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From Policies to Actions: Mayoral Leadership and Local Government's Impact on Urban Resilience in Indonesia

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Abstract

Indonesia's governance landscape embraces local governance and decentralization, empowering local authorities to tailor urban policies to their specific contexts. Decentralization provides the flexibility needed for crafting contextually relevant urban policies, while effective urban governance ensures responsible resource allocation and participatory decision-making. These intertwined elements mutually reinforce urban development and resilience. Local governance is pivotal in fostering community engagement and accountability, facilitating inclusive policymaking. National leadership provides overarching policy guidance, while local governments collaborate with stakeholders, including community representatives, civil society, and the private sector, to ensure policy relevance and local ownership. This paper examines the Indonesian urban policy formulation process, focusing on the influential role of mayoral leadership. It highlights the significance of local governance structures in crafting resilience-oriented urban policies. Employing qualitative content analysis approach to scrutinize policy documents and scholarly works, the paper sheds light on the complexities of policy development. The study accentuates the significance of mayoral leadership and participatory governance in advancing urban resilience. It reveals that involving a broad range of stakeholders in policymaking empowers local communities and drives sustainable urban development. The research illustrates the combined impact of political leadership and agile governance in maximizing decentralization's advantages, leading to urban policies rooted in resilience that resonate with the community's specific needs.

Keywords: Political Leadership, Mayoral Leadership, Policymaking Process, Mayor, Urban Resilience, Local Government.

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1. Introduction: Urbanization and Vulnerability

Indonesia (as depicted in Figure 1), now the fourth most populous country with over 273 million people, is undergoing rapid urbanization. This shift is fuelled by a young demographic, lower birth rates, and improved life expectancy, significantly altering the nation's socio-economic landscape (BPS, 2015). According to the UN (2019), with its urban population soaring from 24% in 1990 to 56% in 2019, Indonesia faces the complexities of urban expansion, necessitating resilient strategies to cope with environmental, infrastructural, and socio-economic challenges. The country's urban centres must adapt and thrive amidst these pressures. The transition to urban life is driven by the search for better jobs, education, and healthcare, drawing people from rural areas despite the emerging challenges in housing, transportation, and sanitation. Indonesia's urban growth patterns align with global trends, paralleling but not as rapidly as those in China and India, as reported World Bank in 2020.

Indonesia's urbanization necessitates careful policy and planning to promote sustainable development. This includes government efforts in infrastructure, affordable housing, and environmental protection (Padawangi, 2019). Urban growth offers economic benefits and improved services but also raises issues like inequality and environmental challenges. Strategic urban planning is essential to optimize these benefits while tackling the complexities of urban expansion. Moreover, Indonesia's rapid urbanization amplifies its climate change challenges. Its archipelagic nature makes it prone to sea-level rise, extreme weather, and changing precipitation, increasing its vulnerability to climate impacts (Siagian et al., 2014).



Figure 1 Visual of Indonesian map

Indonesia, an archipelagic nation as depicted in the provided map (Figure 1), is encircled by vast expanses of water and scattered land. The country is increasingly threatened by climate change, which exacerbates the impact of natural disasters through significant environmental repercussions. Rising sea levels present an immediate peril to coastal settlements by causing saltwater to encroach on land, eroding coastlines, and reducing the amount of land suitable for farming. Additionally, the growing occurrence of extreme weather conditions, such as cyclones and intense downpours, triggers floods and landslides. These events often lead to extensive destruction of essential infrastructure and the degradation of vulnerable ecosystems.

Additionally, shifts in precipitation patterns exert a significant influence on the agricultural sector, thereby affecting food security and jeopardizing the livelihoods of countless Indonesians (Measey, 2010).

Indonesia's urban resilience to climate change requires robust and sustainable strategies. These strategies must strengthen infrastructure against extreme weather and integrate climate change considerations into urban planning for housing, transportation, and services. Including at-risk communities in these plans is crucial for equitable adaptation. Holistic policies and adaptive measures are essential for urban areas to prosper while protecting residents, particularly the vulnerable, from climate change effects. Addressing its urban landscapes' vulnerability, Indonesia has initiated comprehensive disaster resilience and preparedness programs. These include setting up early warning systems, crafting disaster risk reduction strategies, engaging in global climate efforts, employing ecosystem-based adaptations, and enacting adaptation policies, showcasing Indonesia's dedication to maintaining its socio-economic progress and community protection (de León et al., 2006).

Among these initiatives, early warning systems, disaster risk reduction strategies, and community-based disaster management stand out as pivotal components of urban resilience efforts in Indonesia (de León et al., 2006). These measures are strategically designed to mitigate the adverse consequences of recurrent and often devastating disasters on socio-economic development within urban areas. In the urban context, early warning systems play a crucial role in providing residents and local authorities with timely information about impending disasters, allowing for swift evacuation and the mobilization of resources. Concurrently, disaster risk reduction strategies are geared towards proactively identifying and addressing the specific vulnerabilities within urban areas, thereby reducing their susceptibility to disaster-related impacts. Moreover, community-based disaster management emphasizes the active participation of local communities in disaster preparedness and response, fostering a sense of ownership and resilience at the grassroots level.

Indonesia's resilience initiatives within its urban centres reflect a commitment to adapting to and mitigating climate change impacts. These efforts aim to protect and sustain urban vitality by preparing for disasters and involving local communities in resilience efforts, which is crucial for success (Sufri et al., 2020). A mature, inclusive policy strategy that addresses both urbanization and climate change is vital. Integrated urban planning must promote inclusivity and resilience, with mayoral leadership playing a key role in driving these policies and strategies forward. This paper focuses on analysing the mayor's influence in fostering resilient urban environments.

The study investigates urban resilience policies across local, regional, and national levels, assessing how they are devised and their alignment. It evaluates city leaders' preparedness for climate challenges and the effectiveness of local government strategies, using a qualitative content analysis of existing literature. The aim is to connect global resilience objectives with local implementation, ensuring coherence in development plans and promoting collaborative efforts among stakeholders. This paper is

significant to enrich studies on the role of political leadership in making resilient urban policies, a notably underexplored area in Indonesia. It identifies key factors influencing policy innovation in municipalities and contributes to the literature by examining the role of mayoral leadership in urban resilience, providing insights for policymakers and scholars in urban governance.

