

Beyond compliance: exploring good governance practices in administrative procedures within public market enterprises

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Abstrak

Badan usaha milik daerah (BUMD) mengemban mandat ganda menghasilkan pendapatan daerah sekaligus memberikan layanan publik esensial, sehingga kualitas tata kelola operasionalnya berdampak langsung pada kepentingan publik. Penelitian ini mengkaji bagaimana prinsip-prinsip good governance diwujudkan dalam prosedur kerja administratif harian pada unit berskala mikro di lingkungan BUMD pengelola pasar rakyat. Desain studi kasus kualitatif deskriptif digunakan pada Unit Administrasi Pal Meriam, Perumda Pasar Jaya, Jakarta. Data dikumpulkan melalui observasi non-partisipan, wawancara terstruktur dengan kepala pasar dan staf administrasi sebagai informan purposive, serta penelaahan dokumen internal. Triangulasi sumber dan metode digunakan untuk menjamin keabsahan data, sedangkan analisis menggunakan model interaktif Miles, Huberman, dan Saldaña. Hasil penelitian menunjukkan bahwa prosedur kerja administratif telah terstruktur dengan baik, dan prinsip akuntabilitas, supremasi hukum, kesetaraan, partisipasi, serta orientasi konsensus diterapkan secara konsisten. Sebaliknya, prinsip transparansi, efisiensi, responsivitas, dan visi strategis masih terkendala oleh keterbatasan akses informasi layanan, templat administrasi yang berulang, sentralisasi kewenangan yang tidak proporsional, dan absennya mekanisme umpan balik terstruktur. Penelitian ini berargumen bahwa kendala tersebut bersumber dari desain prosedur, bukan kapasitas individu, dan merekomendasikan media informasi konvensional, penyederhanaan templat, desentralisasi bertahap, dan saluran aspirasi pedagang yang terdokumentasi.

Kata kunci: good governance; prosedur kerja administratif; sentralisasi kewenangan; unit mikro; pasar rakyat

Abstract

Regional-owned enterprises (BUMD) hold a dual mandate of generating regional income while delivering essential public services, making the quality of their operational governance a matter of direct public consequence. This study examines how good governance principles are actualized in the daily administrative procedures of a micro-scale unit within a regional public market enterprise. A descriptive

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qualitative case study design was employed at the Pal Meriam Administrative Unit of Perumda Pasar Jaya, Jakarta. Data were collected through non-participant observation, structured interviews with purposively selected informants the market head and the administrative staff and a review of internal documents. Source and method triangulation were used to establish data credibility, and data were analyzed using the interactive model of Miles, Huberman, and Saldaña. The findings indicate that administrative procedures are generally well structured, and that accountability, rule of law, equity, participation, and consensus orientation have been consistently applied. Transparency, efficiency, responsiveness, and strategic vision, however, remain constrained by limited service information access, repetitive administrative templates, disproportionate centralization of authority, and the absence of a structured feedback mechanism. The study argues that these constraints originate from procedural design rather than individual capacity, and recommends conventional information media, template simplification, gradual decentralization, and a documented channel for recording traders' aspirations.

Keywords: good governance; administrative work procedures; centralization of authority; micro-unit; public market enterprise

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Introduction

The United Nations Development Programme (UNDP, n.d.) emphasizes that inclusive, accountable, and effective governance underpins sustainable development, promoting key principles such as public participation, transparency, responsiveness, and service delivery across all levels of public institutions. Consequently, good governance has moved from a normative slogan to an operational expectation for public-facing organizations, including regionally owned enterprises (BUMD) that combine commercial targets with a public-service mandate. Suryadi (2019) affirms that good governance exerts a positive and significant influence on the quality of public services, accounting for 82.5% of variance in service quality outcomes, such that without its implementation, service processes risk being ineffective, unaccountable, and unsatisfactory to the public. In the specific context of BUMD, Putri and Nelson (2023) argue that good corporate governance is a non-negotiable foundation for regional enterprise management, while Hendra and Fahlevi (2024), studying a regional water utility, demonstrate that misalignment between governance principles and actual practice can cause an enterprise to persistently fail its basic mandate.

