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COORDINATION OF LOCAL GOVERNMENT AGENCIES IN CONTROLLING UNLICENSED BUILDINGS IN BINJAI CITY

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ABSTRACT

This research aims to find out and describe the coordination of local government agencies in controlling unlicensed buildings in Binjai City, which in this case leads to the Housing and Settlement Area Office (Perkim) with the Binjai City Pamong Praja Police Unit (Satpol PP). Problems related to the emergence of unlicensed buildings in Binjai City and the decline in the number of people in Binjai City who apply for Building Permits (IMB) and Building Approval (PBG) compared to previous years have affected the Regional Original Revenue (PAD) of Binjai City. This research uses descriptive research methods with a qualitative approach. Data collection techniques were conducted through interviews, observations, secondary data, and literature studies. The data analysis technique used is reducing the data, followed by presenting the data and then drawing conclusions and verification. The results of this study are: First, there is no local regulation related to Building Approval (PBG); Second, there is no cost, which results in the curbing stage stopping until the sealing or dismissal stage of the building; Third, limited Human Resources (HR) at the Perkim Office; Fourth, weak work unity due to sectoral ego and problems in decision making; Fifth, communication between agencies which often results in miscommunication.

INTRODUCTION

There is no doubt that demographic change has become a significant concern for policymakers (Marier and Pevenage, 2017). World Population Review (2023) suggests data that the Republic of Indonesia is one of the most populous countries, ranking fourth, the country with the highest population in the

world. This is by the total population of Indonesia, which is 272.7 million people in 2021 and has increased in 2022 to 275.8 million people (BPS Statistics Indonesia, 2023: 2). The large population of Indonesia encourages people to continue to build buildings according to their needs. Building-related legality is



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undeniably related to building permits (IMB) and building approvals (PBG).

Before the release of Government Regulation (PP) Number 16 of 2021 concerning Implementation Regulations of Law Number 28 of 2002 concerning Building. The term IMB is still often used in Indonesia. However, after the PP was implemented, as of 02 August 2021, the IMB was changed to PBG. The policy is included in the policy issued by the government. Government administration in Indonesia is divided Local Government into Local regions. governments established the 1945 based on Constitution Article 18 paragraph (1). Ling Wu (2013) states that Local Governments have greater flexibility to adjust and make specific policies based on the situation of the area they lead. Local governments have agencies to run Concerning their government. problem of controlling unlicensed buildings, the Local Government is assisted by the Civil Service Police Unit (Satpol PP) as stated in Government Regulation Number 16 of 2018 Article 2 paragraph (1).

When carrying out its duties, Satpol PP must be able to administer in an orderly manner. Therefore, Satpol PP establishes cooperation (coordination) with the appropriate parties to the problem. Issues related to unlicensed

buildings can be related to the housing and settlement area (Perkim) office. The main reason underlying this is that the Perkim Office is one of the government agencies that control housing and settlement development.

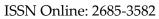
An increase in population causes the need for housing and public infrastructure to increase (Akhirul et al., 2020: 82). This means that many residents will be able to impact the high number of buildings erected.

Table 1.1 Provinces with the Largest Population in Indonesia

No	Province	2021	2022
1	West Java	48.274,2	49.405,8
2	East Java	40.668,7	41.150,0
3	Central Java	36.516,0	37.032,4
4	North Sumatra	14.799,4	15.115,2
5	Banten	11.904,6	12.252,0
6	DKI Jakarta	10.562,1	10.680,0
7	South Sulawesi	9.073,5	9.225,8
8	Lampung	9.007,8	9.176,6
9	South Sumatra	8.467,4	8.657,0
10	Riau	6.394,1	6.614,4

Source: BPS Statistic Indonesia, 2023

Based on Table 1.1, provinces in Indonesia tend to experience an increase in population yearly. One is North Sumatra, the province with the fourth in Indonesia. largest population Meanwhile, North Sumatra province occupies the first position for coverage on the island of Sumatra. There are 78 districts/cities in North Sumatra province. One of the cities included in the province of North Sumatra is the city of Binjai. In this city, there are still



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illegal buildings or buildings without permits. Binjai City is a city in North Sumatra province with an area of 90.23 Km² (BPS Kota Binjai, 2022: 3).