2. Urban Challenges in Indonesia: A Review of Relevant Scholarship

Indonesia, given its substantial population size in Asia as highlighted by Hackett (2018), stands as a significant contributor to the global trend of urbanization. This trend is characterized by the rapid growth of urban populations and the often-unregulated expansion of urban areas. Such demographic and spatial shifts necessitate well-considered and effective urban policies that can effectively address the multifaceted challenges emerging from increased urbanization and urban resilience. The challenges posed by urbanization encompass several dimensions, including land use, mobility, environmental sustainability, and social equity. As urban areas expand and populations concentrate in cities, there is heightened pressure on land resources, leading to issues related to land scarcity, land use conflicts, and the need for efficient land management policies (Zhu & Simarmata, 2015).

Additionally, the increased movement of people within cities necessitates thoughtful urban mobility planning to mitigate issues like traffic congestion and inadequate public transportation systems. Moreover, the ever-expanding urban footprint exerts considerable stress on the environment, leading to detrimental consequences affecting facets such as air and water quality, efficient waste management, and the preservation of essential green spaces (Surya et al., 2020). In light of these environmental challenges, the implementation of sustainable urban policies becomes imperative to mitigate and counteract the negative ecological impacts associated with urbanization, thereby enhancing urban resilience. Furthermore, it is crucial to acknowledge that urbanization can also exacerbate pre-existing social inequalities if not effectively addressed through inclusive policies. As cities grow in size and complexity, disparities in access to fundamental services, including education, healthcare, and employment opportunities, have the potential to widen.

Therefore, urban policies must be meticulously designed to ensure not only the resilience of urban systems but also the promotion of equitable access to services and opportunities for all segments of the population. These inclusive policies play a pivotal role in fostering social resilience within urban contexts, facilitating the capacity of communities to withstand and recover from various socio-economic challenges.

Extensive research conducted in Indonesia, as documented by scholars Bunnell et al. (2013); Firman (2004); Iswanto et al. (2018); Minnery et al. (2013); Padawangi (2019); Roitman and Rukmana (2022), has consistently illuminated the growing complexity of urban challenges within the nation. These studies collectively underscore the imperative for detailed attention and adept management by governmental authorities. The multifaceted urban issues and predicaments are not isolated occurrences but rather endemic to many major cities across Indonesia.

Indonesia's urban areas face complex challenges as depicted in Figure 1, including urban sprawl, overpopulation, inadequate infrastructure, traffic jams, housing shortages, environmental issues, and unequal service access. Rapid urbanization and a significant rural-to-urban migration for better living conditions are intensifying these issues. To address this, comprehensive urban policies and governance that enhance urban resilience – the ability of cities to endure and recover from various stresses – are crucial. This resilience is vital not just for coping with environmental or infrastructural issues but also for ensuring social and economic stability for all citizens. Strengthening resilience is thus key to Indonesia's socio-economic growth.

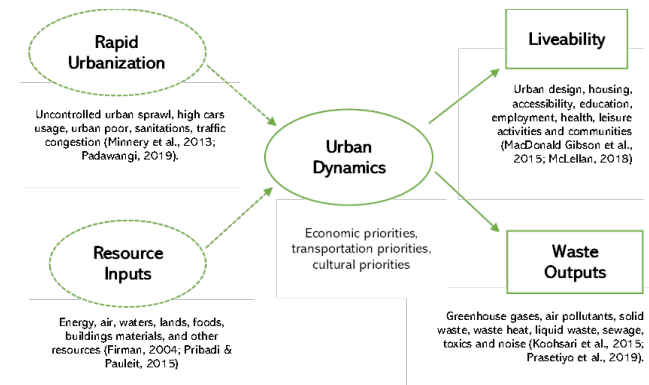


Figure 2 Urban issues and challenges

Urbanization presents intricate challenges that call for holistic policy approaches and dynamic governance. Adaptive governance, essential for urban resilience, must be participatory, incorporating inputs from multiple stakeholders including local communities, civil society, and the private sector (Padawangi, 2019). Such inclusive strategies enhance the legitimacy and impact of urban policies, allowing for resilient responses to the diverse effects of urbanization.

Furthermore, the imperative for decentralized governance structures becomes strikingly evident in the context of urban resilience. Decentralized systems empower local authorities with decision-making authority tailored to the specific circumstances of their individual urban contexts. This decentralization fosters the development of responsive and context-sensitive policy solutions, as local leaders possess an intimate understanding of the distinct challenges and opportunities inherent to their respective cities (Darmawan, 2008; Talitha et al., 2020). In the realm of resilience, decentralized governance mechanisms enable urban areas to tailor their strategies to the unique shocks and stresses they face, facilitating more effective and adaptable responses to the evolving urbanization landscape. In brief, the phenomenon of urbanization, when viewed through the lens of resilience, underscores the critical necessity for adaptive and participatory governance models. These models involve a wide array of stakeholders and decentralize decision-making authority, enabling urban areas to effectively address the multifaceted challenges posed by urbanization while fostering resilience in the face of an ever-changing urban landscape.

The complexities of urbanization demand robust policies and governance. Resilience-focused strategies aim to leverage urbanization for societal benefit, fostering sustainable and inclusive development. Effective governance and committed leadership are crucial for this transformation, with city leaders playing a central role in driving resilience (Irvine, 2008). Their authority and proactive leadership are key to navigating the challenges of urbanization and environmental pressures. The synergy of governance, leadership, and resilience is thus essential for guiding Indonesia's urban areas towards sustainability and resilience.

Numerous scholarly investigations conducted in Indonesia have illuminated the intricate interplay between local governance and the multifaceted realm of urban development (Darmawan, 2008; Firman, 2004; Keban, 2019; Salim & Hudalah, 2020; Vidyattama, 2021). Notably, Firman's research in 2013 underscores the significant role of local government officials, particularly mayors (*Walikota*) as city leaders, in shaping the trajectory of local development. However, it is crucial to acknowledge that, regrettably, prior research endeavours have not extensively delved into the specific leadership roles of city leaders in influencing urban policy.

