

Integrated Service Model in District as the Implementation of Government Regulation Number 17 of 2018 about District (A Case Study the Districts in Padangsidempuan City)

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Abstract

The Sustainability of public service implementation in Indonesia still in dynamic movement. The sustainability is intended so that the implementation of public service in Indonesia can be oriented civil services. Especially the existence in the existence of government management functions that are based on the effectiveness and efficiency of service quality as the dynamics of community demands and development challenges. The implementation has been stated in Government Regulation No. 17 of 2018. Although several regions have implemented the principles of integrated service for the public, the rules in the form of Mayor / Regent regulations which are in accordance with the new regulations have not been established, one of which is the City of Padangsidempuan. The purpose of this research is to produce a model or design in the form of a Mayor's Regulation which can be applied to districts in implementing Government Regulation No. 17/2018 in Padangsidempuan City, North Sumatera, Indonesia. In this study, the implementation of PATEN uses the data triangulation method, namely the community, implementing officials and Focus Group Discussion (FGD). Statistical analysis as an analysis of variables represented by frequency distribution, data trends will be analyzed by classifying answers as many as 4 classes. Samples of 102 people, divided into six people per district. Based on the results of the study, the temporary conclusions that can be drawn are as follows: Padangsidempuan City has a distinctiveness in the structure of government. As a city within its territory there is still a village government whose existence is sufficient to influence the socio-cultural conditions of the people of Padangsidempuan City. The most significant role of the District so far is seen by the community as: 1. Administrative Institution; 2. Public Service Providers and; 3. Emergency response; 2. The ineffective role and function of the sub-district in services is probably due to the limited authority given by the municipal government (mayor) to the district so that the district is a little "hesitant" to take action if problems arise in its area.

Keywords: *Authority delegation, district, public service.*

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Introduction

Indonesian government institutions or organizations are increasingly required to create quality services that can encourage and increase community economic activities. In accordance with the paradigm of Reinventing Government and Good Governance which emphasizes that the delegation of part of government authority must be able to maximize the 4E principles, namely effectiveness, efficiency, equity/justice and economics (Wasistiono, 2011). However, through *Worldwide Governance Indicators* submitted the assessment towards the principles implemented by Indonesian Government with the following principles, namely *voice and accountability* (52,22), *political stability and absence of violence/terrorism* (24,76), *government effectiveness* (46,15), *regulatory quality* (47,12), *rule of law* (39,90), *control of corruption* (38,46) (World Bank, 2017). With these values mean that the implementation of *good governance* is not running well.

This principle is related to public services which are also contained in Law Number 25 of 2009 which explains that public services include services for public goods and public services as well as administrative services regulated in laws and regulations. This includes education, teaching, employment and business, housing, communication and information, environment, health, social security, energy, banking, transportation, natural resources, tourism, and other strategic sectors. (Article 5 of Law No. 25 of 2009).

Principles like this also occur in other countries in the world after the implementation of good governance. Blasio & Selva (2016) argued, open government policies (transparency, participation, collaboration, and also digital technology) spread throughout Europe as a new model of government, but were not homogeneous in various countries showing competition. However, failing to achieve openness in decision-making even though it has been forced by the drive towards innovation in the policy-making process has been consolidated mechanism, not substantive change (comparative study among the countries of France, Italy, Spain, and the UK).

Therefore, in an effort to improve public services that are able to provide direct services to the public, in 2018 the government issued Government Regulation Number 17 of 2018. This regulation is intended to respond to effective and efficient public services. To discuss in more detail about public administration and services, this paper will take a case study of the Padang Sidempuan City Government. The City Government of Padang Sidempuan is also implementing public administration reform efforts with the aim of providing excellent service to its people while accelerating the economic growth of the people in the region. That's why it is necessary to create good government. The service meant is administrative service in accordance with government regulations regarding delegation of authority. The Padang Sidempuan City Government presents this management by opening integrated services in the sub-districts related to licensing and non-licensing services by setting out the rules in the Mayor of Padang Sidempuan City Regulation Number 3 of 2014 as a technical source of Law Number 25 of 2009.

With a description of the authority stated in article 2 paragraph 1, namely the Head district (Camat) carries out the governmental authority delegated by the Mayor to handle some regional autonomy affairs which include aspects: Licensing, Recommendations, Coordination, Development, Supervision, Facilitation, Determination and Implementation. Among all the descriptions, an article by article has been explained, but what is more specifically

related to service is licensing and non-licensing with 16 points of licensing authority and 151 non-licensing points.

