

Restructuring Regional Development Organizations in East Nusa Tenggara Province-Indonesia: A Bureaucratic Reform

¹Indriyati, ²Agus Suryono, ³Ratih Nur Prantiwi, ⁴Fadillah Amin

Abstract: Structuring the regional apparatus organization is one of the patterns of government management in local government organizations, and is a method of dealing with changes in the regulatory environment that occur within the framework of institutional reform. The purpose of this study is to describe, explain and analyze the strategy of implementing regional organizational organization structuring, the process and results of regional corporate organization structuring, the impact of regional organizational organization structuring, and recommending the local regulatory organization structuring model in the Government of East Nusa Tenggara Province. In this study using a qualitative approach to data collection techniques through interviews, observation, and documentation in the Government of East Nusa Tenggara Province. The results show that within the framework of institutional reform, organizational structuring needs to pay attention to strategies, conditions and methods of implementation based on existing conditions and regional needs. This organizational arrangement was carried out with the principle of rightsizing, which is the right function and right size according to Indonesia Government Rules NO. 18 of 2016 concerning Regional Apparatuses.

Keywords: Restructuring, Restructuring of regional government organizations, Bureaucratic reform

I. Introduction

The change in the paradigm of governance, from centralization to decentralization, which was marked by the implementation of regional autonomy policy, has brought a new nuance in the administration of local government in Indonesia. It is an effort to stabilize the region further and empower the community. Decentralization policy is an integral part of the framework of improving government management. Implementation of this strategic concept is the issuance of the Law on Regional Government and followed by implementing regulations that provide space for regional authority to carry out local affairs. The Law on Regional Government can be seen in the following figure.

¹ Doctoral Program of Public Administration, Faculty of Administrative Science Brawijaya University, Indonesia

² Faculty of Administrative Science, Brawijaya University, Indonesia

³ Faculty of Administrative Science, Brawijaya University, Indonesia

⁴ Faculty of Administrative Science, Brawijaya University, Indonesia

Time of Reform

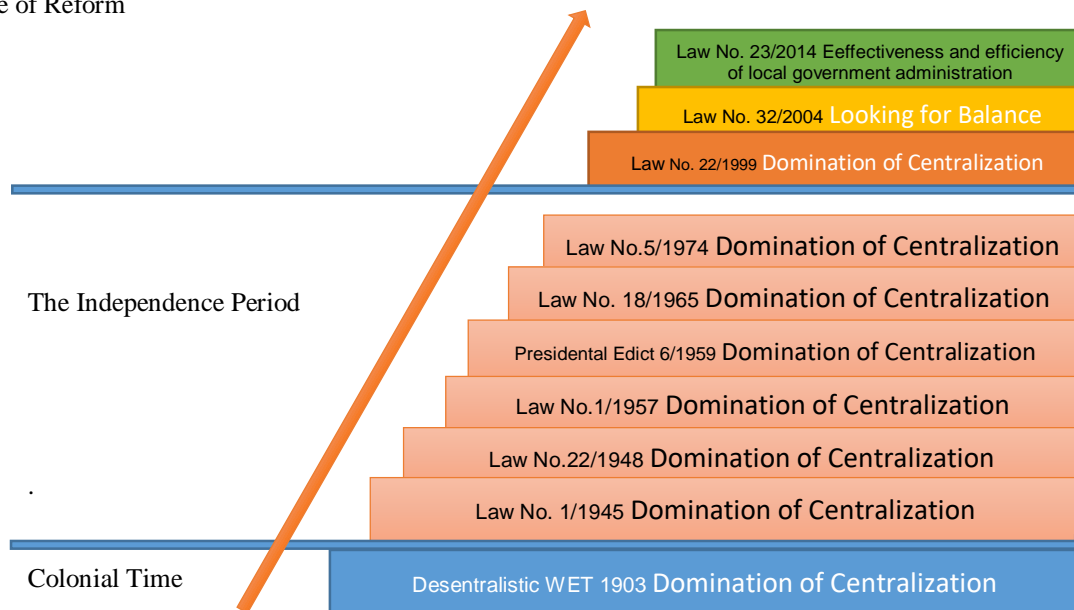


Figure 1. Decentralization policy from time to time

Related to the above, the element that needs to be seen in-depth and comprehensively is institutional. The argument that is built here is that regional authority cannot possibly be carried out if it is not accommodated in the local institutions because regional institutions are a place or means for carrying out the functions that are the authority of the region. The presence of regional institutions provides clarity in the accountability of the implementation of tasks and features in the context of the implementation of local autonomy. Therefore the arrangement of regional institutions is an essential part of supporting the achievement of the objectives of regional autonomy.