This research gap may be attributed to the divergent methodologies and thematic orientations adopted in earlier studies. While research has been conducted independently on topics related to urban governance (Minnery et al., 2013; Salim & Hudalah, 2020), urban development (Bunnell et al., 2013; Padawangi, 2019; Roitman & Rukmana, 2022), and political dimensions (Kimura, 2013; Salim & Drenth, 2020) over the decades, reaching conclusive insights regarding the pivotal role of city leaders in shaping urban policy has presented a formidable challenge. It is essential to underscore that comprehensive research dedicated explicitly to political leadership within the context of policymaking remains somewhat limited in Indonesia and this study will attempt to fill the gap.

3. Methodology

3.1 Data Collection and Analysis

This phase involves a desk study where researcher meticulously gathers existing data, documents, and materials related to urban resilience policies and development plans in the chosen city. This includes reviewing reports and strategic plans across local, regional, and national levels as demonstrated at Table 1. The analysis looks at the goals, strategies, and effectiveness of these policies, as well as their alignment with regional (*Rencana Pembangunan Jangka Menengah Daerah – RPJMD*) and national (*Rencana Pembangunan Jangka Menengah Nasional – RPJMN*) development frameworks. It also involves a comprehensive literature review, drawing from both academic and non-academic sources, to establish a solid theoretical and empirical basis for the study. Documents were categorized according to the governmental hierarchy: national, provincial, and municipal tiers. Further, these documents were segregated into two distinct classifications: development policy documents, which encompass long-term, mid-term, and short-term planning, and spatial planning

documents. In aggregate, the study encompasses a total of fifteen policy documents, which consist of 5,788 pages and cover a spectrum from national to regional levels, with the majority being development planning policy documents.

Table 1 Selected documents policy examined. Source: Author

No	Category of Documents	Year	Level	Period	Type	Analysed
1	National Long-Term Development Plan (RPJPN)	2005 – 2025	National	Long	Development Planning Policy	Y
2	National Spatial Plan (RTRWN)	2008 - 2028	National	Long	Spatial Planning Policy	Y
3	National Mid-Term Development Plan (RPJMN)	2020 – 2024	National	Medium	Development Planning Policy	Y
4	Long-Term Development Plan of Central Java Province	2005 – 2025	Province	Long	Development Planning Policy	Y
5	Spatial Plan of Central Java Province	2009 – 2029	Province	Long	Spatial Planning Policy	Y
6	Long-Term Development Plan of East Java Province	2005 – 2025	Province	Long	Development Planning Policy	Y
7	Spatial Plan of East Java Province	2009 – 2029	Province	Long	Spatial Planning Policy	Y
8	Long-Term Development Plan of West Java Province	2005 – 2025	Province	Long	Development Planning Policy	Y
9	Spatial Plan of West Java Province	2009 – 2029	Province	Long	Spatial Planning Policy	Y
10	Mid-Term Development Plan of Central Java Province	2018 – 2023	Province	Medium	Development Planning Policy	Y
11	Mid-Term Development Plan of East Java Province	2019 – 2024	Province	Medium	Development Planning Policy	Y
12	Mid-Term Development Plan of West Java Province	2018 – 2023	Province	Medium	Development Planning Policy	Y
13	Mid-Term Development Plan of Semarang City	2021 – 2026	Municipal	Medium	Development Planning Policy	Y
14	Mid-Term Development Plan of Surabaya City	2021 – 2026	Municipal	Medium	Development Planning Policy	Y
15	Mid-Term Development Plan of Bandung City	2018 – 2023	Municipal	Medium	Development Planning Policy	Y

3.2 Content Analysis Method

Qualitative content analysis is the investigation step, wherein the collected data from the desk study, policy analysis, and literature review are subjected to rigorous examination (Crabtree & Miller, 2022). Content analysis technique is employed to scrutinize how specific terms related to urban resilience are articulated within the selected documents. This systematic evaluation dissects the language and context to understand the conceptualization of urban resilience in policy documents. It aids in discerning the nuances of policy language and the implications of these terms in practical application. The frequency of specific terms within the documents may reflect their significance from the governmental viewpoint and can also suggest the government's understanding of these concepts.

3.3 Multiple Case Studies

The research utilizes case studies to examine the implementation of urban resilience policies in practice. It identifies recurring themes, patterns, challenges, and opportunities by analysing the qualitative data collected. These case studies provide a detailed account of how local leaders and stakeholders address climate challenges and how their actions align with theoretical leadership and urban resilience frameworks. This method helps to ground the theoretical analysis in real-world examples, enhancing the study's practical relevance.

4. Significance of the Study

This study holds significant importance as it contributes to the enhancement of political leadership, a pivotal factor in the initiation of urban policies across diverse cities. Notably, investigations into political leadership concerning urban policies and resilience within the Indonesian context are notably scarce. This study aids in advancing the common objectives of municipal institutions by identifying the factors that exert influence on the innovativeness of urban resilience policies within municipal governments. Furthermore, this work enriches the existing body of literature by highlighting the significance of underlying factors and drawing from the valuable experiences of policymakers.

It extends previous research conducted in developing countries by incorporating a comprehensive exploration of the rich 'external environment' that envelops the study. Ultimately, this research contributes to the discourse on political leadership practices, thereby expanding our comprehension of the role of mayoral leadership in the formulation of urban policies and the promotion of urban resilience. In doing so, it not only augments our understanding of the intricate dynamics at play but also serves as a valuable resource for policymakers and scholars seeking to navigate the complex terrain of urban governance, leadership, and resilience.

5. Discussion and Findings

Building upon the content analysis conducted, Table 2 presents a detailed enumeration of terms associated with urban resilience as they appear in the planning documents. Table 2 indicates that "resilience" is universally examined in the documents, yet its Indonesian translation varies, reflecting the complexity of linguistic adaptation. "Ketahanan" is the prevalent term, with alternatives like "ketangguhan" and "kekokohan" also used, alongside the anglicized "resiliens". Within the documentation, the notion of resilience is subtly interwoven with sustainable development, especially in contexts of urban scholarship and climate change adaptation. Discourse primarily situates the application of sustainable development and resilience within the ambit of food security and the fortification of economic robustness.

Terms related to governance and government institutions (e.g., "Government," "Governance," "Capacity") are notably prevalent in provincial documents, with the highest counts in the provincial-level RPJMD for West Java (10,463 mentions), and Central Java (6,585 mentions) pointing to a significant consideration of institutional factors in regional resilience strategies. The use of the core term "Resilience" and its related concepts like "Robustness" and "Adaptability" appears consistently across all levels, with high occurrences in national documents (RPJPN: 51, RPJMN: 148), suggesting an overarching recognition of resilience in national policy discourse. Overall, the numbers indicate a robust integration of resilience and sustainability terminology in Indonesia's development planning, with variations in emphasis across different regions and administrative levels.

