).

Law Number 23 of 2014 concerning Regional Government, for example, places greater emphasis on the role of regional heads as the main controller of government, while the position of deputy regional heads tends to be subordinate and limited to the implementation of delegated tasks. This creates inequality in power relations and potential conflicts, especially when there is no clarity on the boundaries and mechanisms for normative delegation of authority. This problem cannot be solved by a purely juridical or administrative approach.

A more in-depth philosophical study is needed to examine the essence of the division of authority itself. Ontologically, it is necessary to question: what is the meaning of the existence of two leadership figures in one local government entity. From an epistemological perspective, how should the relationship of knowledge and authority be built between the two. And axiologically, what values must be the basis for the division of authority to be in line with the goals of democratic, effective, and just government.

## 2. RESEARCH METHOD

The research method used is normative juridical with a philosophical approach, namely mahzab positivism which will be an analytical knife to analyze this problem (Eka NAM Sihombing, Cynthia Hadita, 2022). To achieve a philosophy of the division of authority between regional heads and deputy regional heads, a philosophical approach is needed to answer it.

## 3. RESULTS AND DISCUSSION

### A. *Philosophy of Separation of Authority of Regional Heads and Deputy Regional Heads*

Structured reflection plays a critical role in enabling principals to evaluate their actions, decisions, and their subsequent impacts. This process fosters the development of strategic insights by allowing principals to analyze past experiences and refine their approaches for future challenges. For instance, the use of weekly reflective journals or facilitated group discussions can deepen reflective practices and promote actionable insights (Smith & Peterson, 2021). Reflection not only identifies mistakes but also acknowledges achievements, leveraging strengths to build more effective leadership strategies. This aligns with findings by Khalijan et al. (2024), which emphasize that reflective practices are essential for balancing security and exploration in leadership contexts.

Article 18 paragraph (7) of the 1945 Constitution of the Republic of Indonesia orders to form laws on the structure and procedures for the implementation of local government causing changes to the procedures for electing deputy regional heads and also their authority which changes depending on the political will of the legislator who makes the local government law. So, in addition to the disharmonization of the relationship between regional heads and deputy regional heads, the authority of deputy regional heads also depends on the applicable local government laws. Thus, the unconstitutionality of deputy regional heads causes many weaknesses from legal, political, and social aspects.

The constitution as a tool for democratic state life, explained at the beginning, that the constitution is a basic rule formed to regulate the basis of cooperative relations between negan and the community (people) in the context of national and state life. As a basic rule that regulates the life of the nation and state. Therefore, the constitution should be made on the basis of mutual agreement between the state and citizens, so that each other feels responsible and there is no strong oppression of the weak (Ubaedillah, Abdul Rozak, 2003).

The relationship between regional heads and deputy regional heads is part of the local government system, the existence of a person who leads the running of the wheels of local government needs to be carried out in accordance with the principle of people's sovereignty (Putera Astomo, 2014). where the people are sovereign (Jimly Asshddiqie, 2016). In relation to this sovereignty C.F. Strong put it: "We have said that the peculiar attribute of the state as contrasted with all other units of association is the power make laws enforce them by all the means of coercion it cares is emplo. This pouer is called "sovereignty" (It has been mentioned that the special character of a state, which distinguishes it from all other units of association, is its power to make and enforce laws by any means of coercion necessary. Such power is called "sovereignty"). C.F Strong defines sovereignty as the power to form laws as well as the power to enforce its implementation. This power is the highest power of the state. C.F Strong further distinguishes two aspects, namely internal sovereignty and external sovereignty (Eddy Purnama, 2007).

In practice, regional heads have full control over strategic decision-making, while deputy regional heads tend to only carry out ceremonial functions or carry out ad hoc tasks based on delegation from regional heads. The documentation of the results of the study of Regional Regulations (Perda) and Regional Head Regulations (Perkada) shows that very few regions have formulated a mechanism for the division of authority

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expressly in the form of internal regulations. In fact, in many cases, there are no regional head regulations that explicitly regulate the technical duties of deputy regional heads, thus creating a functional vacuum that leads to low government effectiveness.

From a philosophical perspective, ontologically, the existence of the positions of regional heads and deputy regional heads should reflect the principle of leadership duality as part of the check and balance system in regional government. However, in reality, the position of deputy regional head often does not have an autonomous existential space. The position is only a complementary symbol in the structure of government without substantive authority. This shows that existentially, the role of deputy regional heads has not been recognized as an equal partner in the administration of government.

