

Optimizing Drainage Project Oversight at the Semarang City Public Works Department

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Abstract

Infrastructure development is an effort to improve the quality of public services, particularly in regional development. One type of infrastructure that plays a crucial role in urban area management is the drainage system. The city of Semarang is an area with complex terrain, so the implementation of drainage projects must be optimized. In this context, the responsibility for implementing drainage projects lies with the Semarang City Public Works Department. However, various challenges are frequently encountered, and strict supervision is required during implementation. The objective of this study is to assess the effectiveness of drainage project supervision in Semarang City to determine the accountability of the involved agencies. The optimization of drainage project supervision at the Semarang City Public Works Department can be viewed through the lens of Muchsan's supervision theory, which emphasizes both external and internal controls. This includes preventive measures, such as contracts designed to prevent deviations, and corrective actions to address obstacles, ensuring the project proceeds as planned and operates optimally. This supervision involves a complex network of supervisory actors, including the Public Procurement Agency, the Internal Government Supervisory Apparatus (APIP), the State Audit Board (BPK), and the Public Works Department. The effectiveness of drainage project supervision in Semarang City heavily depends on aligning field operations with Law No. 30 of 2014 to address legal obstacles related to jurisdictional authority, which frequently pose



challenges. Supervision must encompass administrative compliance to ensure legal certainty. Thus, optimal public benefit can be achieved.

KEYWORDS

Good Governance, Drainage, Government Oversight.

Introduction

Infrastructure development is a crucial aspect of efforts to improve the quality of public services and support economic development in a region. Adequate infrastructure not only enhances community mobility but also plays a role in fostering better regional governance and improving the quality of life for residents. In the context of regional development, the government has a role and responsibility to provide various infrastructure facilities that can support community activities, including infrastructure related to urban environmental management. One type of infrastructure that plays a crucial role in urban area management is the drainage system. Drainage is a system designed to address issues of excess water whether flowing on the ground surface or beneath it that is not needed.¹ Thus, it can be said that the drainage system serves as a means to channel rainwater and runoff to prevent flooding that could disrupt community activities.

The existence of a good drainage system is particularly crucial in urban areas with high population density and rapid development. This underscores the importance of synergy between raising public awareness, providing adequate infrastructure, and government policies that prioritize the environment.² Without an adequate drainage system, urban areas will be prone to waterlogging and even flooding, which can have various negative impacts on the community.

¹ Agung Kristiawan et al., "Journal of Zoning Architecture," *Journal of Zoning Architecture* 6, no. 1 (2023): 57–70, <https://ejournal.upi.edu/index.php/jaz/article/view/49012%0Ahttps://ejournal.upi.edu/index.php/jaz/article/download/49012/26720>.

² Bathasya Thory Rahmadhany, Agnesya Dwi Septya Yudha, and Alvin Syawaludin Mulyono, "Urban Flooding and Its Impact on Society: A Phenomenological Study," *INNER: Journal of Psychological Research* 5, no. 1 (2025): 1–10.

Semarang is one of the major cities in Indonesia that experiences flooding every year. Flooding occurs mostly in the downstream areas of rivers, although it can also occur in some upstream river basins.³ Parts of Semarang City are located in low-lying areas that are prone to waterlogging and flooding, especially during the rainy season. This situation is exacerbated by rapid urban development, which has led to a reduction in water absorption areas. Additionally, increased construction activity in urban areas is often not accompanied by proper management of drainage systems. In fact, one of the main factors causing flooding in urban areas is a drainage system that does not function optimally.⁴ As a result, waterlogging and flooding remain among the most common issues in several areas of Semarang City.

The problems of waterlogging and flooding in urban areas are not solely caused by natural factors but are also influenced by various other factors, such as inadequate drainage infrastructure, lack of maintenance of drainage channels, and suboptimal implementation of drainage system development. Therefore, the development and management of drainage systems are critical aspects that local governments must prioritize in to improve the quality of the urban environment. As stipulated in Law No. 23 of 2014 on Regional Government, local governments have the authority to oversee regional infrastructure development. Law No. 23 of 2014 on Regional Government further emphasizes that the provision and maintenance of public infrastructure are mandatory responsibilities of local governments directly related to basic public services.⁵

The law states that public works and spatial planning are among the governmental affairs under the authority of local governments.

³ Shabrina Alifah Pinasti et al., "Indonesian Legal Media (MHI) on Flood Management in Semarang City to Ensure Environmental Protection and Management Based on Welfare State Theory," *Indonesian Law Media* 2, no. 2 (2024): 95, <https://doi.org/10.5281/zenodo.11203931>.

⁴ David Ardian Gea et al., "A STUDY ON URBAN DRAINAGE SYSTEM PLANNING FOR" 02 (2026): 77–85.

⁵ Muhammad Fauzan, Zainal Abidin, and Cut Asmaul Husna, "THE RESPONSIBILITY OF LOCAL GOVERNMENT IN MAINTAINING THE SERBELAWAN-BAHAPAL ROAD INFRASTRUCTURE IN SIMALUNGUN REGENCY" Vol. 5 (2025): 1–12.

Consequently, local governments are responsible for planning, implementing, and supervising infrastructure development in their regions, including the construction of drainage systems. The implementation of drainage infrastructure development at the local level is generally carried out by local government agencies tasked with public works functions, namely the Public Works Department.⁶ The Public Works Department plays a crucial role in planning infrastructure development programs, carrying out construction activities, and supervising the implementation of development projects executed by third parties, such as contractors. In the implementation of regional infrastructure development, local governments possess the authority as stipulated in Law No. 23 of 2014 on Regional Government.⁷ This law states that public works and spatial planning are among the governmental affairs under the authority of local governments. Thus, local governments are responsible for planning, implementing, and supervising infrastructure development in the region, including the construction of drainage systems.