Building on these insights, the finding disclosed approaches for fostering resilience at the local level and its interplay with leadership. It also analysed the integration of climate change adaptation action plans into the overall development planning policies. Then, the paper explored the critical function of mayoral leadership in crafting policies that enhance urban resilience.

5.1 Resilience Development Strategy and Local Leaders

Decentralization stands as a pivotal factor in creating a landscape of opportunities for enhanced governance and resilience, yet it is not without its inherent limitations and complexities. In the Indonesian context, the capacity of local governments to institute adaptive and innovative policies geared towards fostering resilience is inherently tied to decentralization laws that grant them the authority to devise localized solutions to address vulnerabilities and challenges. This legal framework serves as the bedrock upon which responsive and context-specific policies can be crafted, laying the groundwork for dynamic governance practices that are highly attuned to the unique needs and circumstances of their constituencies.

As outlined by the work of Prianto and Abdillah (2022) that the decentralization of governance in Indonesia, by design, has engendered an environment where local leaders possess the agency and flexibility to forge creative and tailored approaches to address various vulnerabilities, including those related to urban resilience. This empowerment is instrumental in facilitating the emergence of leaders who are not only receptive to the pressing needs of their communities but also adept at employing innovative methodologies to meet these needs effectively. In essence, decentralization fosters an ecosystem wherein forward-thinking and resourceful leaders can rise to the forefront of governance (Alm & Indrawati, 2004). These leaders are uniquely positioned to harness their local knowledge and insights, coupled with a deep understanding of the specific challenges faced by their constituents, to devise policies and initiatives that resonate with the population and are adept at addressing vulnerabilities.

Decentralization facilitates local leaders in employing innovative solutions, responsive policymaking, and community collaboration to co-create strategies that resonate with local needs and ambitions. It fosters leadership adept at addressing emergent challenges and maximizing local expertise. However, its success

Table 2- Text search related to urban resilience in the examined documents. Source: Author

NO	TEXT SEARCH CRITERIA URBAN RESILIENCE	TYPE OF DOCUMENT														
		NATIONAL			PROVINCIAL						MUNICIPAL					
		RPJPN	RPJMN	RPJUM	CENTRAL JAWA	WEST JAVA		JAWA BARU		DIYOGYAKARTA	SEMARANG	SURABAYA	BANDUNG			
1	Resilience, Resilient, Advantages, Flexibility, Adaptability	51	144	9	25	197	4	15	126	9	11	261	39	177	81	46
2	Preparedness, Integrated, Reflective	23	94	18	6	107	6	12	66	6	16	134	25	64	68	71
3	Durability, Sustainable, Sustainable development, Social Sustainability	854	1088	70	330	1393	114	470	1626	104	663	2884	188	1302	1212	1967
4	Environment, Environmental, Ecology, Ecological, Natural, Ecosystem	381	419	508	188	502	269	184	575	239	156	772	234	477	513	529
5	Climate, Climate change, Global warming, Climate crisis, Weather	164	252	15	50	141	26	89	165	21	77	1306	15	237	229	98
6	Natural disaster, Disaster management, early warning system, disaster mitigation, Disaster risk reduction, recovery, Prevention, Anticipation, Control	399	931	557	251	984	347	252	630	481	297	1017	354	670	611	465
7	Landslides, Floods, Earthquakes, Tsunami, Volcano Eruptions, Tornados	31	237	153	49	322	149	26	289	219	34	164	165	189	105	155
8	Government, Central government, Provincial government, Local government, Governance, capacity, institutional, infrastructure, service	807	764	2061	796	6385	957	813	4626	865	1754	10463	801	5271	5907	6128

The table provides an analysis of the occurrence of terms related to urban resilience across various planning documents at the national, provincial, and municipal levels in Indonesia. The terms are organized into eight categories related to attributes of urban resilience and sustainable development.

The term "Sustainability" and its variants have the highest occurrence across all documents, with particularly high frequencies in the national-level RPJMN (1,088 mentions) and provincial-level RPJMD documents for West Java (2,894 mentions) and municipal-level RPJMD of Bandung (1,967 mentions). This suggests a strong emphasis on sustainable development in policymaking. "Natural disaster" related terms are most frequent in the national-level RPJMN document (931 mentions) and (1,017 mentions) in West Java RPJMD, indicating a significant focus on disaster management at the national and provincial policy level. The category "Environment" related terms also appear frequently, with the highest counts in the provincial-level RPJMD for West Java (1,306 mentions), which may reflect a focus on environmental aspects of urban resilience in regional planning.

depends on solid institutional structures, capacity development, and accountability at the local level. Effective decentralization also requires alignment with national policies and careful management to prevent regional disparities or conflicts of interest, needing higher-level governmental guidance and oversight.

The 1999 decentralization reforms in Indonesia shifted significant authority to local governments, reducing provincial and national roles and adding complexity to the policy domain (Engdaw, 2022; Negara & Hutchinson, 2021; Talitha et al., 2020). This transition aimed to enhance local autonomy and community involvement but led to challenges, including insufficient human resources, policy execution issues, and vague accountability. Addressing these issues required bolstering local capacities and governance frameworks. The devolution of power also complicated cross-sector coordination, particularly in disaster management, leading to sectoral conflicts (Rai et al., 2020). Effective spatial and strategic policy implementation in Indonesia now hinges on overcoming hurdles in integration, coordination, capacity, and conflict management to achieve coherent urban planning that supports sustainable and resilient development.

