

**COMPARATIVE ANALYSIS OF POLICIES FOR THE DELEGATION  
OF REGIONAL AUTONOMY AUTHORITY TO THE SUB-DISTRICT  
LEVEL: CASE STUDY OF SURABAYA CITY AND MEDAN CITY****Illyan Chandra Simbolon<sup>1\*</sup>, Marlon Sihombing<sup>2</sup>, Hatta Ridho<sup>3</sup>, Tonny Pangihutan  
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No.9, Padang Bulan, Medan**\*Email:** [illyanchandra@students.usu.ac.id](mailto:illyanchandra@students.usu.ac.id)**ABSTRACT**

This study conducts a comparative analysis of the policies for delegating regional autonomy authority to the sub-district level in Surabaya City and Medan City, Indonesia. This research examines the implementation, challenges, and outcomes of such delegation in Medan and Surabaya, focusing on waste management in Medan and broader administrative functions in Surabaya. Utilizing a qualitative research design, this study employs primary and secondary data collection techniques. Primary data is gathered through semi-structured interviews with city and sub-district officials and focus group discussions with community leaders and residents. Secondary data includes document analysis of relevant policies, official reports, and academic literature. Thematic analysis, supported by qualitative data, is used to identify patterns and relationships within the data, while comparative analysis highlights differences and similarities between the two cities. Findings indicate that while both cities have made strides in decentralizing authority, challenges such as inadequate infrastructure, limited resources, and varying levels of community awareness persist. The study emphasizes the importance of public interest, openness, and professionalism in successfully implementing regional autonomy policies. Recommendations include improving regulatory understanding, enhancing infrastructure and human resources, and fostering transparent and participatory governance.

**Keyword:** Autonomy, Authority, Comparative, Delegation, Policies, Regional.**INTRODUCTION**

Regional autonomy in Indonesia is autonomous regions' right, authority, and obligation to regulate and manage their government affairs and the interests of local communities according to their initiatives based on community aspirations by statutory regulations. The legal basis for regional autonomy in Indonesia is Law Number 23 of 2014 concerning Regional Government and Article 18 of the 1945 Constitution (UUD 1945) (Nasution & Taher, 2020). Regional autonomy aims to improve services to the community, develop democratic life, increase justice and equity, improve community welfare, and maintain a harmonious relationship between the central and regional governments (Prabowo & Rafli, 2022). Its implementation involves delegating some of the central government's authority to local governments to regulate specific affairs such as education, health, and infrastructure, as well as fiscal decentralization that gives regions the authority to manage

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their sources of revenue. Government affairs are divided into absolute, concurrent, and general government affairs. Local governments consist of Provincial and Regency/City Governments, with democratically elected regional heads and Regional People's Representative Councils (DPRDs) as legislative bodies (Rahayu, 2022). Regional autonomy in various regions is used as a system of government that provides greater freedom and authority to local governments to manage their regional affairs. It is also introduced to improve the community's welfare and increase community participation in decision-making related to the region. Thus, this system provides a delegation of authority from the city government to the sub-district level (Sulila, 2015). The delegation of authority from the city government to the sub-district is done for various reasons to improve the effectiveness and efficiency of government and public services. First, it aims to bring services closer to the community. With greater authority, sub-districts can respond to the needs and problems of citizens more quickly and precisely. Second, the delegation of authority allows for equitable development, as sub-districts have the autonomy to manage resources and make policies according to local characteristics and needs. Third, this decentralization also reduces the workload of city governments, allowing them to focus on strategic policies and broader coordination. Fourth, with the authority granted, sub-districts can innovate more in delivering public services, increase community participation in government processes, and strengthen accountability and transparency. Finally, this delegation of authority aligns with the principles of regional autonomy set out by law to strengthen local democracy and improve community welfare through more decentralized government management (Utomo, 2004).