But the facts show the low level of community participation in using PATEN services as an effort to embody the value of Government Regulation. This raises the assumption that the implementation of public services during the period 2008 to 2019 was not carried out in accordance with the principles of Good Governance. Likewise, with the purpose of Mayor Regulation Number 3 of 2014 in its consideration, namely in order to improve the efficiency and effectiveness of services to the community, it is necessary to delegate a portion of the Mayor's authority to the head of district (Camat) to carry out general government affairs and regional government affairs. The evaluation of this scientific work will later become one of the instruments for improving the performance of the apparatus through the delegation of authority model approach through public services that will be carried out by the District in Padang Sidempuan City.

Literature Review

- **Public Services**

All service activities carried out by public service providers are an effort to fulfill public needs and implement the provisions of laws and regulations. In implementing public services, government officials are responsible for providing the best service to the community in order to create social welfare (Yahya et al., 2028). The community has the right to get the best service from the government because the community has provided funds in the form of paying taxes, levies, and various other levies. The public service is a service activity by the implementation of public services to meet public needs.

Public services provided to the community can be divided into several types of services, namely: First, Administrative Services, where services that produce various forms of official documents required by the public, for example citizenship status, competency certificates, ownership or control of an item and so on. These documents include National Identity Card (KTP), Marriage Certificate, Birth Certificate, Death Certificate, Motor Vehicle Ownership Book (BPKB), Driving License (SIM), Motor Vehicle Identity Certificate (STNK), Building Construction Permit (IMB), Passports, Land Ownership/ Ownership Certificates and so on. Second, goods services, namely services that produce various forms/types of goods used by the public, for example telephone networks, electricity supply, clean water, and so on. Third, Services, namely services that produce various forms of services needed by the public, for example education, health care, transportation, postal administration, and so on.

- **Services Quality**

To create quality service quality, modify five main dimensions related to service quality (Indriyani, 2019), namely:

1. Tangibles, which include physical facilities, equipment, personnel, means of communication;
2. Reliability (reliability), namely the ability to provide the promised service immediately, accurately, and satisfactorily;
3. Responsiveness, namely the desire to provide responsive services;
4. Assurance, which includes the knowledge, ability, politeness and trustworthiness of the staff;

5. Empathy (Empathy), which is the ease of having good communication relationships, personal attention, and understanding the needs of customers.

In essence, the quality of public services can be identified by comparing the perceptions of customers (society) for the services they really want (Pohan et al., 2018). If the service in practice can be accepted by the community with the same expectations or desires, then the customer is said to be satisfactory. The creation of customer satisfaction can provide various benefits, including the relationship between customers and service providers to be harmonious, thus providing a good basis for creating customer loyalty, forming a word of mouth recommendation. What is beneficial for service providers, a better reputation in the eyes of customers, and the profit (PAD) obtained will increase.

- **Government Regulation Number 17 of 2018 about District**

Government Regulation (PP) Number 17 of 2018 concerning Districts. This PP is an implementation provision of Articles 228 and 230 of Law Number 23 of 2014 concerning Regional Government. In the PP it is stated that a sub-district or what is called by another name is a part of the district/city area led by a *Camat* (Head of District). There are two ways to form a district. First, through the division of one sub-district into two or more sub-districts. Second, the merging of sub-districts from other sub-districts that are side by side in one district/city into a new sub-district. The central government can assign certain district/city governments through the governor as representatives of the central government to form sub-districts. The formation of these sub-districts includes sub-districts in remote and outermost islands, sub-districts in land border areas and sub-districts in the framework of national strategic interests in accordance with the provisions of laws and regulations.

Method

In this study, It is located in Padang Sidempuan City. Located in the Province of North Sumatra and known as the city in the western coast of North Sumatra. In Padang Sidempuan city, there are 6 districts, namely and its population shown in Table 1. based on data by Statistic Centre Board of Padang Sidempuan in 2017.

Table 1

The Population by District

No District	Sex/Gender		
	Male	Female	Total
1. North of Padang Sidempuan	30.865	33.480	64.358
2. South of Padang Sidempuan	32.912	33.725	66.576
3. Southeast of Padang Sidempuan	16.849	17.345	35.116
4. Padangsidempuan Batunadua	10.452	11.235	22.604
5. Padang Sidempuan Hutaimbaru	7.902	8.171	16.073
6. Padangsidempuan Angkola Julu	3.961	4.229	8.190
Total	103.709	109.208	212.917

Design of this research is the combination between Qualitative and Quantitative approaches with the less dominant model. There are several considerations for using this method. The first is an easy switch if multiple facts are found. The second directly provides a relationship between researcher and respondent. The third reason is that it is more responsive and able to adapt to the many influences of sharpness and value tendencies faced (Moelong,

2006). The data collected were analyzed using descriptive-analytic methods. Informants and Data Collection for this research is:

a. Primary Data

Primary Data is the data obtained in the field of the research.

