

## Implementation of the Regulation of the Mayor of Medan Number 35 of 2020 Regarding the Coordination of the Organization of Public Facilities and Infrastructure Maintenance and Environmental Cleanliness in the District of Medan Sunggal

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### ABSTRACT

This research aims to analyze the implementation of the Regulation of the Mayor of Medan Number 35 of 2020 in the Medan Sunggal District related to the coordination of the organization of public facilities and infrastructure maintenance, as well as environmental cleanliness. This regulation was issued to improve the efficiency and effectiveness of public facility maintenance efforts, as well as to encourage community participation in maintaining environmental cleanliness. This research uses a qualitative approach with in-depth interviews with relevant parties, including government agencies, the community, and local figures. The collected data is analyzed using content analysis techniques to identify patterns of regulation implementation and responses from various stakeholders. The results show that the implementation of the Regulation of the Mayor of Medan Number 35 of 2020 in the Medan Sunggal District is not yet fully optimal. Coordination between government agencies still faces obstacles, and community participation in maintaining environmental cleanliness still needs improvement. It is hoped that the implementation of this regulation can become more effective and have a positive impact on the maintenance of public facilities and infrastructure, as well as environmental cleanliness in the Medan Sunggal District.

## INTRODUCTION

Improvement of facilities and the city's economy will lead to population growth by attracting people to urban areas with the aim of seeking employment. This will result in: 1.) Imbalanced distribution of livelihood resources, which will impact urban development planning. 2.) Urbanization that will affect unplanned residential locations, resulting in sprawling slums with makeshift facilities and infrastructure without proper planning. 3.) People are encouraged not to think and lack the initiative to improve the quality of the settlement environment, while the city government still considers that the land allocation (land use) in this area will not be developed with facilities and infrastructure (Haji et al., 2015).

This is a major problem because the attractiveness of the city, driven by factors that play a role in the urbanization process, increases and eventually makes it difficult to find employment. Difficulty in finding employment in rural areas results in the growth of informal jobs, where competition in the formal job market is challenging due to the need for adequate education levels and skills. The resulting social changes will affect the transformation of residential areas that function as environments equipped with closely related environmental facilities and infrastructure aspects, including social, economic, cultural, health aspects, and so on (Singkawijaya, 2017).

The primary needs for people in the city center are basic requirements, while the fulfillment of facilities and infrastructure in residential areas can meet planning criteria, including: educational facilities, health facilities, government services, public services, and open spaces (green spaces) Road Infrastructure (local and environmental), clean water supply, drainage, waste disposal, as well as electricity and telephone networks.

The economic growth of the Indonesian population from year to year has increased, accompanied by population growth. This increasingly impacts the environment, as humans tend to exploit it for survival. The decline in environmental quality poses problems in people's lives. One environmental problem that still persists in urban areas is waste management (Purwadi et al., 2018).

Improving the environmental quality in densely populated residential areas in the city center is through the optimization of environmental facilities and infrastructure, which will impact the economic aspect, where the closer the community is to facilities and infrastructure, the more often they visit these facilities (Satmaidi, 2017).

Environmental problems are becoming increasingly larger and more widespread. Initially, it was just a natural issue that occurred as part of the natural process. This process is normal and occurs without significant consequences for the environment itself, and it can be restored later (homeostasis). However, now environmental problems can no longer be considered as mere natural issues because humans are significant factors causing variables that play a significant role in environmental events. It cannot be denied that environmental problems arise and develop due to human factors, which are much larger and more complex than natural factors themselves. Humans, with various dimensions, especially with factors such as mobility growth, common

sense with all the development of cultural aspects, and also with the passage of time or age factors that change human character and perspectives, are more appropriately related to environmental problems (Hakim, 2021).

Rapid population growth impacts the level of community consumption, thus increasing the amount of waste generated. The increase in the amount of waste generated is not proportional to the improvement and enhancement of waste management facilities and infrastructure, causing complex waste problems, including the non-transportation of waste and uncontrolled waste disposal, leading to various diseases and environmental pollution.