Table 1.2 Total Population of Binjai City

No	Years	Total Population
1	2018	237.892
2	2019	276.597
3	2020	291.842
4	2021	295.361
5	2022	300.009

Source:BPS Binjai City, 2023

Based on Table 1.2, there is an increase in the population of Binjai City every year. An increase in buildings generally accompanies the increase in population. The Regional Original Income (PAD) of Binjai City will also increase due to the cost of contributions and taxes. However, the fact in the field is not the case and vice versa.

Table 1.3 Total of Building Construction Permit Issuances in Binjai City

Number	Years	Total of buildings
1	2018	412
2	2019	3.265
3	2020	1.145
4	2021	281

Source: Investment Office and One-Stop Integrated Licensing Service of Binjai City (in BPS Binjai City, 2022)

The increase in population in Binjai City is not accompanied by an increase in the number of people who apply for building permits, both Building Permits (IMB) and Building Building Approval (PBG). It impacts the Regional Original Revenue (PAD) of Binjai City, which has not increased and has yet reached the predetermined target.

In 2022, Binjai City has started to implement the policy of changing the name of IMB to PBG. Thus, by the end of 2022, the total number of people applying for PBG is presented in table 1.4 below:

Table 1.4 PBG Issuance Status of Binjai City

Permohonan PBG	Diajukan	Diproses	Diterbitkan	Ditolak
734	261	41	431	1

Source: simbg.pu.go.id, 2022

However, it can be found that the number of people applying for building permits could be more stable or match the increase in the number of people. In 2019 and 2020, it was found that many people applied for IMB compared to 2021 and 2022, even though the number of people in Binjai City had increased that year. It must concern the local government because it can affect Binjai City's PAD. The following is the realization of PAD in Binjai City, which can be seen in that contributions and taxes significantly impact the amount of PAD in Binjai City.



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Table 1.5 Total Realisation of Local Original Revenue (PAD) of Binjai city in Rupiah (Rp)

Description	2020	2021	2022
Local Tax	65.688.557.515,38	55.009.873.331,38	64.195.027.890,00
Local Retribution	3.666.189.990,00	4.026.360.805,00	5.561.732.614,00
Results of Regional-			
Owned Companies and			
Management of	3.509.950.764,00	3.285.209.753,00	3.903.872.327,00
Separated Regional			
Wealth			
Other legitimate local	4.105.324.306,24	7.088.169.233,90	1.800.596.872,35
revenue	4.103.324.300,24	7.000.109.233,90	1.000.390.072,33
Total local revenue (PAD)	76.970.022.575.62	69.409.613.123,38	75.461.229.703,35

Source: Financial Management Agency, Revenue and Regional Assets of Binjai City (in BPS Binjai City 2022)

Table 1.5 explains that there is instability in the PAD obtained by the Binjai City Government, and the PAD in 2020 is greater than the two years after, even though it can be seen from Table 1.1 that there is an increase in the population of Binjai City every year. The PAD of Binjai City has yet to be achieved in recent years. This is a statement from Mr Aidil Putra, a National Mandate Party (PAN) faction council member. He revealed that the PAD target for Binjai City in 2020 was 218 billion; in 2021, it was the same as the PAD target for Binjai City in 2022, which was 236 billion (waspada.id: 2022). Based on information obtained by researchers, several buildings have been disciplined in Binjai City. This shows that there are still buildings that still

need to be permitted in Binjai City. Further presented in table 1.6

Table 1.6 Total number of sealing and demolition of buildings

Years	Sealing	Demolition
2021	1	-
2022	2	-
2023	4	-

Source: Civil Service Police Unit (Satpol PP) Binjai City (2023)

When viewed from Table 1.6, it can be stated that there is an increase in the number of buildings disciplined up to the sealing stage. This means that there is an increase in the number of buildings in Binjai City that stand without a permit in Binjai City every year.