The implementation of drainage infrastructure development at the local level is generally carried out by local government agencies responsible for public works, namely the Public Works Department. The Public Works Department plays a crucial role in planning infrastructure development programs, carrying out construction activities, and supervising the implementation of construction projects executed by third parties, such as contractors. The implementation of drainage construction projects as part of regional infrastructure development is usually carried out through the government procurement mechanism for goods and services. This mechanism is regulated by Presidential Regulation No. 12 of 2021 on Government Procurement of Goods and Services, which aims to ensure that

⁶ Debby Ardani and Muhammad Husni Thamrin, "Performance of the North Sumatra Provincial Public Works and Spatial Planning Agency in Road Maintenance in Medan Marelan Subdistrict," *Journal of Social Science Research Volume 4* (2024): 3535–47.

⁷ Nora Lelyana and Aris Sarjito, "The Impact of Regional Expansion on National Defense: A Study of No. 23 of 2014 on Regional Government" 4, no. 1 (2014): 29–45.

the procurement of government goods and services is conducted transparently, effectively, efficiently, and in a manner that is accountable.⁸ In practice, construction projects carried out through the government procurement mechanism involve various parties, such as construction service providers, supervising consultants, and government officials responsible for the project's implementation.

Additionally, the implementation of drainage construction projects as part of construction work must also comply with Law No. 2 of 2017 on Construction Services, particularly Article 59, which regulates the conduct of construction work, including planning, execution, and supervision of construction activities. This regulation aims to ensure that construction work is carried out professionally and in accordance with the approved and established contract. In the implementation of infrastructure development projects, the oversight aspect is a critical factor in ensuring that construction activities are carried out in accordance with the plans and applicable legal provisions. Oversight plays a vital role in preventing administrative deviations in the execution of government activities and in ensuring that the use of development budgets is carried out effectively and efficiently.⁹

Within Indonesia's government administrative system, oversight of government activities can be conducted through both internal and external oversight mechanisms. Internal government oversight is carried out by the Government Internal Oversight Agency (APIP), which is tasked with monitoring the implementation of government programs and activities. In this context, the Internal Government Oversight Agency (APIP), represented by the Regional Inspectorate, plays a key role. The Internal Government Oversight Apparatus (APIP), including the Regional

⁸ Ana Novindrastuti, Suartini Suartini, and Yusup Hidayat, "A Legal Study on E-Tendering in the Procurement of Construction Goods and Services," *Binamulia Hukum* 13, no. 2 (2024): 447–59, <https://doi.org/10.37893/jbh.v13i2.953>.

⁹ Erwin Mangallo, Baharuddin Baharuddin, and Kristian HP Lambe, "The Effectiveness of the Duties and Functions of Supervisors of Local Government Affairs at the Inspectorate of Central Papua Province," *Mutiara: Multidisciplinary Scientific Journal* 3, no. 2 (2025): 284–98, <https://doi.org/10.57185/mutiara.v3i2.347>.

Inspectorate, the State Audit Board (BPK), and the Prosecutor's Office, is tasked with overseeing the implementation of policies and the use of the budget at the regional level, ensuring transparency, accountability, and the prevention of abuse of authority.¹⁰ From the perspective of Administrative Law, every governmental action must be carried out based on principles known as the General Principles of Good Governance (AUPB) as stipulated in Law No. 30 of 2014 on Government Administration.¹¹ These principles serve as guidelines for government officials in exercising their authority to prevent abuse of power and to ensure the implementation of transparent governance. Even if an agency has sound planning, a robust organizational structure, and competent human resources, the success of drainage infrastructure development remains highly dependent on the effectiveness of oversight functions. Without strict controls, all stages of management will not function optimally, as oversight serves as an instrument to detect compliance between on-site implementation and established technical standards. Therefore, oversight is a crucial pillar to ensure that every physical project is not only completed on time but also meets quality standards that can be accounted for to the public.

Several previous studies have examined supervision in government administration and regional development implementation. Research conducted by Putri Theresia and R. Slamet Santoso on the performance of the Public Works and Spatial Planning Agency of Kudus Regency in drainage management indicates that drainage management as a flood prevention measure has not yet been fully optimized. This is due to several factors, such as budget constraints, a lack of supporting facilities and infrastructure, and low public awareness regarding the maintenance of drainage channel cleanliness. These conditions indicate that drainage

¹⁰ Veronica A Runtu and Delly Mustafa, "The Role of Government Internal Supervisory Apparatus in the Implementation of Supervision: A Case Study at the Regional Inspectorate of Bolaang Mongondow Regency," 3, no. 2 (2025): 118–21, <https://doi.org/10.35965/pja.v3i2.7650>.