Previous studies have discussed how the city government carries out the policy of delegation of authority as a matter of regional autonomy. The transfer of authority is beneficial for local governments to take greater control over the decision-making process and implement policies tailored to the region's specific needs (Faisal, 2013; Supratiwi, 2013). Authority can be in the form of education management for human resource development in the region and is often seen as a critical indicator of the effectiveness of regional autonomy (Purba et al., 2022). However, to implement these policies, there needs to be better coordination and communication between central and local governments to ensure the policies are aligned and effective (Alhadar et al., 2022). In addition, the involvement of local communities in the decision-making process is seen as crucial to ensure that policies are responsive to local needs and concerns (Patarai, 2021). The regional head plays a strategic role in governance, development, and community services and is fully responsible for running the regional government (Ivana et al., 2021). Delegation of authority can involve delegating tasks to sub-districts responsible for implementing a developmental system in services (Kencana et al., 2023). By delegating tasks to sub-districts, the city government can ensure that communication is effective and efficient, which is critical to the success of local government (Wardhani et al., 2023). Every region in Indonesia has implemented a regional autonomy system from the city government to the sub-district in making decisions and exercising its authority (Yuhandra et al., 2021). This is also the case with the Medan City government. The Medan City government delegates some government affairs to sub-districts, covering various fields such as education, health, infrastructure, licensing, and population administration services. This authority allows sub-districts to make faster and

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more appropriate decisions according to local needs. In addition, another city that serves as a comparison in this research is Surabaya City. A comparative study was conducted in this research to explain how the previous study relates to the studies that took place in Medan City and Surabaya City. The Mayor of Medan explains this relationship in Medan Mayor Regulation Number 18 of 2021 on the Delegation of Partial Authority of Solid Waste Management to Sub-District Heads within the Medan City Government, while the Mayor of Surabaya explains it in Surabaya Mayor Regulation Number 14 of 2023 on the Delegation of Partial Regional Autonomy Affairs to Sub-Districts. The comparison of these regulations can be used as the main reason for conducting a comparative study between the two cities in terms of the policy of delegation of city government authority to sub-districts.

The study of delegation of authority in regional autonomy is relevant to decentralization and increasing local government efficiency. Decentralization aims to bring public services closer to the community by transferring some of the authority from the central government to local governments (Cahyaditama, 2022). In this study, relevance can be seen from how the delegation of authority to the sub-district level contributes to the implementation of decentralization. This study evaluates the extent to which the objectives of decentralization are achieved through devolution and identifies factors that affect the efficiency and effectiveness of public services. In addition, the study reveals the challenges sub-districts face in managing devolved authority, provides insights into local capacity-building needs, and assesses the level of accountability and transparency of local governance. The results of this study are also crucial for understanding the impact of devolved authority on local development, ensuring that decentralization contributes to equitable and sustainable development. The findings of this study can be used to improve decentralization policies and ensure that regional autonomy brings tangible benefits to communities, increases the efficiency of local governance, and effectively achieves the objectives of regional autonomy.

### METHOD

This study employs a qualitative research design to explore the delegation of regional autonomy authority to the sub-district level in Surabaya City and Medan City. Utilizing a comparative case study approach, the research delves into the contextual factors, processes, and outcomes related to the delegation of authority, offering detailed insights into the experiences and challenges faced by each city. Primary data collection involves semi-structured interviews and focus group discussions (FGDs). Key informants for the interviews include government officials from the city and sub-district levels, such as mayors, sub-district heads, and staff members directly involved in implementing delegation policies. Approximately 15-20 interviews are conducted in each city to reach data saturation, using interview guides to maintain consistency while allowing flexibility for in-depth responses (Creswell & Poth, 2016). Secondary data collection includes document analysis and a literature review. Relevant policy documents, regulations, official reports, and strategic plans from both cities are reviewed, with sources such as Medan Mayor Regulation No. 18 of 2021 and Surabaya Mayor Regulation No. 14 of 2023 providing essential context. To support the analysis, the literature review encompasses previous studies, academic articles, and reports on regional autonomy and decentralization in Indonesia. The thematic analysis

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involves coding interview transcripts, FGD notes, and document contents based on emerging themes related to the delegation of authority, such as implementation processes, challenges, community involvement, and outcomes. A comparative analysis is then conducted to highlight similarities and differences between the two cities regarding policy implementation, challenges, and impacts on public services and community involvement, considering socioeconomic conditions, administrative structures, and political dynamics (Miles et al., 2013).