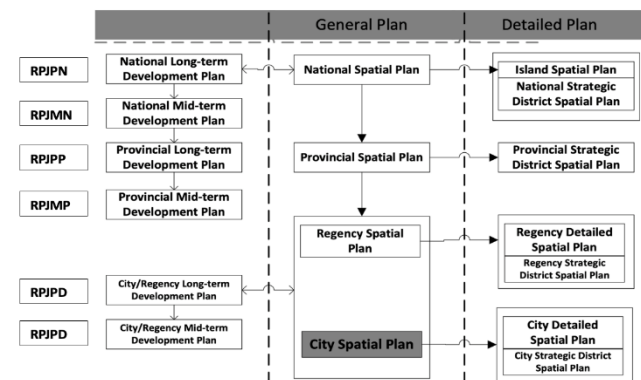


Figure 3 The position of urban spatial planning in the spatial planning system (Sistem Penataan Ruang - SPR) and national development planning system (Sistem Perencanaan Pembangunan Nasional - SPPN)

Indonesian development planning is bifurcated into two interconnected spheres: development planning policies and spatial planning policies, which must synergize for effective governance. As specified by Law 26/2007, spatial planning is thoroughly structured, and strategic development planning is outlined under Law 25/2004. A diagrammatic hierarchy of these policy categories is illustrated in Figure 3, delineating them across National, Provincial, and Local levels. Policies at each tier are stratified into long-term (20 years), mid-term (5 years), and annual planning guidelines. For urban resilience initiatives, this structured policy framework is crucial for bolstering the adaptive capacities of urban regions to address diverse challenges. Embedding the tenet of urban resilience into these policy strata is imperative, demanding an integrated policy development process that contemplates the intricate urban dynamics and adheres to resilience standards.

Indonesian spatial and strategic development planning has faced considerable challenges, primarily concerning the harmonization of development and spatial plans and their alignment

across administrative levels from national to local. Effective integration of these plans is critical for the alignment of physical planning with strategic development objectives. However, the practicalities of integrating these domains necessitate inventive strategies to reconcile spatial and non-spatial planning aims. Equally challenging is ensuring vertical policy integration across the different tiers of government. Such alignment is essential to translate national strategies into regional and local actions, a process that demands robust communication, collaborative governance, and concerted efforts among government entities (Kusumasari & Alam, 2012).

The extensive decentralization in Indonesia has revealed a gap in readiness for decentralized administration and fiscal oversight (Dixon & Hakim, 2009). Historically, local governance and budgetary decisions were heavily centralized, but decentralization shifted these responsibilities to local governments. Despite local governments' eagerness to assume these new roles, many lacked the requisite expertise to manage governance and finances effectively, leading to subpar public service delivery, which has been a barrier to maximizing the advantages of decentralization (Kusumasari & Alam, 2012). Additionally, the adoption of urban resilience concepts, particularly in relation to climate change, presents a novel opportunity to enhance urban planning. Factoring climate change into development strategies prompts a more anticipatory stance towards sustainability and economic viability, marking a significant evolution from traditional planning by integrating climate risks into urban developmental foresight.

Local government leadership, particularly from mayors, is instrumental in overcoming decentralization challenges and forging resilient urban frameworks. As key figures, mayors wield the authority to embed urban resilience within city development plans. Their leadership is essential for closing the capacity gaps in local governance by cultivating requisite skills and knowledge. With a focus on climate resilience and strategic risk management, mayoral initiatives can enhance urban preparedness for climatic adversities, thereby reinforcing urban resilience. The devolution of planning and financial powers in Indonesia, alongside the imperatives of urban resilience and climate adaptation, underscores the mayoral role in sculpting robust urban policies. Mayoral actions are central to navigating decentralization-induced challenges, augmenting local government capabilities, and steering proactive climate risk responses, thus steering Indonesian cities towards resilient and sustainable futures.

5.2 National Strategy: Action Plan for Climate Change Adaption

Indonesia's government has instituted an extensive array of national policies directed towards climate change adaptation, culminating in the National Action Plan for Climate Change Adaptation (RAN-API), which covers the period from 2013 to 2025. The RAN-API systematically details the climate phenomena affecting the nation, including temperature increases, altered precipitation cycles, sea-level rise, and extreme weather conditions (Haryanto, 2018). Formulated through a participatory process, the RAN-API has been developed with contributions from a wide spectrum of stakeholders, ranging from government entities to

NGOs and local climate experts. This collaborative approach fosters a holistic and robust response to climate-related challenges.

Furthermore, the RAN-API is integrated into long-term regional planning, allowing for sector-specific adaptations informed by the directives of various ministries and local governance bodies. This integration illustrates a concerted effort to embed climate change adaptation into the national agenda, reinforcing the resilience of urban centres across Indonesia. The strategic incorporation of RAN-API within Indonesian planning policy is visually summarized in Figure 4.

Indonesia's National Plan for climate change, led by the Ministry of National Development Planning, is a strategic endeavour to combat climate challenges on a national scale. The RAN-API is a key element of this national development strategy, steering governmental planning, including the RPJMN, towards greater climate responsiveness. Beyond influencing national directives, the RAN-API is instrumental in crafting localized climate adaptation strategies, supporting local governments in their response efforts. This highlights the essential role of local authorities and mayoral leadership in developing and executing resilience strategies to mitigate climate change effects.

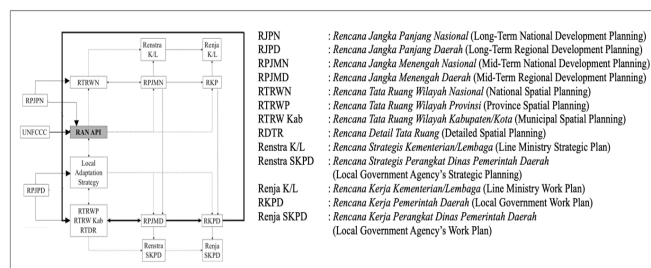


Figure 4 The position of RAN API in the development planning system, Source: Own compilation adapted from Ariando (2018)

The Indonesian RPJMN is structured around three principal axes: the national development agenda, sectoral development priorities, and regional development objectives. These are harmonized with the President’s nine-point development agenda, *Nawa Cita*, which is central to guiding policy and strategic direction (Tomsa, 2018). Within this national framework, the import of local government is pronounced, particularly in crafting a resilience strategy. Local authorities, under mayoral guidance, are entrusted with contextualizing national directives into region-specific actions (Wijaya et al., 2020). This involves aligning local initiatives with national climate change adaptation and resilience goals. Mayors are pivotal in embedding these national priorities into municipal development agendas (Haqi & Dühr, 2022). They have the mandate to champion climate resilience, mobilize resources, and catalyse stakeholder engagement. National frameworks, such as the RAN-API, offer strategic direction to local governments, enabling them to pinpoint climate-related issues and craft bespoke adaptation strategies.

