

# The Implementation of a Delegation Part of the Mayor Authorities to the District Head in Padang Sidempuan City

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**Keywords:** Delegation Part of Authority, District, Public Services.

**Abstract:** The delegation of part of the authority was regarding part of government affairs delegated from the Regent/Mayor to the District Head through licensing and non-licensing services had been ratified by the City of Padang Sidempuan in the Mayor of Padang Sidempuan City Regulation. It shows the high enthusiasm of the people in Padang Sidempuan City to use the public services provided. This research had an important goal which was to provide a descriptive analytic by indicators Edward III, analysis of the ability of the state/civil equipments in managing rules related to public services. The Implementation of a Delegation Part of the Mayor Authorities to the District Head in Padang Sidempuan City was analyzed using the city which also managed two regional administrations under the districts namely subdistricts and villages, as a case study. Interview and observation to the executor of the delegation of some mayor's authority to the district head in Padang Sidempuan City. The results show that the delegation of part of the authority had not been communicated comprehensively and continuously by their government. Resources were not supported by the availability of the implementing equipments, low budget priorities, overlapping dispositions and SOP (Standard Operating Procedures).

## 1 INTRODUCTION

Transformation of public administration directed to the implementation of functions of government management that is based on the need for increasing the speed of effectiveness and quality of service in accordance with the dynamics of Community progress and Development challenges. Good public service performance can encourage improved community welfare. Entwistle (2005) states that effective public administration services will be able to save the budget so that the country's spending budget can be allocated to the needs directly related to the welfare of the community. In addition, the effectiveness of administrative services will accelerate the fulfillment of administrative needs to accelerate the economic growth of society. For example, in Southeast Asian countries, Cain (2014) conducted research and dissect problems and provide knowledge on the best practices in implementing decentralization for local governments in the country of Thailand. In the work, one of the provinces is the Kalasin province of Thailand used as the location of case studies. The results show that the proper implementation of decentralization provides a

profitable development system in the local government department.

The local government of Padang Sidempuan also conducts public administration reform efforts with the aim of providing excellent service to its community while accelerating the economic growth of the community in its region. Therefore, it needs to be created good governance. The intended service is an administrative service in accordance with the Government's rules regarding delegation of some authority. Padang Sidempuan City Government presented the procedure by opening integrated service in the sub-district related to licensing and non-licensing services by pouring the rules in Padang Sidempuan City Mayor Regulation Number 3 year 2014.

With the power of the authority contained in article 2 paragraph 1 namely District of head shall enforce the government authority delegated by the mayor to deal with some regional autonomy that includes aspects: licensing, recommendation, coordination, development, monitoring, facilitation, determination, and establishment. Among all the descriptions have been given explanation article per article, but it is more specific related to the service is

licensing and non licensing with authorization authority amounting to 16 points and non licensing amounted to 151 points.

But in the fact from the field shows the low participation of people in using of facilities licensing services and non-licensing, it raises the assumption that the implementation of public services during the range of 2008 to 2019 is not carried out effective and efficient. It is also supported by the investigation of the Commission of Ombudsman which shows the value of service by the district in Padang Sidempuan City lowest in Indonesia in 2018 by obtaining the value of 16.66. The Phenomena like this become a recurring incident because, bureaucracy in some regions in Indonesia do not want to escape from the comfort of the position of bureaucracy in the past as disclosed. McLeod (2005) has factor Indonesia is a country of the fourth largest in the world with the third largest democracy and the second largest in developing countries is also a growing democracy with a history of vulnerable institutions and high levels of corruption, including public services.

Delegation of some authority has implemented in the form of public services both licensing and non-licensing conducted by the government of Padang Sidempuan city, in this case is the district through a integrated service system in each district Located in Padang Sidempuan City. The results of the study later became one of the benchmarks of performance and improvement of equipments in conducting delegation of a part authority through public services that the district will do in Padang Sidempuan city in improving the quality of Service to the public using licensing and non-licensing services.