### RESULTS AND DISCUSSION

Decentralization is a universal demand, even in countries with small territories and populations. Decentralization involves the transfer of power, authority, and decision-making from the central government to lower levels, such as regional, local, or smaller entities. Decentralization can have various levels, ranging from complete decentralization, where local governments have total control, to partial decentralization, where the central government retains some authority. The main objectives of decentralization are Efficiency Value and Governance Value. Efficiency Value is the maximization of social welfare based on individual preferences. At the same time, Governance Value is expected to be more responsive to the people's wishes in the regions. Regional devices such as sub-districts are the focus in implementing regional autonomy, where regulations governing the structure and work procedures of sub-districts are essential to answer these demands. Delegation of authority transfers power from the central to lower levels in the organizational hierarchy, encouraging open two-way communication, increasing innovation and creativity, and encouraging independence in carrying out tasks and responsibilities. Decentralized institutions are more flexible, effective, and innovative, resulting in higher morale, commitment, and productivity. Delegation of authority is essential for an institution to make a meaningful contribution to goal achievement. It also has other advantages, such as flexibility, effectiveness, innovation, higher morale, commitment and greater productivity. This discussion aligns with post-reform bureaucratic reform efforts focusing on humanized public services. Applying humanist public service principles is very important in implementing the delegation of authority to sub-districts. These concerns work culture, organizational commitment, and community participation to create a sustainable environment oriented towards the wider community's interests.

#### Implementation of Delegation of Authority to Sub-districts in Medan City

The Medan City Government has taken a strategic step by implementing the policy of delegating authority to sub-districts. This decision was not taken haphazardly but was based on a clear objective of improving the effectiveness and efficiency of public services and involving the community more actively in the regional development process. The move is a response from the Medan City government to various challenges and needs that arise at the local level. Therefore, by transferring some of the authority from the local government to the sub-district level, the decision-making process is expected to be more advanced in responding to the needs and aspirations of the local community. Improving the effectiveness and efficiency of public services is one of the main reasons behind this decision. By giving authority to the sub-district, the decision-making process is expected to be more responsive

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and targeted to the community's needs. For example, administrative procedures that previously took more time and money are expected to be accelerated and simplified with this delegation of authority policy. Not only that, the Medan City government also aims to increase community involvement in the regional development process. Through this policy, the community is expected to be more actively involved in developing policies and programs that suit local needs (Rahmat & Mirnawati, 2020). Thus, the development process can be more inclusive and representative, better reflecting the aspirations and interests of the community. In its implementation, the policy of delegating authority to sub-districts was carried out carefully and planned. The Medan City Government thoroughly evaluated various aspects, including administrative readiness and human resource capacity at the sub-district level. For this reason, in ensuring the implementation of the policy runs smoothly and provides maximum benefits for the community, it is necessary to pay attention to the primary basis for implementing the delegation of authority policy, which includes the principle of public interest, the principle of openness, and the principle of professionalism.

The principle of public interest is the basis of Medan City's delegation of authority policy to sub-districts that prioritize the general welfare of the community. This principle can be realized through accommodative, aspirational, and selective approaches. The accommodative approach allows the government to accommodate the needs and aspirations of diverse communities through participatory mechanisms so that decisions taken genuinely reflect the community's needs. The aspirational approach encourages the government to explore the aspirations and expectations of the community so that policy decisions become more appropriate. The selective approach involves the government's ability to select and prioritize various interests, requires in-depth analysis of issues and challenges, and sets a strategic and sustainable development agenda. The principle of openness is essential in delegating authority to sub-districts, which ensures public access to information and the legitimacy of local government policies. Access to information is a human right and essential in making, implementing and evaluating public policies. Openness ensures public involvement in the delegation so that policies have a solid legal basis and rationale. It also shows the public that the government is accountable for its policies, including delegating authority to sub-districts. A democratic work environment requires openness, transparency and accountability in government activities.