¹¹ Aini Rahmania and Muhamad Khoerul Umam, "Implications of the Normativization of General Principles of Good Governance on Government Administrative Practices," *Journal of Dual Legal Systems* 2, no. 2 (2025): 143, <https://doi.org/10.58824/jdls.v2i2.419>.

infrastructure management does not rely solely on physical construction but also requires a robust oversight and management system to ensure that drainage functions effectively in preventing floods.¹²

Another study conducted by Ridwan Dilapanga, Fenty U. Puluhaulawa, and Nur M. Kasim on optimizing the role of the Government Internal Oversight Agency (APIP) indicates that government internal oversight plays a crucial role in realizing the principle of performance accountability within government agencies and in supporting the establishment of good governance. However, in practice, the implementation of oversight functions by the APIP still faces various obstacles, such as limited human resources, budget constraints, and the lack of optimal independence of oversight officials in carrying out their oversight duties regarding local government agencies. These conditions indicate that optimizing government internal oversight remains a challenge in the administration of local government.¹³

Furthermore, research conducted by Eko Aditya Putranto and colleagues on optimizing oversight to enhance the effectiveness of water resources programs at the Public Works and Spatial Planning Agency of Subang Regency indicates that oversight is a key factor in determining the success of infrastructure development program implementation. The results of this study indicate that the oversight conducted encompasses administrative, technical, and participatory aspects. However, the effectiveness of program implementation is still influenced by various constraints, such as limited human resources among supervisors, weak coordination among work units, and suboptimal follow-up on oversight

¹² R. Slamet Santoso Putri Theresia, "ANALYSIS OF THE PERFORMANCE OF THE PUBLIC WORKS AND SPATIAL PLANNING (PUPR) DEPARTMENT OF KUDUS REGENCY IN DRAINAGE MANAGEMENT AS A FLOOD PREVENTION STRATEGY," .." *Journal of Public Policy and Management Review*, no. 3 (2020) 5.

¹³ R. Dilapanga, F. U. Puluhaulawa, and Nur M. Kasim, "Optimizing the Role of the Government Internal Oversight Agency (APIP) in Realizing Good Governance Through the Principle of Accountability ...," *PALAR (Pakuan Law ...)* 09 (2023): 16–24, <https://journal.unpak.ac.id/index.php/palar/article/view/7849>.

findings.¹⁴

Although several studies have addressed supervision in government administration, research specifically examining the optimization of supervision over the implementation of drainage projects in local governments—particularly in Semarang—remains relatively limited. Yet, supervision of drainage project implementation plays a crucial role in ensuring that drainage infrastructure development truly proceeds optimally and effectively addresses waterlogging and flooding issues in urban areas. Based on previous studies, it is evident that most prior research has addressed oversight in general regional development or in regional financial management. Unlike these studies, this research specifically examines the optimization of oversight over the implementation of drainage projects at the Semarang City Public Works Department from the perspective of administrative law. This study also focuses on the role of internal government oversight (APIP) in preventing administrative irregularities or maladministration in the implementation of drainage infrastructure development projects. Thus, this study is expected to contribute to the development of research on government administrative oversight, particularly regarding the optimal implementation of Semarang City's infrastructure development projects.

Based on the above, this research is important to analyze how to optimize the supervision of drainage projects at the Semarang City Public Works Office and to identify various legal constraints and implementation barriers that affect the effectiveness of supervision in the implementation of these drainage projects. This is because oversight is one of the key functions in government administration, aimed at ensuring that activities are carried out in accordance with plans and applicable laws and regulations. In the context of public administration, supervision plays a crucial role in preventing the abuse of authority and ensuring the creation

¹⁴ Wariah Meliyanawati, "Optimizing Oversight to Enhance the Effectiveness of Water Resources Programs: A Case Study of the Subang Regency Public Works and Spatial Planning Agency," n.d.

of an effective and accountable government. According to Muchsan, supervision is a corrective action regarding the results achieved, with the aim of ensuring those results align with the plan.¹⁵

Therefore, the theory of administrative oversight proposed by Muchsan is utilized in this study to analyze how oversight of the implementation of the drainage project at the Semarang City Public Works Department is conducted, as well as to what extent such oversight is capable of preventing maladministration in the project's implementation. The Sustainable Development Goals (SDGs) reflect Indonesia's commitment to achieving sustainable progress, with one of its primary objectives being the establishment of strong institutions, as outlined in **SDGs 16**. Resilient institutions are closely linked to reform efforts, which involve initiatives from both the government and individuals to bring about improvements in the structure and functions of domestic institutions.¹⁶ Based on this background, the research questions in this study are as follows:

1. How can the supervision of drainage projects at the Semarang City Public Works Department be optimized to prevent administrative irregularities in the implementation of drainage projects?
2. What are the legal constraints and implementation barriers that affect the effectiveness of supervision in the implementation of drainage projects in Semarang City?

Methods

This study employs an empirical legal research method with a qualitative approach. The study aims to analyze the implementation of supervision over drainage projects at the Semarang City Public Works Department and to

¹⁵ Muchsan, *A System of Oversight Over the Actions of Government Officials and Administrative Courts in Indonesia* (Yogyakarta: Liberty Yogyakarta, n.d.).

¹⁶ Et al. Ratih Damayanti, "Transforming Taxation: Unlocking Efficiency and Resilience Through Digitalization," *Journal of Indonesian Clinical, International, and Legal Education* 6, no. 4 (2024):

4 5 3 – 7 6 .

identify the constraints affecting the effectiveness of supervision in preventing administrative irregularities. The research was conducted at the Semarang City Public Works Department, the agency responsible for the implementation and supervision of drainage construction projects. The data sources used include primary and secondary data. Primary data was obtained through interviews with parties involved in the implementation and supervision of drainage projects, while secondary data was obtained through a literature review covering laws and regulations, books, scientific journals, and documents relevant to administrative supervision. Data collection techniques were conducted through interviews and document analysis. The data obtained was then analyzed qualitatively by relating the research findings to the theory of administrative supervision proposed by Muchsan to understand the implementation of drainage project supervision as well as the constraints affecting the effectiveness of such supervision.