Given that the problem of unlicensed buildings has a significant



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impact on the PAD of Binjai City, it is necessary to coordinate between local government agencies to be able to curb unlicensed buildings. The agencies controlling unlicensed buildings Binjai City are the Binjai City Perkim Office and the Binjai City Satpol PP. However, the facts on the ground show coordination problems between these agencies. The Acting Head of Satpol PP of Binjai City stated that Satpol PP was waiting for orders from the Perkim Office the leading as sector (utamanews.com, 2021). Clearly, this statement shows the lack of the communication between Dinas Perkim and Satpol PP.

Furthermore, based on rmnews.id (2023) states that there is a problem in one area of Binjai City, precisely in West Binjai. In this problem, the Perkim Service has sent three warning letters, and signs have been installed at the problem location. However, after the installation of the sign, building work activities continued. This problem is an agency discipline problem. Based on these facts, several previous studies building control related to exist. Research conducted by Savira et al. (2023) entitled Coordination in the Control of Illegal Buildings in the Tanjung Priok Sub-district of North Jakarta City found that coordination has

been running well. Several things are considered not good, namely related to lack of socialization in community, problems in cooperation because there are still frequent sectoral egos, communication is only carried out virtually, and there needs to be more supervision mechanisms to coordinate illegal building control. Furthermore, research conducted by Pangestu (2022) shows that the role of Satpol PP in curbing illegal buildings must have a strategy, namely by working with related agencies to form task forces and socialization conduct about local regulations. The following previous research used in this study was conducted by Patra (2020) shows that the role of the Housing and Settlement Area Office in implementing the IMB regulation has gone well. However, there are obstacles, such as socialization and the need for monitoring.

The difference between previous studies and this study is that this study tries to look at the coordination carried out by the Perkim Office and Satpol PP in terms of controlling unlicensed buildings, which is one aspect that impacts PAD. This research departs from the problem related to the rapid increase in population. However, the number of people caring for the Building Permit (IMB) and Building



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Approval (PBG) decreases. Findings generated from interviews, direct observation, and the media are essential in this research.

LITERATURE REVIEW

This research is descriptive research with a qualitative approach. According Pahleviannur et al (2022: qualitative research is one of the research procedures that can produce descriptive data observed in a particular context studied from the researcher's point of view to get a view of a phenomenon. This research conducted in Binjai City by involving several agencies, such as the Civil Service Police Unit (Satpol PP) of Binjai City and the Housing and Settlement Area Office (Perkim) of Binjai City. Data collection techniques in this research are through namely primary data, interviews observations, and and secondary data, namely through literature and documentation studies. The data analysis technique used in this research is reducing the data, followed by presenting the data and then drawing conclusions and verification. This research uses purposive sampling and snowball sampling techniques.

Explanations related to research methods can use a theoretical approach, which, in this case, uses public

management theory. Management is a process that involves directing, supervising, and mobilizing the ability to carry out activities in the organization (Rusdiana, 2020: 24). Furthermore, according to Ismail (2020: 44), public management is a complex achievement of its actors to be able to provide the best service for the community/public, and the community/public feels that their wishes are fulfilled by the excellent quality of work or arrangements in the public organization itself.

Ordering is a form of supervision that is part of Guidance, Supervision, Control (BINWASDAL). and Lantemona et al (2017) state that coordination is a cooperative effort between separate units or units of an organization to integrate to achieve common goals. Handayaningrat (2011: 137) states there are two types of coordination: vertical and horizontal. According to Hasibuan (2016: 88), there several indicators are coordination, namely unity of action, communication, division of labor, and discipline.

RESULTS AND DISCUSSION

Basically, buildings that do not have a building permit (IMB) or building approval (PBG) can be said to be unlicensed buildings or illegal



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buildings. Buildings that stand without permits must be disciplined because they have violated applicable regulations, Regional namely Regulations (Perda). In Binjai City, there are still buildings without permits. Although some of them have been given supervision, it does not rule out the possibility of unlicensed buildings still standing. The Head of the Perkim Office, also stated things that lead to the recognition that in Binjai City there are still buildings without permits. He argued that:

"It still exists because many people don't understand it, because now the system is a new system, it used to be called IMB now PBG and if in the past it was direct, now it plays an application system, that's where many people sometimes don't know. There is no socialisation, it's just a change of name from IMB to PBG, so there is nothing to socialise but sometimes the community is bothered so they don't want to take care of it. But when we go to them, they want to take care of it, we have to reprimand them first". (MN, Interview 27 April 2023. Translation from Indonesian).