Mayors, positioned at the forefront of local governance, are instrumental in adapting national climate change goals to the specificities of their regions. They hold the requisite authority to embed climate change mitigation within municipal development

initiatives (Sutarto & Jarvie, 2012). As catalysts for resilience, mayors can galvanize community action, marshal resources, and foster partnerships across public, private, and civil sectors. Utilizing the RAN-API as a strategic guide, mayors can customize climate adaptation efforts to meet their cities' distinctive needs, thereby bolstering community resilience.

The synergy between local governments and mayoral leadership is essential in contextualizing the national resilience agenda. Local authorities act as conduits, translating national objectives into targeted local actions, vital for community-level climate change preparedness. Mayoral engagement with national frameworks is key in fostering grassroots climate resilience, enhancing Indonesia's collective capacity to navigate the consequences of climate variability (Haqi, 2016).

The decentralization of governance in Indonesia has been a significant reform, granting provincial and local governments increased self-governance. This shift, as discussed by Engdaw (2022); Negara and Hutchinson (2021), has facilitated a more effective distribution of resources and the realization of precise development outcomes. Yet, this decentralization has led to marked disparities in capacity, particularly in human and financial resources between provincial and municipal levels, affecting the uniformity of disaster risk mitigation efforts (King et al., 2016). Compared to the national level, fewer localities have established dedicated disaster risk reduction entities or comprehensive plans. This unevenness in preparedness is significant for Indonesia's overall urban resilience strategy, highlighting the need to enhance disaster risk reduction and planning at sub-national levels. Strengthening the disaster resilience capacity of local governments is a critical aspect of the broader urban resilience framework, crucial for creating urban spaces that are robust against a variety of disruptions.

Recognizing the crucial role of local government and mayoral leadership in shaping resilience policies, it becomes apparent that empowering these entities with the requisite resources, capacity-building initiatives, and support systems is paramount. Nurturing their capabilities to proactively address disaster risks and integrate resilience into urban planning is pivotal for the success of Indonesia's urban resilience strategy. This involves not only strengthening their disaster risk reduction agencies but also fostering a culture of proactive disaster preparedness and response. Ultimately, it is through the visionary leadership of mayors and local government authorities that urban resilience policies can be effectively translated into action, safeguarding the well-being of their communities, and ensuring the sustainable development of their urban areas.

5.3 The Policymaking Process, Urban Resilience and Mayoral Leadership

Indonesian urban centres operate within an elaborate planning framework that integrates various sectors, prioritizing development, and spatial planning. The paper is dedicated to providing a comprehensive exploration of complex mechanisms of development and spatial planning, producing foundational documents crucial for financial allocation and operational guidance. The Indonesian urban planning model follows a structured sequence of three interrelated stages, crucial for shaping the urban development path. Initially, the RPJPD, depicted in Figure 5

presented in Appendix 1, outlines a long-term strategic direction covering a span of twenty years. This is followed by the RPJMD, which is subject to detailed biennial assessments and substantial quinquennial updates, ensuring alignment with the mayor's strategic vision and objectives as illustrated in Figure 6 presented in Appendix 2.

Annual planning is crucial for the practical execution of the RPJMD's long-term goals, translating yearly objectives into action (Handayani et al., 2019). Within this annual framework, spatial planning is prominent, translating the mayor's vision into practical initiatives within the five-year RPJMD cycle. It legitimizes crucial land use decisions and underpins infrastructure planning, undertaken by the Department of Public Works among other relevant bodies. The involvement of local governments and the strategic influence of mayoral leadership are critical (Haqi & Pandangwati, 2021). These actors are key in forging resilience policies grounded in sustainability, ensuring the city's development aligns strategically with the capacity to address the complex challenges of modern urban life. Local government, led by the mayor, is thus integral to the orchestration of an urban resilience agenda conducive to sustainable and resilient urban development.

The development process of the city's RPJMD is characterized by a meticulous and inclusive procedure that typically spans approximately six months. This intricate process is designed to facilitate a comprehensive review and revision, involving various levels of government, from sub-district entities to the local council (DPRD). The primary objective of this thorough process is to prioritize and incorporate actions essential for the city's overall development plan effectively. The RPJMD's formulation draws upon a diverse array of inputs and attention, consolidating a range of data from several sources. These inputs encompass the expertise of BAPPEDA (Local Development Planning Agency) and other local agencies, relevant laws and policies, RPJPD, as well as provincial and city spatial planning (Sutarto & Jarvie, 2012). Furthermore, the process involves a thorough evaluation of prior RPJMDs, ensuring that lessons from previous planning cycles are integrated into the current strategy. Statistical data spanning the city's performance over the past five years also plays a pivotal role in shaping the RPJMD.

The culmination of this meticulous process is the drafting of the RPJMD, which prioritized program activities that will guide the city's development over the next five years as summarised at Figure 5. However, the RPJMD's finalization is not solely an internal procedure; it incorporates a critical phase known as "*musrenbang*" or development planning deliberations (Bappenas, 2019). The *musrenbang* constitutes an annual process of extensive public participation conducted at the sub-district level. Led by the head of sub-district, this forum convenes representatives from the local community. The primary objective of *musrenbang* is to ensure that emerging issues and concerns are openly discussed with the public. Moreover, it serves as a platform to collaboratively decide upon the main short-term priority actions that will be pursued. The outcomes of these deliberations during the *musrenbang* are of utmost importance, as they feed directly into the final draft of the RPJMD. The RPJMD team, in conjunction with BAPPEDA, which holds overall coordination responsibilities for the RPJMD, utilizes the inputs from *musrenbang* to refine and solidify the development plan.

Within this comprehensive planning process, the local government and mayoral leadership play a pivotal and indispensable role in shaping resilience policies. They are at the forefront orchestrating this multifaceted process, ensuring that it aligns with the principles of sustainability and urban resilience. Their leadership is not confined to bureaucratic roles but extends to actively engaging with the community and incorporating their perspectives and needs into the city's development agenda (Haqi & Pandangwati, 2021). Consequently, the involvement of local government and mayoral leadership remains integral in fostering urban resilience and sustainability, making them key drivers in steering the city towards a more resilient and prosperous future.