### **Forms of Delegation of Authority to Sub-districts in Medan City**

This study evaluates the policy of delegating waste management authority from the Medan City Government to sub-districts, focusing on Medan Sunggal and Medan Denai sub-districts. Based on data from the Ministry of Environment and Forestry, Medan City was named the dirtiest city in Indonesia, which encouraged Mayor Bobby Nasution to make waste management a priority program. Waste management involves burning, composting, compacting, crushing, drying, and recycling. The 3R principle (reduce, reuse, recycle) is the basis of waste management in Medan, where waste reduction is done at the source, reuse of usable items, and waste recycling for economic value (Ridho, 2016). Initially, waste management was handled by the cleaning and landscaping department. However, some of this authority was transferred to sub-districts through Medan Mayor Regulation No. 18 of 2021 to improve effectiveness. This delegation is based on the understanding that the sub-

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district head is more familiar with his/her area, which is expected to address the waste problem more effectively. In Medan Sunggal Sub-district, the delegation of authority faces increasing waste volume due to population growth and changes in consumption patterns. The implementation of this policy encountered obstacles such as a lack of socialization, uncommunicative officer services, irregular waste collection, and a lack of infrastructure. Meanwhile, the implementation in Medan Denai Sub-district is considered better in terms of communication, resources, disposition, and bureaucratic structure. However, there is still a problem of low public awareness of the waste disposal schedule.

This delegation of authority is expected to increase waste management efficiency through professionalism, openness, and public interest. The sub-district head is expected to involve experts, use the latest technology, and ensure community participation in waste management. Active community participation and information disclosure are critical to successfully implementing this policy. In its implementation, the sub-district develops a strategic plan, organizes the waste collection system, manages the TPS, and ensures regular monitoring and supervision. In addition, public awareness campaigns through neighbourhood heads were also conducted to increase residents' participation in waste management. Overall, this study shows that the delegation of waste management authority in Medan City has been running with various challenges and successes. Hindering factors such as low public awareness and lack of infrastructure need to be overcome to achieve the goal of effective and sustainable waste management.

### **Evaluation of the Policy on Delegation of Authority to Sub-districts in Medan City**

Currently, Medan City only has one landfill site (TPA) at Jalan Paluh Nibung, Terjun Urban Village, Medan Marelan Sub-district, which is estimated to be able to accommodate waste for the next three years. The need for more temporary waste disposal sites (TPS) and waste vehicles further worsens the situation. The delegation of waste management authority to sub-districts is regulated by Medan Mayor Regulation No. 18 of 2021, with Medan Sunggal and Medan Denai sub-districts as implementation examples. Although the implementation of this policy is going quite well in Medan Denai, challenges such as lack of socialization, inadequate services, and limited infrastructure still need to be overcome. In addition, regulations related to waste management have yet to be implemented optimally, with many communities, including homemakers, not receiving adequate waste services and still littering in some locations. To overcome these problems, some of the recommended measures are spatial development for additional landfills, increasing the number and capacity of TPS, adding waste collection vehicles such as garbage rickshaws, encouraging waste sorting at the household level with adequate facilities, and monitoring and evaluating the waste management system according to Standard Operating Procedures (SOP). In addition, cooperation with the private sector and NGOs is highly recommended to improve the efficiency of waste collection and processing and increase environmental awareness. With this approach, waste management at the sub-district level is expected to become more effective, efficient, and sustainable, thus creating a cleaner, healthier, and more comfortable environment for all the people of Medan City.

**Implementation of Delegation of Authority to Sub-districts in Surabaya City**

This research examines bureaucratic reform at the local government level, specifically the delegation of authority from the city government to the sub-district head, with case studies in Bulak and Bubutan sub-districts in Surabaya City. The main objective of this reform is to improve the effectiveness and efficiency of public services and involve the community in the regional development process. In the Bulak sub-district, the delegation of authority covering aspects of licensing, recommendation, coordination, guidance, supervision, facilitation, determination, administration, and other authorities has been running quite well. Infrastructure support and staff competency training help overcome human resource problems. The community responded positively to this policy, as public services became faster and more responsive. In contrast, in Kecamatan Bubutan, the implementation of the delegation of authority still needs to be improved, including a lack of understanding of the latest regulations, mismatches in the schedule of development planning meetings, and suboptimal distribution of human resources. Nonetheless, socialization efforts in the community and a community listening program were undertaken to overcome these obstacles. This research emphasizes the importance of the principle of public interest, the principle of openness, and the principle of professionalism in the implementation of bureaucratic reform. The success of delegation of authority is highly dependent on adequate infrastructure support, human resource competence, and active community involvement. By paying attention to these principles, it is expected that the delegation of authority can provide optimal benefits for the people of Surabaya, improve the quality of public services, and meet their needs effectively.