## 2 METHOD

In this case study, the research location was in Padang Sidempuan City, Province of North Sumatra and as one of the west coast cities in North Sumatra. In Padang Sidempuan, there are 6 districts, the name of the region and the population were shown in Table 1 based on data from the Central Statistics Agency of Padang Sidempuan in 2017.

The method of this research was a qualitative approach, analysis was carried out simultaneously with data collection, known as continuous analysis. Qualitative analysis was carried out by following several processes such as data reduction, data presentation and conclusions was drawn based on data reduction and presentation.

Table 1: Total Population of Padang Sidempuan City per District

No	Sub-District	Gender		
		Men	Women	Total
1.	Padang Sidempuan Utara	30.865	33.480	64.358
2.	Padang Sidempuan Selatan	32.912	33.725	66.576
3.	Padang Sidempuan Tenggara	16.849	17.345	35.116
4.	Padangsidimpuan Batunadua	10.452	11.235	22.604
5.	Padang Sidempuan Hutaimbaru	7.902	8.171	16.073
6.	Padangsidimpuan Angkola Julu	3.961	4.229	8.190
Total		103.709	109.208	212.917

The design of this research was a qualitative approach. The data was collected and analyzed using descriptive-analytic methods through the indicator of Edward III Model in Agustino ( 2006).

- a. Primary data; was the data obtained in the field or in the study area through observation and interview techniques to informants namely:
  1. Local Secretary of Padang Sidempuan City
  2. First (I) Assistant Government of Padang Sidempuan City
  3. Six District Heads of Padang Sidempuan City District.
  4. Members of the Local Parliament (DPRD) of Padang Sidempuan City
  5. Community of Padang Sidempuan City
- b. Secondary data; was collected and processed from any sources such as the documents, reports, publications, and so on.

The main problem of public administration is the lack of awareness that effective implementation is needed to carry out the decision by the policymakers successfully. Communication deals with how policies are communicated to organizations and/or the public, the availability of resources to implement policies, attitudes, and responses from the parties involved and how the organizational structure of policy implementation.

1. Communication; the success of the policy requires that the implementor knows what needs to be done. What were the goals and objectives of the policy (target group) so that it reduced the distortion of implementation.
2. Resources; even though the contents of the policy had been clearly communicated and consistent, but if the implementor lacks the resources to implement, implementation was not be effective.

3. Disposition; was the character and characteristics of the implementor such as commitment, honesty, democratic nature.
4. The bureaucratic structure; in charge of implementing policies had a significant influence on policy implementation. One of the important structural aspects of every organization was the existence of standard operating procedures (SOP).

The relationship was described in the Figure 1.

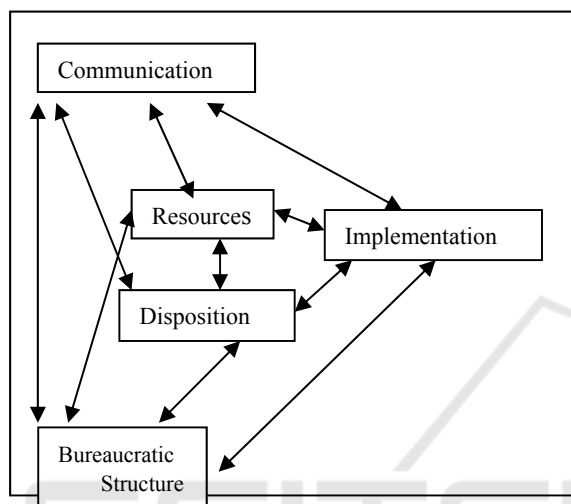


Figure 1: Structure Relations Edward III

### 3 RESULTS AND DISCUSSION

As a basis for evaluating the elements as a Delegation Part of the Mayor authority to the Head of the District in Mayor Regulation Number 3 of Year 2014, several things that become benchmarks and were described in accordance with applicable regulations.