Results and Discussion

In any organization whether government, private enterprise, or public agency there are fundamentally objectives to be achieved.¹⁷ To realize these objectives, organizations must prepare various interrelated resources, such as human resources, materials or physical assets, capital, and technology that play a role in supporting the achievement of organizational goals. However, in practice, various problems often arise that can hinder the achievement of these objectives, whether related to time-related aspects, such as delays in completing work, or financial aspects, such as budget overruns or expenditures that do not align with administrative records. Therefore, a control mechanism is necessary to ensure that activities proceed according to plan and do not deviate from the established

¹⁷ Muhammad Nasir, "Achieving Employee Performance Through Work Hour Discipline," *NeoRespublica: Journal of Public Administration* 4, no. 1 (2022): 12–25, <https://doi.org/10.52423/neores.v4i1.5>.

objectives, namely through supervision activities.¹⁸ Based on this, the author conducted research on the implementation of supervision of drainage projects at the Semarang City Public Works Department to identify the supervision mechanisms and the challenges faced in their implementation. Research information was obtained from a direct source, namely Mr. Agung Pramono, a staff member at the Semarang City Public Works Department. The results of this study are expected to provide an overview of the implementation of drainage project supervision in preventing deviations.

1. Optimizing the supervision of drainage projects at the Semarang City Public Works Office to prevent administrative irregularities in the implementation of drainage projects.

Muchsan divides oversight into two main stages to ensure that government actions remain within legal boundaries: preventive oversight and repressive oversight. Preventive oversight is conducted before a government action or decision is issued with the aim of preventing irregularities, for example, through the drafting of regulations or licensing procedures.¹⁹ Meanwhile, repressive oversight is carried out after a government action or decision has been implemented to assess any errors and impose sanctions or require corrections if violations are found, such as through financial audits or the revocation of a decision letter (SK). Based on the results of research conducted through an interview with Mr. Agung Pramono, a staff member of the Semarang City Public Works Department, supervision of drainage projects is fundamentally not merely understood as oversight of physical work on-site, but also as oversight of administrative compliance accompanying all stages of project implementation. This

¹⁸ Mayasari Bakti University and Mayasari Bakti University, "Analysis of Coordination and Supervision in Sharia Management" 1, no. 1 (2025).

¹⁹ Muhammad Rifa I and A Zarkasi, "ON THE DRAFT OF LOCAL REGULATIONS FROM A LEGISLATIVE PERSPECTIVE" 3, no. November (2024): 472 – 506.

finding is significant because, in local government practice, administrative irregularities often do not manifest as immediately visible physical violations but rather stem from document discrepancies, weak contract controls, poorly organized work progress reports, and suboptimal coordination among parties involved in the project. Therefore, the discussion regarding the optimization of drainage project supervision at the Semarang City Public Works Department must be framed within a supervisory framework that is both technical and administrative.

This is evident from a source's statement that, "the implementation of drainage projects prioritizes three key qualities that must be maintained: time, quality, and quantity." (Agung Pramono, personal interview, March 11, 2026). This statement indicates that the measure of success in drainage project supervision does not end with the completion of the work, but also lies in the fulfillment of the quality standards that form the basis of project implementation. Timeliness relates to the project completion schedule, quality relates to the quality of materials and the work output, while quantity relates to the volume or amount of work that must align with the contract. From the perspective of this study, these three elements collectively serve as benchmarks for assessing whether supervision has been carried out optimally or not. Empirically, interview results indicate that the supervision mechanisms for drainage projects are categorized into two main forms: physical supervision and administrative supervision.²⁰ Physical supervision focuses on actual on-site conditions, particularly regarding the contractor's work execution and technical oversight by the supervising consultant. Meanwhile, administrative supervision focuses on the compliance of documents, processes, and the fulfillment of obligations by all parties as stipulated in the contract. This division indicates that the Semarang City Public Works Department views drainage project

²⁰ Z. Muhammad, H. Edi, and F. F. & Nessa, "The Exercise of the Oversight Function by the Regional People's Representative Council in the Development of the Bukittinggi City Drainage System," *Unnes Law Review* 6, no. 1 (2023): 1 – 8.

supervision as a process that not only examines the final results but also monitors the progress of the work from the beginning through the reporting stage. In empirical research, such a pattern can be interpreted as a form of layered supervision that is, supervision conducted not merely to identify the presence or absence of errors but also to prevent administrative deviations from occurring while the project is still underway.²¹

From a normative perspective, the position of the Semarang City Public Works Agency as the primary actor in drainage project supervision has a clear legal basis. Semarang Mayor Regulation No. 94 of 2021, Section 7, Article 29 designates the Public Works Agency as the implementing body for public works affairs. More specifically, the Water Resources and Drainage Division is tasked with the implementation of drainage construction, improvement, and rehabilitation; the regulation of drainage systems; the supervision and control of drainage systems; the operation and maintenance of drainage systems; as well as monitoring, evaluation, and the preparation of reports on programs and activities as stipulated in Article 30. At the sub-coordinator level, in accordance with Article 32, this division is also tasked with preparing the supervision and control of drainage systems, as well as preparing the monitoring and evaluation of drainage activity implementation. Within the internal work system, unit heads are also required to supervise their subordinates, take action when deviations occur, and prepare periodic reports on time. Thus, legally speaking, the supervision of drainage projects by the Semarang City Public Works Department is not merely an administrative practice but a function inherently embedded in the organization's structure and duties. In the context of regional development, **SDGs 16** is realized through efforts to optimize oversight within the Semarang City Public Works Department to ensure the integrity of drainage project implementation. Strengthening this

²¹ Laurensia Frida Alfiani and Richo Andi Wibowo, "Proportionality of Tiered Sanctions in the Concept of Multiple Accountability Forums in Government Procurement of Goods and Services," 40, no. 3 (2025): 344-54.

oversight function constitutes a form of genuine reform aimed at closing the gaps in administrative irregularities that often hinder the effectiveness of public services.