This statement explains that there are still buildings that stand without permits in Binjai City, but what is a question mark here is that the Perkim

office does not conduct socialisation of the change of IMB to PBG. Whereas according to research conducted by Rangkuti and Rangkuti (2021: 148) that socialisation is very important to carry out, and socialisation is not only carried out on social media, but also carried out directly. In contrast to the Perkim Office, the Satpol PP of Binjai City has carried out socialisation.

"Yes, unlicensed buildings need legal awareness to the community so there is socialisation. Actually, first it was IMB now it's PBG, actually if the problem is for the arrangement or the permit problem, it's in Perkim" (LS, Interview 02 May 2023. Translation from Indonesian).

The control of unlicensed buildings in Binjai City involves the Binjai City Perkim Office and Satpol PP of Binjai City to be able to coordinate. Kalkman (2023) states that inter-organisational coordination is very important to be able to utilize scarce resources and align their actions, thus enabling them to implement a rapid response. According to Hasibuan (2016: 88) there are several indicators to be able to see coordination, namely unity of action, communication, division of labour and discipline.



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Unity of Action

Audina et al (2019: 33) argue that unity of action in coordination means that the relevant institutions or agencies that in this case carry out coordination must agree by carrying out the same actions. There is still a lack of unity of action between the Binjai City Perkim Office and the Binjai City Satpol PP. The weak unity of work due to the tendency to carry out their respective tasks or the existence of sectoral ego is one of the main triggers for the weak unity of work at the Dinas Perkim and Satpol PP of Binjai City. Basically, these two agencies similar tasks have and guidance, functions carry out supervision and control (Binwasdal). This is in line with the results of an interview conducted with Ardiannova as the secretary of Satpol PP of Binjai City.

"Actually, we can go our own way, there is no conflict, but more often we go our own way. In addition to them giving copies of letters of reprimand from them, tickets and we also go down" (WA. Interview 02 May 2023. Translation from Indonesian).

Based on the results of the interview above, there is the use of the word "more often runs each". When referring to the Binjai Mayor Regulation Number 22 of 2018 concerning the

Implementation Guidelines for Binjai City Regional Regulation Number 6 of 2015 concerning the Implementation of Public Order and Peace, it can be seen clearly, in terms of controlling unlicensed buildings, it must involve the Binjai City Perkim Office and the Binjai City Satpol PP.

The unity of work between the Binjai City Perkim Office and the Binjai City Satpol PP is still relatively weak. Based on several interviews, it was stated that these agencies were already united, but there was a need for improvement to be much more united. In addition, there are problems related to decision making which is considered still weak. This is in line with the opinion of Mr Ardiannova

"The unity of work is still a bit of an obstacle here because we may take the decision, maybe because it is not between Satpol PP and Perkim, maybe it is still weak" (WA. Interview 02 May 2023. Translation from Indonesian).

Communication

Communication plays a very important role in coordination. According to Alvonco (2014: 154) to be able to coordinate, communication is the main key. Communication between Dinas Perkim and Satpol PP was not as



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smooth as expected. Dinas Perkim as the leading sector should prevent miscommunication. However, the facts on the ground are not so. Satpol PP, which is aware of the violation of the Perda, must still wait for a letter from the Perkim Office to be able to carry out activities in accordance with the SOP. This is in line with Pramudya's opinion as a journalist who argued that:

"Sometimes, Satpol PP is based on information that develops from the media, Satpol PP is aware of illegal buildings, but they cannot act to enforce the regulation because there is no real recommendation or order from the perkim office to execute the illegal building. This that means the communication here needs to be emphasized and another one is the integrity because in Binjai itself there is a lot of lobbying" (DP. Interview 19 2023. Translation from May Indonesian).

