# Merging of Urban Villages in the Region of Payakumbuh City in Order to Effectiveness of the Public Services

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Abstract: The implementation of structuring urban villages as stated in Article 5 paragraphs (1) and (2) Regulation of the Minister of Home Affairs Number 31 of 2006 about Formation, Deletion and Merger of the Urban Villages has determined the minimum requirements of urban villages formation such as population, area, access and supporting facilities for government. Payakumbuh government with a number of 76 urban villages are considered too many and not proportional, so that it is not optimal in carrying out governments affair at urban villages level, but on the one hand Payakumbuh government in implementing the arrangement of the urban villages has not fully met the stipulated provisions as stated in that Regulation and based on Article 7 paragraph (2)that Deletion and Merger of urban villages is based on the results of research and studies which carried out by the Regency / City Government, so that Payakumbuh City Regulation Number 7 of 2013 concerning Formation, Merger and Elimination of urban villages in Payakumbuh City has been published, where the formation of the urban villages is determined through a study set forth in the form of a scoring system. The purpose of this research is to analyse about how the implementation of the merger urban villages in the Payakumbuh city based on applicable laws and regulations and how the impact of merging the urban villages with the public services effectiveness later. This type of research is descriptive with the method of sociological juridical approach. The research data consisted of primary and secondary data which collected through interview techniques, questionnaires and document studies which were processed using editing techniques and analysed qualitatively. The formationg of urban villages in Payakumbuh through scoring system resulted in 20 new urban villages which is the resulted of studies and policies of Payakumbuh government with relevant stakeholders. Normatively, 20 new urban villages were found thath there were a number of urban villages that did not meet the requirements as stipulated in Permendagri Number 31 of 2006 such as the population that is still below 2000 inhabitants and the area which is still under 5 Km2, other than that the process of merging will be seen from the perspective of the latest legislation. On the other hand the authors see the process of merging the urban villages is very positive on the quality of community services with several findings of factors and indicators. In principle, merging urban villages aims to restructure the existing urban village in the City of Payakumbuh which adapted to the capabilities of existing resources and aims to improve the effectiveness of the quality of public service organization.

Key Words: Merging Urban Villages, Effectiveness, Public Service.

# **1. INTRODUCTION:**

Regional autonomy is autonomous local authority to regulate and take care of local community purpose according to their own initiative based on community aspirations in accordance with legislative regulations [1]. As for the purpose of granting regional autonomy to the regions oriented to, development the development in the broadest sense, covering all facets. Life and the life of thus, regional autonomy tends to a duty of on the right. This means that it is on the way to development in earnest and with a sense of responsibility as a means to reach their, nation that is the community of a just and prosperous, either material or spiritual [2]. Any policy taken upon the implementation of regional autonomy needs to clear who initiated the policy?, what is the goal?, how the endure and who must be responsible if the policy that fails. Regional autonomy also means the chance to build the structure of government in accordance with local needs build a competitive administration and to develop effective management system.

Government regulation No. 73 years 2005 on urban village as is poured in the in article 1 paragraph (5) explained that urban village areas are urban village head as a districts/cities in the working areas of sub-district. Urban village as a districts and cities with formed in the sub-district of an organization the spearhead providing service directly to the community as well as knows exactly the circumstances and society needs. With the advent of governing dynamics, next

to the rising of Act Number 23 Years 2014 on local government is shifting position in the order of the government urban areas where village no longer as units but shift in a device that the process of its formation must be implemented in line with the regulation and mechanism that new, it strengthened by the rising of government regulation no. 17 years 2018 about so when the government regulation is effective, government regulation no. 19 years 2008 about district and government regulation no. 73 year 2005 about village revoked and shall do not apply.

In general, the Payakumbuh City is one of the city in the western province of West Sumatra that strategic for the territory because it is located between the vital provincial capital of West Sumatra and Riau. With the provincial capital according to the classification, the Payakumbuh City with a population of  $\pm$  133.706 souls can be categorized as one of the middle category in West Sumatra province. The area of the Payakumbuh City as a whole is  $\pm$  84,00 km2 is divided into 5 ditrisct, 76 sub-district and 8 urban village [3].

The local regulation Payakumbuh city No. 7 years 2013 on the establishment, the removal and the merger in the city urban village Payakumbuh is the product legislation with the community members of Payakumbuh City council and as mandated in No. 15 Years 2019 at on changes to the Act No. 12 Years 2011 on the establishment of legislation, whereby on article 96 explained above that the community they are spoken and written to provide input in the formation of legislation. Input can be done through a meeting heard common opinion, a working visit, socialization, a seminar or discussion. Community members who referred to the content is a group or individual who have an interest in a substance the regulation is later to facilitate the public in providing input so the bylaw draft must be accessible easily by the community [4]. In addition public participation and involvement effectively council needed to ensure that the policy choice the according to community aspirations [5].