The oversight conducted by the Semarang City Public Works Department must also be understood within the context of drainage management as a technical matter that is already governed by local regulations. The City of Semarang has Regional Regulation No. 7 of 2014 on the 2011–2031 Master Plan for the Drainage System and Semarang Mayor's Regulation No. 46 of 2014 on the Construction, Management, and Rehabilitation of Drainage System Facilities and Infrastructure. The existence of these two regulations indicates that drainage projects in Semarang are not standalone annual physical activities but rather part of a broader regional drainage policy. Therefore, project oversight should not only ensure work is completed in accordance with the contract but also ensure that project implementation remains aligned with the direction of regional drainage system management.²²

Based on interview results, the parties involved in the supervision of drainage projects include the Semarang City Public Works Department (), the implementing contractor, the supervising consultant, the State Audit Agency (BPK), the Procurement Division, the Inspectorate/APIP, and in certain practices, the Prosecutor's Office as well. In this context, the Public Works Department occupies a central position as the party directly interacting with service providers on-site, namely the contractor and the supervising consultant. The contractor carries out the physical work, the supervising consultant monitors the progress of the work, while the Public Works Department performs technical supervision, coordination, and checks and balances on both. As for the BPK's involvement in the empirical findings of this study, it is more appropriately understood in terms of

²² Putri Theresia, "ANALYSIS OF THE PERFORMANCE OF THE PUBLIC WORKS AND SPATIAL PLANNING DEPARTMENT (PUPR) OF KUDUS REGENCY IN DRAINAGE MANAGEMENT AS A FLOOD PREVENTION STRATEGY . "

administrative oversight and project accountability. Normatively, the BPK's audits of state financial management and accountability indeed encompass financial audits, performance audits, and audits with specific objectives. Thus, the BPK's involvement identified in the interview results can be interpreted as part of administrative control and accountability regarding the implementation of drainage projects, particularly when such projects involve the use of state or local government budgets. Furthermore, the involvement of the Inspectorate/APIP in the findings of this study also indicates that oversight of drainage projects does not only occur from the outside but also from within the local government system. Institutionally, the Semarang City Inspectorate emphasizes its role as a consultant and quality assurance body through the implementation of *an early warning system* to achieve clean and transparent governance.²³ This role is relevant to the administrative oversight of drainage projects, as one of the objectives of internal oversight is to detect potential deviations early on before they escalate into legal issues or greater losses. Therefore, the involvement of the APIP in the administrative oversight of drainage projects can be viewed as an element that strengthens the optimization of oversight, particularly in preventing administrative deviations.

Project oversight for drainage projects, as found in this study, relies heavily on the contract as the primary standard for project implementation. This is also emphasized by the informant, who noted that oversight is directed to ensure work remains in accordance with the contract from the initial stage through to the reporting stage. In the context of positive law, the construction of contractual relationships in government projects is indeed the primary instrument for controlling the execution of work. The current government procurement framework is based on Presidential Regulation No. 16 of 2018 on Government Procurement of Goods and Services, which has been amended by Presidential Regulation No. 12 of 2021

²³ Alifah Pinasti et al., "Indonesian Legal Media (MHI): Flood Management in Semarang City to Ensure Environmental Protection and Management Based on Welfare State Theory."

and most recently by Presidential Regulation No. 46 of 2025.²⁴ Regarding construction services, Law No. 2 of 2017 on Construction Services, Government Regulation No. 22 of 2020, and Government Regulation No. 14 of 2021 establish construction work contracts, supervision, monitoring, and administrative sanctions as integral components of the construction services management framework. Within this framework, contracts serve not only as agreements but also as legal benchmarks for assessing timeliness, quality, quantity, and administrative compliance throughout the project's duration.

It is within this context that administrative supervision holds a position of equal importance to physical supervision. While physical supervision serves to verify whether on-site work actually aligns with specifications and planned progress, administrative supervision ensures that all project developments are grounded in proper, valid, and accountable documentation. For example, work delays must be reflected in progress reports, changes in field conditions must be addressed through valid administrative mechanisms, and every finding of non-compliance must be followed up through reporting and evaluation. Therefore, the prevention of administrative irregularities does not merely lie in taking action after a problem has occurred, but in the oversight's ability to ensure that project implementation remains within the bounds of the contract and procedures from the very beginning.

This was further evident from Mr. Agung's remarks during a private interview on March 11, 2026, in which he stated that "regular monitoring by the supervising consultant, who consistently provides project progress reports," is one of the efforts to enhance the effectiveness of supervision. This statement underscores that periodic reports from the supervising consultant are not merely administrative formalities, but rather a crucial tool in ensuring the continuity of supervision. These reports serve as the

²⁴ Novindrastuti, Suartini, and Hidayat, "A Legal Study on E-Tendering in the Procurement of C o n s t r u c t i o n G o o d s a n d S e r v i c e s . "

basis for the Public Works Agency to conduct verification, evaluation, and corrective actions if signs of discrepancies are found between on-site work and the contract. Thus, periodic reports occupy a strategic position as a bridge between technical supervision on-site and administrative oversight at the institutional level.

These empirical findings align with the policy direction for construction services supervision in Ministry of Public Works and Public Housing Regulation No. 1 of 2023. In its preamble, it is emphasized that the guidelines for construction services supervision are formulated to enhance and optimize integrated and coordinated supervision by local governments, and must be implemented based on the principles of good governance, administrative order, accountability, structure, and transparency.²⁵ This regulation also emphasizes that the supervision of construction services by local governments has a scope that encompasses authority, types of supervision, and supervisory instruments. The relevance of this regulation to this study is very strong, as the first research question specifically emphasizes the optimization of supervision in preventing administrative irregularities. This means that the measure of supervision optimization cannot be assessed solely by the frequency of field visits but must also be evaluated based on administrative orderliness, the accountability of reports, and the coordination of actions among supervisory units.