The RPJMD planning process serves as a pivotal juncture for the seamless integration of crucial resilient policies, including climate change priorities, into the fabric of city planning, budget allocation, investments, and activities. This integration can occur during the initial design of the RPJMD or through the *musrenbang*, a critical phase of public deliberation. To successfully infuse any priority issue, such as climate change adaptation, into the city's development planning, an intensive and well-coordinated approach is imperative (Karman et al., 2022). A central element in this integration process is the strategic selection of local government agencies operating under the purview of the city's mayor, who plays a leadership role in guiding the city's trajectory. In this context, particular emphasis is placed on the pivotal role of the RPJMD team, especially during the public consultation phase embodied by the *musrenbang*. This strategic emphasis ensures that climate change adaptation issues find their rightful place within the overarching urban resilience agenda.

Local governments and city leaders are essential in promoting public involvement in the formation of resilience-focused policy, with community engagement recognized as key to reflecting a community's varied interests and necessities. Akbar et al. (2020) argues that omitting community input during the planning stages can result in less-than-ideal outcomes, as it can lead to the oversight of vital considerations that affect the intended recipients of these policies. Furthermore, Taufiq et al. (2021) stresses the importance of enlightening local leaders on the value of participatory planning in urban development, advocating for development efforts to be tightly interwoven with the unique needs and aspirations of the communities they serve. This is particularly relevant to strategies countering climate change and bolstering resilience.

Within the ambit of resilience-building, specific strategies and initiatives come to the forefront as essential contributors to this endeavour. Participatory decision-making, a cornerstone of the participatory planning process, serves as a means to actively involve community members in policy formulation and decision-making (Sofhani, 2006). This strategy ensures that the voices of those directly impacted by policies, including climate change adaptation and resilience measures, are heard, and considered. Additionally, community engagement emerges as another critical initiative that fosters resilience. It involves proactive involvement and collaboration with local communities in various aspects of resilience planning and implementation. This approach acknowledges that the community possesses valuable local knowledge and experiences, making them integral partners in developing effective resilience

strategies. Community engagement not only empowers individuals and communities but also leads to more contextually relevant and sustainable resilience solutions.

The development of community resilience relies heavily on the leadership roles assumed by local government officials and city leaders. These individuals are instrumental in cultivating a participatory environment, essential for engaging community members in the policy formulation process. They establish platforms conducive to public involvement in governance. Such participatory processes, endorsed by local leadership, are critical for integrating community input into policy and decision-making (Sofhani, 2006; Widianingsih & Morrell, 2007). These mechanisms facilitate a venue for citizens to express their needs and ambitions, thus empowering them to influence the creation of policies and plans tailored to their circumstances. Adopting this participatory approach ensures that the policymaking process is more encompassing and reflective of the diverse voices within the community.

Community engagement, guided by local governments and city leaders, is crucial for the collaborative development and execution of resilience plans. This strategy acknowledges the rich local knowledge and expertise within communities, deeming their participation essential in formulating robust resilience strategies. Such engagement empowers residents and leads to resilience solutions that are sustainable and tailored to the community's specific challenges, including climate-related issues. The leadership from local authorities is central to fostering resilience through participatory decision-making and active community involvement. Their dual role as enablers and advocates is key to an inclusive policy process that truly reflects the community's needs and priorities. These strategies are fundamental to devising resilience initiatives that successfully address critical issues such as climate change, while also instilling a sense of agency and empowerment among community members.

The role of local government bodies and mayoral leadership becomes increasingly vital during public consultations aimed at embedding resilience-focused policies into climate change adaptation strategies for urban development (Akbar et al., 2020; Prianto & Abdillah, 2022; Rai et al., 2020). Such consultations are key platforms for engaging a spectrum of stakeholders, from community leaders to policy experts, in transparent dialogue. This engagement covers the entirety of the RPJMD cycle, including detailed planning, public consultations, and musrenbang. In the RPJMD process, local agencies, steered by mayoral direction, are charged with converting strategic imperatives into implementable actions. Their participation ensures the tangible incorporation of climate change adaptation into the urban planning agenda. Within this collaborative model, climate change concerns are carefully delineated, extensively deliberated, and seamlessly integrated into the wider development strategy.

Central to the integration of community-driven development planning is the musrenbang, an essential participatory forum led by sub-district heads and involving community members. This mechanism exemplifies a grassroots approach, aligning climate change adaptation and resilience measures with the community's needs and ambitions. The musrenbang empowers local residents to influence their urban landscape, bolstering the city's ability to meet

climate-related challenges and engage in governance. Under mayoral oversight, local government agencies become pivotal in advancing resilience policies. Their active engagement shapes the city's future, focusing on increased resilience and climate preparedness. These efforts translate climate adaptation priorities into practical measures, enhancing the city's capacity to manage the unpredictability of climate change and contributing to sustainable urban progress amidst economic uncertainties.

6 Conclusion

The study highlights a pivotal link between the abilities of local governments to implement adaptive, innovative policies for resilience and the decentralization statutes providing them with the autonomy to create targeted solutions for local challenges. Decentralization empowers city leaders to utilize inventive approaches to problem-solving, engage in agile policy development, and collaborate with communities and stakeholders. Under mayoral governance, local authorities become key agents in addressing these issues, exerting substantial impact on the formulation of resilient urban policies.

Mayors as leaders of cities possess an authority and scope of influence that transcends their formal administrative duties. They are pivotal in weaving urban resilience into the broader tapestry of urban planning. Mayoral leadership is essential in surmounting the capacity deficits commonly encountered in local government operations. Mayors are capable of cultivating the necessary skills and nurturing an organizational ethos within city administrations that can tackle the diverse challenges posed by climate change and urban resilience. Their role as leaders acts as a fulcrum for transformative policy and procedural advancements, bolstering the city's preparedness to navigate the intricacies of an evolving global landscape.

The national directive to incorporate the RAN-API into long-term regional planning marks a significant stride in Indonesia's response to climate change. This effort involves adapting the RAN-API to various sectors within the nation. Its most substantial impact is seen at the subnational level, where local governments take the helm in formulating a cohesive resilience strategy. These governments are tasked with aligning their local strategies with the national climate change agenda, focusing on adaptation and resilience initiatives. Mayors, as city executives, exert a notable influence in this regard.