In the implementation of the process of combining the urban village within the payakumbuh city stipulated in article (4) and (5) affairs regulation Number 31 years 2006 on the establishment of the removal and the merger urban village where have elaborated minimum requirements be basis for formation of new urban village and also in article 7 paragraph (1) explained urban villages conditions of the community and will not again fulfills the requirements, as referred to in article 5 can be removed or merged, while in paragraph (2) explained that the removal and the merger urban village done based on the research done and research be implemented by local governments district/city and article 8 paragraph (1) diverse ways that the establishment of, the removal of or merger urban village regulated further by way of districts/cities. Next to embody the formation of new urban village based on the regulations are then in this case the formation of new urban village based on the merger regulation urban village determined through a study set out in the form of scoring system so that in these regulations have no terms at least that is used to the formation of new urban village as set out in the legislation domestic affairs minister number 31 years 2006 about forming, the removal, and the merger of urban village.

The formation of the sub-district within the Payakumbuh City through scoring system is the result of a study payakumbuh city government affairs regulation because the requirements that are set out in the establishment number 31 years 2006 on the removal and the merger could be applied the urban village is not considering the condition of the the kelurahan within the city payakumbuh with the average number of urban village population per 400 lives and the area of the village still below 5 km<sup>2</sup>, so, it is considered has not reached the requirement as set out in the affairs regulation. But essentially, the merger aimed at re-establishing urban village urban village in the Payakumbuh City adjusted to the ability of regional financial and human resources and is intended to improve the quality of public services.

# 2. CONCEPTUAL FRAMEWORK:

• The merging of urban village

The concept of integration in the dictionary of Indonesian is a process, manner which combine. In this case the merger means village in sub-district in Payakumbuh City. Inside the region number 7 years 2013 gone to a merger of the village is the union of two or more urban village into a new urban village.

• Effectiveness

According to a dictionary Indonesian language, effectiveness is to liveliness and the conformity in an activity between a person who work with the to be achieved. The effectiveness and in this paper affected amalgamation urban village relate to the effectiveness of the quality of public services in urban village level [6].

Public Service

In the sense the concept of services means talking about how its done to provide services or services to people who need, while public word derived from english, namely public mean people, general, the common folk, the crowd and public use [7]. Then in Indonesian Language, public means the crowd (common) [8]. Thus, public services are the activities helpful for the community in order to obtain break down and advis associated by common interests [9].

# **3. LITERATURE REVIEW:**

In terms of lowest government villages in a juridical manner, as stipulated in ministerial regulation number 31 years 2006 on the establishment, the removal of, and incorporation of urban village where called with the formation of the urban village was merging several urban village, or part ceorrelate with urban village, or a part of one urban village into two or more urban village, or the formation of urban village outside existing urban village. And the removal of the urban village was the act of nullifying urban villages. The purpose of the formation of urban village is to improve public service, perform the function of government and community empowerment in order to accelerate the realization of welfare society [10].

To the mechanism of the name is mentioned that combined village is using the name of one village who joins or using a new name depend on the interwoven. Between society and government Nevertheless the formation of urban village in the requirements as referred to in article 19 paragraph (2) stated that the requirements do not apply to administrative basis for formation of merger. urban villageAnd becomes the rule regarding the process of combining the stipulated by way of the district / city in accordance with prevailing regulation [11].

The preamble of the constitution of the Republic of Indonesia 1945 dictates that the purpose of established of the Republic of Indonesia, among them were to the advancement of general welfare and mencerdaskan life the people. The message of they contain meaning the state to meet the needs of every citizen through a system of government supporting the creation the public service prime in compliance with basic needs and civil rights every citizen for goods public, public services, and services administrative [12].

The current state of regarding the process of public service is still faced with the condition which are not based on the needs and changes in many areas of social life, into, and state. This can result of not ready to respond to the transformation the infinite dimensional broad development and the impact of various complex problems. In the meantime, new order Indonesians are faced with hope and global challenges sparked by progress in science, information, communication, transportation, investment, and trade.

Quality public services can only be done with the introduction of services system which prioritizes the interests of the community as a receiver. Service of interest to the community as a receiver ministry is absolutely. Service carried out by the organizers. Not who did, but who needs. Thus the service oriented to the interests of the community can be done in an optimum [13].

#### 4. METHODS:

This research uses the approach empirical (juridical sociological) is a method of an approach to a problem done by studying positive law of an object research and see the application of practice in the field. This study attempts to research and collect the primary data obtained indirectly from speakers .