The explanation emphasises the implementation of SOPs that must be adhered to and creates problems in communication. The Perkim Office is considered not yet responsive in responding to the problem. Meanwhile, Satpol PP has already known about the problem. However, it should be underlined that Satpol PP still waits for the Perkim Office as the leading sector.

Furthermore, there are problems related to communication in the field that arise from the field coordinator.

"This communication earlier, maybe we got it in the field, the coordinators might be a little slow there, we don't know who the field coordinator is, so maybe the coordinator is not in his position, he isthe one communication is not smooth if those in the office and above have no problems but they have a coordinator in the field but that might be what is lacking" (WA, Interview 02 May 2023. Translation from Indonesian).

Division of labour

Division of labour is an action to be able to divide work which is expected to clarify each individual task and job in the organisation. This is in line with the opinion expressed by Iqbal (2020: 373) that the principle of division of labour means that if an organisation wants to successfully achieve its goals, it is required to carry out division of labour. Based on the results of interviews conducted by some information, it is found that the division of labour in each agency is clear. This is because there are already fields that specifically deal with the problem of controlling unlicensed buildings in Binjai City. This statement



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is in accordance with the opinion of the secretary of Satpol PP of Binjai City.

"The division of labour is specific to all permits, not just IMB, we are in charge of one P2D field, so they organize members in the field. So they go down as a team, looking for buildings that violate. Previously, we went around every day, on Fridays we took care of public reports and so on" (WA, Interview 02 May 2023. Translation from Indonesian).

This statement explains that there is already a special field that handles licensing cases in addition to the formation of a team to be able to monitor if violations occur in the field. Furthermore, the Head of Law Enforcement Division (P2D) stated that:

"In our field, we still carry out routine patrols so later the head of division will bring members around the field like what the situation is, there is a building, so we still reprimand first, first a verbal warning, then a written warning 1,2,3 and the cashiers are still the ones who regulate conditions in the field.". The point is that if our field moves, there does not have to be a goal unless there is a certain letter that comes in from a report, whether from the community, whether a direct order, if it is for routine, the head of the section is the one who organizes it". (LS.

Interview 02 May 2023. Translation from Indonesian).

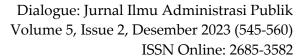
The statement above explains that the P2D field conducts routine patrols. Then, there is an SOP that immediately implemented when finding buildings without permits in Binjai City. Meanwhile, at the Dinas Perkim, there is a special section for the problem of controlling unlicensed buildings. The section is the building supervision and enforcement section. However, at the Dinas Perkim itself, the head of the section has been vacant for ± 1 year. So, it is directly delegated to the head of the field building guidance and structuring. The Head of Dinas Perkim said that:

"There is a special field that handles these issues in the field of supervision. The head of the division is currently vacant, and it is taken over by the head of the field" (MN. Interview 27 April 2023. Translation from Indonesian).

The vacancy of the Section Head makes members directly responsible to the head of the field of building construction and structuring. However, the division of labour in the perkim office can also be said to be clear.

Discipline

Discipline can be interpreted as an activity to be able to carry out



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adjustments to parts so that the goals that have been set can be carried out on time, in accordance with expectations, related to the attitude or behaviour of individuals in an organisation to be able to submit and obey the rules that have been set together (related to SOP).

"It's always the same, the departure is the same, if you gather it depends, yes, make an appointment, for example, there are several points that you want to check, maybe at the starting point that's where you gather together. Anyway, no one takes action alone. If the name is already combined, it is the same" (MN. Interview 27 April 2023. Translation from Indonesian).

The statement states that there is timeliness. The following is a picture showing that the Perkim Office and Satpol PP continue to coordinate in the context of controlling unlicensed buildings in Binjai City.

