



From Fragmentation to Coherence: The Role of Integrated Governance in Indonesian Public Administration

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Abstract

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Public governance effectiveness increasingly depends on the integration and coherence of policies across institutions and sectors. This study analyzes the effectiveness of policy integration in ensuring coherent governance and examines the urgency of strengthening integrated governance in Indonesia. Using a normative juridical method combined with systematic and sociological approaches, the study evaluates the relationship between regulatory frameworks and their practical implementation. The findings indicate that despite the presence of comprehensive policies and institutional arrangements, governance remains fragmented due to weak inter-agency coordination and siloed administrative structures. This fragmentation leads to inconsistent policy outcomes and reduced efficiency in public service delivery. Furthermore, the study highlights that integrated governance approaches, including whole-of-government strategies, are essential for addressing these challenges. Strengthening coordination mechanisms, aligning policy objectives, and fostering inter-institutional collaboration are therefore critical for improving governance performance. The study contributes to advancing governance reform by emphasizing the importance of policy coherence and integration.



1. Introduction

The effectiveness of public governance increasingly depends not only on the existence of policies and institutional capacity but also on the degree of integration and coherence across governance systems. Modern public administration operates within complex environments where multiple institutions, sectors, and policy domains interact simultaneously. In Indonesia, regulatory frameworks such as Undang-Undang Nomor 30 Tahun 2014 tentang Administrasi Pemerintahan and Undang-Undang Nomor 25 Tahun 2009 tentang Pelayanan Publik provide a comprehensive legal foundation for public service delivery and administrative governance. These frameworks establish formal structures intended to ensure coordination, accountability, and effectiveness. However, the presence of multiple policies and institutions does not automatically result in coherent governance outcomes. This highlights the need to examine governance from an integrative perspective.

Despite the expansion of policy frameworks and institutional arrangements, public governance in Indonesia continues to face challenges related to fragmentation and weak coordination. Widjaja and Dhanudibroto (2025) highlight that inter-agency coordination remains limited, leading to inefficiencies in policy implementation. Similarly, Nuriyatman et al. (2025) emphasize that administrative and coordination barriers frequently hinder effective policy execution. These findings indicate that governance systems are often characterized by siloed institutional structures that operate independently rather than collaboratively. Scott and Gong (2021) further argue that siloed governance creates barriers to effective coordination and reduces

the overall effectiveness of public policies. As a result, policy outcomes become inconsistent and fragmented across sectors and regions. This suggests that governance challenges in Indonesia are not solely related to capacity but also to integration.

From a theoretical perspective, policy coherence and integration have emerged as critical concepts in addressing governance fragmentation. Trein and Maggetti (2020) emphasize that policy integration involves aligning objectives, instruments, and institutional arrangements across different policy domains. Similarly, Shawoo et al. (2023) highlight that policy coherence is essential for ensuring that governance systems produce consistent and mutually reinforcing outcomes. Cairney (2025) further argues that whole-of-government approaches are necessary to overcome fragmentation and improve policy effectiveness. These perspectives indicate that integrated governance is not merely an administrative arrangement but a strategic approach to achieving coherent policy outcomes. Without such integration, governance systems risk producing conflicting or redundant policies. This provides a theoretical foundation for analyzing governance coherence in Indonesia.

The issue of fragmentation becomes more pronounced when considering the increasing complexity of public administration and the need for cross-sectoral coordination. Krogh and Triantafillou (2024) highlight that contemporary governance models require collaboration across institutional boundaries to address complex policy challenges. Similarly, Klijn et al. (2025) emphasize the role of governance networks in facilitating coordination and integration among public

sector actors. However, the application of such integrative approaches in Indonesia remains limited. Existing governance practices often lack mechanisms for effective coordination and alignment across institutions. This results in policy fragmentation, duplication of efforts, and reduced efficiency in public service delivery. Therefore, addressing governance challenges requires a shift toward more integrated and coherent governance systems.