Good governance, however, is essentially a philosophical and ethical framework, while administrative work procedures are its technical-operational expression. Standard Operating Procedures (SOPs) function as the systematic guide that translates governance principles into day-to-day action (Gulo et al., 2024), and empirical evidence shows that well-implemented SOPs are positively associated with employee performance (Aprianis, 2021). The relationship between the two is therefore mutually binding: procedures without a governance foundation risk producing a rigid, unresponsive bureaucracy that loses sight of the public interest it is meant to serve (Zakaria et al., 2024).

Perumda Pasar Jaya, one of the largest regionally owned enterprises in Jakarta, manages 153 traditional markets and serves hundreds of thousands of traders (Rachim & Ruhana, 2024). As a hybrid entity operating at the intersection of corporate performance and public service, it has formally committed to good governance through directorate-level policies distributed to its operational units (Komariah, 2025). Yet formal commitment at the top does not automatically guarantee optimal implementation at the unit level. Anas and Al-Hafiz (2025), studying a regional conservation agency, found that institutional commitment to good governance did not prevent

persistent weaknesses in transparency and accountability at the operational level weaknesses they attributed mainly to inadequate procedural guidance and limited service media.

The Pal Meriam Administrative Unit was selected as the research site precisely because it embodies this tension between formal commitment and operational reality. The unit manages 1,036 registered kiosks, of which approximately 700 are active, generating a substantial daily volume of administrative work ranging from trader registration and levy verification to correspondence management and coordination with the head office. This volume is handled by a markedly lean structure: one market head, two facility maintenance staff, and a single administrative staff member who simultaneously performs a finance function. Such a structure places considerable pressure on the consistent application of good governance principles a pressure that is rarely visible in studies of BUMD governance conducted at the macro, financial, or regulatory level (Hendra & Fahlevi, 2024).

The unit has also begun adopting digital systems, namely the Pasar Jaya e-Office web platform and the SIMR levy management application. Digitalization, however, does not automatically translate into good governance, since its benefits depend on workflow design, human-resource readiness, and consistent procedural execution (Beaty & Oktarina, 2025). Where procedures remain repetitive, bureaucratic chains remain long, service information remains limited, and feedback mechanisms remain unstructured, digital adoption alone cannot be assumed to produce good governance in practice (Akpan-Obong et al., 2023).

Existing studies on good governance in Indonesian public organizations tend either to evaluate principles in isolation from daily work procedures (Zakaria et al., 2024), to assess governance at the macro-institutional level without examining unit-level practice (Putri & Nelson, 2023), or to attribute implementation gaps primarily to human-resource limitations without connecting them to procedural design (Anas & Al-Hafiz, 2025). What remains underexplored is how good governance principles are concretely enacted or constrained within the daily administrative procedures of a micro-scale public-service unit operating under a centralized authority structure. Accordingly, this study aims to: (1) identify and analyze the implementation of administrative work procedures; (2) analyze the application of good governance principles within those procedures; and (3) formulate improvement recommendations for the Administrative Unit of Perumda Pasar Jaya Pal Meriam.

Research Methods

This study employed a descriptive qualitative approach with a case study design, considered appropriate for examining in depth how good governance principles are enacted within a single organizational setting rather than for statistical generalization across a population of units. Informants were determined using a purposive sampling technique, in which individuals are deliberately selected because they are the parties most knowledgeable about and directly involved with the object of study (Sugiyono, 2018, as cited in Nawipa et al., 2025). Two informants were involved: the Market Head, who holds policy-level understanding of governance and coordination with the head office, and the Administrative Staff member, who directly executes the daily work procedures. This number reflects the unit's organizational structure, in which a single administrative staff member performs the entirety of the daily administrative role. The two informants were deliberately chosen for their complementary vantage points, so that the policy perspective of the unit leadership could be cross-checked against the operational experience of its sole administrative executor. This pairing constitutes a form of source triangulation in itself. It should nonetheless be acknowledged that traders, as the primary service recipients of this unit, were not included as informants; their perspective on transparency, responsiveness, and service quality therefore rests on what the two informants reported and what direct observation could confirm, which represents a limitation of this study's scope. Data collection was carried out through two site visits a pre-research visit for preliminary observation and a subsequent visit for interviews and data collection conducted during the period of March to May 2026.