Concerning the above description, the main focus is on the institutional arrangement of the regional government more to the substance of the existence of these institutions in contributing to the achievement of local autonomy objectives. As a regional apparatus that helps regional heads in the implementation of the provincial government, their presence must be able to provide support in the successful implementation of the regional autonomy program. Local government institutions that include organizations, personnel, and management must be a solution for the achievement of development programs in the region. Therefore the regional apparatus organization was formed to assist in the formulation of policies and coordination in the areas, as supporting the duties of regional heads in the formulation and implementation of specific local policies, as well as implementing elements of regional affairs.

Unfortunately, the presence of regional government organizations, in general, is seen as not being able to provide maximum support related to the implementation of the provincial autonomy program. Normatively, the formation of regional government organizations has accommodated the applicable provisions, but in reality, the existing organizations provide financial burdens for the region. The budget is used more for operational costs of employees than the implementation of financing the business itself or development costs. In another part, the presence of technical regulations that require the establishment of regional apparatus organizations as a place for carrying out specific functions adds to the burden on the regions. As a result, organizations that were formed, although not contributing much to the interests of the community, were retained and used up public funds. Therefore, several problems arise, such as inefficient use of resources, widening the range of control and the lack of integration of the handling of functions that should be handled by one unit into several organizational units, causing overlapping functions. This condition often creates conflicts of interest between the regional apparatus organizations themselves.

Departing from these problems, in order to realize the ideal regional organization, organizational structuring that is capable of carrying out functions based on local characteristics and the needs of the community is needed. This means in addition to taking into account the factors regulated in the regional government law but also accommodating other factors that later make the local apparatus organization as the centre of regional autonomy. Regional apparatus organizations are expected to become established organizations and able to play a role as a means of implementing government functions as well as an optimal process of interaction between the government and other regional institutions and the community. Thus, a proportional, effective and efficient organization of political apparatus will be

created based on the principles of the organization. Along with the use of vision and mission in determining organizational programs, it should be in the preparation of government organizations using the principles of rule and mission-driven organizations as suggested by Osborne and Gaebler (1992) in his book *Reinventing government*.

Likewise, the province of East Nusa Tenggara in carrying out the arrangement of regional apparatus organizations, as one of the regions characterized by islands and directly bordering with foreign countries, needs to do a specific study concerning the local apparatus organizations. This is as part of the structuring of government institutions that lead to the rightsizing model, which is an effort to simplify government bureaucracy that is proportional and transparent as needed. These efforts are expected to produce regional organizations that are not too large but effective in the implementation of their primary functions following the spirit of reinventing government to support the realization of good local government.

II. Research Method

This research applied a qualitative approach. It needs to be more sensitive in capturing various information phenomena; besides this approach can also present a holistic or comprehensive form in analyzing a social phenomenon. The location and research site were carried out in the East Nusa Tenggara Provincial Government. And the Province of East Nusa Tenggara (NTT) purposefully used as a research location. While the research site is in several agencies or work units related to the implementation of regional organizational organization structuring. The data collection in this study is a series of interrelated activities aimed at gathering information to answer research questions that arise. Therefore researchers used three data collection techniques, namely in-depth interviews, observation and documentation. Using these three techniques, it is assumed that it is possible to obtain a comprehensive set of information and data (Lincoln and Guba 1985: 187).

Analysis of the data used in this study is an interactive model that is by conducting activities in qualitative data analysis. It was performed interactively and continuously until it has been complete so that the data is saturated (Miles, Huberman and Saldana (2014: 33). Activities in data analysis, namely, data condensation, data display, and conclusion/verification. The steps of the study are shown in the following figure.