Based on these considerations, this study aims to analyze the effectiveness of policy integration in ensuring coherent governance within Indonesia's public administration system and to examine the urgency of strengthening integrated governance to address policy fragmentation. The study adopts a normative juridical method combined with systematic and sociological approaches to evaluate both regulatory frameworks and their implementation. By focusing on the relationship between policy integration and governance outcomes, this research provides a comprehensive analysis of governance coherence. The study contributes to the development of more integrated and effective governance models in Indonesia. Furthermore, it offers policy insights into how coordination and integration can be enhanced to improve governance performance. Through this approach, the study supports the advancement of coherent, efficient, and service-oriented public administration.

2. Literature Review

Policy integration and coherence have emerged as central concepts in contemporary public governance, particularly in addressing the complexities of

multi-sectoral policy environments. Policy integration refers to the alignment of objectives, instruments, and institutional arrangements across different policy domains to achieve consistent outcomes. Trein and Maggetti (2020) argue that effective policy integration requires coordination mechanisms that connect various governance actors and administrative levels. Similarly, Trein et al. (2021) emphasize that policy coordination and integration are essential for improving governance effectiveness in complex systems. Shawoo et al. (2023) further highlight that policy coherence ensures that different policy initiatives do not conflict but instead reinforce one another. These perspectives indicate that integrated governance is a key determinant of policy effectiveness. Without such integration, governance systems risk producing fragmented and inconsistent outcomes.

The problem of fragmentation in public governance is often associated with the presence of siloed institutional structures that operate independently with limited coordination. Scott and Gong (2021) explain that siloed governance creates barriers to communication and collaboration among public institutions, leading to inefficiencies in policy implementation. Similarly, Deslatte and Stokan (2020) highlight that fragmented organizational structures can result in missed opportunities for synergy and increased administrative costs. Park (2025) further emphasizes that fragmented governance systems often struggle to manage complex policy environments due to the lack of shared norms and coordination mechanisms. These findings suggest that fragmentation is not merely an organizational issue but a systemic governance problem. As a result, addressing fragmentation requires comprehensive approaches that go beyond individual institutional reforms.

To address fragmentation, the concept of whole-of-government and integrated governance has been developed as a strategic approach to enhance coordination and policy coherence. Aoki et al. (2024) define whole-of-government as an approach that promotes collaboration across government agencies to achieve shared policy objectives. Cairney (2025) emphasizes that such approaches are essential for overcoming policy fragmentation and improving governance effectiveness. Boekholt et al. (2024) further highlight that integrated governance requires the development of mechanisms that facilitate coordination and information sharing among institutions. In addition, Krogh and Triantafillou (2024) argue that new public governance models emphasize network-based collaboration and cross-sectoral integration. These perspectives indicate that integrated governance is not only a structural arrangement but also a dynamic process that involves coordination, collaboration, and shared accountability. Therefore, integrated governance provides a framework for improving policy coherence and governance performance.

Despite the growing emphasis on policy integration and whole-of-government approaches, gaps remain in understanding how these concepts are implemented in practice within specific governance contexts such as Indonesia. Widjaja and Dhanudibroto (2025) highlight that inter-agency coordination in Indonesia remains limited, resulting in inefficiencies in policy outcomes. Similarly, Nuriyatman et al. (2025) emphasize that administrative and coordination barriers hinder effective policy implementation. These findings indicate that governance practices in Indonesia are still characterized by fragmentation and weak integration.

As a result, policy coherence has not been fully achieved despite the existence of regulatory frameworks and institutional arrangements. This study addresses this gap by analyzing the effectiveness of policy integration and examining the urgency of strengthening integrated governance in Indonesia's public administration system.

3. Methods

This study employs a normative juridical research method combined with systematic and sociological approaches to analyze the effectiveness of policy integration in ensuring coherent governance and to examine the urgency of strengthening integrated governance in Indonesia's public administration system. The normative approach is used to examine legal norms, regulatory frameworks, and governance principles related to public administration, policy coordination, and service delivery. The systematic approach is applied to interpret these frameworks in a structured manner by analyzing the relationships between policies, institutional arrangements, and governance processes. In addition, the sociological approach is used to assess how policy integration is implemented in practice, particularly in relation to inter-agency coordination, organizational behavior, and administrative interactions. This combination of approaches enables a comprehensive analysis of both formal governance structures and their operational dynamics.