Three complementary data collection techniques were used. Non-participant observation, in which the researcher observes without directly taking part in the activity being observed (Hasanah, 2016), was conducted at the unit to examine eleven aspects of the work environment: the condition

of supporting infrastructure, the visibility of SOPs, the filing system, staff workflow, the use of digital systems, the availability of public information media, complaint-handling mechanisms, transaction recording, service equity, indications of workflow inefficiency, and evidence of internal coordination. Structured interviews, in which the researcher presents a predetermined set of questions in an identical order to every participant, ensuring methodological consistency and enabling systematic comparison of responses (Chand, 2025), were conducted with both informants using a guide organized into three thematic blocks corresponding to the research questions. Each interview lasted between 45 and 60 minutes and was recorded with the informant's consent; recordings were subsequently transcribed verbatim and verified against the audio before being used as primary analytical material. Document review was conducted on materials relevant to the unit's governance and procedures, including SOPs issued by the head office, the organizational structure and job descriptions, foundational regulations such as Board of Directors' decrees, standard administrative forms, periodic activity reports, and kiosk and trader data.

Data credibility was established through triangulation, following Kaharuddin (2020), by cross-checking information from different sources and different collection methods. Source triangulation was achieved by comparing the accounts of the Market Head and the Administrative Staff, whose differing organizational positions provide complementary perspectives on the same procedures. Method triangulation was achieved by comparing interview accounts against direct observation and documentary evidence. Where the three sources converged, a finding was treated as credible; points of divergence were treated as findings in their own right rather than discarded.

Data were analyzed using the interactive model of Miles, Huberman, and Saldaña (as cited in Nawipa et al., 2025), comprising three stages. Data condensation involved selecting and simplifying raw field data according to themes corresponding to the nine good governance principles. Data display involved organizing the condensed data into a structured narrative arranged by principle, allowing patterns across observation, interview, and document data to be compared systematically. Conclusion drawing and verification involved deriving provisional conclusions on the extent to which each governance principle was applied, which were then re-verified against the triangulated data set to ensure that conclusions were empirically grounded.

Results and Discussion

Research Results

The Pal Meriam Administrative Unit manages 1,036 registered kiosks, of which approximately 700 are currently active, generating a substantial daily volume of trader registration, levy verification, correspondence, and reporting activity. This volume is managed by four personnel in total: one market head, two facility maintenance staff, and one administrative staff member who simultaneously performs a finance function.

Administrative work at the Pal Meriam unit operates under structured SOPs issued by the Perumda Pasar Jaya central office, which are updated in response to regional regulations and policy changes. These procedures span three core domains: finance (revenue, levies, cash, and receivables management), correspondence (records management and a progressive warning system leading to kiosk closures), and coordination (reporting to Area management). New employees typically learn the work procedures through direct mentoring from senior colleagues, accompanied by an introduction to the available SOP documents. Although this socialization approach is practical and experience-based, it has proven fairly effective in transferring procedural knowledge within a high-activity work environment.

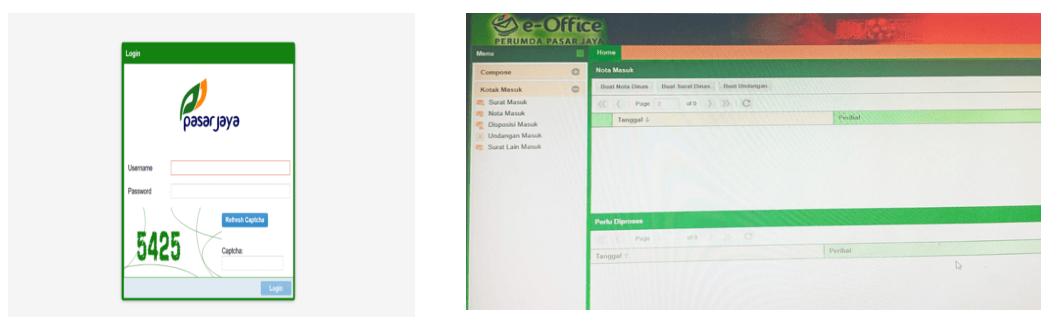
The unit's physical infrastructure is modest but adequate: archive boxes and binders are labeled and arranged by category, and the work desk is equipped with a functioning computer, printer, and an active internet connection all of which support day-to-day administrative tasks. Basiru et al. (2023) emphasize that adequate administrative infrastructure, both physical and digital, is a fundamental prerequisite for effective operational management in corporate settings. Beyond this physical setup, the unit also operates two digital systems the Pasar Jaya Web e-Office and the SIMR (Retribution Management Information System) application, depicted in Figure 1 and Figure 2 respectively which structure the recording, reporting, and management of trader data. However,

some administrative templates accessed through these systems still require repeated entry of similar data even when the substantive information differs little across documents, which can reduce staff work efficiency.