The district is one of the organizations that carries out general government tasks as stated in Law Number 32 of 2004 concerning Regional Government. Based on the general government tasks carried out, the implementation of policies set by the Mayor is very important, especially in efforts to make improvements in the future (Prihastuti, 2022).

Environmental quality can be determined by the Implementation of the Mayor of Medan Regulation Number 35 of 2020 regarding coordination to fulfill the needs of facilities and infrastructure, including environmental cleanliness. Thus, in this case, it is expected to automatically impact the improvement of the inhabitants' quality of life and the deterioration of environmental cleanliness, especially in the river basin area located in the Medan Sunggal District. So based on this, the aim of this research is to analyze the facilities and infrastructure of settlements in the Medan Sunggal District for the organization and improvement of the quality of facilities and infrastructure as well as environmental cleanliness.

## **THEORETICAL FRAMEWORK**

### ***Implementation Theory***

Implementation is a series of activities aimed at delivering policies to the public so that the policy can produce the expected results. This series of activities includes, firstly, the preparation of a set of follow-up regulations that interpret the policy. Secondly, preparing resources to drive the implementation activities, including facilities and infrastructure, financial resources, and, of course, determining who is responsible for implementing the policy. Thirdly, how to concretely deliver the policy to the community (Sulila, 2015).

Implementation is considered a primary form and a critical stage in the policy process. This view is reinforced by Edwards III's statement that without effective decision implementation, policymakers will not succeed in implementing the policy. Policy implementation is the visible activity after a valid directive is issued from the policy, covering management input efforts to produce outcomes for the public (Rabani et al., 2023).

According to Purwanto and Sulistyastuti, "implementation is a policy distribution activity (to deliver policy output) carried out by implementers to the target group as an effort to realize the policy." According to Agustino, "implementation is a dynamic process where policy implementers engage in an activity or activities, ultimately achieving results that align with the purpose or objectives of the policy itself (Vicesa et al., 2022).

Ripley and Franklin state that implementation is what happens after the law is enacted, providing authority for programs, policies, benefits, or tangible output types. Implementation involves actions by actors, especially targeted bureaucrats, to make the program operational. Grindle (in Winarno) offers his perspective on implementation by saying that generally, the task of implementation is to form linkages that facilitate policy goals being realized as a result of government activities. In Edwards III's view, policy implementation is influenced by four variables: (1) communication, (2) resources, (3) disposition, and (4) bureaucratic structure (Sallis, 2015).

### **Local Government**

The term local government is used to refer to units of governance under the central government that have their own governing authority. The Republic of Indonesia Law Number 23 of 2014 Concerning Regional Government states that "Local Government is the head of the region as an element of the Regional Government organizer who leads the implementation of government affairs that fall within the authority of the autonomous region."

Local government includes governors, regents, or mayors and regional apparatus as elements of regional government organizers. In the construction of Article 18 of the 1945 Constitution, which mentions local government in Makhya, it has the following understanding; a) The region is not state-like, b) The territory of Indonesia is divided into provinces, and these provinces are then subdivided into smaller regions, c) Regions are not autonomous and can be administrative, and d) In autonomous regions, regional representative bodies are formed in accordance with the principles of deliberation in the state government system. Local government emerges as a consequence of the vastness of the country's territory, making it impossible to be managed by the central government (Sirajuddin, 2016).

To ensure that the management of government affairs can be served well, local government or regional government is formed. Regional Autonomy is the right, authority, and obligation of autonomous regions to regulate and manage their own government affairs and the interests of the local community within the framework of the Unitary State of the Republic of Indonesia.

The authority to regulate and manage household affairs includes three elements: firstly, the assignment of tasks and authority to complete a given authority to the Local Government; secondly, the delegation of trust and authority to think, take initiative, and determine the ways to complete those tasks independently; and thirdly, in the effort to think, take initiative, and make decisions, involving the community directly or through the Regional People's Representative Council (DPRD). The authority of local government includes the authority to make local regulations and democratically carry out government administration. Therefore, the implementation of Local Government cannot be separated from the principles of decentralization and regional autonomy (Fernando et al., 2023).