Furthermore, the discussion on preventing administrative irregularities aligns with Law No. 30 of 2014 on Government Administration. The official abstract of this law states that it serves as the legal foundation for government administration in efforts to enhance *good governance* and prevent discrepancies in the supervision of the Drainage Project at the Public Works Department of Semarang City. In the context of drainage projects, this spirit is evident in the need to ensure that administrative

²⁵ Syahricky Irfan and Guntur Rambey, "Liability of Construction Services Supervision Consultants for Corruption Offenses," *Ranah Research: Journal of Multidisciplinary Research and Development* 6, no. 5 (2024): 1997–2009, <https://doi.org/10.38035/rj.v6i5.1092>.

decisions, officials' actions, contractual relationships, and project reporting are conducted transparently, orderly, and in a manner that can be held accountable. Therefore, administrative irregularities in drainage projects are by no means a minor issue, as they can give rise to broader problems, such as payment discrepancies, accountability errors, or legal issues in the future. Based on the above discussion, it can be concluded that the optimization of drainage project oversight at the Semarang City Public Works Department to prevent administrative irregularities is achieved through several key measures: a clear separation between physical and administrative oversight; the use of contracts as the primary control mechanism for project timelines, quality, and quantity; the involvement of multiple oversight parties both technical and administrative to establish multi-layered oversight; the use of monitoring and periodic reports from supervising consultants as the basis for evaluation, and the implementation of the *checks and balances* by the Public Works Department regarding contractors and supervising consultants.

When linked to Muchsan's theory, this pattern indicates that government oversight is fundamentally an effort to assess whether task execution is proceeding in accordance with established plans, regulations, and objectives, while also serving as a means to implement corrective actions if deviations are identified. In the context of this study, the supervision by the Public Works Agency over contractors and supervising consultants reflects internal and preventive oversight, as it is conducted during the project implementation process to prevent administrative deviations from the outset, whereas the involvement of the State Audit Agency (BPK) and the Inspectorate/APIP indicates the presence of external and corrective oversight regarding the administrative and accountability aspects of the project. Empirically, this pattern indicates that oversight has been directed not merely to identify errors but to prevent administrative deviations from the very start of project implementation.

Nevertheless, the term “optimization” in this study is better understood as an ongoing process of strengthening oversight, not a condition entirely free of weaknesses. This is because, no matter how well-designed the oversight framework may be, its effectiveness remains dependent on consistent coordination among stakeholders, the accuracy of reports, the firmness of follow-up actions, and the capacity of officials to maintain a balance between technical and administrative oversight. Thus, the results of this study indicate that supervision of drainage projects at the Semarang City Public Works Department has been directed toward an integrated supervision model that is sufficiently adequate to prevent administrative irregularities. This aligns with Muchsan’s view that effective supervision does not merely serve to identify errors after irregularities occur, but also ensures that government operations remain within legal boundaries, maintain administrative order, and align with the objectives of good governance .²⁶ Therefore, the actual effectiveness of drainage project oversight remains highly dependent on the quality of monitoring, evaluation, and follow-up in daily practice.

2. Legal Constraints and Implementation Barriers Affecting the Effectiveness of Oversight in the Implementation of Drainage Projects in the City of Semarang

The effectiveness of oversight in the implementation of drainage projects is fundamentally determined not only by the existence of oversight mechanisms but is also significantly influenced by the capacity of the legal system and implementing agencies to address issues that arise in the field.²⁷

²⁶ Dyast Galih Sukma, “Implementation of Government Internal Oversight by the Inspectorate in Efforts to Achieve Good Governance Based on Law No. 23 of 2014 on Regional Government,” *D i n a m i k a H u k u m* 15, n o . 1 (2 0 2 4) : 1 0 9 – 2 5 .

²⁷ Antasari State Islamic University, “The Effectiveness of the Performance of the Public Works and Spatial Planning Agency of Banjarmasin City in Flood Prevention Based on Banjarmasin Mayor R e g u l a t i o n N o . 5 8 o f 2 0 2 2 , ” 2 0 2 6 , 6 4 8 – 5 7 .

In practice, oversight does not always proceed ideally as designed in contracts or regulations. Although supervision has been implemented in a multi-layered manner through technical, administrative, and accountability oversight, the implementation of drainage projects still faces various obstacles that affect the effectiveness of these control functions. Therefore, to understand the effectiveness of supervision in drainage projects in the City of Semarang, it is necessary to further analyze the legal obstacles as well as the implementation barriers that arise during the project's duration.

Based on interview results, supervision is viewed as a crucial element in preventing administrative irregularities. Mr. Agung stated that the role of supervision is critical because the supervising consultant is required to strictly oversee the contractor during project execution, while the Semarang City Public Works Department oversees both parties. This explanation indicates that in the practice of drainage project supervision, there is a layered supervisory relationship, namely direct supervision of the physical execution of the work and supervision of the execution of the supervisory function itself. Normatively, this arrangement is indeed consistent with Semarang Mayor Regulation No. 94 of 2021, which affirms the functions of the Public Works Department specifically the Water Resources and Drainage Division to oversee and control the drainage system, as well as to monitor, evaluate, and report on project activities. Thus, from an institutional structure perspective, the Semarang City Public Works Department actually possesses a sufficiently clear legal basis for overseeing drainage projects.