#### 3.1 Communication

Effective implementation occurs when decision makers already know what was done. Knowledge of what was done can run if the communication went well, so that every decision and implementing regulations must be transmitted (communicated) to the appropriate personnel.

Based on the results of the interview there were problems that affect communication in the implementation of the policy delegation of some authorities such as the need for clarity of instructions in the implementation of the policy and clarity, consistency of Mayor Regulation Number 3 of year 2014 especially in Communication that builds

interaction between the district and other regional equipments organizations which causes less synergy and not coordinated optimally. It can be said that poor communication occurs. This can be seen in the results of the interview that there was an overlapping of authority between the Sub-District and the Licensing Office regarding matters that were the authority of each institution. Some permits delegated to the district can also be managed directly by the Licensing Office and even some of the permits listed in Mayor Regulation No. 3 of 2014 had expired and was deleted by the Ministry of Home Affairs.

According to Hogwood and Gunn, communication plays an important role for the ongoing coordination of policy implementation. Coordination was not merely a matter of communicating information or forming suitable administrative structures, but it also involves more basic issues, namely the practice of implementing policies (Wahab, 2005). The policy of Delegating part of the authority to the sub-districts through PATEN (Integrated District Administrative Services) had not been effective because there had been no synchronization of activities between the sub-district with other institutions or the community that was less educated about the licensing function. Coupled with public awareness to take care of permits (administrative order) was still low. The community feels that they did not yet have the obligation to fulfill administrative order so that it influenced the attitude and response of the policy implementers.

#### 3.2 Resources

Basically, the contents of the policy had been clearly and consistently communicated, but if the policy implementer lacks the resources to implement the policy, the implementation was not be effective. These resources includes:

- a. Facilities and Infrastructure

From the results of interviews and observations in the field it can be seen that in carrying out their duties, the technical team of PATEN (Integrated District Administrative Services) of Padang Sidempuan City conducted a survey regarding the readiness of the facilities and infrastructure of the District in supporting the implementation of PATEN in the District. While the funds used to complement the facilities and infrastructure needs were charged to the budget of each Sub-District resulting in facilities and infrastructure such as Tables / Counters/Registration Tables. File Processing Place, Payment Place, Waiting Room, Picket Place in each sub-district have different forms, but still have the same function because the supply depends on the ability of the budget of each

Sub-district and consideration of the efficiency of the implementation of PATEN (Integrated District Administrative Services) as a form of partial delegation. Mayor's authority to the Camat. Nevertheless, the Government of the City of Padang Sidempuan in meeting the technical requirements by means of providing facilities and infrastructure has been in accordance with mandated by Permendagri No. 4 of 2010 concerning PATEN (Integrated District Administrative Services) facilities and infrastructure which was marked by the presence of facilities that can provide comfort to the community in making arrangements to the District Office. The results of the above study were in accordance with the opinions of Berry Parasuraman, and Zeithaml(1988) which say that all physical forms include physical facilities, equipment and communication facilities.

#### b. Human Resources

Based on the data obtained in the field it was known that there were still problems in terms of the quality and quantity of personnel in the District. This happens because the distribution of personnel in the District has not been evenly distributed. As with other Districts, Padang sidempuan Utara district also experienced it, although the number of employees was quite large when compared to other Districts, but in reality based on interviews conducted with the Districts that the number of employees who actually fully worked in the Padang Sidempuan Utara District Office was only as much 19 people, the rest are Kelurahan employees, not yet guaranteeing the fulfillment of personnel, especially in the implementation of PATEN (Integrated District Administrative Services), both in terms of Quality and Quantity. If analyzed based on the needs of employees based on the technical implementation of PATEN (Integrated District Administrative Services) in the District, the number of employees was not sufficient in the administration of PATEN (Integrated District Administrative Services). Grindle (1980) said there were two important factors in creating an effective implementation of Government programs, namely personnel with competency trained and the availability of numbers. Therefore, the number and quality of personnel in Padang Sidempuan districts still need to be increased because if the delegated authority is not supported by sufficient district personnel, the implementation of PATEN (Integrated District Administrative Services) in the District cannot run as expected. Lack of technical personnel to support the killing requirements of licensing conditions is an obstacle to the implementation of the Delegation of part of the authority in the town of Padang Sidempuan district.