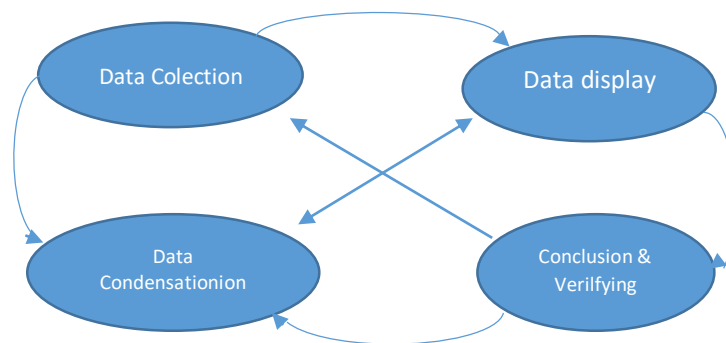


Figure 2. Interactive model Scheme

Source: Matthew B.Miles, A.Michael Huberman, dan Johnny Saldana; Qualitative data analysis; An expanded sourcebook (2nd ed). Thousand Oaks, CA: Sage Publication (2014,33)

III. Discussion

Government affairs must be divided into government affairs related to essential services, and government affairs not related to basic services. Based on the division of governmental affairs between the central and provincial government, as well as regency/city areas as contained in the matrix of concurrent governmental affairs, the regional apparatus manages the management element. It includes facilities and infrastructure, personnel, work methods, and the implementation of management functions which include planning, organizing, implementation, coordination, budgeting,

supervision, research and development, standardization and management of information following the substance of government affairs.

The formation of regional apparatuses also takes into account factors of area size, population, financial capacity of the region as well as the amount of the task load under government affairs which are submitted to the regions as mandates that must be carried out by each region through the regional apparatus. In PP No. 18 of 2016 concerning Regional Apparatus, stipulates regional apparatuses in 3 (three) types, namely the Regional Secretariat, DPRD Secretariat, and type A Inspectorates; Regional Secretariat, DPRD Secretariat, and Inspectorate type B; and Regional Secretariat, DPRD Secretariat, and Inspectorate type C; service type A, service type B and service type C; body type A, body type B and body type C; and sub-districts in 2 (two) types, namely sub-districts type A and sub-districts in type B. The determination of the type of regional apparatus is based on the calculation of the number of workload variable values. Workload variables consist of global variables and technical variables. Global variables include the total population, area, total regional income and expenditure budget, with a weighting of 20% (twenty per cent), and the technical variable is the main burden with a weighting of 80% (eighty per cent). For each variable, both general and technical variables, 5 (five) interval classes are assigned, with a scale of values from 200 (two hundred) to 1,000 (one thousand).

Following the guidelines above, the Province of East Nusa Tenggara in implementing the arrangement of regional apparatus organizations has referred to the mandate of PP No. 18 of 2016 concerning Regional Apparatuses, to form and arrange regional apparatuses based on the principle of rightsizing. In the theory of Naumi Stanford (2005), it is stated that organizational structuring is carried out through 5 phases, namely (1) the preparation phase, (2) the deciding phase for change, (3) the planning phase for change, (4) the implementation phase, and (5) the evaluation phase. The results of the study have shown that the Government of the Province of East Nusa Tenggara, in organizing organizational arrangements regional apparatus, has carried out several phases.

The phases carried by Government of the Province of East Nusa Tenggara namely; (1) preparatory phase The East Nusa Tenggara Provincial Government has identified the problem of the form and composition of the existing regional apparatus, and identified the problem as stated in the background of the Academic Paper as a scientific study; (2) In the decisive phase for change, the East Nusa Tenggara Provincial Government held a meeting and outreach related to PP No. 18 of 2016 concerning Regional Apparatuses, to all leaders of regional apparatuses, so that it was agreed to carry out the reorganization of regional apparatus organizations and form an implementation team of regional apparatus organizing organizations stipulated by a Governor Decree; (3) The planning phase of the change, in the East Nusa Tenggara Provincial Government Service Note BO.061 / 169 / VIII / 2016 explained that based on the results of mapping government affairs, the implementing team of regional apparatus organizing organization could prepare a draft of organizational change and the number of structural positions; (4) the implementation phase, in this phase, the Government of the Province of East Nusa Tenggara has carried out the organizational arrangement of the regional apparatus twice, due to the replacement of the Regional Head. The implementation of the first regional apparatus organizational arrangement in July 2016 and resulted in the form and arrangement of 48 regional apparatuses, this number was then reduced in the second regional apparatus organizational arrangement which was in November 2018 which resulted in the form and composition of regional apparatuses of 38 regional apparatuses. The implementation of the second set of organizational arrangements refers to the replacement of the Regional Head (Governor), so it is necessary to adjust the vision and mission of the elected Regional Head (Governor). (5) Evaluation phase, this phase is the first time the Provincial Government of East Nusa Tenggara evaluates the results of the organization of regional apparatus. The results of the evaluation of the arrangement of regional apparatus organizations that form and compile regional apparatuses of 38 regional apparatuses are the implementation of the merging of regional apparatuses. It has the same primary duty, strengthening its main duties, forming new regional apparatuses and also removing regional apparatus that are not relevant to the existing conditions.