While the personal mentoring approach has proven effective under high workloads as reflected in the administrative staff's account of mastering the receivables data of 1,036 traders from her first day on the job it also concentrates operational knowledge of the unit's two digital systems in a single individual. Two constraints were identified consistently across all three data sources. First, the administrative staff reported that several letter templates contain duplicate data of the same substance, requiring separate completion even when content is nearly identical. Second, even a kiosk-use permit valued at only Rp32,000 still requires the director's signature, making the approval chain disproportionately long for low-value transactions.

Figure 1

Pasar Jaya Web e-Office interface



As shown in Figure 1, the Pasar Jaya Web e-Office requires a secure login before granting access to a structured correspondence menu covering incoming notes, incoming letters, dispositions, invitations, and other correspondence. Through this platform, exchanges that previously required physical delivery can now be created, tracked, and archived electronically.

Figure 2

SIMR application interface

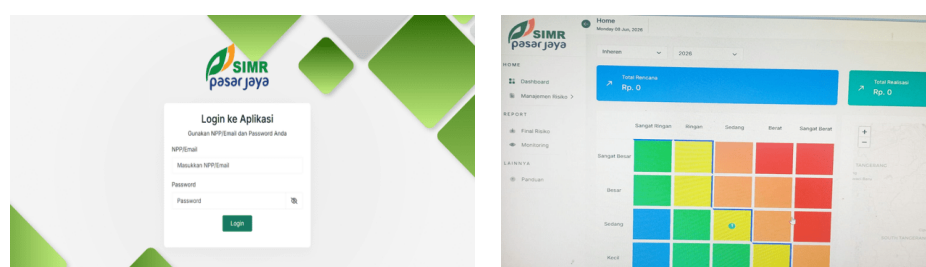


Figure 2 shows the SIMR application, which likewise requires a secure login and provides a dashboard for monitoring planned versus realized revenue figures across trading zones using a color-coded risk classification. This system allows administrative staff and the head office to monitor levy-collection performance in near real time, reinforcing the accountability mechanism identified in this study.

Discussion

Implementation of Administrative Work Procedures

The implementation of administrative work procedures at the Pal Meriam Administrative Unit of Perumda Pasar Jaya is generally well established and structured, supported by central-office

SOPs, adequate physical infrastructure, the Pasar Jaya Web e-Office and SIMR digital systems, and tiered routine reporting mechanisms. New employees are introduced to these procedures through practical mentoring by senior colleagues. A more critical reading of these findings, however, reveals that this apparent orderliness depends heavily on the adaptive capacity of a single individual—a condition that can be described as a single point of failure. Any disruption to this one person, whether through illness, resignation, or transfer, would jeopardize the unit's entire administrative chain, including access to the e-Office and SIMR systems, both of which are operated exclusively by this individual. This finding connects directly to the strategic vision principle: documenting the operating procedures for these systems is therefore a necessary risk-mitigation step that converts knowledge currently concentrated in one person into an institutional asset resilient to staff turnover.

Application of Good Governance Principles

Applying the nine good governance principles of Simangunsong and Sinuraya (2004, as cited in Nurhidayat, 2023) to the triangulated data set revealed a pattern of uneven application rather than uniform strength. Five principles accountability, rule of law, equity, participation, and consensus orientation were consistently realized, each anchored in a concrete, repeatable mechanism rather than discretionary goodwill. Accountability is manifested in routine monthly and quarterly reporting, transaction-level recording through SIMR, and the monthly RAKOR forum, which functions as a recurring evaluation mechanism confirmed by both informants and corroborated by the internal documents reviewed for this study. The administrative staff stated: "Every month I prepare all revenue realization reports, receivables data, and outstanding bills for the Area office. Everything is recorded in SIMR and we present it at the RAKOR meeting" (I2, Administrative Staff, personal communication, June 2, 2026). This finding is consistent with Lipiy et al. (2022), who argue that accountability must be embedded at the level of individual task execution.