#### c. PATEN fee

Based on the results of the above interview it can be concluded that the financing and acceptance of Padang Sidempuan Utara District in the implementation of PATEN (Integrated District Administrative Services) has been implemented in accordance with the mandate of Permendagri No. 4 of 2010 concerning PATEN (Integrated District Administrative Services) Guidelines which state that the costs of administering PATEN (Integrated District Services) are charged to the Regional Revenue and Expenditure Budget and are an inseparable part of the work plan and budget.

For the District of Padang Sidempuan Utara, the implementation of PATEN (Integrated District Administrative Services) has been included in the District Government's budget, namely in the fiscal year, 2014, 2015, and 2016, but in the budget, activities were accommodated only for the cost of ATK (Office Stationery) activities PATEN (Integrated District Administrative Services) and PATEN implementers' honorarium (Integrated District Administrative Services), while for the training activities the PATEN officers (Integrated District Services) have not been budgeted by the District Government, and from the results of the interviews it was also known that the costs incurred by the District in administering PATEN (Integrated District Administrative Services) was greater than the costs received in the administration of the PATEN (Integrated District Administrative Services), this was certainly affect the effectiveness of the implementation of the PATEN (Integrated District Administrative Services).

### 3.3 Disposition

It is the character and characteristics of the implementor such as commitment, honesty, democratic nature. From the analysis and observation in the field there are factors - factors of concern in accordance with Edward III in Agustino(2006) regarding dispositions in policy implementation consisting of:

a. Appointment of the operator of the Padang Sidempuan PATEN (Integrated District Administrative Services) policy operator. Dispositions or attitudes of policy implementers caused real obstacles to policy implementation if the existing personnel do not implement the policies desired by higher officials. Therefore, the appointment and selection of personnel implementing the policy must be sourced from people who had dedication and loyalty to the



policies that had been set, more specifically in the interests of the community.

- b. Incentives were one of the techniques suggested to overcome the problem of the attitude of policy implementers by manipulating incentives aimed at the PATEN policy implementers. Basically people move based on their own interests, then manipulate incentives by policy makers to influence the actions of policy implementers. Adding certain benefits or costs might be a motivating factor for executors to carry out orders well. This is done as an effort to meet personal or organizational interests.

Furthermore, from interviews with several sources, information was obtained that the existence of technical staff was the most basic requirement for the sub-district. Information from the interview obtained that when administering the IMB (Building Permit) the sub-district officer had obstacles in meeting the requirements in the form of technical fines related to the location of the IMB (Building Permit). The sub-district government was assisted by the technical regional organization (OPD) which was a place for consultation on technical matters. However, seconded officers are not settled in the district (ad hoc). Often the administration of IMB was hampered by technical matters that cannot be held by the district. In addition, sometimes the district must issue their own incentives for the seconded technical team whose costs were greater than the total costs for obtaining permits.

According to Merilee S. Grindle in Subarsono (2006), the location of decision making explained whether the location of a program was appropriate or not. The decision making was in a policy plays an important role in implementing a policy. Policy makers ranging from the highest leadership to the lowest leader in the implementation of PATEN (Integrated District Administrative Services) were reflected in the regulations governing the delegation of authority from the Regent / Mayor to the District Head. That was the case in Padang Sidempuan City, the basis for the holding of PATEN (Integrated District Administrative Services) was that the stipulation of Padang Sidempuan Mayor Regulation Number 3 of Year 2014 concerning Devolution of Some Mayor's Authority to the Sub-District Head to Carry Out General Affairs and Regional Government Affairs was not easy.