From an epistemological perspective, this imbalance of authority indicates a mistake in the way of understanding and formulating regional leadership relations. Knowledge of the ideal government system should place deputy regional heads as an integral part of the policy-making process, not just technical implementers. Lack of institutional literacy regarding the importance of clear and balanced division of roles contributes to overlapping functions and weak collective accountability.

Axiologically, an unequal division of authority is contrary to the basic values of democratic governance, such as justice, collaboration, and transparency. A healthy government should foster a culture of sharing responsibility, not concentration of power. This imbalance of roles also has an impact on the quality of public services, where dependence on one regional head figure can hinder policy continuity in the event of a vacancy or political conflict.

The philosophy of dividing the authority of regional heads and deputy regional heads so that 'there are no twin suns' in the implementation of local government, considering that if there are twin suns, it seems that the regional government is 'doomed'. In addition, if the regional head is a 'pilot', then the deputy regional head must be like a 'co-pilot', if the plane is controlled by an egocentric without a clear division of duties between the pilot and co-pilot then the plane has the potential to crash, just like the local government, in the system of implementing regional government, the regional head and deputy regional head must go hand in hand and relieve their egos with each other.

#### **B. Implications for Local Government Governance**

The model of the division of authority between regional heads and deputy regional heads needs to be reviewed not only normatively, but also philosophically. Without a reconstruction of the basic concept of collective leadership, the regional autonomy system will always be colored by the potential for internal conflicts, office dysfunction, and bureaucratic inefficiency. Therefore, it is necessary to do: Preparation of technical regulations that explicitly regulate the duties and authorities of deputy regional heads; Political and institutional education that strengthens the understanding of the importance of collective leadership; Strengthening the principles of democratic values in relations between leaders in the regions.

The negative implication is that if there is no division of duties between regional heads and deputy regional heads, then the deputy regional head is often unaware of his duties which only help the regional head. The Deputy Regional Head was given a little task and then protested. Because the law does not specifically regulate its duties. Then it could be because of different interests that end up being a fight for the project, whether the representative will remain from the coalition of political parties or will later choose his own regional head after being elected. The following is an example of the disharmony of several regional heads and deputy regional heads, for example between the Regent of Kuantan Singingi Regency in Riau, Sukarmis against his deputy, Zulkifli, in February 2016. Then, between the Governor of North Kalimantan Irianto Lambrie and his deputy Udin Hianggio in October 2017. Most recently, Tolitoli Regent Mohammad Saleh Bantilan fought against his deputy Abdul Rahman H Buding at the end of January 2018 yesterday (Kompas, 2025). On May 15, 2020, there was a feud between the Regent and Deputy Regent of Central Aceh, due to project problems (Tribun News, 2025).

However, on the other hand, the position of deputy regional head is often considered only as a complement to the region in the government structure, where the position of the deputy regional head is considered not to be together with the lack of duties and authority given to the deputy regional head, and this greatly affects the harmony of the relationship between the regional head and the deputy regional head of the region. In addition, the deputy has problems with regional heads in exercising their authority is very limited in the law that regulates it, and whether this limitation will be a separate problem for the performance of the deputy regional head later, all of this problems will definitely be able to be anticipated if there is coordination and mutual trust between the regional head and the deputy regional head so that the position held by the individual leader can be carried out with full responsibility, This is where the ideal regional representative is needed for the election of a head, in order to create harmony (Rizqy Ridho Ilahi and Otto Yudianto, 2020).

The position of deputy regional head is considered only as a complement to the regional government structure, where the position of deputy regional head is not considered along with the lack of duties and authority given to deputy regional heads, and this greatly affects the harmony of relations between regional heads and deputy regional heads. In addition, all of these problems will certainly be able to be anticipated if there is coordination and mutual trust between regional heads and deputy regional heads so that the positions held by each of these leaders can be carried out with full responsibility, this is the ideal mechanism for selecting deputy regional heads. needed, to create harmony. Discussion about the position of deputy regional heads, problems that always arise related to the authority and role of deputy regional heads in carrying out their duties (Rizqy Ridho Ilahi, Hufron, Otto Yudianto, 2020).