1. Questionnaire to the community and civil servants/executive apparatus contained closed and semi closed Questions
2. Interview Guidance for interviewing the community and civil servants/executive apparatus as the informants of this research
3. List of Questions in Focus Group Discussion (FGD) with all Camat (Head of District) in Padangsidempuan City.

a. Secondary Data

For Secondary data, collected from the process of the other researcher's data, either in documents, reports, publication, and so on. To get really accurate information, triangulation technique was performed.

To collect data from the community as part of the primary companion data from interviews with informants, the Slovin's formula is used to determine the number of research samples. The question that is often asked in the sampling method is how many samples are needed in the study. A sample that is too small can cause the study to be unable to describe the real population conditions. Conversely, a sample that is too large can lead to wasteful research costs. One of the methods used to determine the number of samples is using the Slovin formula (Sevilla et. Al., 1960: 182), as follows:

$$n = \frac{N}{1 + Ne^2}$$

Where:

n= Total Samples

N= Total Population

e= *error tolerance*

For this research error tolerance is limited 0,1 with total population 216.103 (Total Population of Padang Sidempuan City based on The Population and Civil Registration Office of Padang Sidempuan City in 2017) so the samples Obtained 99, 99 people.

$$n = \frac{212.617}{1 + (212.617 \times 0,1^2)} = 99,99$$

The samples is divided by 6 districts, obtained:

$$99,99/6 = 16 \text{ samples}$$

So, in this research the samples tested for questionnaire is 102 people, with the division of six people per districts chosen randomly. While distributing questionnaires for implementing apparatus data through data / information received from the District in Padang Sidempuan City, that the total number of employees serving in the entire

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sub-district is 135 people, so the sample size is rounded off based on the distribution specified in the Krejcie and Morgan show in Table 2.

Table 2

Krejcie and Morgan

Population (N)	Sample (n)
130	97
140	103

In a qualitative approach, analysis is carried out simultaneously with data collection, which is known as continuous analysis. Qualitative analysis is carried out by following several processes such as data reduction, data presentation and conclusions will be drawn based on the reduction and presentation of data. In a quantitative approach, descriptive statistical analysis techniques are used. Statistical analysis is used to analyze the variables represented by a frequency distribution such as numbers and percentages. Data trends will be analyzed. The analysis technique used is in making the frequency distribution Table 3 classifications of answers are determined, with the consideration that the classification of the answers is adjusted to the number of categories / classes used in making the questionnaire based on a Likert scale, namely:

Table 3

Size Value Indicators

Perception Value	Interval Value (NI)	Conversion Interval Value (Nik)	Service Quality (X)	Performance of Service Unit (Y)
1	1,00 – 2,5996	25,00 – 64,99	D	Bad
2	2,60 – 3,064	65,00 – 76,60	C	Less Good
3	3,0644 – 3,532	76,61 – 88,30	B	Good
4	3,5324 – 4,00	88,31 – 100,00	A	Very Good

With the measure of Indicator through Public Satisfaction Elements in this regulation that cover:

1. Requirements
2. System, Mechanism, and Procedure
3. Completion Time
4. Cost/Tariff *)
5. Product Specification type of Service
6. Implementor Competency **)
7. Implementor Behaviour **)
8. Handling Complaints, Suggestion and input
9. Facilities and Infrastructure

Meanwhile, to measure the implementation of the Policy Implementation from the perspective of the implementing apparatus using measurement indicators through the Public Service Performance Elements (Van Meter Van Horn in Agustino, 2012) in this regulation include:

- a. Size and the Purpose of Policy
- b. Resources

- c. Characteristics of Implementor Agent
- d. attitude/Disposition of Implementor
- e. Inter Organization Communication and Implementors activities
- f. Economy, Social, and political environment

Result and Discussion

- **Result**

- **Implementation of Integrated Administration Service of Districts in Padang Sidempuan City**

To measure the level of community satisfaction with the implementation of delegation of authority, in this case integrated district services (PATEN) in f Padang Sidempuan city, questionnaires were distributed to the Public. Service measurement indicators are based on indicators contained in the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 14 of 2017 concerning Guidelines for Preparing Community Satisfaction Surveys for Integrated Service Provider Units in districts in measuring aspects of public service implementation as a form of delegation of authority. a questionnaire distributed to the public is as follows in Table 4:

Table 4

Public Satisfaction Index on Integrated Service of District

No	Elements	Score Average	Category
1.	Requirements	2,40	Good
2.	System, Mechanism, and Procedure	2,40	Bad
3.	Completion Time	2,51	Less Good
4.	Cost/Tariff	2,60	Good
5.	Product Specification type of Service	2,63	Good
6.	Implementor Competency	2,35	Less Good
7.	Implementor Behaviour	2,39	Good
8.	Handling Complaints, Suggestion and input	2,48	Bad
9.	Facilities and Infrastructure	2,63	Good
Average		2,48	BAD

Sources: Data Process (2020).

From the questionnaires distributed and the answers given by the community, it shows that the implementation of delegation of authority in the form of integrated district services (PATEN) in Padang Sidempuan is still not said to be an effective and efficient prime service. The public considers the services provided in the districts to be bad and not taking sides with the public. This is evidenced by a total of 9 community papal assessments. This is indicated by the level of community satisfaction in the "LESSGOOD" category (seen in the interval 2.48 or in the interval 25.00 - 64.99). While the implementation of delegation of authority from the perspective carried out by the Regional Government of Padang Sidempuan City to the district shows a weight of 2.57 with the LESS GOOD category with Type C. It is said with Type C based on the accumulation of choices of sub-district employees related to public services in this case is integrated services in the District. With the following Table 5:

Tabel 5

Measure by Civil Servants Perspective

No	Elements	Scoring Average	Categories
1.	Size and the purpose of Policy	2,34	Bad

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2.	Resources	2,62	Less Good
3.	The Characteristic of Implementor	2,76	Less Good
4.	Attitude/Disposition of Implementor	2,28	Bad
5.	Inter Organization Communication and Implementors Activities	2,66	less Good
6.	Economy, Social and Political Environment	2,80	Less Good
Average		15,46/6 = 2,57	Less Good

Sources: Data Process (2020).

The Description of the field study and focus group discussion obtained several problems as follows:

1. The position of the head of District (Camat) as the person in charge has the task of leading, coordinating and controlling the implementation of PATEN, preparing budget and cost plans, determining technical implementation, conveying accountability for PATEN performance to the Mayor through the Regional Secretary. However, on the one hand, the sub-district head experiences a dilemma in implementing PATEN because the community still considers that licensing completeness is not an important thing and has no benefit.
2. The socio-cultural condition within the PATEN policy implementing agency does not have or it is almost said that there is no clear line for the position of the district between parallel institutions below the Mayor, so that the District is limited by the authority that serves the licensing and non-licensing sectors on a small and limited scale. PATEN should have been held with a view to realizing the District as a community service center. The transfer of services is accompanied by a delegation of authority from the mayor to the related sub-districts without having to overlap or tug of war among institutions.
3. The availability of experts that are scarcely possessed by several district agencies that carry out integrated services in the sub-districts. Human Resources remains a classic problem which becomes a separate portion in the technical department both in the service office and in the field. Local Government must have Sensitivity to the implementing instruments of the policy, about how they can overcome the level of service demanded by the public so that the returns from these services can run according to expectations and the mandate of the regulations.
4. Service character education that has been indoctrinated since the recruitment of the policy implementing apparatus is not carried out gradually and continuously. Moreover, the attitude of the implementers who have a tendency to slow down completion and want to be served continues to grow. The loss of leadership and the mismatch of figures are suspected as determining factors for the attitude of the implementers in understanding the meaning of professionalism.
5. Program achievements and evaluation of program outcomes are hampered by the lack of ideas and ideas in pouring out innovations that can improve services to the public. Rather dwelling on the same circumstances as before in developing methods.
6. Communication that is built often faces interests that hinder the performance of the implementers. Rare and lack of understanding between implementers between agencies.
7. The understanding of the delegation of authority by the competent official is still superficial. Of course, the Mayor Regulation of the Padang Sidempuan City Number 3 of 2014 also departs from the ministerial regulation No. 4 of 2010, which confirms that the District as a PATEN must meet the requirements contained, namely the substantive requirements, administrative requirements and technical requirements. Substance requirements as referred to in Article 5 Minister of Home Affairs No. 4 of 2010 is a delegation

of their power in the Mayor to the Districts in Padang Sidempuan. The bias in the authority of the licensing and non-licensing sectors also hampers the legitimacy of the sub-districts as executors of delegation of authority. Delegates part of their authority to be determined by a strict Mayor regulation. Section delegates should aim at their authority on governance to take into account the efficiency and effectiveness of services. This is intended to make responsible services by the Mayor to the District right on target.