In this case, research want to see how/the implementation and the impacts of the application of the merger village of the public service village stage Payakumbuh City.

This research is descriptive where the research is expected to be obtained a picture or painting factual state of an object of study with a view to clarify is hypothesized to help in strengthening theories in the framework of preparing for new theories [14].

#### **5. DISCUSSION:**

In the preparation of this research, in the context of the measurement of variable comparison the quality of services after carried out the merger urban village it can be seen through a method of Parasuraman, Zeithaml and Berry (1988) identify five the quality of services can be measured through some dimensions: tangible, reability, responsiviness, assurance, empaty. Next, each dimensions having certain indicators in measuring the quality of public services certain government offices so that the can be seen how effectiveness and public services delivered by officials as the urban village public service after implementation of the merger of urban village in the Payakumbuh City. As for urban villages that were visited were Kapalo Koto Ampangan in Payakumbuh south district with a hallmark of a region dominated by tree crops that are in the foothills Sago and urban village the Padang Tongah Balai Nan Duo in Payakumbuh west district with the kind of a region dominated by housing and including region on the trade sector.

Public services in the level of urban village and district is a thing that must be considered where in order to respond to the dynamics of development of regional government administration to good governance, improve the quality and closer and give certainty of services to the community, need to optimize the role of sub-district and urban village in giving public services to the public. Combined with the emergence of a government regulation the Republic Of Indonesia No. 17 years 2018 about district as set out in article 1 paragraph (2) urban village is parts of subdistrict as a device sub-district [15]. Thus urban village and sub-district is a whole cannot be separated and having policy direction organized each other included in it public quality service improvement.

# 6. ANALYSIS:

A. The Implementation Merger Of Urban Village In Payakumbuh City Based On Act

- The Process Of Urban Village Merger In Payakumbuh City
  - a) The Socialization Process

The local regulation number 7 years 2013 about forming, the removal of urban village and the merger in the Payakumbuh City is the product of the law as a derivative of the message of a government regulation number 73 years 2005 about urban village and permendagri number 31 years 2006 about forming a, the removal and the incorporation of. The merger urban village is regulation urban village in the Payakumbuh City at first through the socialization by at different levels both in the city level, officials. On the city level, socialization activities carried out by government officer from associated regional task force, the head of customary density which were elements of the customary, and community leaders. Then in sub-districts and urban villages, of socialization at the same time as the sub-district of musrenbang and urban village as discussed by the head of law and human rights the secretariat of the area of Payakumbuh City [16].

The socialization of the guidelines contained in the local government number 7 years 2013 have to accommodate the Act no. 15 years 2019 on changes to the Act number 12 years 2011 about the establishment of act where people actively involved in this regulation. Article 96 states that the people are entitled to inform orally and / or written in the formation of, legislation either in the form of a hearing, common and the discussion [17].

The head of secretariat local government of Payakumbuh City, in an interview explain activities of socialization of communities to understand about the background of the process and the purpose of the merger the kelurahan within the Payakumbuh City. So as not to cause question Payakumbuh City government has prepared material judged to be the sensitive by kind of community issues related to id and other material. As for of resource persons who have been appointed will be outline widely through a discussion to urban village officials and public figures are also involved for facilitate the public if there is an need to be clear [18].

Urban village in the socialization process to amalgamation besides the socialization, the secretariat as the area of Payakumbuh city local government activities also prepared socialization team set through a decree of the mayor Payakumbuh consisting of stakeholders such as element of a municipal government Payakumbuh, vertical agencies, the national army of Indonesia, the police of Indonesian Republic and other related agencies [19].

In general socialization activities the local goverment no. 7 years 2013 going well, although there are still several obstacles in the form of rejection from the community, relating to naming new urban village, problems related to areas which is slated to be combined, location the village office new and on funding or the division of assistance from the government will be set after the merger urban village carried out. The obstacles in the implementation of the socialization relating to naming urban villages new explained that in socialization activities, the Payakumbuh City government have been planning there are several urban villages that must be combined based on an assessment of some indicators. The community leader in urban villages will be merged basically agree that the merger urban village, but to issue naming the leaders of community maintain name a long urban village. That reason because if the name changed urban village, and indirectly has removed one of history according to customary law. This is causing a delay in the merger plan [20].

Deliberation and consensus is the for the government, customary leaders and community figures in finding solutions to the obstacles in socialization activities the merger this urban village Have been decided several urban villages the combination the giving of names disesuikan in the name of urban village before, example: urban village Kapalo Koto Ampangan after merged into urban village Kapalo Koto Ampangan. The merger agreement urban village related technical and mechanism later on tetelah socialization regional regulation, next step will held a meeting with agenda the signing of the report agreement between the government of with local people relating to the merger this village .