The system of the Unitary State of the Republic of Indonesia (NKRI) government, according to the 1945 Constitution, provides autonomy to regions. The success of regional autonomy depends heavily on local government, namely

the Regional People's Representative Council (DPRD), the Head of the Region, regional apparatus, and the community to work hard, be skilled, disciplined, and behave in accordance with values, norms, morals, and applicable regulations, taking into account limited infrastructure and facilities, as well as efficient and professional financing or funding. Decentralization is the delegation of government authority by the central government to autonomous regions. Regional autonomy is the authority of autonomous regions to regulate and manage the interests of the local community.

The implementation of regional autonomy based on Law No. 32 of 2004 adheres to the principles of broad, real, and responsible autonomy. Regardless of the extent of autonomy held by a region, its implementation must remain within the framework of the Unitary State of the Republic of Indonesia. In addition, the implementation of regional autonomy must ensure a harmonious relationship between the community, local government, and the Regional People's Representative Council (DPRD). Decentralization should be viewed more realistically, not as a general solution to development issues, but as one way to improve the efficiency, effectiveness, and trust of various levels of government under favorable conditions (Saragih, 2016).

## **METHODS**

This research uses a descriptive research method with a qualitative approach. Qualitative research aims to collect, record, analyze, and provide descriptions and brief explanations of existing data so that the conclusions drawn can approximate the existing reality (Gunawan, 2017). This research aims to obtain direct analysis of the implementation of Mayor of Medan Regulation Number 35 of 2020 at the Medan Sunggal Sub-district Office. This research was conducted at the Medan Sunggal Sub-district Office and various environments in the Medan Sunggal Sub-district. In this study, the author used one key informant, three main informants, and five additional informants. The informants include: the Sub-district Head, Sub-district Secretary, Head of Government Section, Infrastructure Section, and several Civil Apparatus and residents residing in the Medan Sunggal area, at least 5 people. To obtain holistic and integrative data, and to observe the relevance of the data to the objectives, the researcher used three techniques for data collection: in-depth interviews, observations, and document studies. Analysis is done by elaborating on the obtained data, both qualitatively with structured and detailed descriptions. According to Creswell, there are several steps in analyzing data, namely processing data, reading the entire data, coding data, and describing.

## **RESULTS**

One tangible manifestation by the Medan City Government is the issuance of Regulation Number 35 of 2020 Regarding the Coordination of the Maintenance of Public Facilities and Infrastructure and Environmental Cleanliness in the Medan Sunggal Sub-district. The existence of this policy does not immediately solve the waste problem, including in the Medan Sunggal Sub-district, where the increasing population growth, outdated waste management methods still using

open dumping systems, limited facilities and infrastructure that cannot handle the amount of waste, lack of socialization about this policy, and other issues.

Communication is one of the most important dimensions for success in achieving the goals of a work unit in implementing government policies. In this context, communication relates to the process of conveying information that contains important messages from policymakers to stakeholders. Therefore, clarity of policy information and consistency of information conveyed to relevant parties are needed. In this condition, the role of communication is based on the assumption that policy implementers will carry out what is received and understood in a policy. There are three factors to measure the success of communication: 1) transition (socialization), 2) clarity, and 3) consistency (Heris, 2016).

Based on the interview results with several informants, it can be concluded that in this socialization, the Department of Environment (DLH) is directly involved with the sub-district and each sub-village in the Medan Sunggal Sub-district. This socialization is manifested in an effort to increase public awareness of the importance of managing and disposing of waste properly. This hindered socialization can essentially be overcome by providing information and insights to the public through social media and also through the official websites of the Medan City Government. Socialization through the application of technology and information is expected to effectively increase public awareness because face-to-face socialization cannot be conducted due to the impact of the COVID-19 pandemic.

To ensure that the policy transmitted to implementers, target groups, and other stakeholders is clear, it is important that they understand the purpose, goals, targets, and substance of the public policy. Each party should know what needs to be prepared and implemented to successfully achieve the policy effectively and efficiently.

The dissemination of information regarding the content or substance of the established policy, which is an elaboration of the content or substance of a policy, is essential. The clarity of information in the socialization process will determine the level of knowledge and understanding of the parties involved in the implementation of a policy that has been established. Therefore, the content or substance of the policy must be clear, detailed, and easily understandable.