Related to the urgency of organizational change and the complexity that may be encountered in the organizational structuring process of the regional apparatus, it is necessary to have strategies, conditions and methods for implementing organizational structuring. Therefore Stanford (2005) formulated the terms and methods of organizing the organization, including the formation of a technical team consisting of competent people and scheduled downsizing of the structure (downsizing). While LAN (2011) formulated benchmarking methods for both the micro, middle and macro levels, that is in processing the implementing organizational structuring, especially in the preparation phase.

Besides, LAN (2011) also formulated survey methods, Job Analysis and Workload Analysis, Balance Scor Card, and Data Envelopment Analysis (DEA). For the evaluation phase of organizational structuring.

However, the results of the study showed that not all of the strategies, conditions, and methods were implemented by the East Nusa Tenggara Provincial Government. In implementing the organizational structure of the regional apparatus, the Government of East Nusa Tenggara Province involves bureaucratic stakeholders and academics as a strategy. But the bureaucratic stakeholders involved were not carried out as a whole, while the involvement of academics was limited to the preparation of the Academic Manuscript as a scientific study. Likewise, the benchmarking and survey methods that were not carried out by the Government of the Province of Nusa Tenggara in the preparation phase for the organization of regional apparatus. In theory, these activities are essential to be carried out to gain knowledge or add insight related to the implementation of the organizational arrangement of the regional apparatus. This means that there is a gap or gap in the process of implementing regional organizational organization structuring, which will undoubtedly have an impact on the results of regional organizational organization structuring.

However, the arrangement of the regional apparatus organization by the Government of East Nusa Tenggara Province has a positive impact on the efficiency of the regional budget allocation, due to a reduction in the number of regional apparatus in the results of the regional apparatus organization arrangement that was carried out in November 2018. The reduction in the number of regional apparatus, from the original 48 devices regions, has become 38 regional apparatuses. Due to the implementation of several formulas, namely fixed regional apparatuses, merged regional apparatuses, regional apparatuses strengthened by their main tasks and functions, and regional apparatuses that were expanded.

In other research results, several adverse problems were found as a result of the organizational structure of the regional apparatus. For example, the emergence of conflicts of interest due to lost structural positions, conflicts of authority and so forth. However, researchers pay attention to different things in the results of the implementation of the regional apparatus organizations arrangement. It focuses on the efficiency of the regional budget allocation, which can then be utilized to increase the operational costs of other regional apparatus so that it will further impact on increasing the productivity of regional government work.

Therefore, researchers recommend the recruitment of experts and the implementation of benchmarking. Furthermore, it is recommended to do surveys of public satisfaction with public services as a result of the results of organizational structuring. The recruitment of experts, according to the fields related to the implementation of the regional apparatus organizational structuring, will undoubtedly reduce the risk of resistance. It may occur in the process of implementing the regional apparatus organizational structuring so that if it occurs, it will undoubtedly disrupt the performance of the implementing team of regional apparatus organizational structuring. The recruitment of experts will also maintain neutrality. Whereas the implementation of benchmarking both micro, middle, and macro as well as community satisfaction surveys, it is essential to do to gain knowledge or add insight related to the implementation of the organization of regional apparatus.

IV. Conclusion

Organizational structuring of regional apparatuses is conventional in an organizational cycle, including in local government organizations. Organizational structuring of regional apparatus is part of the process of organizational change to anticipate various developing trends. Through the organization's arrangement, it is hoped that the performance of regional governments will be more effective and efficient. In practice, the organizational structure of regional apparatuses is often reduced in meaning to the rationalization of structures and employees. As a result, there are political interests in the organization of the regional apparatus. Organizational structuring does not always have to be downsizing because it can also be merged with several organizations in the similar functions/cognates, even the formation of new organizations that are indeed needed to support the organization's vision and mission. Therefore, a new paradigm that should be applied in the organization of regional apparatus is to find equivalent structures and functions (not just poor structure, rich in functions) and to design the organization of regional apparatus (rightsizing), not just downsizing.