### 3.4 The Bureaucratic Structure

Implementing the policy has a significant influence on the policy implementation. One of the important

structural aspects of every organization was the existence of Standard Operating Procedures (SOP). The nature of policy implementation was very necessary in-depth analysis.

At the same time as the PATEN Service Standards (Integrated District Administrative Services), the regulation states that officials of PATEN (Integrated District Administrative Services) consist of: Head of Subdistrict, District Secretary and Head of Government and Trantibum Section (Peace and Public Order).

1. The regulation states that the head of district (Camat) had the duty to:
  - a. Lead, coordinate and control the implementation of PATEN (Integrated District Administrative Services);
  - b. Prepare a budget and cost plan;
  - c. Establish technical implementation;
  - d. Accountable for the performance of PATEN (District Integrated Services) to the Mayor through the Regional Secretary
2. The District Secretary had the following tasks:
  - a. To administer PATEN administration (Integrated District Administrative Services);
  - b. Being responsible for the secretariat / administration of the organizer and initialing a letter from the section head, which is then submitted to the Camat to be signed. If there is no Sekcam replaced by one of the Section Heads;
  - c. In carrying out their duties, Sekcam is responsible to the Camat.
3. The tasks of the Section Chief in charge of administrative services are:
  - a. Carry out technical services. In carrying out this task the Section Chief studies the file and conducts validation which is then submitted to the operator for typing. Upon completion, the head of the Section corrects and initials the letter which is then forwarded to the Secretary;
  - b. In carrying out his duties, Kasi was responsible to Camat.

Related to the preparation of PATEN facilities and infrastructure (Integrated District Administrative Services) was carried out jointly with internal socialization which is part of the PATEN (Integrated District Administrative Services) preparation stage. The source of funds needed in the preparation of these facilities and infrastructure comes from the Padang Sidempuan Regional Budget (APBD), which was managed by each District. Then in determining the needs for facilities and infrastructure in the District, a bottom-up is done to provide flexibility in determining and compiling what was needed in the

District and by top-down conducting surveys to find out the actual conditions in the field. Although finally found different conditions of infrastructure and facilities between the Districts because their fulfillment depends on the needs and budgetary capabilities of each District.

Furthermore, it was also stipulated in the Appendix to the regulation of the Mayor of Padang Sidempuan No. 3 of Year 2014 concerning Integrated Administrative Services of Subdistricts in the City of Padang Sidempuan on the job description of the Implementing Integrated District Administrative Services (PATEN) of Padang Sidempuan City. The Technical Implementer of PATEN (Integrated District Administrative Services) consists of:

- a. Information clerk
- b. File clerk / File recipient.
- c. Computer operator officer
- d. Cash clerk

The appendix mentions the job description of the information officer, namely:

- a. Greet residents and provide information to community members;
  - b. Asking residents to fill in the guest book;
  - c. Invite residents who will take care of the letter, to the counter / service desk;
  - d. Delivering residents who met the district head, District Secretary, Section Chief or other employees for special consultations, the room / table in question was not in place or is busy being invited to wait in the waiting room;
  - e. Bring letters that had been processed at the counter / service desk to be initialed by the Section Head and District Secretary and bring to the District Head for signature. After everything was returned to the counter / service desk; and
  - f. Update all information on the information board.
- Then, the job description of the ticket window clerk/recipient is:

1. Greet residents and provide information to community members;
2. Submit the results of management to the community that has been processed;
3. Schedule incoming and outgoing letters;
4. Arrange incoming and outgoing files at the service desk / table; and
5. Responsible for the PATEN archive.