Based on the interview results with several informants, it is known that the Medan City Regional Regulation Number 35 of 2020 regarding the Coordination of the Maintenance of Public Facilities and Infrastructure as well as Environmental Cleanliness. Regarding waste reduction as stipulated in Article 8, it is carried out by limiting waste generation, recycling waste, and reusing waste. Meanwhile, for waste management, as stipulated in Article 10, it is carried out through waste sorting, collection, transportation, processing, and final waste processing.

Consistency is needed so that the policy taken is not inconsistent, confusing implementers, target groups, and other stakeholders. Consistency refers to the target group, which is the object that will be subject to a policy. The

target group determines whether the policy will be successful or not because the purpose of a policy is to respond to or overcome issues within that target group.

Consistency is essential to avoid confusion or create ambiguity. Instructions given in the implementation of communication must be consistent and clear to be determined or executed. If the instructions given frequently change, it can create confusion for implementers in the field. Based on the explanations above, it can be understood that the interruption of communication related to the transmission of halted socialization since 2020 due to the COVID-19 pandemic has also caused disruptions in waste management services. The previous socialization was an effort to reduce waste and increase public awareness of the importance of proper waste disposal. Furthermore, consistency in implementing this Regional Regulation has not been achieved, considering the enforcement of sanctions has not been carried out firmly until now.

Resources are positioned as inputs in an organization as a system that has economic and technological implications. Economically, resources are related to the direct costs or sacrifices incurred by the organization that reflect the potential value or usefulness in transforming them into output. Technologically, resources are related to the transformation capabilities of the organization (Yusuf, 2017).

The number of human resources (SDM) in the Medan Sunggal Sub-district is still minimal, coupled with the fact that the educational background of field supervisors is not yet optimal. For civil servants (ASN) in the Medan Sunggal Sub-district itself, it is also expected in the future to be supported by employees with a background in environmental engineering education, so that their knowledge, capabilities, and competencies can improve waste management performance in Medan City, especially in the Medan Sunggal Sub-district.

In the implementation of environmental management, the presence of officials with knowledge is crucial, considering the rapid development of the environmental world. The figure of a knowledgeable official is highly needed in the Medan City Environment Agency and should understand the processes of the technology-based industrial world.

Budget, as a fiscal policy tool of the government, is used to stabilize the economy and promote economic growth. Through the public budget, the direction of government fiscal policy can be known, enabling predictions and economic estimates. The budget can be used to encourage, facilitate, and coordinate community economic activities to accelerate economic growth.

Based on observation results, it is known that every year the budget of the Medan Sunggal Sub-district increases, but the provided budget cannot accommodate all waste management programs, such as the cost of maintaining facilities and infrastructure, adding waste truck fleets, waste collection points (TPS), and waste banks. In 2020, the Waste Management Performance Development Program had a budget of IDR 5,668,676,900, increasing in 2021 with a budget increase of IDR 6,420,797,051. Every government unit is involved in the budgeting process.

A well-prepared public budget will be able to detect inconsistencies in a unit's achievements in organizational goals. In addition, the public budget also functions as a communication tool between units within the executive environment. The budget must be communicated to all parts of the organization for implementation.

Facilities and infrastructure refer to all facilities and infrastructure available to ensure the implementation of a policy and are used to directly support and relate to assigned tasks. The development of facilities and infrastructure plays a crucial role in supporting economic, social, cultural activities, as well as national unity and cohesion, especially as the basic capital to facilitate interaction and communication among community groups and connect and link between regions. The development of facilities and infrastructure, as part of national development, is expected to become the driving force for national economic growth and support national competitiveness globally.

Based on interviews with several informants, it is known that facilities and infrastructure are still minimal. This issue must be addressed promptly, as the scarcity of TPS container bins is likely to make people dispose of waste indiscriminately, which is feared to increase the presence of illegal TPS in the Medan Sunggal Sub-district.

The tendency/disposition/attitude of implementers is another important factor in the public policy implementation process. If effective policy implementation is expected, then the role of implementers must have the desire and positive attitude disposition to carry out the policy. The attitude of implementers/disposition is the nature and characteristics possessed by the implementer. If the implementer has a good disposition, they will implement the policy as desired by the policy maker. In this case, it includes; 1) commitment, 2) honesty, and 3) democratic nature (Kholis & Praja, 2019).