References

1. Bogdan, R.C dan Taylor, S.J, 1975. *Introduction to Qualitative Research Methods*. New York: Jhon Wiley.
2. Caiden, Gerald. E, 1968. *Prospect of Administrative Reform In Israel*, Public Administration.
3., 1982. *Public Administration. Second Edition*. California: Palasades Publiser.
4., 1991. *Administrative Reform Comes Of Age*. New York: Walter de Gruyter.
5. Creswell, John, W.1994 *Research Design: Qualitative & Quantitative Approaches*. Thousand Oaks, CA. Sage
6. Daft, Richard L., 2010. *Understanding The Theory & design Of Organizations*,
7. Denhardt, J.V & Denhardt, R.B, 2003. *The Public Serving, Not Stering*. New York: M.E. Sharpe
8. Depdagri, 2007. *Peraturan Pemerintah (PP) No. 41 Tahun 2007 tentang Organisasi Perangkat Daerah (OPD)*, Jakarta.
9., 2014. *Undang-Undang No. 23 tahun 2014 Tentang Pemerintah Daerah*, Jakarta
10., 2016. *Peraturan Pemerintah (PP) No. 18 Tahun 2016 tentang Perangkat Daerah (OPD)*, Jakarta.
11. Dwiyanto, Agus, 2002. *Reformasi Birokrasi Publik di Indonesia*. Yogyakarta: PSKK UGM
12., 2011. *Mengembalikan Kepercayaan Publik Melalui Reformasi Birokrasi*. Jakarta: P.T Gramedia Pustaka Utama.
13. Grindle, Merilee S. and Jhon W. Thomas. 1991. *Public Choices and Policy Changes:The Political Economy and Reform in Developing Countries*, London. John Hopkins University Press.
14. Keban, Jeremias T, 2004. *Enam Dimensi Strategis Administrasi Publik: Teori Konsep dan Isu*, Yogyakarta: Geva Media.
15. LAN, 2011. *Penyusunan Pedoman Penataan Oragnisasi Pemerintah.*, Pusat Kajian Kelembagaan – Lembaga Administrasi Negara, Jakarta.
16. Minstzberg, Henry, 1993. *Structure in Five Designing Effective organizations*. New Jersey: Prentice-Hall Inc.
17., 1979. *Structuring Of Organizations*. Prentice-Hall Inc.
18. Moleong, Lexy., 2000. *Metodologi Penelitian Kualitatif*. Bandung, Remaja Rosdakarya.
19. Muluk, M.R. Khairul., 2005. *Desentralisasi dan Pemerintahan Daerah*, Malang, Bayumadia Publishing.
20., 2006. *Partisipasi Masyarakat dalam Pemerintahan Daerah dengan Pendekatan Berpikir Sistem*. Disertasi Doktor, Fisip Universitas Indonesia, Jakarta.
21. Osborn. David, dan Peter Plastik., 2000. *Memangkas Birokrasi*, Jakarta: Penerbit PPM.
22. Osborn David dan Ted Gaebler, 1999. *Mewirauhakan Birokrasi*, Cetakan Kelima, Jakarta,: PT. Pustaka Binaman Presindo.
23. Prasojo, Eko.,dan Teguh Kurniawan., 2008. *Reformasi Birokrasi dan Good Governance: Kasus Best Practicess dari Sejumlah Daerah di Indonesia*".
24. Rewansyah, Asnawi., 2010. "Reformasi Birokrasi Dalam Rangka Good Governance", Jakarta: CV. Yusaintanas Prima.
25. Stanford, Naaomi., 2005. *Organizations Degisn: The Collaborative Approach*, Elsevier, Oxford
26. Sedarmayanti., 2009. *Reformasi Administrasi Publik, Reformasi Birokrasi da Kepemimpinan Masa Depan*, Bandung : PT. Refika Aditama.
27. Zauhar, Soesilo., 2002. *Reformasi Administrasi: Konsep, Dimensi dan Strategi*. Jakarta : PT. Bumi Aksara