Endowed with authority, mayors have a substantial role in guiding the assimilation of climate adaptation strategies into municipal development plans. Their leadership is crucial in bridging national aspirations, like those of the RAN-API, with community-specific resilience actions. Mayors' proactive stewardship is key to prioritizing climate change adaptation in urban planning, catalysing initiatives to address climate change's complex challenges. This strategy is vital in creating urban spaces that are prepared, adaptable, and resilient amidst the ongoing changes in the climate.

Lastly, local government guided by mayoral leadership, plays an indispensable role in directing the urban resilience agenda towards sustainable development. This role is particularly salient in the RPJMD planning and Musrenbang processes, where local authorities and mayors act as principal architects of resilience policies (Karman et al., 2022).

Mayoral leadership transcends traditional administrative functions, taking on a proactive, transformative nature that engages directly with community stakeholders.

The leadership's commitment to integrating community input into urban development plans comes to the fore during public consultations. These forums are vital for assimilating local insights into resilience policies that address climate change impacts on urban development. The involvement of local governments and mayors is crucial during these discussions, ensuring that resilience strategies align with both climate adaptation needs and the community's aspirations. Through this participatory approach, local leadership ensures that urban resilience policies are not only inclusive but also reflective of the collective vision of the city's residents.

This study underscores the critical interplay between decentralization, local governance capabilities, and mayoral leadership in enhancing urban resilience. This synergy enables cities to effectively confront climate challenges, adopt adaptive strategies, and innovate for risk reduction and resilience. Mayoral leadership is central in driving urban development towards resilience and sustainability. It is instrumental in actualizing national climate initiatives at the local level, positioning climate adaptation at the forefront of urban planning. Collectively, local governments and mayors are key agents in operationalizing resilience policies, reinforcing urban capacities to manage climate-related developments.

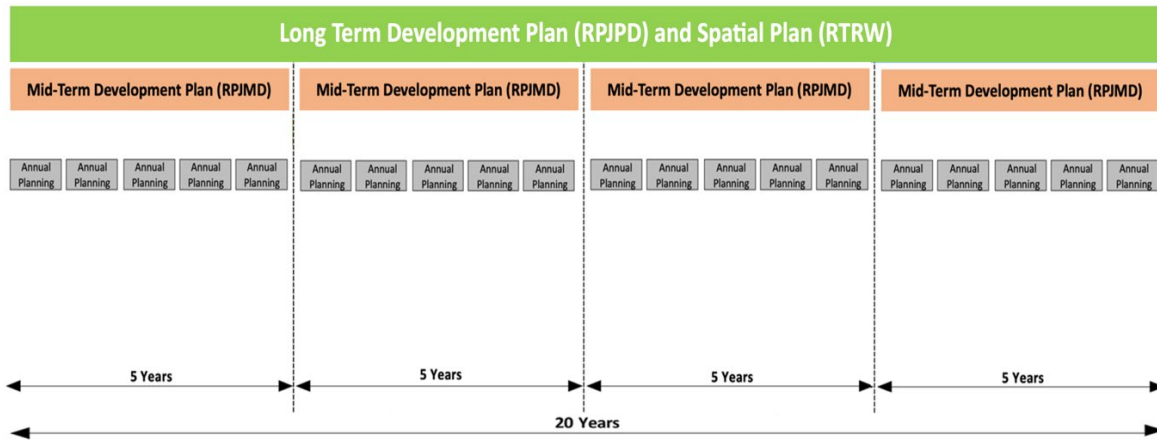
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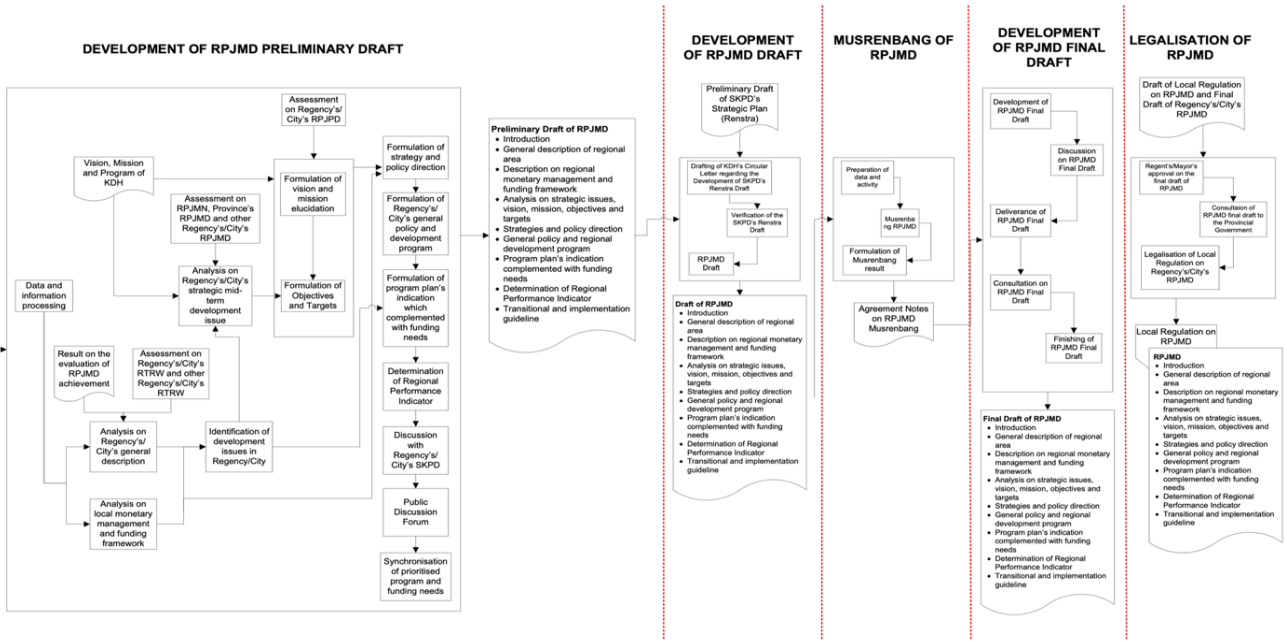
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Appendix 1 - Figure 5. Development plan time spans



Source: Own compilation adapted from Sutarto and Jarvie (2012)

Appendix 2- Figure 6. The Development of RPJMD and Musrenbang



Source: Own compilation adapted from Ministry of Public Work Decree 17/2009