The commitment of implementers does not appear to be optimal in supporting the implementation of waste management policies in the Medan Sunggal Sub-district. One of the plans being developed is the exchange of waste from the community with plant seeds, which is expected to teach people to be aware of sorting their own waste. However, the enforcement of sanctions has not been realized as a commitment of implementers to enforce this regional regulation.

Policy implementers are obligated to receive, listen to, and appreciate the aspirations, complaints, and/or grievances expressed by the community. For this reason, the government needs to establish a clear and transparent channel for expressing aspirations so that the community truly understands the process they must go through. Ultimately, the public will receive real answers and/or follow-ups from the government within a clear timeframe. In this regard, the government can open a dialogue forum with the community to reach agreements or establish a reciprocal communication channel based on honesty to build public trust in the government.

The realization of revenue that reaches the target is one tangible manifestation of the honesty of officers and implementers in the field, considering that waste management fees often experience leakage or have a low percentage that does not reach the target. The Medan Sunggal Sub-district is able to implement this regional regulation supported by honesty and commitment in carrying out waste management tasks.

## DISCUSSION

In the context of policies, democracy implies that state budgets (both at the central government and regional government levels), whether related to income or expenditures, must be determined through a process that includes as many elements of society as possible. Besides, it should be discussed and approved by the representative institutions. In an egalitarian, transparent, and democratic society, the need and responsibility for providing public services do not fall solely on the government but also on its partners, namely the private sector and the community. A customer-oriented approach to public services becomes one of the gateways to creating transparent, integrity-based, and democratic public services (Indah, 2014).

The democratic nature is manifested in the efforts of the Medan Sunggal Sub-district to manage its waste independently. Despite facing challenges, the Environmental Agency (DLH) still wants to continue managing its waste without the assistance of third parties. By implementing and accelerating the concept of the 3R method and abandoning the open dumping method, it is hoped that gradually but surely, the Medan Sunggal Sub-district will be able to manage waste independently, effectively, and efficiently.

The success of the supervision process is determined by the availability and clarity of minimum service standards outlined in the Standard Operating Procedure (SOP). In the context of policies for the public sector, the standard of administrative service quality from the producer's view is established based on regulations, policies, standard operating procedures (SOP), public service standards (SPP), and minimal service standards (SPM). Therefore, the improvement of service quality is not based on material motives but rather on normative motives such as the moral drive of officials, religious foundations, and accountability of officials as a form of responsibility for their duties. In this case, the service is oriented towards compliance with SOP and legal requirements (Purnomo & Putri, 2018).

Community participation is crucial in implementing a policy. This is because the community is an important component in determining the success or failure of an activity within a policy. Community participation here refers to the involvement or concern of the community in waste management in the city of Medan. The Environmental Agency (DLH) has provided Temporary Disposal Sites (TPS), yet some people still dispose of their waste on the roadside.

This indicates that the community does not understand and has not internalized the cleanliness aspect of waste disposal. They lack awareness of where to properly dispose of waste, and the community still lacks concern for the environment.

Community participation in waste management is still very limited. The participation is limited to paying a monthly waste disposal fee for those whose waste is collected by sanitation workers. Some members of the community dispose of their waste at home and burn it themselves. There is still no community that utilizes its waste for useful purposes; only a portion of the community uses it for their own needs.

The low awareness of the community regarding waste management issues is related to the community's responsibility for the environment, specifically the lack of awareness in practice. People tend to dispose of waste in places other than those provided by the Medan Sunggal Sub-district. Awareness is a conscious thought (knowledge) that organizes the mind, conscious living, and is part of attitude and behavior. In reality, conscious living behavior by the community is not fully developed.

Based on research results and information from several sources, there are still many undisciplined people who do not understand notifications about waste disposal regulations. The notifications are made through local media in the Medan Sunggal Sub-district. However, this method is not effective, and many people still do not understand this information.