However, the existence of this legal basis does not automatically eliminate the obstacles that arise in the field. One legal challenge that can be drawn from the interview results is that, in practice, the supervision of drainage projects involves many parties with interrelated functions, such as the Public Works Department, contractors, supervising consultants, the State Audit Agency (BPK), the Procurement Division, the

Inspectorate/APIP, and, in certain situations, the Prosecutor's Office. Theoretically, the involvement of many parties can indeed strengthen control, but on the other hand, it also has the potential to create issues regarding jurisdictional boundaries, points of responsibility, and coordination channels if these are not uniformly understood. At the regulatory level, Ministry of Public Works and Public Housing Regulation No. 1 of 2023 was indeed formulated to enhance and optimize the oversight of construction services carried out by local governments in an integrated, coordinated, and administratively orderly manner. However, precisely because the oversight is designed to be integrated, its implementation requires clarity in the division of roles in the field to prevent overlap or parties waiting for follow-up actions from one another.²⁸ The next legal challenge relates to the position of the contract as the primary basis for project control. Interview findings indicate that the implementation of oversight relies heavily on the contract, and all assessments of both physical and administrative work are fundamentally based on compliance with that contract.

Legally, this is indeed appropriate, as the government procurement regime under Presidential Regulation No. 16 of 2018 as amended, most recently by Presidential Regulation No. 46 of 2025 defines government procurement of goods and services as a process spanning from needs identification to the handover of completed work, thereby making the contract the central instrument for controlling implementation.²⁹ On the other hand, the construction services regime, through Law No. 2 of 2017 and its implementing regulations, also incorporates elements of guidance, supervision, and administrative sanctions in the conduct of construction services. However, in practice, excessive reliance on contracts can also pose

²⁸ Aditya Putra Kusdiyana et al., "DRAINAGE CHANNELS IN THE FUTSAL FIELD AREA OF MATHLA' UL ANWAR UNIVERSITY, BANTEN" 4, no. 2 (2025).

²⁹ Firmansyah Krisna Maulana, "THE LEGAL POLITICS OF ADMINISTRATIVE SANCTIONS IN THE PRESIDENTIAL REGULATION ON GOVERNMENT PROCUREMENT OF GOODS AND SERVICES" 7, no. 3 (2020) 6 :

legal challenges if contracts are viewed merely as formal documents rather than as dynamic control tools throughout the project's duration. In such situations, supervision risks becoming reactive acting only when apparent violations occur whereas ideally, contracts should be used as preventive instruments to detect potential deviations early on. In addition to legal obstacles, interview results indicate the existence of implementation barriers that are far more concrete and directly affect the effectiveness of supervision.

The first implementation barrier relates to the capacity and integrity of the contractor. Mr. Agung explained that after the contract is signed and the contractor is selected through a bidding process, the problems that frequently arise actually stem from the contractor's side, such as limited capital, inefficient use of materials, an inability to account for requirements in accordance with the initial contract, and delays in project completion. In this study, these conditions can be understood as implementation barriers rooted in the contractor's inadequate readiness. Even though supervision is in place, if the contractor lacks sufficient managerial, technical, and financial capabilities from the outset, supervision becomes more burdensome as it must address recurring issues at the implementation level. The second implementation barrier is constraints related to natural and geographical conditions. Based on interview results, difficult terrain, the presence of standing water, and specific site characteristics often complicate the implementation of drainage projects.

This factor is important to note because drainage projects differ from construction work carried out in more stable locations; drainage projects are directly related to hydrological conditions, topography, and the surrounding environment. This means that in drainage projects, the effectiveness of supervision depends not only on human resources and administration but also on objective field conditions that are sometimes beyond full control. Such obstacles ultimately impact work progress,

material suitability, and timely completion all of which are part of the three key project indicators: time, quality, and quantity. The third implementation obstacle, which appeared most dominant in the interview results, was coordination issues on the contractor's side. In his explanation, Mr. Agung emphasized that from the DPU's internal perspective, coordination challenges are relatively minor because they are bound by regulations, and coordination with relevant agencies had already taken place even before the bidding process.

However, problems often arise from the contractor's side. As stated by the informant, *"usually the coordination that is often hindered comes from the contractor's side... when the DPU performs its supervisory control function, it is difficult to communicate with the contractor and their team."* (Agung Pramono, personal interview, March 11, 2026). This quote is particularly significant, as it indicates that obstacles to the effectiveness of oversight are not always caused by weaknesses in the government's oversight design, but can also stem from the low responsiveness of project implementers to the control functions carried out by the DPU. In empirical research, this fact can be interpreted as an implementation barrier that directly reduces the scope of supervision, as effective supervision still requires open communication, prompt responses, and follow-up from the supervised party.³⁰ These coordination barriers are also closely linked to the practical impacts they generate.

Based on interview results, these obstacles contribute to project delays and discrepancies in raw materials or work volumes. In other words, implementation barriers do not merely remain procedural issues but ultimately lead to a decline in the effectiveness of supervision itself. This is because when contractors are late, uncooperative, or unable to align material usage with the contract, the oversight functions of the Public

³⁰ Utami Priono, Dinar Anggia Putri, and Agoestina Mappadang, "The Role of Oversight and Efficiency Programs in Achieving Government Transparency: A Good Governance Perspective," *BENEFIT: Journal of Business, Economics, and Finance* 3, no. 2 (2025): 2134–49, <https://doi.org/10.70437/benefit.v3i1.1214>.

Works Department (DPU) and the supervising consultants become suboptimal in ensuring the timeliness, quality, and quantity of the work. At this point, it becomes evident that the effectiveness of oversight is heavily influenced by the compliance and capacity of the implementing parties, not merely by the existence of regulations.