Rule of law is consistently applied: all administrative procedures reviewed in this study reference regional regulations (PERDA/PERGUB) and Board of Directors' decrees, and both informants were able to cite the specific regulatory basis for each major procedure during the interviews. Equity is demonstrated through a uniform service standard extended to all traders, with informal additional assistance offered to elderly or less mobile traders, as observed directly during service interactions at the site visit. The market head articulated this standard unambiguously: "We serve every trader the same way, regardless of how big or small their kiosk is. If an elderly or less mobile trader needs more time or help understanding the forms, we assist them that is simply part of the job" (I1, Market Head, personal communication, June 2, 2026).

Participation operates through an indirect channel: staff and traders convey aspirations to the market head, who raises them at the monthly RAKOR coordination forum. Both informants confirmed that this channel is functional, though it remains one-directional and undocumented a limitation of consequence given that Nguyen et al. (2021) identify meaningful operational-staff participation as a key determinant of governance effectiveness. Consensus orientation is consistently upheld; disagreements among staff or with traders are mediated directly by the market head, and major procedural changes are introduced incrementally with prior staff consultation. Sedarmayanti (2009, as cited in Prastya et al., 2022) characterizes consensus orientation as a mechanism that fosters a conducive atmosphere for collective purposes while creating space to bridge differences in needs, policies, and procedures a description that fits the market head's mediating role at this unit precisely. Sindelo and Cronje (2024) describe this cluster of principles as the more procedural, rule-bound half of good governance, the half most readily institutionalized through SOPs and regulation.

The efficiency principle complicates this otherwise favorable picture. The same centralization that facilitates traceable accountability simultaneously impedes low-risk, routine transactions: a kiosk-use permit worth as little as Rp32,000 still requires the director's signature. The administrative staff noted: "There are still letter templates that contain nearly the same data but have to be filled in separately. Even a kiosk-use permit worth only Rp32,000 still has to go through the director's signature, so the process becomes quite long" (I2, Administrative Staff, personal communication, June 2, 2026). Roehl and Hansen (2024) observe that centralized decision-making enhances consistency only up to the point at which authority is calibrated to transaction risk. Manoharan et al. (2023) similarly argue that digital governance effectiveness depends on aligning

approval authority with transaction risk rather than defaulting to blanket centralization. The evidence from Pal Meriam suggests that this calibration threshold has already been exceeded at the unit level.

Transparency is the most severely constrained of the nine principles. Information on procedures and requirements is accessible mainly through the e-Office platform and verbal explanation, with no printed notice board or physical information sheet available for traders at the market office. The market head confirmed: "Most traders still come here directly to ask about procedures. Many of them are not yet familiar with using the digital system, so information still spreads mainly through word of mouth among traders" (I1, Market Head, personal communication, June 2, 2026). Firtin et al. (2025) caution that e-participation tools can widen rather than narrow information gaps when digital access is unequal a dynamic that fits this case closely, since the platform functions as designed but does not reach the traders who most need it. Zaitul et al. (2023) similarly find that transparency is among the most critical yet most vulnerable governance principles when information access is unevenly distributed across stakeholders.

Responsiveness is operationally functional but structurally unanchored. Complaints are resolved promptly through direct, face-to-face communication with the market head; however, no written complaint log or standardized follow-up procedure exists, leaving every resolution dependent on informal memory. Azzahra (2023) argues that sustained responsiveness requires an institutionalized mechanism, not goodwill alone, particularly as service volume grows. Dharmika and Subanda (2023) reach a parallel conclusion in their study of local public service effectiveness. Chien and Thanh (2022) provide further empirical support, demonstrating that structured complaint handling is a significant predictor of public service satisfaction meaning the gap identified here carries a tangible cost in trader satisfaction, not merely a procedural one.

Strategic vision represents the most acute gap among the constrained principles. Document review found no mid-term or long-term administrative development plan at the unit level; what planning does occur is reactive, driven by directives from the head office rather than by the unit's own anticipation of growing operational demands. The market head confirmed this directly: "There is no written plan for the next few years at this unit level. We mostly respond to instructions from the head office as they come in. There is no specific development target or roadmap we are following on our own" (I1, Market Head, personal communication, June 2, 2026).