Human resources are the most essential factor in the implementation of regional governance, as actors and drivers in the mechanism of the governance system. To ensure that the governance mechanism runs smoothly according to the desired goals, the human or subject must also be good. In other words, the governance mechanism, whether at the regional or central level, can only run well and achieve its goals if the human subjects are also good.

Human resources are integral to overall efforts to improve waste management, including technical, managerial, and operational aspects. To achieve waste management as expected, a considerable number of officers are needed (Marwansyah, 2019).

The current human resources condition in Medan Sunggal Sub-district shows a lack of technical expertise in environmental management, where there are still numerous environmental and industrial issues that require the capabilities of officials to address.

In terms of human resource quantity at the Environmental Agency, there are 57 personnel consisting of 42 civil servants (ASN) and 15 voluntary workers. Among them, 8 individuals have a Master's degree (S2), 33 have a Bachelor's degree (S1), 2 have a Diploma degree (D3), 2 have a Diploma degree (DIV), 4 have a high school diploma (SMA), and 3 have a primary school diploma (SD). In terms of civil servant ranks, there is 1 person in the Pembina TkI (IV/b) category, 6 in the Pembina (IV/a) category, 10 in the Penata Tk.I (III/d) category, 6 in the Penata (III/c) category, 7 in the Penata muda Tk.I (III/b) category, 5 in the Penata muda (III/a) category, 4 in the Pengatur (II/d) category, 1 in the Pengatur (II/c) category, 1 in the Pengatur muda Tk.I (II/b) category, and 2 in

the Juru (I/d) category. This profile does not currently enable the optimal management of the living environment.

According to Edward III, one variable influencing the success or failure of policy implementation is human resources. However, human resources for program implementation are considered a hindering factor. The lack of human resources from research and observation, specifically the shortage of sanitation workers providing services to the community, is a significant obstacle. Although, so far, the implementation of programs related to Medan's cleanliness management, especially in Medan Sunggal Sub-district, has seen efforts by program implementers to maximize their work. The shortage of sanitation workers is an essential responsibility for the Environmental Agency of Medan City to seek additional personnel related to program implementation.

The government faces challenges in waste management due to budget limitations. The insufficient budget results from the city government's waste management budget not reaching its target. Therefore, waste management activities have not been effectively and efficiently executed. The maintenance of public facilities and environmental cleanliness in Medan Sunggal Sub-district is funded by the Medan City government through the Regional Budget (APBD) and community participation through the collection of waste service fees or cleanliness fees.

The success or failure of activities in maintaining public facilities and environmental cleanliness affects the implementation of the intended goals. To achieve effective and efficient results, supporting facilities and infrastructure are needed in waste management activities. Facilities and infrastructure are crucial factors, especially in waste transportation to the Final Disposal Site (TPA).

## **CONCLUSIONS AND RECOMMENDATIONS**

The government's policy implementation in waste management in Medan Sunggal Sub-district, Medan City, is still insufficient. This is due to communication issues, as the socialization efforts regarding waste reduction stopped in 2020. Consistency is also lacking, as there has been no firm enforcement of administrative sanctions for businesses that do not pay fees or individuals who dispose of their waste in illegal dumping sites. In terms of resources, most of the personnel implementing this policy, especially supervisors, have only completed junior high school (SLTP) and senior high school (SLTA) education, while within the Environmental Agency (DLH), there is a lack of experience and employees with educational backgrounds in environmental engineering. Limited budgeting makes it challenging to acquire recycling machines, considering their relatively high unit prices, and it is not feasible to distribute them to all neighborhoods in Medan Sunggal Sub-district. Facilities and infrastructure are also limited, such as a significant number of fleet units in poor condition, and waste holding capacity in TPS (Temporary Disposal Sites) in several neighborhoods is also restricted. In terms of disposition, the implementers' attitudes have shown commitment and honesty. Regarding bureaucratic structure, there is an SOP (Standard Operating Procedure) related to waste management and fragmentation involving the DLH, sub-district, and

community in the neighborhoods. Factors hindering the government's policy implementation in waste management in Medan Sunggal Sub-district, Medan City, consist of low public awareness of waste disposal, lack of strict enforcement of sanctions, insufficient human resources, and budget constraints.

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