Disharmony between regional heads and deputy regional heads usually occurs only a few months after the couple wins the regional elections. As a result, for almost five years, the government has been ineffective after the dualism of regional leadership. The harmonization process must begin at the time of candidacy (Didik Supriyanto, 2025).

The regulation regarding the authority of the Regional Head is regulated in Article 65 paragraph (1) of Law Number 23 of 2014 concerning Regional Government which stipulates that "Regional Heads have the duties: a. to lead the implementation of Government Affairs that are the authority of the Regional based on the provisions of laws and regulations and policies determined with the DPRD; b. maintaining public order and order; c. prepare and submit a draft Regional Regulation on the RPJPD and the draft Regional Regulation on the RPJMD to the DPRD to be discussed with the DPRD, as well as prepare and establish the RKPD; d. prepare and submit a draft Regional Regulation on the Regional Budget, a draft Regional Regulation on changes to the Regional Budget, and a draft Regional Regulation on accountability for the implementation of the Regional Budget to the DPRD for mutual discussion; e. represent his Region in and out of court, and may appoint a legal representative to represent him in accordance with the provisions of laws and regulations; f. propose the appointment of deputy regional heads; and g. carry out other duties in accordance with the provisions of laws and regulations.

Meanwhile, the authority of the Deputy Regional Head is regulated in Article 66 paragraph (1) of Law Number 23 of 2014 concerning Regional Government which stipulates that the Deputy Regional Head has the following duties: a. assisting the Regional Head in: 1. leading the implementation of Government Affairs under the authority of the Region; 2. coordinating the activities of the Regional Apparatus and following up on reports and/or findings of the results of supervision of the supervisory apparatus; 3. Monitoring and evaluating the implementation of Regional Government carried out by the Provincial Regional Apparatus for the deputy governor; and 4. monitor and evaluate the implementation of government carried out by the Regional Apparatus of districts/cities, sub-districts, and/or villages for deputy regents/mayors; b. provide advice and consideration to regional heads in the implementation of Regional Government; c. Carrying out the duties and authorities of the Regional Head if the Regional Head is serving a period of detention or temporary obstruction; and d. carry out other duties in accordance with the provisions of laws and regulations. Article 66 paragraph (2) of the Law a quo "In addition to carrying out the duties as intended in paragraph (1), the deputy regional head carries out other government duties and obligations given by the regional head determined by the decision of the regional head". Article 66 paragraph (3) of the Law a quo "In carrying out the duties as intended in paragraph (1) and paragraph (2), the deputy regional head is responsible to the regional head"

The obligations of regional heads and deputy regional heads are regulated in Article 67 of the Local Government Law "The obligations of regional heads and deputy regional heads include:

1. uphold and practice Pancasila, implement the 1945 Constitution of the Republic of Indonesia and maintain and maintain the integrity of the Unitary State of the Republic of Indonesia;
2. comply with all provisions of laws and regulations;
3. develop democratic life;
4. maintaining ethics and norms in the implementation of Government Affairs that are the authority of the Regions;
5. implementing the principles of clean and good governance;
6. implementing national strategic programs; and
7. establish working relationships with all Vertical Agencies in the Region and all Regional Apparatus".

The positive implications for the division of duties and authority between regional heads and deputy regional heads in the system of local government administration aim to ensure that there is no difference in authority between regional heads and deputy regional heads to avoid the condition of the 'twin suns' so that they remain in the corridor like there is a pilot and there are also co-pilots so that this division of authority is beneficial to the stability of local government and has good implications for the system of government Manage local government.

#### 4. CONCLUSION

The division of authority between regional heads and deputy regional heads in the local government system still faces serious problems, both in terms of normative and philosophical. Philosophically, this imbalance in the relationship of authority shows the absence of an ontological balance between the existence of the two positions, the weak epistemological construction in understanding the power relationship, and the neglect of democratic and ethical values that should underlie governance. The position of deputy regional head, in practice, is often merely a symbolic complement without a substantial role, contrary to the principles of collectivity and collaboration in regional leadership. Concrete and transformative steps are needed to reorganize the division of authority in a more proportionate and functional manner. The central and regional governments need to prepare clear technical regulations regarding the duties and responsibilities of deputy regional heads, so that there is no vacancy in function or sole dependence on regional heads. In addition, political education, institutional capacity building, and internalization of democratic leadership values need to be instilled in the process of implementing local government in order to create a system that is not only effective, but also fair and sustainable.

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