Considered together, the four constrained principles transparency, efficiency, responsiveness, and strategic vision share a single structural signature: the absence of a documented, standing mechanism that would allow each principle to function independently of any one individual's continuous attention. This pattern of uneven application extends the findings of Zakaria et al. (2024), who identified a similar unevenness in a village-level administrative office, by demonstrating that the same dynamic recurs inside a considerably larger and better-resourced regional enterprise. The implication is that implementation gaps track centralization and unit-level scale rather than institution type or staff capability. The finding also qualifies Anas and Al-Hafiz (2025), who attributed analogous weaknesses primarily to limited service media and procedural guidance: at Pal Meriam, the competence of the administrative staff member was not in doubt, whereas the structural design of authority distribution and information channels clearly was.

Akpan-Obong et al. (2023) reach a comparable conclusion from e-governance reform in West Africa, where service-delivery improvements materialized only once structural adjustments to authority distribution and information access accompanied digital adoption. Prastya et al. (2022) similarly find that governance principles translate most effectively into performance gains when underpinned by institutional rather than individual capacity. Klijn et al. (2025) make a related point about participation and responsiveness: absent a documented feedback channel, the indirect participation already observed through the unit's RAKOR forum risks remaining a one-way flow of information rather than a genuine two-way adjustment mechanism. Taken together, this body of evidence converges on the conclusion the Pal Meriam case independently suggests: a BUMD branch operating at this scale of leanness cannot strengthen good governance through training or staffing measures alone, because the constraints identified here are properties of procedural design, not of the individuals executing it.

Constraints and Improvement Recommendations

The constraints identified above are properties of procedural design rather than of individual capacity, and the improvement measures that follow accordingly target the four points at which a documented mechanism is currently absent. For transparency, a conventional information channel such as a printed notice board or a brochure stating procedures, requirements, and levy rates in plain language would reach the traders the e-Office platform cannot, without requiring any modification to the digital system itself. For efficiency, simplifying the administrative templates that currently demand repeated entry of largely identical data, paired with a gradual delegation of approval authority for low-value transactions, would relieve the bureaucratic chain identified above without weakening the accountability that centralized approval is meant to protect. What is needed is a threshold calibrated to transaction risk, not a wholesale removal of central oversight.

For strategic vision, drafting a mid-term administrative development plan together with written internal operating procedures for the e-Office and SIMR systems would directly address the single-point-of-failure risk identified in this study's first finding, converting knowledge currently concentrated in one individual into an institutional asset resilient to staff turnover. For responsiveness, replacing reliance on informal memory with a simple, periodically compiled feedback form would supply the existing RAKOR forum with the documented input required for it to function as genuine two-way participation rather than one-way reporting closing precisely the loop that Klijn et al. (2025) identify as necessary for participation and responsiveness to reinforce each other.

None of these four measures demands resources disproportionate to the unit's lean structure, since each formalizes a practice that is already happening informally. What they add is documentation the one ingredient currently missing across all four constrained principles.

Theoretically, this study contributes to public enterprise literature by demonstrating that governance deficits in micro-scale public-service units do not necessarily originate from staff competence or institutional commitment, but can instead arise from the design of administrative procedures and from the disproportionate centralization of decision-making authority. This finding challenges human-resource-centered explanations of governance failure and points toward procedural redesign and authority calibration as the primary levers for improvement at the unit level.

Conclusion

This study demonstrates that good governance deficits in a lean, micro-scale public-market administrative unit do not primarily arise from individual capacity shortfalls but from the design of administrative procedures and from the disproportionate centralization of decision-making authority a finding that qualifies human-resource-centered explanations of governance failure in the BUMD literature and points toward procedural redesign and authority calibration as the primary levers of improvement. Five of the nine good governance principles accountability, rule of law, equity, participation, and consensus orientation were found to be consistently applied through concrete, repeatable mechanisms. Four principles transparency, efficiency, responsiveness, and strategic vision remain constrained not by individual deficiencies but by the structural absence of documented mechanisms. Four priority interventions follow directly from this diagnosis: (1) a conventional information channel for traders who are not digitally literate; (2) simplified templates paired with risk-proportional delegation of low-value approvals; (3) a documented mid-term development plan together with written operating procedures for the digital systems, converting tacit knowledge into an institutional asset resilient to staff turnover; and (4) a structured feedback channel to give the RAKOR forum genuine two-way input. While limited by its focus on a single branch unit and the absence of direct trader perspectives, this study applied source and method triangulation to ensure rigor. Future research should encompass multiple branch units, integrate trader surveys, or conduct comparative analyses on administrative authority structures to test the generalizability of these findings.

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