Community need for quick and agile service government the rise up along with development. Therefore, the government should create conditions permitting can be to serve prime, moreover in urban village which form the spearhead the local government and should be responsive to community demands government services have.Payakumbuh city government policy to implement amalgamation due urban village total of urban villages in too many in Payakumbuh City/ disproportionately and not based on ministerial regulation number 31 years 2006 on the establishment, removal, and amalgamation, urban village so that the thing is that have an impact on governance order. Unbalanced the government budget city payakumbuh and another thing potential to be obstacles in implementing the of government according good governance .

Any policy of course has a very to achieve, including the merger urban policy conducted by municipal payakumbuh. Success in combine villages are very determined by reaching its objectives set. Article 2 the local government of Payakumbuh City number 7 years 2013 mentioned that the purpose of establishment, the removal and the merger village is to improve public services, exercise functions government and community development in order to achieve public welfare. Based on this objective, and why should be increased services

happened to urban villages which have combined compared with services in urban villages before done merger.

b) The Application Of Local Goverment Number 7 Years 2013 On The Establishment, The Merger And Removal Of Urban Villages In The Payakumbuh City

The government regulation no. 17 years 2018 about subdistrict into a new to the payakumbuh city government, especially with the government regulation and government regulation no 19 years 2008 of subdistricts and government regulation no 73 years 2005 about urban village was lifted and does not apply, but is still valid implementing regulations.

Head of government give explained that indicators related factors and the formation of the kelurahan within the payakumbuh city in terms of facilities and infrastructures and access have generally experienced no obstacle but focused again that it is the condition area and population still becomes an obstacle to the future, However the results of urban village 2 phases of the merger will still be evaluated for repairs in the future and keep adjusting to the regulations and the earliest [21].

- The Impact Of The Merger Urban Village On The Effectiveness Of The Public Service in the Payakumbuh City Head of government in an interview reveal that with the government regulation no 25 years 2018 about years in would have an impact on implementation government order in the Payakumbuh City, especially with the merger activities are still running and related stakeholders as soon as possible in accordance with the regulation. One follow up implemented in an effort to improving the quality and give certainty public services and municipal payakumbuh in this issue a decree Payakumbuh Mayor No: 130.14/313/WK-PYK/2019 About which delegates a part of the authority in the city mayor to the related sub-district Payakumbuh, which contain provisions public services in sub-district and urban village at the manners of integrated administration services of sub-district. Concerning public services that the publication of the urban village and sub-district expected to rise the quality of services received by the community [22].
  - 1) Comparison the public service after the merge of urban village in the Payakumbuh City

In general do happen to urban village quality service improvement ampangan kapalo impurities and the operational fund that rises, formation and development officers complete city government conducted at regular intervals [23]. An increase in the effectiveness of services in urban village Padang Tongah Balainan Duo caused by several factors namely: [24]

- a) A village formations apparatus
- b) regulation concerning public services are already published by the government of regulation payakumbuh through payakumbuh mayor no. 130.14/313/WK-PYK/2019
- c) increase office facilities
- d) the use of technology
- 2) Factors that affect the quality of the public service at the results of the merger

In function public services in urban village, an author in this identified several the into factors public quality service improvement in urban village the amalgamation through research and observation in the urban village ampangan kapalo impurities and urban village of Padang Tongah Balai Nan Duo:

- a) regulations
- b) standard operating public services in the urban village
- c) apparatus resources
- d) The budget routine office operations

# **B.** The impact of the merger urban village to the effectiveness of the public service in level of urban village in Payakumbuh City

Based on observation writer related to the process of combining urban village that have been carried out by a city government have been ineffective Payakumbuh to monitor the implementation of public services the level of urban village in urban area Payakumbuh. In which the results of the calculation of the questionnaire which has been divided to the community through two sample of merging urban village namely Kapalo Koto Ampangan urban village and Padang Tongah Balai Nan Duo village it can be concluded that the policies the merger urban village had a positive impact on the quality of the implementation of the level of urban village public.

The results of the calculations carried out in two villages in general visualizing and accommodate article 4 Act no 25 year 2009 concerning public services containing the principle of public service among others: public interest legal certainty, in the right, balance, rights and obligations keprofesionalan, participatory, not discriminating, openness, accountability facilities and special treatment to, vulnerable groups timeliness, and speed, ease, and

affordability so that in the public at the village of implementation the merger is said to occur the improvement of public service.