The sources of legal materials consist of primary legal materials, including national regulations governing public services and administrative governance, and secondary legal materials such as academic articles and policy studies related to policy integration, governance coherence, and whole-of-government approaches. All

materials are selected based on their relevance and academic credibility. The analysis is conducted using qualitative legal interpretation through systematic interpretation and normative reasoning, supported by a sociological perspective to evaluate coordination challenges and fragmentation issues within governance systems. This method allows the study to identify gaps between policy frameworks and their implementation, as well as to formulate normative conclusions regarding the effectiveness and urgency of strengthening integrated governance in Indonesia.

4. Results

4.1. Effectiveness of Policy Integration in Public Governance

The findings indicate that Indonesia has established a comprehensive policy and regulatory framework to support public administration and service delivery. Legal instruments such as Undang-Undang Nomor 30 Tahun 2014 tentang Administrasi Pemerintahan and Undang-Undang Nomor 25 Tahun 2009 tentang Pelayanan Publik provide formal structures intended to ensure coordination, accountability, and effectiveness in governance. These frameworks define roles, responsibilities, and procedures for public institutions. However, the presence of multiple policies and institutions does not automatically result in coherent governance outcomes. Empirical evidence suggests that policy integration remains limited, leading to fragmented implementation across sectors and administrative levels. Widjaja and Dhanudibroto (2025) highlight that inter-agency coordination is often weak, resulting in inefficiencies and overlapping responsibilities.

A key limitation in policy integration is the persistence of siloed institutional structures within public administration. Scott and Gong (2021) explain that siloed governance reduces communication and collaboration among agencies, thereby limiting the effectiveness of policy coordination. Similarly, Nuriyatman et al. (2025) emphasize that administrative and coordination barriers hinder the alignment of policies across institutions. These findings indicate that governance practices in Indonesia are characterized by fragmentation, where institutions operate independently rather than as part of an integrated system. As a result, policy objectives are not consistently aligned, and implementation outcomes vary across sectors. This fragmentation reduces the overall effectiveness of governance and limits the ability of policies to achieve intended results. Therefore, policy integration in Indonesia remains insufficient to ensure coherent governance.

The lack of effective policy integration also leads to inconsistencies and inefficiencies in governance outcomes. Trein and Maggetti (2020) argue that policy integration is essential for aligning objectives and instruments across different policy domains. Without such alignment, governance systems risk producing conflicting or redundant policies. Shawoo et al. (2023) further highlight that policy coherence is necessary to ensure that governance initiatives reinforce rather than contradict one another. In the Indonesian context, the absence of strong integration mechanisms results in duplication of efforts and reduced policy effectiveness. These findings indicate that policy integration has not been fully institutionalized within governance systems. Consequently, the effectiveness of governance is constrained by the lack of coherence among policies and institutions.

4.2. Urgency of Strengthening Integrated Governance

The urgency of strengthening integrated governance in Indonesia is closely linked to the need to address fragmentation and improve policy coherence. Comparative governance studies emphasize that integrated governance approaches, such as whole-of-government models, are essential for managing complex policy environments. Aoki et al. (2024) highlight that whole-of-government approaches promote collaboration across agencies to achieve shared policy objectives. Similarly, Cairney (2025) emphasizes that policy coherence is critical for improving governance effectiveness and ensuring consistent policy outcomes. These perspectives indicate that integrated governance is not merely an administrative improvement but a strategic necessity for effective public administration. Without integration, governance systems remain fragmented and inefficient.

Strengthening integrated governance requires the development of mechanisms that facilitate coordination, collaboration, and information sharing among public institutions. Boekholt et al. (2024) emphasize that integrated governance involves building institutional bridges that enable cooperation across sectors and administrative levels. In addition, Krogh and Triantafillou (2024) highlight that contemporary governance models increasingly rely on network-based approaches to address complex policy challenges. These findings suggest that improving governance integration involves both structural and relational changes within public administration. In Indonesia, the absence of such mechanisms contributes to persistent fragmentation and limits the effectiveness of policy

implementation. Therefore, strengthening integration must be approached as a systemic reform that enhances both institutional capacity and coordination.