When linked to Muchsan's theory, this condition indicates that government supervision should not be understood merely as an action to detect violations, but as a process aimed at ensuring that task execution proceeds in accordance with established plans, regulations, and objectives, and at taking corrective actions when deviations are found. Muchsan also distinguishes supervision into internal external and preventive-repressive forms. In the context of this study, oversight by the Public Works Department over contractors and supervising consultants constitutes both internal and preventive oversight, as it is conducted throughout the project's duration with the aim of preventing administrative deviations at an early stage. Conversely, the involvement of the State Audit Agency (BPK) and the Inspectorate/APIP reflects elements of external and corrective oversight, particularly when oversight is directed toward accountability, administrative audits, and follow-up on findings.³¹ Thus, the obstacles that arose in the implementation of the drainage project in Semarang essentially reveal that preventive oversight functions have not always been fully effective at the implementation level, so that corrective measures are still often necessary to ensure the project remains within the proper legal and administrative framework.

On the other hand, interview results also indicate efforts made by the agency to address these challenges. Mr. Agung explained that the Inspectorate provides guidance and follow-up communication with the Semarang City Public Works Department (DPU), and during the initial bidding phase, it must be ensured that service providers possess integrity.

³¹ Fauzia Rahma, Endang Wirjatmi, and Edah Jubaedah, "STRATEGIES FOR STRENGTHENING AN ETHICAL WORK CULTURE TO IMPROVE THE PERFORMANCE OF GOVERNMENT INTERNAL AUDITORS (APIP) WITHIN THE BANDUNG CITY REGIONAL INSPECTORATE" 04, no. 1 (2023): 38–63.

The interviewee also emphasized that if there are administrative irregularities or non-compliance with the contract, administrative penalties may be imposed, ranging from fines and extensions of time to the ultimate remedy of criminal prosecution. Normatively, this approach is grounded in the construction services regime, as Law No. 2 of 2017 does indeed include administrative sanctions, and Ministry of Public Works and Public Housing Regulation No. 1 of 2023 also incorporates follow-up on supervision results, corrective actions, and the imposition of administrative sanctions as part of the local government's construction services supervision system. Therefore, from a normative perspective, sufficient instruments are already available to address violations.

The issue does not lie in the absence of a legal basis, but rather in the consistency of implementation, the accuracy of early detection, and the effectiveness of coordination when problems begin to arise in the field. The effectiveness of drainage project oversight in the City of Semarang heavily depends on the alignment between on-site actions and the standards set forth in Law No. 30 of 2014 on Government Administration, where legal obstacles such as unclear jurisdictional boundaries between agencies and uncertainty in the exercise of discretion often hinder swift and accurate decision-making. Supervision must not be limited to physical technical aspects but must ensure that all administrative procedures from contract amendments to progress reporting are conducted in an orderly, transparent, and procedurally sound manner to guarantee legal certainty and optimal public benefit.

Based on the above discussion, it can be concluded that the legal challenges and implementation barriers affecting the effectiveness of drainage project oversight in the City of Semarang are interrelated. From a legal perspective, the primary issues lie in the complexity of oversight actors, the clarity of authority distribution, and the suboptimal use of contracts as preventive instruments. Meanwhile, from the implementation perspective, the main obstacles include contractor capacity and integrity,

weak coordination among implementers, and natural and geographical conditions that complicate the work. Therefore, strengthening the legal framework and the commitment of individual supervisors is essential to overcome these obstacles in order to achieve the institutional integrity standards expected under **SDGs 16**. Thus, the effectiveness of oversight is not sufficient if supported only by comprehensive regulations; it also requires quality implementation on the ground.³² From Muchsan's perspective, this indicates that effective oversight must be able to carry out preventive and corrective functions in a balanced manner so that projects are not only physically completed but also administratively in order.

Conclusion

This study shows that supervision of drainage projects at the Semarang City Public Works Department has been directed toward preventing administrative irregularities through both physical and administrative oversight. This aligns with Muchsan's theory of supervision, which posits that supervision is a corrective action taken against achieved results to ensure they align with the plan. Supervision is optimized through the use of contracts as a control mechanism, periodic monitoring, and the involvement of various supervising parties according to their respective authorities. However, the effectiveness of supervision is not yet fully optimized as it remains dependent on coordination, the orderliness of reporting, and follow-up actions in the field.

This study also concludes that the effectiveness of supervision is influenced by legal constraints and implementation barriers. Legal constraints stem from the complexity of supervisory actors and the suboptimal use of contracts as preventive instruments, while implementation barriers

³² Putri Aksa Yemima et al., "Analysis of the Effectiveness of Oversight in the Implementation of Governance in Pangandaran Regency," *Jembatan Hukum: Studies in Law, Social Sciences, and Public Administration* 1, no. 3 (2024): 298–307, <https://doi.org/10.62383/jembatan.v1i3.571>.

primarily arise from contractors' capacity and integrity, weak coordination among implementers, and on-site conditions. This study indicates that the achievement **of SDGs 16** in Semarang City is highly dependent on the effectiveness of drainage project oversight as a manifestation of a transparent institution. Based on Muchsan's theory of oversight, which states that oversight is divided into preventive and repressive measures, repressive oversight actions aim to rectify issues. Therefore, supervision of drainage projects needs to be strengthened through the clarification of role distribution, improved coordination, more disciplined administrative oversight, and the selection of service providers that prioritize integrity and technical readiness so that supervision can proceed more effectively, orderly, and in accordance with the principles of good governance.

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