The policy urban villages through merging several villages as regulated by rules related, especially with the law number 25 year 2009 concerning public services as a base to the payakumbuh city government. Enhance the quality of public servicesIt so happen impact felt by municipal payakumbuh related to the quality of the public service is very satisfied, some buildings have not been carried out the merger through community leaders pushed the city government to immediately perform the merger The figure significantly communities see that very much positive impact that obtained since the enactment of new urban village. These conditions are very different while before policies the merger village where many organization in urban be difficult and burden municipal payakumbuh in managing social institutions at the above the budgeting process whereby the social institutions get funding incentives or salary or per month meanwhile as budget city limited Payakumbuh municipal should balancing the proportion of shopping area between spending budget employees with dealing with regional development [24].

Another thing to increase the quality indicators the public service in urban village is the amalgamation factors influencing the improving the quality of the public service in urban villages amalgamation include the first: clear a rule or regulation, second: standard operating procedures the public service in urban villages has been adjusted for regulation which control public industry services, third: apparatus resources: fourth: the operational fund allow can make maximum the urban village to increase budget office facilities and infrastructure supporting public service.

#### 7. CONCLUSION:

- a) The implementation of merge urban village in Payakumbuh City based on the domestic affairs minister no 31 years 2006 on the establishment, the removal, and incorporation of urban village as set out in article 7 urban village where the removal and the merger is based on the results of research and research be implemented by local governments / district impose regulations in the city so derivative of domestic affairs minister Payakumbuh with the city council issued on the number 7 year 2013 on the establishment the removal of the merger and payakumbuh urban village in the city. Considering the condition of urban village within the Payakumbuh City not wholly can meet the terms and conditions set out in affairs regulation number 31 years 2006 is: a. the population of the population at least 2000 soul, b. the area of the minimum of five km<sup>2</sup>, c. works part; and d. facilities and government infrastructure, and then in managing as set out regulation on the number 7 year 2013 on the establishment, the removal of the merger and urban village in the city payakumbuh is by using scoring system to the limits of feasibility the formation of new urban village is 60 point where from scoring indicators the formation of this village Payakumbuh City government has conducted the formation of through the merger 20 urban villages new implemented through two stages, namely 11 urban village in 2014 and 9 urban cvllage on 2016.
- b) The results of the calculation of cuisioner can be concluded that been an increase in the quality of public services after carried out the merger urban village . Relating to factors affect the quality of the public service at the kapalo koto ampangan villages and padang tongah balainanduo namely a) clear rules and regulations, b) The standard operating public service in urban villages refer to the agreement regarding, c) the apparatus of resources formation urban villages which have complete, d) Increase in the budget routine office operations and urban village could to meet the needs of the improvement of facilities and infrastructure supporting public service coupled with the establishment ministerial regulation Republic of Indonesia no. 130 years 2018 on activity facility development also village and community development at village where with the general allocation fund additional So urban village can independently increase of facilities and infrastructure in urban village, empower the community and to improve the quality of facilities and infrastructure supporting the public service in urban village.

# 8. SUGGESTION:

a) The formation of urban villages through the process of combining village must be in accordance with the rules and regulations and the latest, although in practice this city government Payakumbuh in this using scoring systems for managing urban village that has not been fully accommodate minimum requirements as stipulated in the regulation of the minister No. 31 year 2006 For the arrangement of the urban village in the next stage in order to be more sharpen the determination of urban village qualification that are considered to be worth remembering normatively payakumbuh if the city in absolute apply the regulation of the minister number 31 year 2006 on the establishment of the removal of urban village and incorporation of plus with an increase in minimum requirements in line with the urban village in the formation of government regulation number 17 year 2018 about sub-district so the total amount of sub-district within the payakumbuh city current with the number of 47 urban village still have not ideal so that the process of combining urban village still be the best solution to conduct structuring for the total of urban villages in the Payakumbuh City, let alone the publication of the regulation of the minister number 130 years 2018 about facilities and infrastructure development activities urban village and urban village who demands must be more active again in the program development

and community empowerment. Then the policy of the arrangement urban villages through urban village merger should be able to be a pilot project for the government other regions to be referred to apply similar policy.

b) Service standards containing components: a. legal basis; b. requirements; c. system, mechanism and procedure; d. period settlement; e. the cost of; f. products services; g. facilities, infrastructure, and/or facility; h. competence implementing; i. internal control; j. complaints handling, advice, and input; k. the number of implementing; l. service scheme that gives certainty this service is carried out in accordance with service standards. In the application, design compulsory service standards discussed by the by involving the public and the related to harmonize the ability the with needs of the society and environmental conditions, thus urban village is expected to present a service that is professional, effective and efficient on the community.

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