**Evaluation of the Policy on Delegation of Authority to Sub-districts in Surabaya City**

The evaluation of the policy on delegation of authority to sub-districts in Surabaya City aims to assess the policy's effectiveness, efficiency, relevance, and impact. The analysis shows that the sub-district's understanding of the regulations still needs to be improved, with some sub-districts, such as Bubutan, still using old regulations. This indicates the need to improve understanding of regulations. The delegation of authority also needs to be synchronized with properly allocating Kelurahan funds to improve public services significantly. The development deliberation process shows good coordination between Musbangkel and Musrenbang, but further integration is needed to ensure development continuity. Community participation through the Friday listening program demonstrates a commitment to community engagement, but the effectiveness of this program needs to be further evaluated (Thamrin et al., 2022). Regarding human resources, although OPD employees have been transferred to sub-districts, quantity and competency constraints still require continuous development. Supporting facilities and infrastructure still need to be improved, hampering the effectiveness and efficiency of policy implementation, so infrastructure investment is needed. This evaluation is based on public interest, openness, and professionalism. The delegation of authority must prioritize the community's welfare, ensuring effective and efficient policies in improving public services. The delegation process must be transparent and participatory, involving the public in decision-making and policy monitoring. Professionalism in policy implementation is also crucial, including the competence of human resources and the quality of infrastructure. Overall, the evaluation

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revealed the need for improvement in understanding regulations, allocation of funds, coordination of development deliberations, community participation, human resource development, and infrastructure improvement. By paying attention to the principles of public interest, openness, and professionalism, this policy can provide optimal benefits to the community and contribute to sustainable and inclusive regional development.

### **Comparison of the Implementation of Delegation of Authority to Sub-districts in Medan City and Surabaya City**

Waste management is a priority for the Medan and Surabaya City Governments to create a clean, healthy, and sustainable environment. The Medan City Government issued Medan Mayor Regulation Number 18 of 2021 to delegate some waste management authority to sub-district heads. Although waste management in the Medan sub-district is already well underway, there are areas for improvement in the number of adequate landfills and temporary disposal sites (TPS). In addition, waste-related regulations have yet to be implemented optimally, resulting in low public awareness. To overcome this problem, spatial development needs to be implemented, the number of TPS needs to be increased, and human resources and infrastructure need to be developed. In Surabaya, the delegation of authority also includes allocating funds that need to be synchronized with strict supervision. The development planning deliberation (Musrenbang) and urban village development deliberation (Musbangkal) processes must be well implemented to ensure continuity of development. The Friday community feedback program in Kecamatan Bubutan demonstrates a commitment to community engagement, but the effectiveness of this program needs to be further evaluated. In addition, the need for more quantity and quality of human resources and infrastructure is an obstacle to policy implementation. The evaluation of the delegation of authority policy in Surabaya and Medan shows the importance of the principles of public interest, openness, and professionalism. The delegation of authority must prioritize the welfare of the community, be carried out in a transparent and participatory manner, and be carried out with high professionalism. Considering this evaluation's findings, it is expected that waste management in both cities can be more effective and efficient, provide optimal benefits for the community, and contribute to sustainable and inclusive regional development.

### **CONCLUSION**

The conclusion of this study shows that the delegation of authority policy in regional autonomy in Indonesia, especially in Medan City and Surabaya City, significantly improves the effectiveness and efficiency of public services and community involvement. In Medan City, the delegation of waste management authority to sub-districts, despite facing various challenges such as lack of socialization, inadequate services, and limited infrastructure, has shown improvements in responsiveness and community involvement. Implementing this policy in Medan Sunggal and Medan Denai sub-districts revealed that community awareness and infrastructure support are crucial for successful waste management. Meanwhile, in Surabaya City, the delegation of broader authority to sub-districts, such as in Kecamatan Bulak and Kecamatan Bubutan, has also shown mixed results. Bulak sub-district managed to improve public services with the support of adequate infrastructure and training. In

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contrast, the Bubutan sub-district still needs help understanding the regulations and distribution of human resources. Policy evaluation in both cities emphasized the importance of public interest, openness, and professionalism. In conclusion, delegation of authority can improve the quality of public services and community participation if supported by clear regulations, adequate infrastructure, competent human resources, and the government's commitment to transparency and accountability. Thus, an effective decentralization policy has the potential to provide optimal benefits to the community and contribute to sustainable and inclusive regional development.

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