The job description of the computer dispatcher is:

1. Entering (inputting) data of citizens using the service and type of service requested;
2. Printing a letter or recommendation requested by a community member;
3. Collecting the data needed in the District

database;

4. Entering the data needed in the PATEN database format (Integrated District Administrative Services);
5. Updating the development of sub-district data and public services;
6. Securing data that has been collected (database backups into storage media or other computers regularly).

Next, the job description of the cash holder was:

1. Serving as a cashier at a counter / service desk.
2. Receiving payment of service tariffs and providing payment receipts to members of the community receiving services;
3. Booking every money that enters and exits from the counter / service desk; and
4. Preparing financial reports regularly.

## 4 CONCLUSIONS

### 4.1 Communication

There is no clear guidance in the implementation of policies and clarity, consistency of Mayor Regulation Number 3 of Year 2014, especially in Communication which builds interaction between districts and other regional apparatus organizations which causes less synergy and has not been coordinated optimally. By understanding that the city of Padang sidempuan has a peculiarity in the structure of government. As a city within its territory there is still a village government whose presence is quite influential in the communication conditions in the socio-cultural community of the city of Padang Sidempuan. The most significant role of the Kecamatan so far has been seen by the community as: 1. Administrative Institution; 2. Public Service Delivery and; 3. Emergency response. Communication that runs respectively in each institution causes limping mobilization of regulations and the driving force of regional units.

### 4.2 Resources

Talking about Service Resources through the Integrated District Services, several indicators in this regard regarding resources include:

- a. the funds used to complete the facilities and infrastructure needs are borne by the budget of each Subdistrict which results in facilities and infrastructure such as Desk / Counters / Registration Tables. File Processing Place, Payment Place, Waiting Room, Picket Place in

each sub-district have different forms, but still have the same function because the supply depends on the ability of the budget of each Sub-district and consideration of the efficiency of the implementation of PATEN (Integrated District Administrative Services) as a form of partial delegation. Mayor's authority to the Camat.HR capacity (Human Resources) because from the view of researchers that the required HR must be in the appropriate field and possess competence in their fields, especially related to licensing services.

- b. The implementation of PATEN (District Integrated Services) has been included in the District Government's budget, namely in the fiscal year, 2014, 2015 and 2016, but in the budget, activities are accommodated only for ATK (Office Stationery) costs for PATEN (Integrated District Administrative Services) activities and honorarium for implementing PATEN (Integrated District Administrative Services), where as for PATEN officers (Integrated District Administrative Services) training activities have not been budgeted by the District Government

### 4.3 Disposition

Executors who need the soul of bureaucrats and public servants. A typical apparatus with a background in new public service is one of the keys to running an effective and efficient government. The ineffectiveness of the roles and functions of districts in services is likely due to the limited authority given by the City Government (Mayor) to the districts so that the sub-districts are a little "hesitant" to take action if problems arise in their working areas. There are two that support the disposition was the recruitment of officers and incentives.

### 4.4 Bureaucratic Structure

A different effect was also shown as it weakens the district entity in the discipline of public administration due to the strong sense of kinship and politics compared to the professionalism of the public service apparatus. One of the important structural aspects of every organization is the existence of standard operating procedures (SOP). nature of policy implementation is needed in-depth analysis.

## 5 SUGGESTION

Based on the results of the study, the following suggestions can be given:

1. A special pattern is needed in the implementation of policies that can adjust the socio-culture or progressively overhaul relations between institutions and intra-institutions.
2. Up-grade the capacity of the executive apparatus is something that is not negotiable.
3. Supervision and development of work culture that has service orientation as a consequence of professional responsibilities supported by performance incentives.
4. Understand the functions of each individual and the targets of the district institution's work achievements.
5. Rearrange intra-agency and inter-agency communication in a series of work programs as well as anticipating the dynamics of contemporary administration.
6. Comprehensive understanding of the role of the sub-district and the delegation of some authorities from the lowest elements of the bureaucracy to the highest by collaborating with higher education institutions as partners in developing a healthy, good and credible government.

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