Picture 4.6 Dinas Perkim and Satpol PP Visit a unlicensed buildings



Source: Pamong Praja Police Unit Binjai City (2023)

However, considering that Satpol PP is a police unit, the agency highly upholds discipline. In fact, usually for timing, it will be delayed a few minutes before the time that has become a mutual agreement. This is in accordance with the opinion of one of the task force team (Satgas) of Satpol PP Kota Binjai who stated that:

"Attendance is present and punctuality is also on time, because this Satpol PP is taught discipline. Even if there is a tax return, the time is delayed by half an hour or an hour" (DK. Interview 05 May 2023. Translation from Indonesian).

Then, this was confirmed by one of the correspondence administration staff in the P2D field who stated that Satpol PP was present earlier than the Perkim Office. However, it needs to be underlined again that it is Satpol PP who voluntarily postpones the time of the SPT (Task Order) that has been determined.

"Not because I am from Satpol PP, but from the facts so far, for time discipline Satpol PP always comes first compared to the Perkim Office. Meanwhile, Perkim is the one who makes the promise first, because they know about the things that we have to order. But, the fact so far is that it is still Satpol PP who comes first" (HN. Interview 05



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May 2023. Translation from Indonesian).

According to Alvionita, (2022: 27) states that discipline is also related to the attitudes and behaviour individuals and organisations obeying the rules. This means that discipline can also be seen from compliance established with regulations. For example, in terms of coordination between the Perkim Office and Satpol PP, it can be seen from compliance in issuing Warning Letters and providing copies if issuing those related to controlling buildings without permits.

"If the Dinas Perkim is disciplined, I don't think it is much different, because we see from the copy of the letter to us, there are also quite a lot of us making it lively" (WA, Interview 02 May 2023. Translation from Indonesian).

Based on the explanation from the secretary of Satpol PP above, it can be said that these two institutions have been disciplined in carrying out their duties and functions in accordance with applicable regulations. Administrative discipline is a must that must be obeyed. In addition to the findings above, in the field the researcher also found that there were no more demolitions in Binjai City due to limited costs. This is in accordance with the statement of the

South Binjai coordinator who stated that:

"Usually, if it is the fourth warning letter, the parents have not heeded, we usually do sealing. We usually invite them (Satpol PP). In 2023, there was never any demolition, the final stage was until the sealing stage, there was no more demolition, there was no cost" (DK, Interview 31 May 2023. Translation from Indonesian).

Limited costs, resulting in the control of unlicensed buildings can be said to be not so well implemented. In addition, this study also found that there was no ratification of local regulations related Building Approval (PBG), and a limited number of Human Resources (HR) at the Housing and Settlement Area Office of Binjai City. In fact, based on research conducted by Ikah (2020), it shows that the control of Building Permits in Sinjai Regency has not been carried out optimally due to budget constraints and lack of Human Resources (HR), but in this study, the agency that has limited HR is the Pamong Praja Police Unit.

CONLUSION

In coordination between the Dinas Perkim and Satpol PP, several things still need strengthening and awareness from each agency to be able to carry out



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coordination. The local regulation related to Building Approval (PBG) has not yet been ratified, the lack of funds results in the curbing stage being stopped at the stage of sealing or stopping the building, and the limited number of Human Resources (HR) at the Dinas Perkim are part of the findings that the author found in the field.

The findings that align with these indicators in controlling unlicensed buildings in Binjai City are as follows: Unity of action is still considered lacking due to sectoral ego problems in decision-making. Communication, the communication indicator, can be stated as weak. This is because sometimes there miscommunication between the Perkim Office and Satpol PP. In addition, confirmation is also difficult because the coordinator of the field supervisory team only sometimes remains in place. Division of Work: The division of labor can also be precise because there is already a division in each office in the relevant Discipline agencies. coordination between the Perkim Office and Satpol PP has upheld discipline. This is evidenced by their punctuality when they want to visit the problematic building jointly. In addition, these two

agencies can also be said to be orderly in administration.

The Local Government of Binjai City should accelerate the ratification of Local Regulations related to PBG to clarify the transfer of IMB to PBG. In addition, the Local Government of Binjai City must consider the amount of the cost of controlling unlicensed buildings. There must be a replacement if there is a vacancy in human resources so that there is no accumulation of tasks.

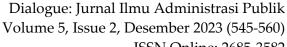
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