In the achievement of policy implementation by looking at the facts in the field as well as a FGD (Focus Group Discussion) review and the demands for the implementation of e-government, an approach / model based on the industrial revolution 4.0 is needed, namely the application of Direct Mobile Services for Licensing and non-licensing Administration. (SIDIMPUAN PRIZON).

This technology-based application plan is intended for the implementation of e-government in Padang Sidempuan City:

1. Realizing that the greatest asset of the implementing apparatus lies in the competence, expertise and knowledge (intelligence) of each member (human resources), not in other resources such as financial wealth, relations with industry, or other similar things..
2. Understand that knowledge is the result of the metabolism of various entities, namely data / information, experience, content and context; so that everyday people will be "dependent" to consume these things due to the use of technology.
3. Implement new innovations from day to day which are both challenging because of the awareness that the only way to survive and win in the global era is to try to be a good govern.

The Figure of Sidimpuan Prizon Model show in Figure 1 as a follows:

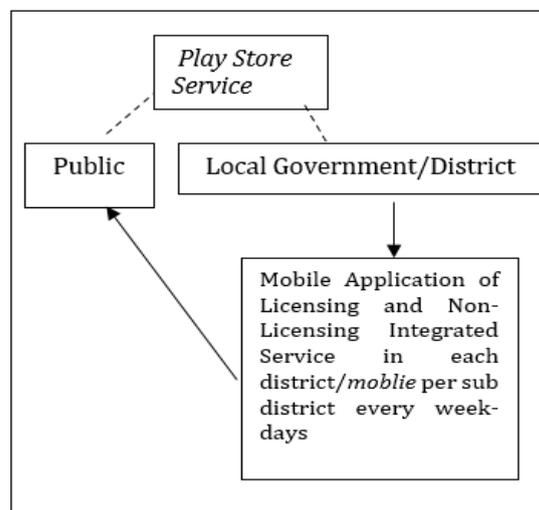


Figure 1

Sidimpuan Prizon Model

- **Discussion**

Merging sub-districts, according to this government regulation (PP), can be done in the form of merging two or more sub-districts that are side by side in one regency/city. This sub-district merger can be done in three ways. First, in the event of a disaster which results in the government administration function not being implemented.

There are national strategic interests. Third, an agreement was reached between the regional head and the district / city Regional People's Representative Council (DPRD) based on the agreement between all villages / sub-districts that will join. "The merged sub-districts as meant can use the name of one of the merged sub-districts or use a new name. The PP also mentions the duties of a sub-district head. First, organizing general government affairs at the sub-district level in accordance with the provisions of laws and regulations governing the implementation of general government affairs. Second, coordinating community empowerment activities. Third, coordinating efforts to organize public order and order. Fourth, coordinating the implementation and enforcement of regional regulations and regional head regulations.

Conclusion and Recommendation

Based on the result of this research, can be concluded as follows:

1. Padangsidempuan has a peculiarity in the government structure. As a city within its territory there is still a village government whose existence is quite influencing the socio-cultural conditions of the people of Padangsidempuan City. The most significant roles of the districts so far seen by the community are as: 1. Administrative Institutions; 2. Public Service Providers and; 3. Emergency response.
2. The ineffective role and function of the sub-district in services is probably due to the limited authority given by the municipal government (mayor) to the sub-district so that the sub-district is a little "hesitant" to take action if problems arise in its jurisdiction area.
3. The policy of delegation of authority that produces PATEN products is a public service in the District which is not only running and describing the technical raw material, but it requires a pattern or model that is suitable for the character of the service recipient so that the public does not feel bored and antipathy to come to take care of licensing and non-licensing.

The recommendation can be given as follows:

1. A special pattern is needed in the implementation of policies that can adjust socio-culture or progressively change inter-institutional and intra-institutional relations.
2. Supervision and development of a work culture that has a service orientation as a consequence of professional responsibilities.
3. Reorganizing intra-institutional and inter-institutional communication in a series of work programs as well as anticipating the dynamics of contemporary administration related to renewable regulations.
4. Comprehensive understanding of the role of the district and delegation of authority from the lowest elements of the bureaucracy to the highest by cooperating with higher education institutions as partners in building a sound, good and credible government.
5. There is a policy from the leadership to understand, implement the concept of delegation for the purpose of community service quickly and precisely.

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