Finally, the urgency of integrated governance is reinforced by its implications for governance effectiveness and public service delivery. Fragmented governance systems often lead to inconsistent policy outcomes, reduced efficiency, and diminished public trust. Park (2025) highlights that fragmented governance creates challenges in maintaining shared norms and coordination across institutions. Similarly, Scott and Gong (2021) emphasize that overcoming siloed governance is essential for improving policy outcomes and administrative efficiency. These findings indicate that strengthening integrated governance is critical for ensuring coherent and effective public administration. Without such reforms, governance systems will continue to produce fragmented and suboptimal outcomes. Therefore, integrated governance should be prioritized as a key strategy for improving governance performance in Indonesia.

5. Discussion

The findings of this study demonstrate that governance challenges in Indonesia are not solely attributable to regulatory deficiencies or limited institutional capacity, but are fundamentally rooted in the lack of policy integration and coherence across governance systems. While policies and institutional frameworks are well-established, their effectiveness is constrained by fragmented structures and weak coordination mechanisms. This supports the argument that governance effectiveness depends on the alignment of policies, institutions, and administrative

processes rather than the presence of these elements in isolation. From a theoretical perspective, policy integration and coherence are essential for ensuring that governance systems produce consistent and mutually reinforcing outcomes. The results indicate that this alignment remains insufficient in the Indonesian context, leading to persistent gaps between policy objectives and implementation outcomes. Consequently, governance operates as a collection of disconnected initiatives rather than as an integrated system. This highlights the need to reconceptualize governance reform as a process of integration rather than expansion.

The urgency of strengthening integrated governance further reflects the increasing complexity of public administration and the need for coordinated responses to multi-dimensional policy challenges. Fragmented governance structures limit the ability of institutions to address cross-sectoral issues effectively, resulting in inefficiencies and policy inconsistencies. Integrated governance approaches, such as whole-of-government and network-based models, offer a framework for overcoming these limitations by promoting collaboration and coordination across institutions. However, the implementation of such approaches requires more than structural adjustments; it necessitates cultural and institutional transformation within public administration. Strengthening integrated governance involves enhancing coordination mechanisms, fostering inter-agency collaboration, and aligning policy objectives across sectors. Without these changes, governance reforms risk remaining partial and ineffective. Furthermore, the link between policy coherence and governance legitimacy underscores the importance of integration in maintaining public trust. Therefore, future governance strategies should prioritize

the development of integrated systems that enable coherent and effective policy implementation.

6. Conclusion

This study concludes that the effectiveness of public governance in Indonesia is not primarily constrained by the absence of policies or institutional frameworks, but by the limited integration and coherence among them. Although regulatory instruments such as Undang-Undang Nomor 30 Tahun 2014 tentang Administrasi Pemerintahan and Undang-Undang Nomor 25 Tahun 2009 tentang Pelayanan Publik provide a comprehensive foundation for governance, their practical impact remains limited due to fragmented implementation and weak coordination. The findings demonstrate that policy integration plays a decisive role in ensuring coherent governance outcomes. In the absence of effective integration mechanisms, governance systems tend to operate in silos, resulting in duplication, inefficiency, and inconsistent policy outcomes. Therefore, the effectiveness of governance depends not only on the availability of policies but also on the ability to align and coordinate them across institutions.

Furthermore, the study highlights that strengthening integrated governance is an urgent priority for improving policy coherence and overall governance performance in Indonesia. Persistent fragmentation indicates that existing governance practices are insufficient to address complex administrative challenges. Addressing these issues requires a systemic approach that enhances inter-agency coordination, promotes whole-of-government strategies, and aligns policy objectives

across sectors. In addition, fostering a collaborative administrative culture and strengthening institutional mechanisms for coordination are essential for sustaining integration. Policy efforts should therefore prioritize the development of integrated governance frameworks as a central component of public administration reform. By improving policy coherence and coordination, Indonesia can achieve more consistent, efficient, and effective governance outcomes. This study thus underscores the importance of transitioning from fragmented governance toward a more integrated and coherent public administration system.

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